

**BY ORDER OF THE
SECRETARY OF THE AIR FORCE**

AIR FORCE POLICY DOCUMENT 38-2

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Manpower and Organization

MANPOWER



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This Directive implements Air Force Manpower policies in accordance with statutory Title 10 and Title 32, United States Code requirements, as well as Department of Defense Directive (DoDD) 1100.4, *Guidance for Manpower Management*, DoDI 1100.22, *Policy and Procedures for Determining Workforce Mix*, DoDD 4100.15, *Commercial Activities Program*, and DoDI 5100.73, *Major DoD Headquarters Activities*. This publication applies to the Air Force Reserve, the Air National Guard and Active Duty Air Force Components. In collaboration with the Office of the Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff, Manpower, Personnel, and Services (AF/A1) develops Manpower policy.

Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*. Air Force Form 847s originating from the field must be routed through the respective Major Command (MAJCOM) Manpower, Personnel and Services Directorate. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of in accordance with Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS) located at <https://www.my.af.mil/afrims/afrims/afrims/rims.cfm>.

SUMMARY OF CHANGES

This revision contains policy from Department of Defense Directive (DoDD) 1100.4, *Guidance for Manpower Management*, DoDI 1100.22, *Policy and Procedures for Determining Workforce Mix* and DoDI 5100.73, *Major DoD Headquarters Activities* and updates to 38-series publications. Previous Sample Metrics Comparisons have been deleted from this Directive.

1. Overview.

1.1. Manpower is a critical resource that enables combat capability. Manpower requirements are identified and resources are subsequently allocated to man Air Force peacetime and wartime missions in the form of funded authorizations on the Unit Manpower Documents (UMDs).

1.2. Programmed Manpower is a large part of the annual Air Force budget approved by the Congress. The Congress controls manpower levels by authorizing and funding military end strengths, funding the civilian work force, establishing military grade distributions and directing human capital resources and programs through legislation each year.

1.3. To support national security objectives, Air Force units must successfully accomplish assigned missions using optimal levels of manpower resources directly tied to approved program content. To effectively and efficiently execute Air Force missions, manpower must be allocated in the most effective work force mix of active duty, reserve forces, civil service and contract manpower equivalents based upon analytically derived manpower requirements consistent with approved program content. To that end, the Air Force provides unit commanders, through the Major Commands, with manpower in quantity, grade and specialty required to accomplish assigned missions.

1.4. The Air Force relies on a formal, analytically based process to determine expeditionary manpower requirements and execute mobilization planning. Planning requirements are documented in the Joint Operation Planning and Execution System.

2. Policy.

2.1. The Air Force will allocate available manpower consistent with mission requirements, available resources and acceptable levels of risk.

2.2. The Air Force will manage UMDs in accordance with Congressionally authorized end strength, to include the centrally managed accounts and will simultaneously comply with guidance contained in the Defense Officer Personnel Management Act (DOPMA) and the Reserve Officer Personnel Management Act (ROPMA), Title 10 and 32 United States Code and Congressionally mandated ceilings or floors.

2.3. The Air Force will establish policies and procedures to consistently define analytically based manpower requirements, develop defensible budgets and allocate manpower resources across the three components: Active Duty, Air Force Reserves and Air National Guard (AD, AFR and ANG) in a manner that facilitates efficient resource use and maximum combat capability. These actions help the Air Force successfully compete for manpower resources

needed to achieve the greatest possible mission capability and necessary levels of support within available manpower ceilings.

3. Responsibilities.

3.1. The Assistant Secretary of the Air Force for Manpower and Reserve Affairs (SAF/MR) provides oversight of AF Manpower policies and execution on behalf of the Secretary and issues guidance and direction on all matters pertaining to the formulation, review and execution of plans, policies, requirements, programs and budgets concerning Manpower.

3.2. The Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1) is responsible for executing the AF Manpower program and developing, coordinating and executing manpower policies, programs and procedures through the Major Commands and Field Operating Agencies.

MICHAEL B. DONLEY
Secretary of the Air Force

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

DoDD 1100.4, *Guidance for Manpower Management*, 12 February 2005
DoDI 1100.13, *Surveys of Department of Defense Personnel*, 21 November 1996
DoDI 1100.22, *Policy and Procedures for Determining Workforce Mix*, 6 April 2007
DoDD 4100.15, *Commercial Activities Program*, 10 March 1989
DoDI 5100.73, *Major DoD Headquarters Activities*, 1 December 2007
Air Force Manual (AFMAN) 33-363, *Management of Records*, 1 March 2008
Title 10 United States Code, Armed Forces
Title 32 United States Code, National Guard

Prescribed Forms

None

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*, 22 Sep 09

Abbreviations and Acronyms

AFR—Air Force Reserve
AF/RE—Office of Air Force Reserve
ANG—Air National Guard
CFTE—Contractor Full-time Equivalent
DoDD—Department of Defense Directive
DoDI—Department of Defense Instruction
DOPMA—Defense Officer Personnel Management Act
DRU—Direct Reporting Unit
FOA—Field Operating Agency
FYDP—Future Years Defense Program
HAF—Headquarters Air Force
JOPES—Joint Operation Planning and Execution System
MAJCOM—Major Command
MPES—Manpower Programming and Execution System
NGB/CF—Director of Air National Guard
ROPMA—Reserve Officer Personnel Management Act

UAF—Unit Authorization File

UMD—Unit Manpower Document

Terms

End Strength—The count of Air Force military and civilian positions the Air Force needs to have funded in each year of the Future Years Defense Program (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 mission 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 active duty, 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 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.

Department of the Air Force Headquarters Activity Manpower—All military and civilian personnel authorized or assigned to organizations designated as major Department of the Air Force Headquarters (Management or Combatant) or who provide support to one or more major Department of the Air Force Headquarters Activities.

Management Headquarters—A headquarters whose primary responsibility is to oversee, direct and control subordinate organizations or units through developing and issuing policies and providing policy guidance; reviewing and evaluating program performance; allocating and distributing resources; or conducting mid- and long-range planning, programming and budgeting.

Combatant Headquarters—A headquarters designated as an Air Force Component Headquarters to a US Combatant Command (COCOM) whose primary responsibility is to oversee, direct and control the planning for, and the employment of, global or theater-level U.S. military forces.

Direct Support—Professional, technical, administrative or logistical support that is performed in, or provided directly to, a Department of Air Force Headquarters Activity and is essential to its operation.

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 Programming and Execution System (MPES)—On-line management information system designed to collect and disseminate Total Force execution of programmed end strength. MPES executes the Program Objective Memorandum (POM) and the President's Budget (PB) allocated end strength by Command (usually projected over seven years and reflects the manpower officer/enlisted/civilian requirements constrained by the manpower budget). MPES provides the commands the capability to organize Air Force end strength into units required to execute Air Force programs and accomplish unit missions. MPES accurately accounts for every position to ensure the right person can be delivered to a combatant commander at the right place and time and that manpower services and systems are available to meet these needs and delivers a detailed account of Air Force position data to Personnel Systems and other Air Force/DoD Manpower and Readiness data systems. MPES distributes and publishes the FYDP to the Major Commands, Direct Reporting Units (DRUs), and Field Operating Agencies (FOAs), who create, consolidate and submit FYDP Manpower Change Requests (MCRs) to Headquarters Air Force (HAF), requesting the reprogramming of or additional authorizations to accomplish their missions.