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SECRETARY OF THE AIR FORCE**

**DEPARTMENT OF THE AIR FORCE
INSTRUCTION 36-153**

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Personnel

CIVILIAN MOBILITY



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This instruction implements Department of the Air Force Policy Directive (DAFPD) 36-1, *Appropriated Funds Civilian Management and Administration*. It provides guidance and procedures for managing civilian mobility throughout the Department of the Air Force (DAF), to include United States Space Force (USSF). 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 or employees assigned to United States Air Force Reserve or Air National Guard technician positions. In collaboration with the Chief of Air Force Reserve (AF/RE), the Director of the Air National Guard (NGB/CF), and the Deputy Chief of Space Operations for Human Capital (SF/S1), the Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1) develops personnel policy for mobility of civilian employees.

This DAF publication may be supplemented at any level, but all supplements must be routed to the Office of Primary Responsibility (OPR) listed above for coordination prior to certification and approval. Refer recommended changes and questions about this publication to the OPR listed above using the DAF Form 847, *Recommendation for Change of Publication*; route DAF Forms 847 from the field through the appropriate chain of command. The authorities to waive wing/delta/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 Department of the Air Force Manual (DAFMAN)90-161, *Publishing Processes and Procedures*, Attachment 10, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of

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SUMMARY OF CHANGES

This document has been substantially revised and needs to be completely reviewed. Major changes include applicability to the USSF, the incorporation of changes to civilian mobility policy implementation, and the assignment of a new series control number (153) for AFI36-202, *Civilian Mobility* (now DAFI36-153, *Civilian Mobility*) and DAF Form 202, *Department of the Air Force Civilian Mobility Agreement* (now DAF Form 153, *Department of the Air Force Civilian Centrally Managed Career Development Mobility Agreement*).

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 developmental 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 DAF. The mobility programs' respective enabling documents must clearly identify covered positions by type and level. **(T-0)** Civilian mobility programs will generally be confined to administrative, professional, technical, and managerial positions.

1.2. Assignments. All developmental assignments involving geographic relocation (a permanent change of station) are subject to this instruction. Developmental 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 will enhance career development and progression, achieve mission effectiveness, or otherwise meet the needs of the DAF. Mobility assignments may not be used as a form of disciplinary action. **(T-1)**

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

1.3.1.1. Functional mobility is movement between specialties or disciplines within a career field (CF) or movement across CFs or to cross-cutting organizations such as the nuclear enterprise. This may or may not involve geographic mobility.

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 is movement between organizational levels (e.g., base to Major Command (MAJCOM)/Combatant Command (CCMD)/Field Command (FLDCOM)); between major subdivisions within an organizational level; between MAJCOMs/CCMDs/FLDCOMs and comparable organizations or other major subdivisions within the DAF; and between the DAF and other components/agencies within the Department of Defense (DoD), other federal agencies, or private organizations. This may or may not involve geographic mobility. If the change occurs within the local commuting area and requires a Permanent Change of Assignment, 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 DAF, 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. Employees on the Enterprise civilian career track 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-3)**

1.3.2.2.2. Selecting officials will not use prior geographic mobility as a sole selection factor for hiring and promotions. **(T-3)** Hiring decisions made solely based on geographic mobility violate Merit System Principles and increase the risk of legal jeopardy. **(T-1)**

Chapter 2

ROLES AND RESPONSIBILITIES

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

2.2. The Deputy Chief of Staff of the Air Force, Manpower, Personnel and Services (AF/A1). Provides management, oversight, and administration of all civilian CF management programs and requirements, including civilian mobility programs.

2.3. The Deputy Chief of Space Operations for Human Capital (SF/S1): Collaborates with the AF/A1 regarding participation of USSF civilians in the DAF civilian mobility programs.

2.4. The Director, Civilian Force Management (AF/A1C) will:

2.4.1. Provide regulatory guidance, direction, and advice for civilian CF management and civilian mobility programs within the DAF.

2.4.2. Integrate DAF-wide civilian CF guidance, including mobility programs and procedures, with civilian CF guidance of the DoD, government-wide, and similar programs.

2.4.3. Administer the DAF relocation services contract.

2.4.4. Coordinate with initiating organizations such as the Headquarters Air Force, MAJCOMs/CCMDs/FLDCOMs, field operating agencies, or civilian CF Functional Managers or CF Development Teams, as appropriate, 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.

2.4.5. Ensure management officials keep employees fully informed about this instruction, mobility programs, and the benefits to the DAF and its employees of planned assignment changes involving mobility.

2.5. The Air Force Personnel Center Commander/Civilian Equivalent: executes civilian force management responsibilities, including adherence to mobility guidance and requirements.

2.6. Career Field Programs: ensure mobility program guidance is properly executed and effectively communicated to employees.

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. There are also certain job series, such as the 1811s within the Air Force Office of Special Investigations, that require mobility as a condition of employment.

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

3.2.1. Selected for positions included in DAF-wide centrally managed formal developmental and force renewal 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 DAF, or

3.2.4. Are moving to or from Outside Continental United States (OCONUS) positions. OCONUS is further defined as non-Foreign (includes the States of Alaska and Hawaii and U.S. territories and possessions) and Foreign (all other countries/locations that are not U.S. states, territories, or possessions).

3.3. Initiating Organizations. (e.g., Career Programs, Civilian Personnel Sections/Flights, 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-3)** Refer to DAF Form 153, *Department of the Air Force Civilian Centrally Managed Career Development Mobility Agreement*, and to DAFMAN36-142, *Civilian Career Field Management and Centrally Managed Programs*. If applicable, also see Figure 5.1., CONUS Employment Agreement, in DAFMAN36-142.

3.4. Mobility Agreements and Programs. The initiating organization decides whether a mobility agreement must be signed as a condition of employment for a developmental 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.

3.4.1. Civilian mobility programs that are part of career development programs will 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 CF unless there is a valid exception.

3.4.2. Other developmental 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, such as Okinawa or Korea (also see DAFMAN36-142, Chapter 5 and Figure 5.1.). However, temporary duty assignments (e.g., for formal training, short-term developmental programs, or 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 if possible, or unless a move is required in less than 90 days to meet essential mission requirements or other properly approved exceptions to the established program. **(T-0)**

3.4.5. Geographic preferences of employees covered by mobility requirements for permanent duty station changes will 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.

3.5. Force Renewal and Leadership Development Outplacements to the Overseas Area. Central Salary Account employees outplacing from Force Renewal and leadership development programs accepting overseas DoD competitive service (vice excepted service) positions will have return placement coordinated in conjunction with their Career Field Team (CFT) to a location based on the needs of the DAF. **(T-2)** When a leadership development program participant outplaces to an OCONUS location, return placement will be coordinated based on the employee's overseas agreement, mobility agreement, and in conjunction with the Priority Placement Program and CFT office. **(T-0)**

3.5.1. Employees outplacing from a Force Renewal or leadership development program position, and accepting an assignment at an overseas location, will have the mobility agreement from their Force Renewal or leadership development program assignment extended for the length of the overseas tour. This extension will enable the CF to assist with their return to the Continental United States (CONUS) as the employee would not have return rights to the prior CONUS Force Renewal or leadership development program position.

3.5.2. If the outplacement from a Force Renewal or leadership development program position is to an OCONUS position that is not a CF centrally managed position, PCS entitlements may be limited.

3.5.3. Leadership Development Outplacements from the Overseas Area. Return placement of development program employees will be coordinated based on the employee's overseas agreement, mobility agreement, and in conjunction with the Priority Placement Program and CFT office.

Chapter 4

CIVILIAN CENTRALLY MANAGED CAREER DEVELOPMENT 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. (See DAFMAN36-142 for more specific information pertaining to mobility and civilian centrally managed programs.)

4.1.1. The criteria for hardship are based on whether completion of the agreed tour of duty would result in unforeseen extreme personal family or financial 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-, Space 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 in accordance with DAFMAN36-142. **(T-1)**

4.1.3. The nature and extent of the "extreme personal hardship" must be established to the determining official's satisfaction. 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.

4.1.4. If a hardship exemption is approved, management will 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 CF Advisory Council (or Development Team) Chair/Co-chair (or Equivalent) will: Approve or direct involuntary assignments for those occupations managed by the CFs, and the AF-, SF-, or Secretariat-level functional chief will approve or direct involuntary assignments for those occupations not managed by CFs. **(T-3)** Approval requires that such action is in the best interest of the DAF and warrants overriding the personal preferences of the employee. Examples of actions in the best interest of the DAF 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/CCMD/FLDCOM and 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 Functional Manager's or Development Team Chair'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 will initiate the Standard Form 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 will retain all supporting documentation. **(T-3)** The Air Force Office of Special Investigations Civilian Personnel Division will retain all supporting documents for the 1811s. **(T-3)**

6.3. Appeals and Grievances. Employees may elect to seek corrective action by filing an appeal with the appropriate appeals board or filing a grievance under the appropriate grievance procedure based on bargaining unit status. Employees should seek counsel with their servicing Civilian Personnel Office/Flight. (See DoDI1400.25 Vol. 771_DAFI36-706, *Administrative Grievance System*; and Title 5 United States Code § 7121, *Grievance procedures*.)

ALEX WAGNER
Assistant Secretary
(Manpower and Reserve Affairs)

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

5 USC § 7121, *Grievance procedures*

The Joint Travel Regulations (JTR), 1 June 2023

DoDI1400.24, *Civilian Mobility Program*, certified current as of 1 December 2010

DoDI1400.25-Vol. 771_DAFI36-706, *DoD Civilian Personnel Management System: Administrative Grievance System*, 14 November 2018

AFI33-322, *Records Management and Information Governance Program*, 23 March 2020

DAFPD36-1, *Appropriated Funds Civilian Management and Administration*, 29 August 2023

DAFMAN36-142, *Civilian Career Field Management and Centrally Managed Programs*, 4 October 2022

DAFMAN90-161, *Publishing Processes and Procedures*, 15 April 2022

Prescribed Forms

DAF Form 153, *Department of the Air Force Civilian Centrally Managed Career Development Mobility Agreement*

Adopted Forms

DAF Form 847, *Recommendation for Change of Publication*

SF-52, *Request for Personnel Action*

Abbreviations and Acronyms

AFI—Air Force Instruction

CCMD—Combatant Command

CF—Career Field

CFM—Career Field Manager

CONUS—Continental United States

CSA—Central Salary Account

DAF—Department of the Air Force

DAFI—Department of the Air Force Instruction

DAFMAN—Department of the Air Force Manual

DAFPD—Department of the Air Force Policy Directive

DoDI—Department of Defense Instruction

FLDCOM—Field Command

MAJCOM—Major Command

OCONUS—Outside Continental United States

OPR—Office of Primary Responsibility

PCS—Permanent Change of Station

SecAF—Secretary of the Air Force

USSF—United States Space Force

Office Symbols

AF/A1—Deputy Chief of Staff for Manpower, Personnel, and Services

AF/A1C—Director of Civilian Force Management, Headquarters Air Force

AF/RE—Chief of Air Force Reserve

NGB/CF—Director of the Air National Guard Bureau

SAF/MR—Assistant Secretary of the Air Force, Manpower and Reserve Affairs

SF/S1—Deputy Chief of Space Operations for Human Capital

Terms

Career Field—A career field is one or more occupations that require similar knowledge and skills.

Central Salary Account (CSA)—An instrument used to centrally recruit and develop civilians through deliberate approaches across the civilian force development career planning continuum. It is managed through the Civilian Force Development Panel.

Civilian Employee—An individual who is a Federal employee of the DAF 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.

Field Command—A major subdivision of the US Space Force that is assigned a major part of the US Space Force mission. Field Commands are directly subordinate to the Chief of Space Operations.

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. Foundational development generally results in leadership, management, and warrior ethos proficiency. Occupational development generally results in technical skill proficiency.

Force Renewal—Developmental programs such as Palace Acquire and Copper Cap designed to move recent graduates from entry level to mid-management positions through structured deliberate development.

Functional Authority—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 leaders delegated authority by SecAF to provide 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 CFMs.

Functional Manager—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 regarding 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 specialties or disciplines within a CF or movement across CFs or to cross-cutting organizations such as the nuclear enterprise. This may or may not involve geographic mobility.

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 DAF 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.

Joint Travel Regulations (JTR)—The JTR implements policy and law via regulations related to per diem, travel and transportation allowances, relocation allowances, and certain other allowances.

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/CCMD/FLDCOM); between major subdivisions within an organizational level; between MAJCOMs/CCMDs/FLDCOMs and comparable organizations or other major subdivisions within the DAF; and between the DAF and other Components/Agencies within the DoD, other federal agencies, or private organizations. This may or may not involve geographic mobility.

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

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.