

**BY ORDER OF THE COMMANDER
354TH FIGHTER WING (PACAF)**

**354TH FIGHTER WING INSTRUCTION
36-502**



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Personnel

**MANAGING CIVILIAN
PERSONNEL RESOURCES**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This base instruction implements AFPD 36-5, *Civilian Personnel Resource Management* and AFPD 38-2, *Manpower*. It also provides information specific to the implementation of AFI 36-502, *Managing Civilian Personnel Resources* and AFI 38-201, *Management of Manpower Requirements and Authorizations*. Establishes procedures for requesting civilian overhires and applies to all units assigned to the 354th Fighter Wing (FW) on Eielson Air Force Base, and 1 ASOG. 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 (IAW) Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS) located at <https://www.my.af.mil/afirms/afirms/afirms/rims.cfm>. 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*; route AF Form 847s from the field through the appropriate functional chain of command.

SUMMARY OF CHANGES

This major revision incorporates numerous modifications by combining FWI 36-501, *Managing Civilian Personnel Resources*, and FWI 38-201, *Management of Manpower Requirements and Authorizations*. It corrects FWI designation from 36-501 to 36-502. It incorporates the FW Civilian Employee Management Board (CEMB) policies/practices.

1. Civilian Employee Management Board (CEMB). The CEMB is chartered to ensure the civilian workforce and resources are used efficiently and effectively (AFI 36-502).

1.1. The board is comprised of a chairperson, voting members and advisors. The wing commander or vice serve as the chairperson and group commanders are voting members. Manpower and Organization Section (MOS), Financial Management and Analysis Section (FMA) and Civilian Personnel Section (CPS) are board advisors.

1.2. Primary responsibilities of the CEMB are: periodically review employment plans; compare civilian pay expenditures against budgetary targets; establish instructions on civilian resource management for approving overhires; field labor and employee-management relationship inhibitors; and address unresolved issues raised by the CEMB Working Group.

2. Corporate Board Advisors. The CPS, FMA, and MOS jointly assist managers and supervisors by: developing, defending, and coordinating budgets, funding, utilization and projections for civilian resources; allocating manpower resources; forecasting, executing and adjusting civilian pay budgets; and advising managers and supervisors on human resource issues.

2.1. MOS (354 FSS/FSMM). MOS determines and validates manpower requirements needed to accomplish the mission; processes authorization change requests to HQ PACAF for validated manpower requirements; and advises managers on how best to use manpower resources.

2.1.1. Valid work is defined in AFI 38-201, *Determining Manpower Requirements*, as work directed by MAJCOM or above. Locally mandated workload is not defined by the Air Force as valid.

2.1.2. MOS will conduct/document an operational audit of workload, after an overhire request is received. The work activity will be broken down into tasks which are measured in terms of frequency of accomplishment and per accomplishment times to provide a monthly man-hour total. Depending on the complexity of the workload circumstance, MOS may accept a detailed narrative description of the workload to be accomplished and a statement describing why the existing work force cannot accomplish it, in lieu of completing an audit.

2.1.3. MOS forwards each request for coordination to the FMA and CPS electronically.

2.1.4. MOS also validates the manpower implications for position description changes.

2.2. FMA (354 CPTS/FMA). FMA develops and defends civilian resource budget projections based on programs approved by the CEMB; and advise managers on techniques and practices to support and execute their civilian resource budget.

2.2.1. FMA validates cost estimates for requested positions, to include all benefits and incidental costs.

2.2.2. FMA verifies availability of funds. In limited cases some units may have to pay/fund for a valid overhire, following CEMB approval. However, in those cases once MOS and CPS have completed their validation processes, the unit will be required to initiate the appropriate budget transfer.

2.3. CPS (354 FSS/FSMC). The CPS assists managers and supervisors by: helping them plan employment; advising managers on how best to use civilian human resources; determine

the costs of position management, personnel administration, and operational requirements; process fill actions; staff positions; bring employees on board, and analyze the potential impact of overhire requests on work center personnel to include work load distribution, supervisory ratios, and organizational efficiency.

3. CEMB Working Group.

3.1. Provide civilian workforce oversight. It is chaired by the Chief of Manpower & Personnel (M&PF, 354 FSS/FSM). Other members will be appointed by each squadron commander. Candidates must be senior level management and have the authority to speak on behalf of their commander on key civilian personnel issues.

3.2. The CEMB Working Group is charged with:

3.2.1. Serving at the pleasure of the CEMB and executing any tasks on their behalf.

3.2.2. Developing recruiting and incentive strategies to minimize civilian vacancies.

3.2.3. Developing strategies to bolster Employee Management Relations (EMR) and minimize diminished reductions in productivity based on negative EMR issues.

3.2.4. Developing procedures for reviewing civilian position descriptions and their classification.

3.2.5. Evaluating and developing equal opportunity and affirmative action issues and strategies.

3.2.6. Contributing to the wing civilian workforce planning and assessments

3.2.7. Evaluating and developing award and recognition strategies, to include assuming the role of the Installation Civilian Incentive Award (ICIA) Committee (354 FWI 36-1004, *The Air Force Civilian Recognition Program*).

3.2.8. Evaluating and developing civilian training strategies, to include the Installation Training Plan and overseeing civilian TDY training expenditures.

3.2.9. Evaluating and developing civilian recruiting, retention and relocation incentives requests and strategies.

3.2.10. Supporting union and management labor contract negotiations.

3.2.11. Supporting a partnership relationship between management and union officials.

3.3. CEMB Working Group members will serve as their unit's principal liaison with CPS. They are charged with the following:

3.3.1. Keeping their commander informed on CEMB Working Group activities/issues.

3.3.2. Educating their unit supervisors on employee management relations (EMR) and minimizing reductions in productivity based on negative EMR issues.

3.3.3. Facilitating the submission and coordination of recruiting Requests for Personnel Action (RPA).

3.3.4. Facilitating the submission and coordination of position description classification actions, maintaining organizational structural integrity, while reducing over-graded positions.

3.3.5. Encouraging prompt accommodation of employees physically disqualified for their present positions.

3.4. The CEMB Working Group will meet monthly unless requested sooner by the CEMB to address critical/time sensitive issues.

4. Human Capital Task Force (HCTF).

4.1. Purpose: To support the Department of Defense's Fiscal Years 2012-2016 Strategic Plan and strategic goal of "Provide the right policies coupled with state-of-the-art practices and tools to attract, train, educate, shape, sustain and retain diverse talent to anticipate and meet the requirements of the 21st Century Total Force."

4.2. Charter and Authority: The Wing HCTF is chartered by the wing commander to provide a single focal point to plan, execute, and evaluate the Iceman team's human resource strategies. It is also given authority to task or suspense all wing units to provide personnel and/or information/data necessary to support the HCTF charter.

4.3. Focus. This task force is established as a working group to address:

4.3.1. Directing, coordinating and publishing the wing's Human Capital Assessment (HCA).

4.3.2. Identifying necessary shifts in the workforce (military, civilian & contractor) in order to successfully execute current and future wing missions.

4.3.3. Initiating corresponding action "to attract, train, educate, shape, sustain, and retain" diverse talent across the workforce.

5. Civilian Training Planning and Programming. The Force Development Flight Chief (354 FSS/FSD) will maintain the Annual Installation Training Plan. The CEMB will approve/disapprove the Annual Installation Training Plan. The CEMB Working Group will oversee and approve out-of-cycle adjustments. The Force Development Flight Chief will update the CEMB Working Group on training execution on a quarterly basis.

6. Overhires. Overhires may only be approved for the following purposes:

6.1. Seasonal Workloads. Performance of seasonal workloads exceeding allocated manpower requirements and impairing direct mission accomplishment. Examples of such workloads are building the ice bridge, snow removal, range build-up, etc. Such workloads are programmable due to the nature of the work involved and requests should be processed well in advance.

6.2. Emergency Workloads. Accomplishment of emergency workloads which are beyond the control of the local commander/functional manager. Examples of such workloads are fire damage, storm damage, etc. Peak workloads that were accounted for during development of manpower standards for a given functional area are not considered as emergency workloads for purposes of overhire.

6.3. Extended Requirements. Overhire requirements that exceed 12 months or the 24 month statutory limitations in a 36 month period, should be submitted as potential manpower variances in accordance with AFMAN 38-208, *Air Force Management Engineering Program (Mep) - Quantification Tools*, Volume 1, **Chapter 12**, through MOS. The overhire process is not intended to serve as a permanent funding source for valid, unfunded manpower

requirements. Units should work with their PACAF functional representatives to resolve permanent funding issues.

6.4. Level of Service. Level of service includes intangible benefits for work performed beyond what is earned by manpower standard and cannot be validated, i.e., summer student positions. Level of service workload will only be quantified by the MOS and the CEMB. Approval will be based on what the wing can actually afford to fund via “lapse rate” percentage. Organizations should clearly state whether or not their request is for level of service.

6.5. Overhires are not intended to compensate or subsidize a unit’s deficiencies in personnel strength created by assignment/selection processes and/or absence of deployed military personnel.

6.6. CEMB advisors will validate overhire requests and route/coordinate eSSS through the CEMB for approval. Should local civilian costs become constrained, the chairperson may elect to convene a formal CEMB meeting. Should the chairperson elect to convene a board meeting, the CPS will organize, coordinate and host the meeting. Validation of overhire requests are made by the CEMB advisors. Approval is then coordinated through CEMB voting members and the chairperson via eSSS (Attch 2). Final approval authority for all overhire requests rests with the chairperson.

7. Originator. The originator (normally the squadron commander or their designated representative) of a request for an overhire will:

7.1. Ensure there is a valid requirement for the overhire, usually not to exceed 12-months, and/or the limitations cited in 5 CFR 316.401 (Attch 3). Each overhire request should include a Not To Exceed (NTE) date, which reflects the last date the employee is authorized to work. Normally, NTE dates will not exceed the last day of the current fiscal year.

7.2. Explore other alternatives to satisfy the workload prior to submitting their request. Evidence of alternatives explored should be included in each request.

7.3. Analyze the potential impact of an overhire request on work center personnel to include workload distribution, supervisory ratios and organizational efficiency.

7.4. The originator must submit a request in accordance with required format (Attch 1), to include all supporting documentation to MOS, 354 FSS/FSMM, via eSSS (Attch 2). Incomplete packages will be returned to the originator without action.

7.4.1. Validation of overhire requirements is accomplished by MOS. In order for the validation process to be timely, the submission should occur well in advance of when the employee needs to be in place. After validation, MOS will route request to FMA and CPS for coordination. After validation, overhire requests will be routed through the CEMB for final approval.

7.4.2. Once an overhire request has been approved by the CEMB or its chairperson, an RPA will be submitted by the originator. Failure to submit the RPA within 30 days of approval will nullify the overhire approval and require resubmission.

7.4.3. Supervisors have 10 calendar days to make a selection once a list of candidates has been provided. In the event a selection cannot be completed within 10 days, CPS can grant an extension but only in exceptional circumstances.

7.5. Requests for extending an overhire beyond the original NTE date will be processed as an initial request. This type of request must be submitted 60 days before the current overhire incumbent terminates.

7.6. The supervisor will ensure the overhire-employee is utilized as requested and terminated no later than the established appointment end date. The overhire may be released sooner should mission requirements dictate. The originator should work closely with CPS to ensure hiring and termination actions are accomplished. Under no circumstances will an employee encumber the same position for more than two consecutive years.

7.7. If contract services are performed for the function, overhire workload will not include work already contracted.

8. Permanent Overhires:

8.1. Policy. The CEMB may authorize establishment of a permanent civilian position in addition to those listed on the wing's Unit Manning Document (UMD). In such a case, the CEMB should weigh heavily the long term financial implications on such a decision. The CEMB shall exhaust all interim and emergency options to source valid requirements prior to approving a permanent overhire request. MOS, CPS and FMA will provide recommendations on all requests to facilitate the CEMB decision making.

8.1.1. Interim/Emergency Options. Prior to approving any permanent overhire requests, the CEMB must consider augmentation, reassignment, temporary civilian overhire (normally NTE 1-year, may not extend more than 2-years), term civilian overhire (NTE 4-years), and other creative means to fill the void.

8.1.2. Prior to the CEMB's consideration of permanent overhire requests:

8.1.2.1. A variance to existing manpower standards must be documented and submitted to HHQ for consideration.

8.1.2.2. CPS must verify all civilian employee statutory requirements have been met.

8.1.2.3. FMA must evaluate availability of current funds and ensure the wing adjusts its future programming of civilian pay to guarantee permanent funding for the proposed position at the same level of consideration as all civilian positions authorized on the UMD.

8.1.2.4. The permanent status of approved positions will be reconsidered by the CEMB each time the position is vacated by an employee and prior to any recruiting action being initiated.

8.2. All employees hired into an approved permanent overhire position are entitled to the same pay, benefits, and entitlements as all other permanent employees under Office of Personnel Management (OPM) and Code of Federal Regulation (CFR) employment standards.

DAVID A. MINEAU, Colonel, USAF
Commander

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

AFPD 36-5, *Civilian Personnel Resource Management*, 1 Jun 15

AFPD 38-2, *Manpower*, 5 Feb 13AFI 36-502, *Managing Civilian Personnel Resources*, 30 Mar 94

AFI 38-201, *Management of Manpower Requirements and Authorizations*, 30 Jan 14

Abbreviations and Acronyms

ASOG—Air Support Operations Group

CEMB—Civilian Employee Management Board

CPS—Civilian Personnel Section

CFR—Code of Federal Regulation

EMR—Employee Management Relations

eSSS—Electronic Staff Summary Sheet

FMA—Financial Management Analysis

FWI—Fighter Wing Instruction

HCA—Human Capital Assessment

HCTF—Human Capital Task Force

HHQ—Higher Headquarters

HQ PACAF—Headquarters Pacific Air Forces

IAW—In accordance with

ICIA—Installation Civilian Incentive Award committee

MAJCOM—Major Command

MOS—Manpower & Organization Section

NTE—Not To Exceed

OPM—Office of Personnel Management

OPR—Office of Primary Responsibility

RDS—Record Disposition Schedule

RPA—Request for Personnel Action

UMD—Unit Manning Document

Attachment 2

OVERHIRE REQUEST FORMAT

Figure A2.1. Overhire Request Format.

MEMORANDUM FOR 354 FSS/FSMM	DD MMM YYYY
FROM: UNIT	
SUBJECT: Request for Civilian Overhire	
1. Position title, anticipated grade and job series:	
2. Workload for this overhire (is / is not) covered by an Air Force manpower standard. A description of the workload is attached for 354 FSS/FSMM validation.	
3. Include AFSC, Program Element Code (PEC), Functional Account Code (FAC), and title of work center where overhire will be utilized according to the most recent Unit Manpower Document (UMD):	
<u>AFSC</u>	<u>PEC</u> <u>FAC</u> <u>OSC</u> <u>Work Center Title</u>
4. Period of overhire (start and NTE dates).	
5. Total number of unit personnel <u>assigned</u> in the requested AFSC. Officer: ____ Enlisted: ____ Civilian: ____	
6. Total number of unit personnel <u>authorized</u> in the requested AFSC. Officer: ____ Enlisted: ____ Civilian: ____	
7. List of overhires currently in the unit include:	
Position	
<u>Title</u> <u>Number</u> <u>Grade</u> <u>FAC</u> <u>AFSC/Job Series</u> <u>Start Date</u> <u>NTE Date</u>	
8. Overhire cost estimate.	
9. Justification. Include directive, circumstance, or backlog which supports the requirement for a temporary overhire.	
COMMANDER SIGNATURE BLOCK	

Attachment 3

OVERHIRE REQUEST ESSS TEMPLATE

Figure A3.1. Overhire Request eSSS Template.

SUBJECT: UNIT NAME Overhire Request	
DD MMM YYYY	
	//Initials/Rank/Date//
354 UNIT/CC	Coord
354 FSS/FSMM	Coord
354 CPTS/FMA	Coord
354 FSS/FSMC	Coord
CEMB	Approval
354 UNIT/CC	Action
354 FSS/FSMC	Info
ACTION OFFICER: RANK NAME, 354 UNIT/OSC, DSN 377-XXXX	
SUSPENSE DATE:	
1. PURPOSE:	
2. BACKGROUND:	
3. DISCUSSION: (include a desired NTE date)	
4. RECOMMENDATION:	
//SIGNED//	
COMMANDER SIGNATURE BLOCK	
Tab 1, Overhire Request	
Tab 2, Position Description	

Attachment 4

EXCERPT OF CODE OF FEDERAL REGULATIONS

Figure A4.1. Excerpt of Code of Federal Regulations.

Title 5, Volume 1, Parts 1 to 699

Revised as of January 1, 2000

PERSONNEL

CHAPTER I--OFFICE OF PERSONNEL MANAGEMENT

PART 316--TEMPORARY AND TERM EMPLOYMENT

Subpart D--Temporary Limited Employment

Sec. 316.401 Purpose and duration.

(a) Appropriate use. An agency may make a temporary limited appointment

(1) To fill a short-term position (i.e., one that is not expected to last longer than 1 year);

(2) To meet an employment need that is scheduled to be terminated within the timeframe set out in paragraph (c) of this section for such reasons as abolishment, reorganization, or contracting of the function, anticipated reduction in funding, or completion of a specific project or peak workload; or

(3) To fill positions on a temporary basis when the positions are expected to be needed for placement of permanent employees who would otherwise be displaced from other parts of the organization.

(b) Certification of appropriate use. The supervisor of each position filled by temporary appointment must certify that the employment need is truly temporary and that the proposed appointment meets the regulatory time limits. This certification may constitute appropriate documentation of compliance with the limits set out in paragraph (c) of this section. The reason(s) for making a temporary limited appointment must be stated on the form documenting each such appointment.

(c) Time limits--general.

(1) An agency may make a temporary appointment for a specified period not to exceed 1 year. The appointment may be extended up to a maximum of 1 additional year (24 months of total service). Appointment to a successor position (i.e., to a position that replaces and absorbs the position to which an individual was originally appointed) is considered to be an extension of the original appointment. Appointment to a position involving the same basic duties and in the same major subdivision of the agency and same local commuting area as the original appointment is also considered to be an extension of the original appointment.

(2) An agency may not fill a position by temporary appointment if that position has previously been filled by temporary appointment(s) for an aggregate of 2 years, or 24 months, within the preceding 3-year period.

(d) Exceptions to general time limits.

(1) Agencies may make and extend temporary appointments to positions involving intermittent or seasonal work without regard to the requirements in paragraph (c) of this section, provided that:

(i) Appointments and extensions are made in increments of 1 year or less.

(ii) Employment in the same or a successor position under this and any other appointing authority totals less than 6 months (1,040 hours), excluding overtime, in a service year. The service year is the calendar year that begins on the date of the employee's initial appointment

in the agency. Should employment in a position filled under this exception total 6 months or more in any service year, the provisions of paragraph (c) of this section will apply to subsequent extension or reappointment unless OPM approves continued exception under this section. An individual may be employed for training for up to 120 days following initial appointment and up to 2 weeks a year thereafter without regard to the service year limitation.

(2) OPM will authorize exceptions to the limits set out in paragraph (c) of this section only when necessitated by major reorganizations or base closings or other unusual circumstances. Requests based on major reorganization, base closing, restructuring, or other unusual circumstances that apply agency wide must be made by an official at the headquarters level of the Department or agency. Requests involving extension of appointments to a specific position or project based on other unusual circumstances may be submitted by the employing office to the appropriate OPM service center.

NOTE: This attachment is only an excerpt of 5 CFR 316.401 as of the date of this publication. Should officials processing overhire requests require additional clarification they should reference the current edition of the 5 CFR 316.401 regulation.