This instruction implements Air Force Policy Directive (AFPD) 36-1, *Appropriated Funds Civilian Management and Administration*. It provides guidance and procedures for managing civilian mobility throughout the Air Force (AF). The instruction also prescribes conditions for mobility programs and agreements in accordance with Department of Defense Instruction (DoDI) 1400.24, *Civilian Mobility Program*. It delineates procedures for involuntary assignments of employees not covered by mobility agreements. It applies to certain administrative, professional, technical and managerial positions. It does not apply to movement of Senior Executive Service members, employees assigned to United States Air Force Reserve or Air National Guard technician positions. In collaboration with the Chief of Air Force Reserve (HQ USAF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel and Services (HQ USAF/A1) develops personnel policy for mobility of civilian employees. This AF publication may be supplemented at any level; Major Command/Combatant Command (MAJCOM/COCOM)-level supplements must be approved by the Human Resource Management Strategic Board prior to certification and approval. (T-1).

Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) listed above using the Air Force Form 847, *Recommendation for Change of Publication*; route Air Force Forms 847 from the field through the appropriate chain of command. The authorities to waive wing/unit level requirements in this publication are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See Air Force Instruction (AFI) 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers via Air Force Form 679, *Air Force Publication
Compliance Item Waiver Request/Approval, through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the Publication OPR for non-tiered compliance items. Ensure 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 the Air Force Records Disposition Schedule located in the Air Force Records Information Management System.

**SUMMARY OF CHANGES**

This document has been substantially revised and needs to be completely reviewed. Major changes include: (1) tiering authority, (2) changing Civilian Force Policy Division (AF/A1PC) to Civilian Force Management Directorate (AF/A1C), (3) incorporating changes to civilian mobility policy implementation as directed by the Civilian Force Development Panel (CFDP) and (4) definitions added for clarity.
Chapter 1

OVERVIEW

1.1. Mobility Program. A mobility program allows management to readily identify and move employees to meet critical organizational needs and to provide assignments designed to give them the breadth and depth of experience needed for placement in positions to enhance career progression, improve mission effectiveness or otherwise meet the needs of the AF. The mobility programs’ respective enabling documents must clearly identify covered positions by type and level. (T-0). Civilian mobility programs shall generally be confined to administrative, professional, technical and managerial positions.

1.2. Assignments. Assignments involving geographic relocation, except those done at employee request and those resulting from reduction-in-force or transfer of function, are subject to this instruction. Assignments involving functional or organizational mobility that require a mobility agreement are also subject to this instruction.

1.3. Use of Mobility Programs. The use of civilian mobility programs shall enhance career development and progression, achieve mission effectiveness or otherwise meet the needs of the AF. Mobility assignments shall not be used as a form of disciplinary action.

1.3.1. Types of mobility include functional, geographic or organizational.

1.3.1.1. Functional mobility is movement between occupational series, parentheticals, specialties or disciplines within a career field (CF) or movement across CFs and may or may not require a mobility agreement.

1.3.1.2. Geographic mobility occurs when a Permanent Change of Station (PCS) is necessary, and a mobility agreement may be required.

1.3.1.3. Organizational mobility occurs within or among organizations or organizational levels. If the change occurs within the local commuting area and requires a Permanent Change of Assignment (PCA) it may or may not require a mobility agreement.

1.3.1.4. Functional and organizational mobility may or may not involve geographic mobility, since various assignments are possible within the same geographic area or local commuting area without changing a place of residence. If the change involves a new position with a mobility requirement or a PCS to a location outside the local commuting area (e.g., to a geographically separated unit or a detachment) a mobility agreement will be necessary.

1.3.2. Career Mobility.

1.3.2.1. Effective force development depends upon filling high-level positions with highly qualified employees who have a variety of work experiences. This experience may be acquired in more than one functional area, at various geographic locations throughout the AF or at organizations or organizational levels in the same or a different geographic area. These varied experiences provide employees a range of challenges and demands that may not be experienced in a single type of position or at only one installation or organizational level. The career-minded employee should seek such work experiences in more than one organization, functional area or location in a lifetime career. This depth and breadth of experience may be the factor that makes an employee the best qualified for advancement.
1.3.2.2. De-emphasize Geographic Mobility.

1.3.2.2.1. Breadth and depth of experience are among the most relevant factors for selections in civilian hiring and promotion. Therefore, instead of hiring based on the employee’s record of geographic mobility, selecting officials will evaluate employee history based on the positions held and experience gained in each position, regardless of the position’s geographic location. (T-1).

1.3.2.2.2. Prior geographic mobility will not be a selection factor for hiring and promotions. (T-1).
Chapter 2

ROLES AND RESPONSIBILITIES

2.1. The Assistant Secretary of the Air Force (Manpower and Reserve Affairs) (SAF/MR): shall serve as an agent of the Secretary of the Air Force, providing guidance, direction and oversight for all matters pertaining to the formulation, review and execution of plans, guidance, programs and budgets addressing AF civilian employee career field management and civilian mobility programs.

2.2. The Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1): is responsible for management, oversight and administration of all civilian CF management programs and requirements, including civilian mobility programs.

2.3. Director, Civilian Force Management (AF/A1C) shall: (T-1).

2.3.1. Provide regulatory guidance, direction and advice for civilian CF management and civilian mobility programs within the AF. (T-1).

2.3.2. Integrate AF-wide civilian CF guidance, including mobility programs and procedures, with that of the Department of Defense (DoD), government-wide and similar programs. (T-1)

2.3.3. Administer the AF relocation services contract. (T-1).

2.3.4. Coordinate with initiating organizations such as the Headquarters Air Force, MAJCOMs/COCOMs, field operating agencies, or civilian CF Policy Councils (also known as Advisory Councils or Panels) to create mobility programs as part of intern or formal career development programs and procedures to improve mission effectiveness or to meet specific mission needs. (T-1).

2.3.5. Ensure management officials keep employees fully informed about this instruction, mobility programs and the benefits to the AF and its employees of planned assignment changes involving mobility. (T-1).

2.4. The Air Force Personnel Center Commander/Civilian Equivalent: executes civilian force management responsibilities, including adherence to mobility guidance and requirements. (T-2).

2.5. Career Field Programs: ensure mobility program guidance is properly executed and is effectively communicated to employees. (T-3).
Chapter 3

GEOGRAPHIC MOBILITY

3.1. A willingness to be geographically mobile: may be a prerequisite for selection to developmental programs or for promotion opportunities.

3.2. Applicability. The AF expects civilian employees to be mobile if they have been:

3.2.1. Selected for positions included in AF-wide centrally managed formal developmental programs requiring a mobility agreement as a condition of selection and/or outplacement;

3.2.2. Selected for any position with an associated mobility agreement;

3.2.3. Management reassigned to another position outside the geographic area or local commuting area to meet the mission critical needs of the AF; or

3.2.4. Are moving to or from Outside Continental United States (OCONUS) positions.

3.3. Initiating organizations: (e.g., Career Programs, Civilian Personnel Sections, other offices or local management) must clearly inform candidates of the details and operations of a program or position before assignment, including whether mobility may be a condition of employment or selection and if a mobility agreement is required. (T-0). They must also ensure that the position's job announcement includes a statement regarding any mobility requirement. (T-0). Refer to Air Force Form 202, Air Force Civilian Mobility Agreement, and to AFMAN 36-606, Civilian Career Field Management and Development.

3.4. Mobility Agreements and Programs. The initiating organization decides whether a mobility agreement must be signed as a condition of employment for a position. (T-3). Mobility agreements are in effect for the length of an assignment, internship or other temporary circumstance as determined by the initiating organization. The requirement for a mobility agreement for other than intern or developmental positions must be supported by mission requirements.

3.4.1. Civilian mobility programs that are part of career development programs shall not require more than two relocations of an employee between initial assignment and completion of the formal training for placement at the target or full performance level in the career field unless there is a valid exception.

3.4.2. Other civilian mobility programs (e.g., those requiring periodic rotation of employees) shall not require relocations of covered employees more frequently than once every two years unless deviation is required by contract expiration or otherwise established limitations on the length of tours of duty for an area. However, temporary duty assignments (e.g., for formal training or for meeting emergency or other mission essential needs) may be required.

3.4.3. If employees occupy positions that are subsequently identified for mobility, they may voluntarily sign a mobility agreement, but they do not have to sign one to remain in their jobs. These employees will continue to be considered for reassignments or promotions to vacancies at their present location for which they are qualified and available.

3.4.4. Employees in mobility program positions shall be given at least 90 days’ advance notice of relocation, unless a move is required in less than 90 days to meet essential mission requirements or other properly approved exceptions to the established program.
3.4.5. Geographic preferences of employees covered by mobility requirements for permanent duty station changes shall be considered, but are not binding on management. When the mission allows, employees covered by mobility programs may be assigned to geographic areas of their preference.
Chapter 4

MOBILITY AGREEMENT RELEASE CRITERIA AND RESTRICTIONS

4.1. **Release Criteria.** Individuals already assigned to a position or program with a mobility agreement may request release from the mobility requirement only for hardship.

4.1.1. The criteria for hardship are based on whether completion of the agreed tour of duty would result in extreme personal difficulties because of circumstances beyond the employee’s control, such as conditions seriously affecting the health, welfare, and safety of the employee; serious illness/death in the immediate family; and/or imminent breakup of the family group.

4.1.2. The career program Functional Manager or Development Team chair, Air Force- or Secretariat-level functional manager, commander or individual responsible for the mobility program must decide whether to release the individual from the mobility agreement. (T-1).

4.1.3. The nature and extent of the “extreme personal hardship” must be established to the determining official’s satisfaction. (T-1). Verification must be received from a reliable and trustworthy source such as private, state, or local welfare agencies; an attending physician; or a local cleric. (T-1).

4.1.4. If a hardship exemption is approved, management shall reassign the employee to a position not requiring mobility, remove the employee from the program or separate the employee from Federal service. (T-3).

4.2. **Restrictions.**

4.2.1. If a hardship exemption is not approved, the employee remains subject to the mobility agreement.

4.2.2. Employees who have signed a mobility agreement or have their position description annotated to identify a mobility requirement before assignment into the position are ineligible for discontinued service retirement.
Chapter 5

INVOLUNTARY MOBILITY ASSIGNMENT WITHOUT A MOBILITY AGREEMENT

5.1. The career field Policy Council (or Advisory Council/Panel) chair: (Auditor General co-chair in the case of the Air Force Audit Agency) will approve or direct involuntary assignments for those occupations managed by the CFs, and the AF- or Secretariat-level functional chief will approve or direct involuntary assignments for those occupations not managed by career fields. (T-3).

Approval requires that such action is in the best interest of the AF and warrants overriding the personal preferences of the employee. Examples of actions in the best interest of the AF include mission essentiality or the unique qualifications of the individual.

5.2. Requests for Involuntary Assignments.

5.2.1. Requests for involuntary assignments requiring a geographic move are sent through the MAJCOM/COCOM and HQ AF/A1C.

5.2.2. Requests for involuntary assignments must include the following supporting documentation:

5.2.2.1. Position description and organization chart;

5.2.2.2. Employee’s statement of inability or reluctance to move voluntarily with validating comments by supervisors and a statement from AF- or Secretariat-level functional chief; and

5.2.2.3. The CF Policy Council (or Advisory Council/Panel) chair’s or other manager’s description of the employee’s special qualifications, the reasons which make the assignment imperative and the effects on the mission.
Chapter 6

DOCUMENTATION, APPEALS AND GRIEVANCES

6.1. **Standard Form 52.** The gaining organization shall initiate the Standard Form (SF)-52, *Request for Personnel Action*, thereby effectuating the mobility assignment. (T-3).

6.2. **Document Retention.** The Civilian Personnel Flight/Section of the gaining organization shall retain all supporting documentation. (T-3).

6.3. **Appeals and Grievances.** For appeals and grievances, employees may request review of the decision under the appropriate agency dispute resolution and grievance procedure or negotiated grievance procedure, including DoDI 1400.25-V771_36-706, *Administrative Grievance System*.

SHON J. MANASCO
Presidential Appointee (PAS)
Manpower and Reserve Affairs
Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References
DoDI 1400.24, Civilian Mobility Program, certified current as of 1 December 2010
DoDI 1400.25-V771_36-706, Administrative Grievance System, 14 November 2018
AFPD 36-1, Appropriated Funds Civilian Management and Administration, 18 March 2019
AFI 33-360, Publications and Forms Management, 1 December 2015
AFMAN 33-363, Management of Records, 1 March 2008
AFMAN 36-606, Civilian Career Field Management and Development, 2 May 2016

Prescribed Forms
AF Form 202, Air Force Civilian Mobility Agreement

Adopted Forms
AF Form 679, Air Force Publication Compliance Item Waiver Request/Approval
AF Form 847, Recommendation for Change of Publication
SF-52, Request for Personnel Action

Abbreviations and Acronyms
AFI—Air Force Instruction
AFMAN—Air Force Manual
CF—Career Field
CFDP—Civilian Force Development Panel
COCOM—Combatant Command
DoDI—Department of Defense Instruction
MAJCOM—Major Command
OCONUS—Outside Continental United States
OPR—Office of Primary Responsibility
PAS—Presidential Appointee Senate confirmed
PCA—Permanent Change of Assignment
PCS—Permanent Change of Station

Terms
Career Field—A career field is one or more occupations that require similar knowledge and skills.
Civilian Employee—An individual who is a Federal employee of the Air Force directly hired and paid from Appropriated or Non-appropriated Funds.

Civilian Mobility Agreement—An agreement signed by an employee as a condition of employment that the employee, at the discretion of management, is subject to change of permanent duty station under the terms of an established civilian mobility program or as required in the position description.

Civilian Mobility Program—A formal program that provides for planned change of permanent duty station of civilian personnel within the same or another Department of Defense component that may involve relocation without reduction in grade.

Combatant Command—A subdivision of the Department of Defense with a geographic (Area of Responsibility) or functional mission that provides command and control of military forces in peace and war. It is composed of forces from at least two Military Departments and has a broad and continuing mission.

Continuum of Learning—Visualization of a competency-based approach to civilian development that integrates education, training and experience to identify options throughout a career, resulting in a culture that fosters lifelong learning and enhances job performance.

Force Development—A deliberate process of preparing civilian employees through the Continuum of Learning with the required competencies to meet the challenges of current and future operating environments. Institutional development generally results in leadership, management and warrior ethos proficiency. Occupational development generally results in technical skill proficiency.

Functional Authority (FA)—A Senior leader, to include Assistant Secretaries (Principal Assistant Secretary or Senior Executive Service), Deputy Chiefs of Staff (three-star), and other selected Headquarters Air Force two-letter General Officer/Senior Executive Service-level leaders that provides corporate perspective of institutional requirements and force management and development. The Functional Authority serves as a final authority to ensure all policies, established in accordance with this document, are implemented within their functional community. Functional Authorities are supported by Functional Managers who are supported by Career Field Managers.

Functional Manager (FM)—Senior leader, designated by the appropriate Functional Authority, who has day-to-day management responsibility over specific functional communities. While they should maintain an institutional focus with regard to resource development and distribution, Functional Managers are responsible for ensuring their specialties are equipped, developed and sustained to provide Air Force capabilities.

Functional Mobility—Movement between parentheticals, occupational series, specialties or disciplines within a CF or movement across CFs.

Geographic Mobility—Geographic mobility is a change in permanent duty assignment from one location to another that requires the employee to undergo a PCS.

Involuntary Mobility Assignment—An assignment/reassignment action that is in the best interest of the AF and warrants overriding the personal preferences of the employee. Examples of actions in the best interest of the AF include mission essentiality or the unique qualifications of the individual.
Local Commuting Area—The geographic area surrounding a work site that encompasses the localities where people live and reasonably can be expected to travel back and forth daily to work, as established by the employing agency based on the generally held expectations of the local community.

Major Command—A major subdivision of the Air Force that is assigned a major part of the Air Force mission. Major commands report directly to Headquarters United States Air Force.

Management Official—An individual who formulates, determines or influences the policies of the Air Force.

Mobility Program Position—A position in a developmental/educational program that requires mobility for participation in the program and/or outplacement from the program.

Organizational Mobility—Movement between organizational levels (e.g., base to MAJCOM/COCOM); between major subdivisions within an organizational level; between MAJCOMs/COCOMs and comparable organizations or other major subdivisions within the AF; and between the AF and other Components/Agencies with the DoD, other federal agencies or private organizations.

Permanent Change of Station—Movement of a civilian employee to a different permanent duty station that is geographically located outside the local commuting area.

Relocation—A change in permanent duty assignment from one location to another requiring a physical move of the employee’s residence.