

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

**DEPARTMENT OF THE AIR FORCE
INSTRUCTION 38-106**



16 SEPTEMBER 2025

Manpower and Organization

MANPOWER PROGRAMMING

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

ACCESSIBILITY: This publication is available for downloading or ordering on the e-Publishing website at www.e-Publishing.af.mil

RELEASABILITY: There are no releasability restrictions on this publication

OPR: AF/A1MP

Certified by: SAF/MR
Pages: 33

This publication implements Department of the Air Force Policy Directive (DAFPD) 38-1, *Manpower and Organization*. This instruction references Title 22 United States Code (USC) Armed Forces Section 2751, *Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy*. This publication applies to the Regular Air Force, the Air Force Reserve, and the Air National Guard. This publication applies to the United States Space Force until a separate United States Space Force publication is approved. This instruction explains how the Air Force allocates manpower resources in the Manpower Programming and Execution System for the Total Force. This publication may be supplemented at any level; the Human Resources Management Strategic Board will approve all major command (MAJCOM) level supplements prior to certification and approval. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) listed above using the Department of the Air Force (DAF) Form 847, *Recommendation for Change of Product*; route DAF Forms 847 from the field through the proper chain of command. 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 Department of the Air Force Manual (DAFMAN) 90-161, *Publishing Processes and Procedures*, Table A10.1 for a description of the authorities associated with tier numbers. Submit requests for waivers through the chain of command to the appropriate tier waiver approval authority, or alternately, to the requestor’s commander for non-tiered compliance items. Ensure all records generated as a result of processes prescribed in this publication adhere to Air Force Instruction (AFI) 33-322, *Records Management and Information Governance Program*, and are disposed in accordance with the Air Force Records Disposition Schedule, which is located in the Air Force Records Information

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Chapter 1—MANPOWER INPUTS INTO THE STRATEGY, PLANNING, PROGRAMMING, BUDGETING AND EXECUTION PROCESS	4
1.1. Overview.....	4
1.2. Roles and Responsibilities.	4
Chapter 2—DEFINING AND MANAGING AIR FORCE END STRENGTH	5
2.1. Overview.....	5
2.2. Manpower Resource Accountability.....	5
2.3. Reimbursable and Non-Air Force Position Guidance.....	5
Chapter 3—PROGRAMMING TOOLS	7
3.1. Overview.....	7
3.2. Weapon System Zero Base Process.	7
3.3. Base Support.	8
3.4. Major Department of Defense Headquarters Activity Factor.	9
3.5. Individuals Account Manpower Programming Tools.....	10
Chapter 4—ADJUSTING END STRENGTH	11
4.1. Overview.....	11
4.2. Air Force Corporate Structure Change Control Number.	11
4.3. Manpower Zero-Balance Transfers.	11
4.4. MAJCOMs and Equivalents will:	11
4.5. Air Force Manpower Programming Division (AF/A1MP), Chief of Air Force Reserve Manpower Division (AF/REXX), Air National Guard Program Development Branch (NGB/A1MP).....	11
4.6. Host-Tenant Support Agreements (HTSAs).	12
4.7. Out of Cycle End strength Changes.....	12
Chapter 5—ADJUSTING END STRENGTH-SPECIAL CONSIDERATIONS	14
5.1. Overview.....	14
5.2. Overseas Ceilings and Floors.....	14
5.3. Major Department of Defense Headquarters Activity.	15
5.4. Joint Manpower.	15
5.5. Special Access Program.....	15

5.6.	Defense Health Agency.	15
5.7.	Special Operations Forces.....	15
5.8.	Intelligence.....	15
5.9.	Foreign Military Sales.	15
Chapter 6—	MANPOWER ALLOCATION AND UNIT MANPOWER DOCUMENT	
	EXECUTION	16
6.1.	Overview.....	16
6.2.	General Guidance.	16
6.3.	Air Force Manpower, Organization and Resources Directorate Programming Division (AF/A1MP) will:.....	16
6.4.	Major Command Manpower and Organization (MAJCOM/A1M) will:.....	17
6.5.	Major Command Unit Manpower Document Management.	17
Chapter 7—	THE INDIVIDUALS ACCOUNT – STUDENTS, TRANSIENTS, AND	
	PERSONNEL HOLDEES (STP) PROGRAM	18
7.1.	Overview.....	18
Figure 7.1.	Total Active Military End Strength.	18
7.2.	Air Force Manpower, Organization and Resources Directorate (AF/A1M) will: ...	19
7.3.	Air Force Personnel Center (AFPC) will:.....	19
Chapter 8—	FOREIGN MILITARY SALES POSITIONS	20
8.1.	Overview.....	20
8.2.	Manpower Requirements Package (MRP).....	20
8.3.	Manpower Classification.	20
8.4.	Foreign Military Sales Position Codes.	20
Attachment 1—	GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION	21
Attachment 2—	THE MANPOWER PROGRAMMING AND EXECUTION SYSTEM	28
Attachment 3—	BASE SUPPORT TAIL (BST) FACTORS	29
Attachment 4—	OVER/UNDER EXECUTION REQUEST EXAMPLE	32

Chapter 1

MANPOWER INPUTS INTO THE STRATEGY, PLANNING, PROGRAMMING, BUDGETING AND EXECUTION PROCESS

1.1. Overview. Deputy Chief of Staff, Manpower, Personnel and Services, Directorate of Manpower, Organization and Resources (AF/A1M) performs oversight of the Air Force's manpower portfolio and all manpower inputs into the Strategy, Planning, Programming, Budgeting, and Execution (SPPBE) process.

1.2. Roles and Responsibilities. Air Force Manpower Programing Division (AF/A1MP). Chairs the Manpower Panel within the Air Force Corporate Structure and facilitates management of manpower inputs into the SPPBE process to ensure corporate Air Force manpower requirements link mission capabilities to programmed resources.

1.2.1. Compiles, records, allocates, and administers the Air Force's overall end strength changes for SPPBE decisions. This end strength includes Student, Trainee, and Personnel (STP) holding accounts (i.e., individual accounts) and the Air Force portion of joint and defense-level activities and accounts centrally managed by the Office of the Secretary of Defense (OSD) and the Office of the Director of National Intelligence (ODNI). (See special considerations outlined in [Chapter 5](#)). AF/A1MP will advocate for manpower resources in support of the Individuals (non-unit) account (see [Chapter 7](#)).

1.2.2. Assists the SPPBE responsible office in determining the manpower inputs in the Program & Budget Enterprise System (PBES) and/or other applicable systems. Records approved changes in the Manpower Programming and Execution System (MPES), which passes manpower details back to PBES (see [Attachment 2](#) for a description of MPES).

1.2.3. MAJCOM/A1MPs, Direct Reporting Units, and other Unit Manpower Document (UMD) managers use guidance as set forth within the current Program Objective Memorandum (POM) Preparation Instructions (PPI) from Deputy Chief of Staff, Plans and Programs, Directorate of Programs (AF/A8P), Program Integration Division (AF/A8PE).

1.2.4. Ensures Total Force manpower adjustments are coordinated and validated by the respective component office of primary responsibility, namely the Chief of Air Force Reserve Manpower Division (AF/REXX) for Air Force Reserve manpower issues, and the Air National Guard (ANG) Manpower Program Development Branch (NGB/A1MP) for ANG manpower issues.

1.2.5. Coordinates manpower options affecting the acquisition workforce with the Deputy Assistant Secretary for Acquisition Integration Directorate (SAF/AQX), and the Director for Acquisition Career Management Directorate (SAF/AQH).

1.2.6. Co-chairs manpower working groups with AF/A8P during the Program Objective Memorandum to address the sourcing and redistribution of manpower resources during Program Objective Memorandum deliberations, and facilitates sourcing of newly developed standards.

Chapter 2

DEFINING AND MANAGING AIR FORCE END STRENGTH

2.1. Overview. Military personnel authorizations (end strength) are set by Congress and managed by Department of Defense (DoD) components within congressional limits. Civilian end strength is managed within the dollar limits appropriated to each command during the annual budget cycle. During POM deliberations, manpower programming should adhere to OSD fiscal guidance and annual planning and programming guidance.

2.2. Manpower Resource Accountability.

2.2.1. An Air Force program element code (PEC) accounts for resources, to include end strength, needed to provide a specific capability.

2.2.2. Manpower resource identification code (RIC). RICs identify the type of manpower (officer, warrant officer, enlisted, civilian, guard, reserve, etc.) and account for multiple manpower total force resources. For a complete list of RICs, see the OSD website. Link to OSD complete list of RICs.

2.2.2.1. Military end strength includes Regular Air Force officers, enlisted, warrant officers, and United States Air Force Academy cadets, Air Force Reserve officers, warrant officers, and enlisted, and Air National Guard (ANG) officers, warrant officers, and enlisted. Air Force Reserve and ANG end strength is further identified in the Future Year Defense Program (FYDP) by RIC as drill officer, drill warrant officer, drill enlisted, and Active Guard and Reserve officer, warrant officer and enlisted. The Air Force Reserve also has individual mobilization augmentee officer, warrant officer, and enlisted resource identifier codes.

2.2.2.2. The civilian category contains nine subcategories: (1) United States direct hire, (2) foreign national direct hire, (3) foreign national indirect hire, (4) reimbursable, United States direct hire, (5) reimbursable, foreign national direct hire, (6) reimbursable, foreign national indirect hire (7) United States direct hire-Air Force (memo), (8) foreign national direct hire-Air Force (memo), and (9) foreign national indirect hire-Air Force (memo). The “memo” entries are also used to denote ANG and Air Force Reserve technicians, which are a subset of the United States direct hire category, as well as special operations forces civilians managed by the Air Force but funded by the special operations forces budget.

2.3. Reimbursable and Non-Air Force Position Guidance.

2.3.1. Reimbursable Positions. These are positions that perform work for an organization outside the Air Force (e.g., another Department of Defense Component, other federal agencies) for which the Air Force is reimbursed for personnel expenses. Major Commands (MAJCOMs) and equivalents may adjust their number of reimbursable civilian positions above or below fiscal year program if agreed to by the functional office of primary responsibility and the Deputy Assistant Secretary for Air Force Financial Management and Comptroller, Directorate of Budget Operations Personnel (SAF/FMBO). However, MAJCOMs and equivalents cannot retain strength associated with a decrease in reimbursable positions, except through fiscal year programming actions, so as not to create year-of-execution costs for the Air Force.

2.3.2. Non-Air Force Program Elements. AF/A1MP will make no changes to end strength in program elements controlled by agencies or activities outside the Air Force (e.g., Defense Health Agency, Fenced Intelligence Programs, Joint and Defense agencies, special operations forces) unless directed by an OSD approved written agreement between the Air Force and the affected activity, or a Program Budget Review (PBR) decision document.

Chapter 3

PROGRAMMING TOOLS

3.1. Overview. When available, manpower requirement estimates will be based on approved crew ratios, logistics composite models, manpower determinants, comparisons to similar weapon systems, command guides, weapon system typical tools, or current requirements computer models. For new and emerging missions, the MAJCOM/A1M is responsible for coordinating and developing a Manpower Estimate Report (MER) to inform the Air Force Corporate Structure (AFCS) and AF/A1M. (See DAFI 38-101, *Manpower and Organization*, Chapter 16, for further guidance on MERs.)

3.2. Weapon System Zero Base Process.

3.2.1. A Weapon System Zero Base (ZB) process is designed to optimize the allocation of operations and maintenance manpower end strength, first within a MAJCOM mission set and secondly across the Air Force FYDP. The Weapon System Zero Base process matches authorized or fielded weapons in conjunction with annual budget cycles and produces a weapon system typical manpower determinant as a programming tool to estimate manpower impacts against proposed force structure changes. The Weapon System Zero Base process identifies all fixed (open-the-door) and variable costs (requirements as outlined in a typical) tied to a weapon system program element. The Weapons System Zero Base process does not take the place of program change requests or funding of new requirements. **Note:** The Air Reserve component does not typically provide input to the Weapons System Zero Base process.

3.2.2. Each year, in preparation for the POM cycle, AF/A1MP may task applicable MAJCOM/A1Ms to complete a Weapon Systems Zero Base review. AF/A1MP will provide template and detailed instructions for Weapon Systems Zero Base reviews.

3.2.3. General Guidance.

3.2.3.1. Use the appropriate Weapon System force structure contained in approved force tabs to populate the Primary Aircraft Inventory (PAI) for each location and Fiscal Year. PAI does not include Backup Aircraft Inventory (BAI) or Attrition Reserve Aircraft (AR); reference AFI 16-402 Attachment 2, Terminology for Aircraft Inventory Management for further details.

3.2.3.2. Use the FYDP baseline for the respective budget cycle to populate a Weapons System Zero Base for each Mission Design Series (MDS) within the MAJCOM.

3.2.3.3. Be aware that the combination of location, fiscal year timeline, and PAI numbers results in a classified (SECRET) report.

3.2.3.4. AF/A1MP will identify all current funded Logistics Composite Models (LCOMs), Force Tabs, and/or other approved tools and methods to be utilized during the Weapon System Zero Base process.

3.2.3.5. Use only approved crew ratio (CR) and crew composition (CC) stated in AFI 65-503, *US Air Force Cost and Planning Factors*, Table A36-1 (Authorized Aircrew Composition (Regular)) or approved but not yet incorporated into AFI 65-503. CR and CC do not apply to flying training requirements.

3.2.3.6. When validating Weapon System Security (WSS) requirements where multiple weapon systems are parked in a single secure parking area, the primary (predominant) weapon system pays for the WSS. If additional parking areas are required for other aircraft, those aircraft's Program Elements (PEs) will pay for the additional WSS.

3.2.3.7. When determining wing overhead requirements, the primary Weapon System program element should be used to calculate basic requirements. If there are multiple Weapon Systems at a location, the incremental overhead costs will be included in the secondary Weapon System Zero Base requirements.

3.2.3.8. Weapon System Zero Base Upkeep and Maintenance. The Weapon System Zero Base should be regularly updated to reflect changes such as AFCS-approved force structure adjustments, associated manpower changes (e.g., program change requests, budget cycle changes), and non-force structure related actions approved by AFCS (e.g., updates to an AFMD or LCOM).

3.2.3.9. MAJCOM/A1MPs submit all proposed programmatic changes through their Command Corporate Structure and impacted AFCS mission panels for approval to load in PBES.

3.2.3.10. Within 60 days of receiving the President's Budget allocation, MAJCOMs or equivalent must annotate any changes to the previous requirements in Trusted Agent Virtual Requirements Network (TAVRN).

3.3. Base Support.

3.3.1. Base Operating Support (BOS). BOS is the foundational manpower by functional area to support, operate, and maintain an installation. BOS functional area requirements are determined by the application of appropriate Air Force Manpower Determinants (AFMDs), Mission Models, Manpower Assessments, and Functional Estimating Equations (FEEs). BOS requirements are also determined by programming actions (including Programming Estimating Equations (PEEs)), directed requirements, and Host Tenant Support Agreements (HTSAs), as well as inter-command transfers levying BOS workload on other commands. HTSAs must be coordinated with the affected commands. A coordinated Memorandum of Agreement or HTSA is required prior to transfer of manpower resources. Due to varying types of missions and organizations across the Air Force (AF), the types of support needed are not limited to one category.

3.3.2. Base Support Tail Factor. Programmed changes in mission manpower affect changes in base support manpower, and these changes are quantified with the AF Base Support Tail (BST) factors. The BST factor is a variable BOS and estimates the incremental impact in base support manpower generated by change in mission manpower requirements due to major force programming actions. There are two classifications of BST:

3.3.2.1. Human Capital Support (HCS). BOS support functions (within the Mission Support Group (MSG) and Wing Staff agencies) directly impacted by new mission growth of personnel (e.g., military, civilian, Average Daily Student Load (ADSL), and percentage of dependents) relocating from one installation to another. Examples of functions impacted include the Judge Advocate General (JAG), Military Personnel Flight (MPF), Security Forces Squadron (SFS)/Reports and Analysis.

3.3.2.2. Base Enabling Support (BES). BOS support functions (within the MSG and wing agencies) directly impacted by new mission growth with the installation (e.g., buildings, security posts, vehicles/equipment, units, and aircraft). While these functions may support personnel indirectly, they support the installation infrastructure to enable its mission. Examples include Inspector General, Civil Engineering Squadrons, Contracting Squadrons, and Logistics Readiness Squadrons (LRS) Vehicle Maintenance.

3.3.2.3. Two separate factors, United States (U.S.) and territories, and overseas may require differing levels of support. Refer to ([Attachment 3](#)) to determine which BST factor to use and how to apply manpower impacts.

3.3.2.4. Applicability of Base Support Tail Factor.

3.3.2.4.1. The BST factor is intended for use in allocating and/or programming manpower by functional area.

3.3.2.4.2. Use this factor in conjunction with other tools and analyses when determining manpower effects of mission capability changes.

3.3.2.4.3. This factor assumes the presence of a fixed, full base support infrastructure prior to making the proposed manpower changes. It does not involve fixed component requirements (“open the door costs”) but is instead a programming tool used at MAJCOM and higher levels to identify variable BOS incremental impacts of base support manpower requirements and distribution related to mission realignment and closure actions.

3.3.2.4.4. Unless authorized by affected MAJCOM/A1M, manpower activities below MAJCOM level should not use the BST factor to adjust authorizations on the unit manpower document based on mission and force structure changes without a change to programmed end strength.

3.3.2.4.5. This factor is not applicable to Air Reserve Component bases.

3.4. Major Department of Defense Headquarters Activity Factor.

3.4.1. As missions and force structure change, so may the size of the major Department of Defense (DoD) headquarters activity manpower element. Headquarters Air Force (HAF), MAJCOMs, and ANG headquarters may establish an internal engineered factor based on units, dollars, end strength, number of weapons systems, the number of different countries where geographically separated units are located, or a combination of creditable factors. Headquarters strength should be evaluated relative to these factors every year in concurrence with fiscal year budget decisions that change allocated force structure. The factor is subject to peer review by another MAJCOM or AF/A1M if used for POM or Program Budget Review (PBR) mission transfer or force structure increase or decrease.

3.4.2. For new missions and force structure changes, the AFCS will determine the associated change to major DoD headquarters activity manpower.

3.4.3. For mission and force structure transfers, divestitures, and changes, Secretary of the Air Force, Office of Administration and Management, Resource Management Directorate (SAF/AMR) and MAJCOM/A1M staffs as applicable will determine the relative impact to their major Department of Defense headquarters activity elements. In the case of inter-command transfers (ICT) where affected SAF/AMR and MAJCOM/A1Ms cannot agree on the requisite headquarters activity manpower adjustments, a factor of 2.65 percent, multiplied by full-time end strength (to include Regular Air Force and Active Guard and Reserve) will be used.

3.5. Individuals Account Manpower Programming Tools.

3.5.1. The manpower associated with the Individuals Account is quantified through the development and application of mathematical models to identify and estimate student man-year requirements. (See [Chapter 7](#), [Figure 7.1](#).) The results are programmed in designated RICs and program elements by the owning panel.

3.5.2. Students must include all active military personnel who are attending non-initial entry courses of instruction in a permanent change of station status (normally a combined course length of 20 weeks or more at one location) or in temporary duty status while executing a permanent change of station.

Chapter 4

ADJUSTING END STRENGTH

4.1. Overview. Manpower adjustments in programming and budgeting inputs are collected from input sources, built, and approved by the AFCS in accordance with the PPI for the current budget exercise. Proposed changes (known as options) are identified by an AFCS change control number (CCN) within PBES and/or other applicable systems.

4.2. Air Force Corporate Structure Change Control Number. Proposed changes to manpower and other resourcing within the Air Force Program and Budget are recorded in options within PBES, and identified by a CCN identifying initiatives, disconnects and offsets. For options approved by the AFCS, AF/A1MP will create a corresponding Manpower Change Control Number (MCCN) in MPES (see [Attachment 2](#)).

4.3. Manpower Zero-Balance Transfers. Zero-balance transfers (ZBT) are manpower adjustments designed to facilitate ICTs or to correct minor deviations in program execution within a single command. A ZBT is an exact reallocation of resources, normally within a single program. ZBTs are not to be used for reprogramming actions (e.g., transferring resources from one mission or capability to another). ZBTs must follow the business rules as set forth in the applicable fiscal year's PPI.

4.3.1. Manpower actions that update PEC shreds within a program element and/or Country State Codes (CSC) are considered below scope ZBTs. MAJCOMs or equivalents will build a Manpower Change Request (MCR) in MPES-FYDP for each below scope ZBT and provide the MCR number to AF/A1MP.

4.3.2. Inter-command transfers (ICT) that do not transfer systems are considered manpower only ZBTs. If the ICT is the result of a weapon system transfer, the action is not considered a pure manpower ICT and must be approved by the appropriate AFCS mission or mission support panel (e.g., Personnel and Training, Nuclear Deterrence Operations).

4.3.3. Manpower actions that cross appropriations, end strength categories, budget activities, or budget sub-activities, or drive a cost to the AFCS are not considered manpower ZBTs.

4.3.4. Air Force Reserve and ANG Technician (memo) RICs ("0163" and "0170") may be incremented or decremented through a below scope ZBT. However, Air Force Reserve and ANG Technician (memo) civilian RICs ("0160") must remain zero-balanced.

4.4. MAJCOMs and Equivalents will:

4.4.1. Review all manpower ZBTs and other POM options from their respective input source before submission to ensure that non-Air Force controlled positions are not affected (i.e., Combatant Commands, Defense Agencies, or Fenced Intelligence Programs.) (T-1)

4.4.2. Make changes to reimbursable positions if agreed to by the functional office of primary responsibility and SAF/FMBOP. MAJCOMs and equivalents may not create ZBTs between reimbursable positions and direct-funded positions. (T-1)

4.5. Air Force Manpower Programming Division (AF/A1MP), Chief of Air Force Reserve Manpower Division (AF/REXX), Air National Guard Program Development Branch (NGB/A1MP). Manpower programmers will:

4.5.1. Review all manpower zero-balance transfer requests for compliance with current PPI guidance.

4.5.2. Work on resolving noncompliance issues with the affected Major Commands (MAJCOMs) and their equivalents.

4.5.3. Coordinate ZBTs with SAF/FMBO (or appropriate Air Reserve Component Financial Management office). If a MAJCOM or equivalent proposes a ZBT action that would result in added (unsourced) costs to the Air Force without providing an identified offset, the action will be disapproved.

4.6. Host-Tenant Support Agreements (HTSAs). MAJCOMs and equivalent who initiate a workload on another MAJCOM or equivalent must coordinate host-tenant manpower actions with the affected command and will prepare documents in accordance with AFI 25-201, *Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures*. A Memorandum of Agreement/Understanding (MOA/MOU) can be used for small-scale recurring support in lieu of a HTSA in accordance with paragraph 3.2.6 of AFI 25-201. The HTSA/MOA(U) will include language allowing the agreed upon resources to be over/under executed until programming actions can be submitted. **(T-1)**

4.6.1. The supported command will provide the supporting command with the information needed to determine its manpower requirements. **(T-1)**

4.6.2. The supported command must negotiate with the supporting command regarding the availability of existing resources to support the requirement. **(T-1)**

4.6.3. The supporting command will program required manpower actions in the first available exercise of the SPPBE cycle after the support agreement has been finalized. **(T-1)**

4.7. Out of Cycle End strength Changes. These changes include program change request (PCR) and host-tenant actions.

4.7.1. A PCR is used to realign Air Force resources outside of the normal SPPBE cycle and consists of changes in the current execution and budget years. Because PCRs require changing the Air Force Program of Record, they are vetted through the AFCS process and approved by the Secretary of the Air Force.

4.7.1.1. Fiscal realignment approved as part of a PCR is typically finalized through an inter command transfer of funding by the Deputy Assistant Secretary for Air Force Financial Management and Comptroller Director of Plans (SAF/FMBP).

4.7.1.2. AF/A1MP and MAJCOMs may view changes to force structure items in execution or budget year within the Force Structure Data Management database (i.e., aircraft, munitions).

4.7.1.3. Special consideration is necessary when reprogramming between appropriations, over specific funding level dollar thresholds, or activities involving congressional special interest line items. HAF, OSD, or Congress may deny reprogramming actions of this nature.

4.7.1.4. All military and civilian manpower addressed via PCRs must zero-balance and may include required adjustments in private sector contract support.

4.7.1.4.1. If a PCR proposes manpower changes, it must be broken out by officer, enlisted, and civilian; the request may display the manpower of the current and proposed programs. If the PCR proposes the change or transfer of billets, the request must describe the impact of these changes by category and fiscal year, including out-years.

4.7.1.4.2. If the request is to change manpower only (e.g., no forces, flying hours), the requesting office may first consult AF/A1MP to see if the change can be reprogrammed by an ICT or other manpower change vehicle, without preparing a PCR.

Chapter 5

ADJUSTING END STRENGTH-SPECIAL CONSIDERATIONS

5.1. Overview. End strength levels within a program or theater may be dictated or limited by legislative and OSD policy. These constraints include ceilings and floors (e.g., overseas, and major Department of Defense headquarters activity elements) or protected budget activities whose funding levels cannot be adjusted without consent from the owning activity (e.g., Defense Health Agency and special operations forces).

5.2. Overseas Ceilings and Floors. United States activities in foreign countries are of special political and economic interest to the US and foreign governments. OSD, working with higher authorities, establishes overseas ceilings and floors to control DoD activities in various areas, regions, and countries. Unless HAF or a higher authority specifies otherwise, overseas manpower ceilings and floors include all permanent party military authorizations.

5.2.1. AF/A1M designates the manpower office within the Air Force component, to the Combatant Command for the geographic area, as the Air Force executive or support agent.

5.2.2. AF/A1MP notifies executive agents of ceiling and floor limitations.

5.2.3. End strength Resource Managers. (AF/A1MP, AF/REXX, and NGB/A1MP)

5.2.3.1. Administer and monitor the Regular Air Force, Air Force Reserve, and the Air National Guard portions of the ceiling and floor.

5.2.3.2. Notify MAJCOMs and equivalents of their portion of the ceiling and floor.

5.2.3.3. Ensure MAJCOMs and equivalents do not exceed ceiling and floor limits unless a higher authority so authorizes. Ensure MAJCOM, and equivalent, UMDs affected by manpower ceilings and floors, do not exceed limitations.

5.2.3.4. Ensures that limitations provide only the minimum manpower needed for assigned missions.

5.2.4. Executive and support agents, and MAJCOMs and equivalents, may directly communicate on ceiling and floor limitations. Executive and support agents may directly communicate with the Combatant Command staff that controls the limitation they administer.

5.2.5. Overseas Ceiling and Floor Change Requests.

5.2.5.1. To make changes to an Air Force ceiling and floor, the executive or support agent sends a written explanation of the requirement to the appropriate Combatant Command, with an information copy to AF/A1MP.

5.2.5.2. To increase or decrease a MAJCOM limitation, the major command or equivalent sends a written explanation of the requirement to the executive agent, with an information copy to AF/A1MP. The executive or support agent approves the MAJCOM or equivalent request if it falls within the established Air Force limitation or disapproves if it falls outside of the limitation.

5.3. Major Department of Defense Headquarters Activity. Major Department of Defense headquarters activities are described and defined by statute, and organizations and functions considered major Department of Defense headquarters activity are specified in DoDI 5100.73, *Major DoD Headquarters Activities*.

5.3.1. In the OSD FYDP Resource Structure Management System, program elements are flagged in specified headquarters categories (giving the OSD and Congress visibility on changes to Air Force total major DoD headquarters activity strength and by headquarters type). OSD and Congress require rationale for increases in Regular Air Force and Active Guard and Reserve major DoD headquarters activity resources between fiscal years; therefore, any increase requires AFCS approval.

5.3.2. The Fiscal Year 2019 National Defense Authorization Act (Section 931) changed the limitation on major headquarters activities from manpower end strength to funding. Any manpower increase to major headquarters activities (MHA) must be made within existing headquarters dollar or end strength ceilings.

5.3.3. For Headquarters Air Force (HAF), there is also an end strength limitation of 2,750 specified in US Code Title 10, Section 9014. Therefore, no end strength will be realigned from program element 92398F within the HAF into units below the MHA line.

5.4. Joint Manpower. During the Program Budget Review, adjustments to Air Force programmed support to joint organizations can only occur through MOA or program/budget issue papers. Refer to *Chairman Joint Chief of Staff Instruction* (CJCSI) 1001.01C for further guidance on managing Joint and Combatant Command end strength and authorizations.

5.5. Special Access Program. AF/A1M will appoint a point of contact to support manpower programming for special access programs.

5.6. Defense Health Agency. AF/A1M will coordinate Defense Health Agency manpower programming changes with Air Force Surgeon General, Medical Manpower Personnel, and Resourcing (AF/SG1/8).

5.7. Special Operations Forces. AF/A1M will coordinate special operations forces manpower programming changes with Air Force Special Operations Command Manpower, Personnel and Services Director (AFSOC/A1) and United States Special Operations Command, Force Structure Requirements and Strategic Assessments Directorate (USSOCOM/J8).

5.8. Intelligence. AF/A1M will coordinate Fenced Intelligence Programs (budget sub-activities 33*) with appropriate intelligence organizations.

5.9. Foreign Military Sales. AF/A1M will coordinate Foreign Military Sales (FMS) manpower programming changes with Deputy Under Secretary of Air Force International Affairs (SAF/IA). see [Chapter 8](#), FMS.

Chapter 6

MANPOWER ALLOCATION AND UNIT MANPOWER DOCUMENT EXECUTION

6.1. Overview. AF/A1MP allocates programmed manpower resources by command identifier (CID), PEC, RIC, and CSC to the commands directing implementation of approved programs. MAJCOMs and equivalents translate these manpower resources into manpower authorizations by updating the UMD. Air Force Manpower, Organization and Resources Directorate, Data Operations, AF/A1MD provides the Air Force Personnel Center the MPES (see [Attachment 2](#)) data on military and civilian authorization changes to begin the actions necessary to recruit, train, and assign people. Comparable detail is provided to Air Force Reserve and ANG personnel organizations by their respective Air Force Reserve and ANG manpower organizations so they may also begin the actions necessary to recruit, train, and assign personnel.

6.2. General Guidance.

6.2.1. Manpower positions will be added/deleted from the UMD effective the fiscal quarter of an associated programmatic change within 30 days of a budget cycle allocation, with the following exceptions:

6.2.1.1. When a mission is extended or accelerated during an execution year by one or more fiscal years, with concurrence of the AF/A1MP, AF/REXX, and/or NGB/A1MP. The MAJCOM/A1M may over execute on the UMD (up to three fiscal years into the future) to maintain mission integrity (see [Attachment 4](#)).

6.2.1.2. When two commands agree in writing to over and under execute their manpower allocation on the UMD within the same program element, RIC, and by the same number of positions. Signed agreement to be provided to AF/A1MP.

6.2.1.3. If the over and or under execution exceeds the acceptable deviation, (see [paragraph 6.2.2](#)) then the MAJCOM commander should submit the requirement through the AFCS process as a program disconnect. AF/A1M will coordinate these requests with the appropriate HAF stakeholders for decision.

6.2.2. Deviations within active military and ANG RICs of more than +0.5 or -0.5 percent for a program element are considered noncompliant, unless otherwise directed by AF/A1M. For example, if authorized FYDP is 1,000 enlisted, then the acceptable deviation is not greater than 5.

6.2.3. Deviations in civilian RICs of more than 0.5 percent are allowable if the MAJCOM or equivalent is executing within its civilian pay dollar allocation, unless otherwise directed by AF/A1M.

6.2.4. Air Force Reserve resources are exempt from program element RIC constraints due to reserve component variables.

6.3. Air Force Manpower, Organization and Resources Directorate Programming Division (AF/A1MP) will:

6.3.1. Allocate manpower resources to the commands as required, typically at the end of each SPPBE cycle, but making out-of-cycle allocations, as necessary.

6.3.2. Transmit manpower resources to the commands in MPES (see [Attachment 2](#)). Resources are allocated by command, CSC, PEC, and RIC for all fiscal years in the FYDP.

6.3.3. Provide guidance through Manpower Guidance Memorandum (MGM) regarding which fiscal years are to be updated on the UMD and when these changes can be published.

6.4. Major Command Manpower and Organization (MAJCOM/A1M) will:

6.4.1. Review allocation from AF/A1MP. (T-1)

6.4.2. Using MPES, execute changes on the UMD per the allocation manpower guidance memorandum. (T-1)

6.4.3. Request extension or exception to timeline from AF/A1MP as required. (T-1)

6.4.4. Ensure authorizations on the UMD match total allocated FYDP by the DoD program element and RIC. Manpower allocations within a program element not placed on the UMD are subject to surrender to the AFCS as offsets within the budget process. (T-1)

6.5. Major Command Unit Manpower Document Management.

6.5.1. Military Manpower Increases. MAJCOMs will ensure the addition of military manpower authorizations or changes to grades and skills are made effective no earlier than the current quarter plus two.

6.5.1.1. For example, if the manpower change request is received in the first quarter of the year, the effective date of the approved change may be no earlier than the third quarter of that year.

6.5.1.2. Coordinate deviations from this time-phasing with MAJCOM and equivalent personnel directorate activities to confirm the shorter lead time does not negatively affect the personnel assignments process.

6.5.2. Manpower Reductions. MAJCOMs will implement military and civilian manpower authorization reductions in accordance with workload and mission decreases as directed by higher authority (e.g., program action directive, program guidance letter, and programming actions). Reductions unrelated to the loss of a specific workload or mission will be enacted upon higher authority's directive.

6.5.3. Inter-command Transfer of Functions and Related Authorizations. Since ICTs often involve manpower realignment among major force programs, the constraints associated with crossing budget appropriations and major force programs may limit the timing of civilian realignments among DoD program elements. Losing and gaining commands should work closely together to facilitate these transfers.

6.5.3.1. Once ICT negotiations begin, the losing command should freeze adjustments to manpower authorizations on the UMD in the functions proposed for transfer.

6.5.3.2. Manpower quantities are based on the losing command's funded manpower authorizations by the fourth quarter for each fiscal year.

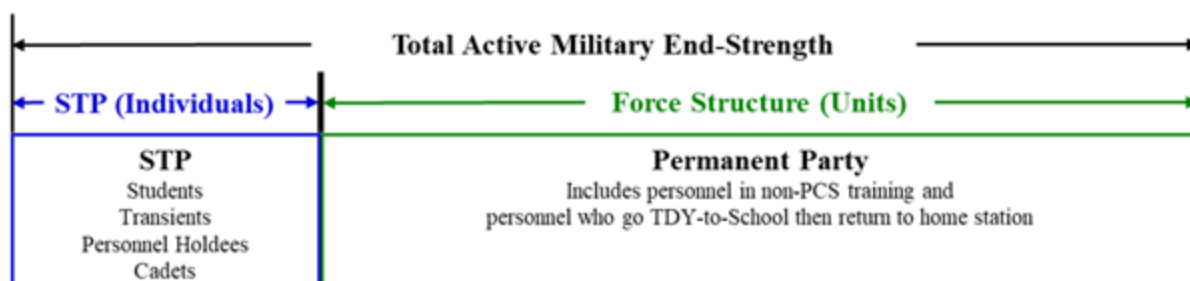
6.5.3.3. To prevent duplicate end strength reporting, MAJCOMs will ensure manpower authorization transfers between commands are completed within the MPES (see [Attachment 2](#)) during the same month, and with the same effective date.

Chapter 7

THE INDIVIDUALS ACCOUNT – STUDENTS, TRANSIENTS, AND PERSONNEL HOLDEES (STP) PROGRAM

7.1. Overview. Air Force end strength includes military personnel in programmed force structure as well as overhead allowances to account for personnel who are not available for assignment to permanent party authorizations within the programmed force structure (**Figure 7.1** summarizes this relationship). To account for personnel not available for assignment to such permanent party authorizations, the Air Force must program sufficient end strength into what OSD defines as the Individuals Account—what the Air Force refers to as the STP program. Programming sufficient end strength into the STP program is essential for ensuring there is sufficient strength to man the authorizations programmed within the force structure.

Figure 7.1. Total Active Military End Strength.



Note: Permanent Change of Station (PCS); Temporary Duty (TDY)

7.1.1. Categories of end strength within the STP Program are detailed in DoDI 1120.11, *Programming and Accounting for Active Component Military Manpower*, and are summarized as follows:

7.1.1.1. Students. Military personnel are counted in this category, when in initial pipeline training (i.e., Basic Military Training, Officer Training School, Technical Training, Undergraduate Flying Training, etc.) This category also includes military personnel attending education or training programs lasting 20 or more weeks.

7.1.1.2. Transients. Transients include military personnel in a travel, proceed, leave en route, or TDY en route while on permanent change of station (PCS) orders. When moving among initial pipeline courses of instruction, the member should be counted within the student category. Likewise, when TDY en route for training, the member should be counted in the student category.

7.1.1.3. Personnel Holdees. This category includes patients and prisoners.

7.1.1.3.1. Patients. Military members whose medical condition prevents them from performing their duties at their unit due to hospitalization, treatment, recovery, or rehabilitation, and whose eventual return to full duty is unlikely to occur within 180 days of original injury or illness may be reassigned to a holding entity (i.e., Patient Squadron) and counted within STP strength.

7.1.1.3.2. Prisoners. Military members convicted by a military or civilian court and sentenced to 30 days or more should be reassigned to a holding detachment and counted within STP strength.

7.1.1.3.3. Cadets. Cadets of the U.S. Air Force Academy are counted within this category of STP strength. Note that students at the U.S. Air Force Academy Preparatory School are counted as enlisted members of the student category of STP.

7.1.2. MAJCOMs and equivalents generally do not place STP manpower onto the UMD unless necessary for specific purposes. When published onto the UMD, STP positions will be coded with an appropriate Functional Category Code (FCT). Use code 'Q' to designate positions for students who have not yet completed initial pipeline training. Use code 'L' to designate positions for students who are attending training of 20-weeks or more when that training is beyond initial pipeline training.

7.2. Air Force Manpower, Organization and Resources Directorate (AF/A1M) will:

7.2.1. Serve as the Air Force OPR and manpower program manager for the STP Program and determines, justifies, defends, and plans its manpower programming.

7.2.2. Determine the criteria by which the Air Force Personnel Center collects and reports data on military members in an STP status.

7.2.3. Centrally manage the STP Program, ensuring it is funded in such a manner to ensure overall permanent party inventory is sufficient to fill the overall quantity of permanent party programmed manpower.

7.3. Air Force Personnel Center (AFPC) will:

7.3.1. Develop and maintain personnel data practices and procedures to support accurate accounting of members in the various STP statuses. **(T-1)**

7.3.2. Ensure personnel functional category coding complies with the Individuals Account program funding established by AF/A1M. **(T-1)**

7.3.3. Provide AF/A1M any relevant personnel data and reports for the development of the STP Program and accounting of program man-years. **(T-1)**

7.3.4. Facilitate accurate strength management by publishing guidance to guide military personnel flights and commander's support staffs in gaining and coding personnel to ensure all military members are coded into the correct functional category. **(T-1)**

Chapter 8

FOREIGN MILITARY SALES POSITIONS

8.1. Overview. Chapter 39, Arms Export Control of 22 USC § 2751 authorizes the sale of defense articles and services. The yearly National Defense Authorization Act (NDAA) includes the Air Force end strength to support the Foreign Military Sales (FMS) program. Although most FMS manpower is reimbursable, Air Force programs the requirements to ensure coverage in the FYDP. AF/A1M does not keep a pool of manpower authorizations available for new FMS programs.

8.2. Manpower Requirements Package (MRP). MAJCOM/A1Ms will assist MAJCOM/IAs with validating/determining manpower requirements for FMS case(s). MAJCOM/A1Ms will have access to the Security Assistance Manpower Requirements System (SAMRS) with the role of the MAJCOM validator. MAJCOM/A1Ms will update the UMD to reflect the completed MRPs once received from MAJCOM/IAs.

8.3. Manpower Classification.

8.3.1. FMS manpower authorizations are categorized as either full-time or part-time. The DoD component administrative expenses capture the manpower costs (United States Government (USG) and contractor furnished) required to develop, execute, and close FMS cases. These functions may be indirect (e.g., support across multiple purchasers/cases) or direct (e.g., support to a specific case or program).

8.3.2. DoD organizations that provide general administrative support to the FMS program must recoup the full cost (excluding a pro rata share of fixed base operations costs) to provide such support. The DoD Component administrative support costs must not include costs prescribed in DoD 7000.14-R, Volume 15, Chapter 7, as above-the-line costs. The administrative support cost also does not include the cost of calculating nonrecurring recoupment charges and royalty fees which is a DoD mission cost. (Reference: DoD 7000.14-R, Volume 15, Chapter 7).

8.4. Foreign Military Sales Position Codes.

8.4.1. Use PEC "A2002*" for full-time FMS manpower reimbursed by direct case funds.

8.4.2. Program the authorizations in the appropriate program element for commands using part-time manpower authorizations to do direct case workload.

8.4.3. Program manpower reimbursed by administrative surcharge funds in the appropriate major force program using a PEC shred of "S." Use administrative surcharge funds to reimburse civilian and contractor positions. Military positions in an FMS administrative surcharge program element are Air Force funded.

GWENDOLYN R. DeFILIPPI, SES, DAF
Principal Deputy Assistant Secretary of the
Air Force for Manpower and Reserve Affairs

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

22 USC § 2751, *Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy*

CJCSI 1001.01C, *Joint Manpower and Personnel Program*, 21 February 2024

DoDI 1120.11, *Programming and Accounting for Active Component (AC) Military Manpower*, 17 March 2015

DoDI 5100.73, *Major DoD Headquarters Activities*, 1 December 2007

DoD 7000.14-R, *Financial Management Regulation*, Volume 15, Chapter 7, September 2023

AFI 25-201, *Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures*, 18 October 2013

AFI 33-322, *Records Management and Information Governance Program*, 23 March 2020

DAFI 38-101, *Manpower and Organization*, 29 August 2019

AFMAN 38-102, *Manpower and Organization Standard Work Process and Procedures*, 5 July 2024

DAFMAN 90-161, *Publishing Processes and Procedures*, 18 October 2023

Prescribed Forms

None

Adopted Forms

DAF Form 847, *Recommendation for Change of Product*

Abbreviations and Acronyms

ADSL—Average Daily Student Load

AF—Air Force

AFCS—Air Force Corporate Structure

AFMAA—Air Force Manpower Analysis Agency

AFPC—Air Force Personnel Center

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFMD—Air Force Manpower Determinant

AFRC—Air Force Reserve Command

ANG—Air National Guard

ART—Air Reserve Technician
BAI—Backup Aircraft Inventory
BES—Base Enabling Support
BO—Business Objects
BOS—Base Operating Support
BST—Base Support Tail
CC—Crew Composition
CCN—Change Control Number
CID—Command Identifier
CJCSI—Chairman Joint Chiefs of Staff Instruction
CR—Crew Ratio
CSC—Country State Code
DAF—Department of the Air Force
DAFPD—Department of the Air Force Policy Directive
DHA—Defense Health Agency
DoD—Department of Defense
DoDI—Department of Defense Instruction
DRU—Direct Reporting Unit
FAC—Functional Account Code
FCT—Functional Category Code
FEE—Functional Estimating Equations
FMS—Foreign Military Sales
FOA—Field Operating Agency
FYDP—Future Years Defense Program
HAF—Headquarters Air Force
HC—Chaplain
HCS—Human Capital Support
HQ—Headquarters
HTSA—Host Tenant Support Agreement
ICT—Inter Command Transfer
JA—Legal
JAG—Judge Advocate General

LCOM—Logistics Composite Model
IAS—International Affairs Specialist
IMA—Individual Mobilization Augmentee
LRS—Logistics Readiness Squadrons
MAJCOM—Major Command
MCCN—Manpower Change Control Number
MCR—Manpower Change Request
MDS—Mission Design Series
MER—Manpower Estimate Report
MGM—Manpower Guidance Memorandum
MHA—Major Headquarters Activities
MOA—Memorandum of Agreement
MOU—Memorandum of Understanding
MPES—Manpower Programming and Execution System
MPF—Military Personnel Flight
MRP—Manpower Requirements Package
MSG—Mission Support Group
MSI—Manpower Standard Implementation
NDAA—National Defense Authorization Act
NGB—National Guard Bureau
ODNI—Office of the Director of National Intelligence
OPR—Office of Primary Responsibility
OSC—Office Symbol Code
OSD—Office of the Secretary of Defense
PAI—Primary Aircraft Inventory
PB—President’s Budget
PBES—Program & Budget Enterprise System
PBR—Program Budget Review
PCR—Program Change Request
PCS—Permanent Change of Station
PEC—Program Element Code
PEE—Programming Estimating Equations

PPI—POM Preparation Instructions
POM—Program Objective Memorandum
RIC—Resource Identification Code
SAMRS—Security Assistance Manpower Requirements System
SFS—Security Forces Squadron
SG—Medical
SOFA—Status of Forces Agreements
SPPBE—Strategy, Planning, Programming, Budgeting, and Execution
STP—Students, Trainees, and Personnel Holders
TAVRN—Trusted Agent Virtual Requirements Network
TDY—Temporary Duty
TR—Traditional Reservist
UMD—Unit Manpower Document
US—United States
USC—United States Code
USG—United States Government
WSS—Weapon System Security
ZB—Zero Base
ZBT—Zero Balance Transfer

Office Symbols

AF/A1M—Director, Manpower, Organization and Resources
AF/A1MD—Air Force Manpower, Organization and Resources Directorate, Data Operations
AF/A1MP—Chief, Air Force Manpower Programming Division
AF/A4—Deputy Chief of Staff for Logistics, Engineering and Force Protection
AF/A8P—Deputy Chief of Staff, Plans and Programs, Directorate of Programs
AF/A8PE—Program Integration Division
AF/REXX—Chief of Air Force Reserve Manpower Division
AF/SG1/8—Air Force Surgeon General Medical Manpower Personnel and Resourcing
AFSOC/A1—Air Force Special Operations Command Manpower, Personnel and Services Director
NGB/A1MP—Air National Guard, Manpower Program Development Branch
SAF/AMR—Secretary of the Air Force, Office of Administration and Management, Resource Management Directorate

SAF/AMRM—Secretary of the Air Force, Office of Administration and Management, Manpower Division

SAF/AQH—Director for Acquisition Career Management

SAF/AQX—Deputy Assistant Secretary for Acquisition Integration

SAF/FMBO—Deputy Assistant Secretary for Air Force Financial Management and Comptroller, Directorate of Budget Operations Personnel

SAF/FMBOP—Deputy Assistant Secretary for Air Force Financial Management and Comptroller, Directorate of Budget Operations Personnel, Personnel and Training Division

SAF/FMBP—Deputy Assistant Secretary for Air Force Financial Management and Comptroller Director of Plans

SAF/FMP—Secretary of the Air Force, Financial Management Portfolio

SAF/IA—Deputy Under Secretary of Air Force International Affairs

USSOCOM/J8—United States Special Operations Command Force Structure Requirements and Strategic Assessments Directorate

Terms

Authorized 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. FYDP end strength is allocated to Commands by program element code (PEC) and category (officer, enlisted and civilian).

Air Force Corporate Structure—Deliberative decision-making body on the Air Staff which adjudicates recommended changes to the Air Force Program Objective Memorandum (POM).

Budget Activity—A budget activity is a specific program or function for which funds are allocated. Examples of budget activities in the Air Force might include aircraft maintenance, personnel training, or research and development.

Budget Sub-Activity—is more specific components or tasks that fall within a budget activity. For example, within the budget activity of aircraft maintenance, sub-activities might include routine inspections, repairs, or overhauls.

Commander—For the purposes of the directions in this instruction, collectively refers to commanders and civilian leaders of established units. Do not construe to confer any responsibilities or authorities reserved for military commanders to civilian leaders.

Centrally Managed—Functions with Individual Mobilization Augmentees (IMA) in Chaplain (HC), medical (SG), legal (JA), or International Affairs Specialist (IAS) career fields, in which all IMA requirements are ‘centrally’ managed HQ AFRC functional manager. Any request to add or eliminate one of these Individual Mobilization Augmentee specialties must be coordinated with the appropriate HQ AFRC functional manager.

Department of Defense Component—Refers to any Department of Defense activity other than the Department of the Air Force and Air Reserve Components.

Headquarters Air Force—Refers to the Secretariat and Air Staff.

Major Command—For the purposes of directions in this instruction, collectively refers to Major Commands, Direct Reporting Units, Field Operating Agencies and SAF/AMR and the National Guard Bureau (NGB). The term “Command” may also be used instead of “Major Command” (e.g., “command grade factor” instead of “Major Command grade factor”).

MAJCOM/A1M Staff—Refers to major command, direct reporting unit, field operating agency manpower staffs, NGB/A1M and SAF/AMRM.

Manpower Authorization—A funded manpower requirement with detail that defines the position in its function, organization, location, skill, grade, and other appropriate characteristics which commands use to extend end strength resources to units.

Manpower Requirement—Joint Publication 1 defines manpower requirements as human resources needed to accomplish a specific job, workload, mission, or program. There are two types of manpower requirements: funded and unfunded. Funded manpower requirements are those that have been validated and allocated. Unfunded requirements are validated manpower needs that have been deferred because of budgetary constraints. Manpower requirements are determined using principles and techniques found in AFMAN 38-102, *Manpower and Organization Standard Work Process and Procedures*, or using approved manpower models developed by AF Management Engineering Teams and/or AF/A1M.

Manpower Determinant—The basic tool used to determine the most effective and efficient level of manpower required to support a function. It is a quantitative expression that represents a work center's man-hour requirements in response to varying levels of workload.

Mission/Mission Support Panel—Air Force Corporate structure group subject matter experts which include MAJCOM representation to begin the resource allocation process by conducting baseline reviews of programs contained in their portfolios. Panels review and develop options for presentation to intermediate level review. They analyze and assess all programs and program elements vice integrated priority lists. Panels validate and recommend MAJCOM, Direct Reporting Unit (DRU) and FOA program adjustments (e.g., Personnel and Training, Rapid Global Mobility, Nuclear Deterrence Operations). They advocate their core competency and address standardization, rationalization, and interoperability requirements and capabilities.

Program Element Code (PEC)—Identifies a specific program or capability funded by different resources. Can be aligned to a weapon system or other program. The AF PEC is a subcategory of the AF Program Element (AF PE) for manpower, delineating distinct functions within the same program. The AF PEC differs from the AF PE in that the last letter is changed from “F” to a different suffix. The AFPEC is sometimes referred to as a “shred.”

Resource Identification Code (RIC)—Defines different types of manpower categories throughout OSD (Air Force Officer, Air Force Enlisted, Air Force Civilian etc.).

Unit Manpower Document (UMD)—The Unit Manpower Document report is a computer-generated product from the Manpower Programming and Execution System or Business Objects (BO) business intelligence reporting tool that contains Regular Air Force military, civilian, traditional reservists (TR), Active Guard Reserve, Air Reserve Technician (ART), and Individual Mobilization Augmentee authorizations. The Unit Manpower Document report reflects total force manpower position information for funded authorizations, unfunded requirements, and non-FYDP positions by unit and work center.

UMD Over/Under Execution—The placement of more or fewer positions on the UMD within a particular program element and resource identification code than a Major Command or equivalent was allocated in the budget process.

Attachment 2

THE MANPOWER PROGRAMMING AND EXECUTION SYSTEM

A2.1. Overview. The Manpower Programming and Execution System (MPES) is the family of applications that support manpower budgeting, unit manpower requirements, personnel and position management, manpower modeling, and reporting and analysis for the Regular Air Force, ANG, Air Force Reserve, and civilian workforce. It is the authoritative data source for all funded Air Force end strength and associated SPPBE manpower changes. Within MPES, specific manpower change control numbers (MCCN) and change control numbers (CCN) are used to validate manpower requirement changes. Manpower requirement changes are then loaded into the system per validated program element requirements and projected funding.

A2.2. Future Year Defense Program Key to Manpower Programming and Execution System Data Elements.

A2.2.1. Change Control Number. A change control number is assigned to an initiative, offset, or disconnect option under consideration. CCNs are used in all the various SPPBE databases and tools to ensure all the pieces of the option are tracked and priced together. One primary function of the CCN is to enforce accountability and input control of the database. The author of the change control number must be consulted before any changes are made.

A2.2.2. Command Identifier. An attribute used to represent the Major Command, Field Operating Agency, or Direct Reporting Unit that will receive the manpower resource allocation for the authorization.

A2.2.3. Manpower Change Request. Consists of a two-digit “command identification” code, a four-digit exercise code, and a four-digit “sequence” manpower change control number. Manpower change control number consists of the following: the first character is the major force program, the second character is the last digit of exercise year, the third character is the type of exercise, fourth and fifth characters is for “super-tracking,” and the sixth, seventh, and eighth characters are open to programmer’s discretion.

A2.2.4. Program Element Code. This code is directly related to a parent program element with cost data related to a weapon system or support function as shown in the United States Air Force and financial program.

A2.2.5. Resource Identification Code. This code identifies categories of resources such as treasury codes for funds, component, and category of personnel for manpower, and type of unit for forces. Each RIC has only one appropriation; the RIC is a four-digit code that identifies the type of resources assigned to each program element.

A2.2.6. Country State Code. For manpower programming, the value for states within the continental United States is “A0”; states outside the continental United States are numbers. All other countries and territories’ values are letters and numbers.

Attachment 3

BASE SUPPORT TAIL (BST) FACTORS

A3.1. Overview. Mission and capability changes affect installation support requirements. Additionally, programmed changes in mission manpower affects installation support manpower requirements and may impact service levels for private-sector contract support. The relative effect of these changes is represented as the Air Force BST factor. Air Force Manpower Analysis Agency (AFMAA) has developed a BST Application Tool to aid manpower at MAJCOM and higher levels on the application of manpower support impacts due to major force programming changes. The BST tool is a guide and can help start the conversation between commands and forces. **Note:** This factor is not applicable to Air Reserve Component bases.

A3.1.1. The BST factor is intended for allocating or for programming manpower by functional area. It assumes a full base support infrastructure prior to implementing a proposed mission change to support installation populations. Installation populations are broken out into two categories.

A3.1.1.1. Supporting military/civilian in host-wing base support functions servicing base populations (excluding commissary, and Defense Health Agency (DHA)).

A3.1.1.2. Supported military/civilian by base functions (includes supporting population, and Commissary, DHA, and includes limited Contracted Manpower).

A3.2. Base Support Tail Factor Use. BST factors are to be used in conjunction with other tools and analyses when determining manpower impacts of mission capability changes. There are two classifications of BST called Human Capital Support (HCS) and Base Enabling Support (BES).

A3.2.1. Human Capital Support. Developed to support functions within Mission Support Group (MSG) and Wing Staff agencies directly impacted by new mission growth of personnel (e.g., Military, Civilian, ADSL, and percentage of Dependents) relocating from one installation to another. Examples of functions impacted include JAG, MPF, SFS/Reports and Analysis. The HCS factors can be found on the AFMAA Sharepoint site <https://usaf.dps.mil/sites/AFMAA/MM/SitePages/MMPF.aspx> under the “Base Support Tail (BST)” folder. The HCS factors are built with AFMDs and Functional Estimating Equations (FEE) using population driven coefficients.

A3.2.2. Base Enabling Support. Developed to support functions within MSG and directly impacted by mission growth with the installation (e.g., buildings, security posts, vehicles/equipment, units, and aircraft). While these functions may support personnel indirectly, they support the installation infrastructure to enable its mission. Examples include the Inspector General, Civil Engineering Squadrons, and Contracting Squadrons. The BES Factors can be found on the AFMAA SharePoint site <https://usaf.dps.mil/sites/AFMAA/MM/SitePages/MMPF.aspx> under the “Base Support Tail (BST)” folder. The BES factor uses base population as a predictor of manpower impacts within these support functions.

A3.2.3. Both HCS and BES are added together to give an overall BST factor for United States Territories and Overseas. The Air Force Manpower Analysis Agency (AFMAA) has developed a BST Application tool aiding HAF, MAJCOM, and Force Support Manpower Offices to determine where manpower impacts are allocated by Unit, Functional Account Code (FAC), and Office Symbol Code (OSC). The BST Application Tool can be found on the AFMAA SharePoint site <https://usaf.dps.mil/sites/AFMAA/MM/SitePages/MMPF.aspx> under the “Base Support Tail (BST)” folder.

A3.2.4. Once BST manpower impacts have been validated, manpower positions placed on the Unit Manpower Document (UMD) will receive a Manpower Standard Implementation (MSI) code identifying them as earned by the BST Factor. **Note:** Status of Forces Agreements (SOFA) may affect BST impacts. During AFMD reapplications as determined by MAJCOM, positions previously MSI coded as “BST” will be earned either as an MSI code G or deleted off UMD.

A3.3. Mission Transfers. For mission transfers between RegAF, ANG or ARC, or new ANG or ARC missions on a RegAF base, AF/A1MP will compute installation support impacts as follows:

A3.3.1. Active Guard and Reserve. AF/A1MP will compute installation support impacts using the same approved United States (including territories) Human Capital Support factor, (found on the AFMAA SharePoint site <https://usaf.dps.mil/sites/AFMAA/MM/SitePages/MMPF.aspx> under the “Base Support Tail (BST)” folder) is used for Regular Air Force full-time military.

A3.3.2. Drill spaces. AF/A1MP will compute installation support by applying a 2 percent factor to total drill spaces.

A3.4. Installation Support Reductions. AF/A1MP will keep any installation support manpower savings associated with a base closure or realignment, or POM or President’s Budget (PB) force structure decisions as program savings for use in the future programming cycles. The allocation of any retained manpower savings will be per AFCS decisions on manpower priorities. Any resulting increases in installation support manpower associated with mission transfers are to be programmed as part of the mission transfer and offset by the activity proposing the transfer.

A3.4.1. Major Commands (MAJCOMs) must internally offset self-initiated changes that change base support population at their bases or that of another command (including host-tenant support agreements in inter-command transfers) if the resulting population changes drive an installation support increase at other commands installations. A coordinated support agreement or memorandum of agreement will specify the details between each MAJCOM. AF/A1MP does not provide offsets for installation support resources in such cases.

A3.4.2. For actions affecting the Air Reserve Component, the tasking command, including the ANG or Air Force Reserve, must develop manpower agreements and work with the affected commands on transfers of base support resources to support unit moves.

A3.4.3. The tasking command provides or programs for, required base support resources when a prime function or tenant organization of that command is moved.

A3.4.3.1. Refer any disagreement between losing and gaining commands to AF/A1MP.

A3.4.4. AF/A1MP normally does not program installation support manpower tail to support changes to other installation support functions or non-mission areas.

A3.4.5. Defense Health Agency (DHA) determines medical support requirements in a separate medical annual planning and programming guidance exercise. Their requirements are typically made known during the Program Budget Review and codified in memorandums of agreement.

A3.4.6. Deputy Chief of Staff for Logistics, Engineering and Force Protection (AF/A4) determines real property requirements during the Program Objective Memorandum process. AF/A4 uses total square footage of floor space, not population, as the primary driver to determine their manpower requirements. Mission changes and resulting population changes do not necessarily drive changes in real property requirements. However, the BST factor does include real property FACs based on population and can be used to codify Civil Engineering requirements.

A3.4.7. The Defense Commissary Agency determines commissary support requirements generated by a change in mission manpower requirements. Their requirements are identified through the corporate process.

A3.4.8. Air Force organizations tasked by other government departments or DoD agencies must develop manpower and funding agreements using the inter-service support agreement and work with AF/A1M, Secretary of the Air Force, Financial Management Portfolio (SAF/FMP), and respective functional staff to ensure that required out-year manpower programming actions are addressed.

Attachment 4

OVER/UNDER EXECUTION REQUEST EXAMPLE

Table A4.1. Over/Under Execution Request Example.

MEMORANDUM FOR AF/A1M 1040 Air Force Pentagon Washington DC 20330-1040 FROM: HQ MAJCOM/A1M 1234 Main Street XXX AFB, XX 99999 SUBJECT: (U) Over/Under-Execution Authorization for Enlisted Accessions Recruiting Manpower 1. (U) Request AF/A1M approval for MAJCOM to over-execute its UMD. The resource programming details will be IAW the following table.												
					UMD				FYDP			
CID	OAC	PEC	RIC	CSC	FY25	FY26	FY27	FY28	FY25	FY26	FY27	FY28
0J	64	81711A	0104	A0	+277	+277	+277	+277	0	0	0	0
2. (U) Background. An enlisted accession (EA) increase of 1.2K recruits in FY24 coupled with projected annual EA goals of 32.5K in FY25 and 33K across the remainder of the FYDP requires additional manpower to meet mission. Increased EA mission levels require respective increases in recruiter production activities associated with generating and recruiting enough new recruits to meet Delayed Entry Program (DEP) needs and EA goals. 3. (U) Proposed Solution. The AF Corporate Structure approved an additional 277 enlisted positions for MAJCOM in the FY26 POM to meet the increased enlisted accession's goal—reference CCN 26R5H210A-(M) Fix DAF Recruiting Force-COA 2. To recruit, train and get new recruiters in the seat with enough time to affect the increased FY25 accessions target, recommend HAF/A1M approve MAJCOM's request to over-execute the 277 positions on its UMD FY24 - FY26. 4. (U) POCs: MAJCOM/A1MP POC: Ms. Jane Doe, DSN: 555-5555; HAF/A1MP John Doe, DSN: 999-999-4444. Jane Doe, GS-15, DAF Chief, Manpower and Organization Division												

1st Ind to AF/A1MP, (U//FOUO) Over/Under-Execution Authorization for Enlisted Accessions
Recruiting Manpower

MEMORANDUM FOR MAJCOM/A1M

Concur/Non-concur.

John Doe, Colonel, USAF
Chief, Air Force Manpower Programming Division
HQ Air Force

2nd Ind to AF/A1M, (U//FOUO) Over/Under-Execution Authorization for Enlisted Accessions
Recruiting Manpower

MEMORANDUM FOR MAJCOM/A1M

Approved/Disapproved.

Jane Doe, Brigadier General, USAF
Director, Manpower, Organization and Resources
Deputy Chief of Staff, Manpower, Personnel and Services