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SECRETARY OF THE AIR FORCE**

AIR FORCE POLICY DIRECTIVE 38-1

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Manpower and Organization

MANPOWER AND ORGANIZATION

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This directive implements Department of Defense Directive (DoDD) 1100.4, *Guidance for Manpower Management*; Department of Defense Instruction (DoDI) 1100.22, *Policy and Procedures for Determining Workforce Mix*; Department of Defense Instruction (DoDI) 7730.64, *Automated Extracts of Manpower and Unit Organizational Element Files*; and is consistent with Air Force Policy Directive (AFPD) 36-81, *Total Force (TF) Human Resource Management (HRM) Domain Governance*; and Air Force Policy Directive (AFPD) 90-6, *Air Force Strategy, Planning, Programming, Budgeting, and Execution (SPPBE) Process*. This directive establishes Air Force policy for collaborative oversight, management, and execution of manpower resource and organizational programs. In collaboration with the Chief of the Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel, and Services (AF-A1) develops personnel policy for manpower and organization. This publication may not be supplemented.

Refer recommended changes and questions about this publication to the office of primary responsibility using the *AF Form 847, Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate functional chain of command. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual 33-363, *Management of Records*, and disposed of in accordance with 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 thoroughly reviewed.

Part 1. Manpower.

1. Overview.

1.1. Manpower is a critical resource that enables a combat capable and ready force to accomplish national defense strategy objectives. These objectives are accomplished with efficient allocation of manpower resources organized and employed to provide required effectiveness and combat power to successfully execute units assigned missions. Accordingly, risk mitigation takes precedence over cost savings when necessary to maintain appropriate control of Government operations and missions.

1.2. To support national defense strategy objectives, Air Force units must successfully accomplish assigned missions using optimal levels of Total Force manpower resources that are directly tied to the President's Budget program content. Total Force manpower requirements are analytically derived and consistent with approved program intents and objectives. Manpower is an effective mix of military forces, Department of Defense (DoD) civilians, and contracted services to ensure equitable and responsive mobilization and employment of Air Force combat capability.

1.3. Programmed manpower is a large part of the annual Air Force budget approved by the Congress. The Congress controls manpower levels by appropriating military end strengths, funding the civilian workforce, establishing grade distributions for certain military resources, and directing human capital resources and programs through legislation each year.

2. Policy. The Air Force will:

2.1. Program military and civilian manpower resources in accordance with validated manpower requirements and within fiscal limits and acceptable levels of risk identified in DoD and Air Force planning and programming guidance.

2.2. Allocate military and civilian manpower resources (end strength, specialties, and grades) to maintain ready forces and accomplish defense missions in priority order, and commensurate with available resources and Congressional constraints.

2.3. Accomplish assigned missions with the least costly mix of personnel (military, civilian and contracted services) consistent with military requirements and other needs of the Air Force.

2.4. Issue implementing guidance to determine manpower management and the appropriate workforce mix for conditions as specified in DoDD 1100.4, *Guidance for Manpower Management*, and in DoDI 1100.22, *Policies and Procedures for Determining Workforce Mix*.

2.5. Establish policies and procedures to define analytically based manpower requirements, develop defensible budgets, and allocate manpower resources across the Active and Air Reserve Components in a manner promoting efficient resource use and maximum combat capability.

2.6. Establish and maintain a manpower data system to record Total Force manpower requirements, manpower program execution, and authorized organizational hierarchy as specified in DoDI 7730.64, *Automated Extracts of Manpower and Unit Organizational Elements Files*.

3. Roles and Responsibilities.

3.1. The Assistant Secretary of the Air Force for Manpower and Reserve Affairs (SAF/MR) serves as an agent of the Secretary of the Air Force and provides guidance, direction, and oversight for the formulation, review, and execution of plans, policies, programs, and budgets addressing Air Force manpower and active duty operational support programs.

3.2. In collaboration with the Chief of Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel, and Services (AF/A1) responsibilities include:

3.2.1. Develops, coordinates, and executes Total Force manpower policies and procedural guidance for defining, managing, programming, and budgeting of Air Force manpower requirements and end strength.

3.2.2. Provides manpower requirement and resource support for the SPPBE process through panel chairs.

3.2.3. Maintains the Air Force authoritative database for human capital requirements and resources, the Manpower Programming and Execution System (MPES).

Part 2. Organization.

4. Overview. Organization is a critical and elemental function of the Air Force. It is foundational to how all Air Force operations are carried out in accomplishment of national defense strategy objectives.

5. Policy. The Air Force will structure its organizations to:

5.1. Organize activities to promote efficient and effective operations, optimize personnel utilization, and maintain a high level of productivity and morale.

5.2. Best use available resources. This requires simple, streamlined structures designed for seamless transition from peace to war.

5.3. Have the following characteristics:

5.3.1. Mission Orientation. Organizations will have a reason to exist and be designed to achieve the outcome defined in the applicable mission directive, and must be aligned primarily with one major force program (MFP), where programs 1-5 and 11 support warfighting missions and 6-10 support business missions. Unit designations will reflect the assigned mission.

5.3.2. Unambiguous Command. Organizational structures will provide a clear chain-of-command running from the President to the most junior Airman.

5.3.3. Decentralization. Organizations should be designed so lower echelons can achieve objectives without needing continuous control from above.

5.3.4. Agility. Organizations should be structured so personnel can recognize problems, find solutions, make decisions, and implement them quickly.

5.3.5. Flexibility. Organizations should be capable of adapting rapidly to changing external circumstances.

5.3.6. Simplicity. Organizational structure should be as plain and straightforward as possible because complexity often inhibits rather than facilitates organizational effectiveness.

5.3.7. Standardization. Organizations with like responsibilities will have similar organizational structures and like nomenclature. Air Force organizations will use standard organization titles when possible.

5.4. Preserve those units with the richest heritage by keeping them in active status whenever possible. Heritage is an important element in unit prestige, pride, and morale. It, therefore, impacts readiness and operational effectiveness.

6. Roles and Responsibilities.

6.1. The Secretary of the Air Force is responsible for organizing the Air Force in accordance with statutory requirements in Title 10, United States Code, Section 8013. The Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1) discharges this responsibility under the direction of the Secretary and the Chief of Staff. The Chief of Staff is assisted by the Vice Chief of Staff. AF/A1 responsibilities include:

6.1.1. Designating Air Force organizations.

6.1.2. Exercising control over the configuration of all organizational structures from Major Command (MAJCOM) headquarters down to flights at base level.

6.1.3. Reviewing all proposals to designate Air Force units, certifying compliance with guidelines and obtaining approval for any exceptions.

6.1.4. Issuing related guidance and procedures for functions falling within the AF/A1 scope.

6.2. Headquarters United States Air Force (HAF); the MAJCOM, Field Operating Agency (FOA) and Direct Reporting Unit (DRU) Chiefs of Manpower, Organization and Resources (and equivalent positions); and SAF/AAR (regarding internal HQ USAF matters, designated FOAs and other supported organizations) follow the policies in this directive, as specified in DoDI 5100.73, *Major DoD Headquarters Activities* and the associated guidance in implementing publications.

6.3. The Air Force Historical Research Agency maintains heritage information on Air Force units to assist in ensuring units with the richest heritage are activated and maintained.

Part 3. Mission Directives.

7. Overview. It is essential to communicate a unit's mission and responsibilities to its commander and people so they can focus their efforts on their role in accomplishing national defense strategy objectives.

8. Policy. Every unit in the Air Force will have a mission directive.

9. Roles and Responsibilities.

9.1. HAF, MAJCOMs, DRUs and FOAs issue and update clear and timely mission directives for their subordinate units in accordance with established guidance.

9.2. The OPR, certifying authority, and approving authority for an organization's mission directive must be in a higher-level organization within its chain of command.

9.3. MAJCOMs may waive the requirement for a mission directive for units below the Numbered Air Force level, which have a current designed operational capability statement.

9.4. MAJCOMs appoint organizations to issue individual mission directives and a focal point to oversee their command mission directive program.

9.5. When two or more subordinate units have the same mission, the MAJCOM, DRU, or FOA may issue a single mission directive. For example, when several wings have the same mission, only one mission directive is necessary for those wings. Similarly, for example, a wing with three flying squadrons with the same mission need issue only one mission directive for all three squadrons.

9.6. AF/A1:

9.6.1. Oversees and issues guidance, and procedures for Air Force mission directives.

9.6.2. Designates certifying and approving officials in HAF for Air Force mission directives on each MAJCOM, DRU and FOA.

9.7. HAF certifying authorities appoint a HAF four or three letter office to prepare and update the Air Force Mission Directives for which they are responsible.

MATTHEW DONOVAN
Acting Secretary of the Air Force

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

AFMAN 33-363, *Management of Records*, 1 March 2008

AFPD 36-81, *Total Force (TF) Human Resource Management (HRM) Domain Governance*, 15 November 2013

AFPD 84-1, *History and Heritage Management*, 6 July 2018

AFPD 90-1, *Policy, Publications, and DOD Issuance Management*, 7 March 2018

AFPD 90-6, *Air Force Strategy, Planning, Programming, Budgeting and Execution (SPPBE) Process*, 18 May 2017

DoDD 1100.4, *Guidance for Manpower Management*, 12 February 2005

DoDI 1100.22, *Policies and Procedures for Determining Workforce Mix*, 12 April 2010, Change 1, December 1, 2017

DoDI 7730.64, *Automated Extracts of Manpower and Unit Organizational Element Files*, 11 December 2004

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*

Abbreviations and Acronyms

AF—Air Force

AFMAN—Air Force Manual

AFPD—Air Force Policy Directive

DoDD—Department of Defense Directive

DoDI—Department of Defense Instruction

DRU—Direct Reporting Unit

FOA—Field Operating Agency

HAF—Headquarters United States Air Force

MAJCOM—Major Command