

**BY ORDER OF THE COMMANDER  
HOLLOMAN AIR FORCE BASE**

**HOLLOMAN AIR FORCE  
INSTRUCTION 38-101**



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***Manpower and Organization***

**MANPOWER AND ORGANIZATION**

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This publication implements Air Force Instruction (AFI) 38-101, *Manpower and Organization*. It specifies management, operation, responsibility and requirements for Civilian Position management it provides guidance and procedures for requesting, establishing, and utilizing temporary overhires. Refer recommended changes and questions about this publication to the Office of Primary Responsibility listed above using the Air Force Form 847, *Recommendation for Change of Publication*; route AF Forms 847 to 49<sup>th</sup> Force Support Squadron, Manpower Office (49 FSS/FSM), 681 Second Street, Holloman AFB, NM 88330-8060. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with AFI 33-322, *Records Management and Information Governance Program*, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located in the Air Force Records Management System. The use of the name or mark of any specific manufacturer, commercial product, commodity, or service in this publication does not imply endorsement by the Air Force.

**SUMMARY OF CHANGES**

This document has minor changes to include a change in OPR from 49 FSS/FSMM to 49 FSS/FSM. The letterhead for the memo at [Attachment 2](#), Overhire Request Format was updated from Air Combat Command to Air Education and Training Command. The Air Force Instruction for Civilian Position Management changed from AFI 38-201, Determining Manpower Requirements to 38-101, Manpower and Organization. The Air Force Instruction for Managing Civilian Personnel Resources changed from AFI 36-502, Managing Civilian Personnel Resources to AFI 36-129, Civilian Personnel Management and Administration.

## **Chapter 1**

### **MANPOWER REQUIREMENTS AND AUTHORIZATIONS**

#### **1.1. Overview.**

1.1.1. Manpower is a resource and this instruction defines processes for planning and determining manpower requirements and authorizations.

1.1.2. This instruction establishes guidance and procedures for all 49th Wing, Air Education and Training Command (AETC) units that employ appropriated fund civilians.

## Chapter 2

### ROLES AND RESPONSIBILITIES

#### **2.1. The Human Capital Resource Management Board is made up of the following agencies:**

2.1.1. Managers and Supervisors. Managers and supervisors must set up positions and compensate and reward personnel within their civilian resource budget and in accordance with applicable authorities and sound management practices. Civilian appointments (permanent, term, or temporary) must match the projected length of the workload and the available funding. Initial term appointments will not exceed 24 months. Supervisors should work closely with the Civilian Personnel Office to ensure hiring and termination actions are accomplished in a timely manner. Temporary appointments will be utilized when execution of year (FY or year-end) dollars are used to fund the position from other than civilian pay.

2.1.2. Manpower Office. Determine and validate manpower requirements necessary for mission accomplishment. Validate length of overhire manpower requirement. Valid work is defined as work directed by the major command or above. Locally generated workload is not defined as valid, but will be quantified so that an acceptable level of service may be determined. Analyze impact of overhire requests on work center personnel, to include workload distribution, supervisory ratios, and organization efficiency. Serve as an advisor to the corporate board.

2.1.3. Comptroller Squadron. Validate cost estimates for requested positions. Include all benefits and incidental costs in the estimate for each position submitted. Serve as an advisor to the corporate board.

2.1.4. Civilian Personnel Office. Advise an appropriate civilian appointment type and skills available in the local labor market. Record and distribute corporate board minutes. Serve as an advisor to the corporate board.

2.1.5. Corporate Board. Comprised of key management officials from major organizations, the Civilian Personnel Officer, the Budget Officer, and the Chief of the Manpower office. The senior unit head or a key member of the installation commander's staff (e.g., the Vice Commander) normally chairs the board. Focal point for corporate management of civilian human resources at the installation level. Provide a forum for identifying, discussing and resolving issues related to civilian pay and establishing policies for managing the program that address operational realities. Review overhire requests and determine the priority of the overhire request. The 49th Wing Vice Commander or the Director of Staff is the final approval authority on all overhire requests.

## Chapter 3

### CIVILIAN OVERHIRE

**3.1. Appropriate Usage .** There are occasions when allocated manpower requirements are insufficient to accomplish mission requirements. If alternative methods of satisfying workload requirements are not available, overhire appointments may be appropriate. Civilian overhires are intended for short term or temporary mission requirements. Permanent overhire appointments may be utilized when the overhire position will be offset by a manpower authorization in the near future. Long-term or permanent requirements should be addressed through the appropriate AETC functional manager.

3.1.1. Seasonal Workloads. Seasonal duties exceed allocated manpower requirements and impair direct mission accomplishment. Examples of seasonal workload include outdoor pool lifeguards and laborers.

3.1.2. Emergency Workloads. Emergency workloads are beyond the control of the local commander. Peak workloads that are accounted for during development of manpower standards for a given functional area are not considered as emergency workloads for overhire purposes. Examples of emergency workload include repair or cleanup of fire damage or storm damage.

3.1.3. Manning Shortages. Manning shortages created as a result of deployments and separations are temporary and overhire appointments should be limited to a specific time frame. Military recall of civilian employees and military reserve duty can also create manning shortages

3.1.4. Level of Service. Level of service workload will only be quantified by the Manpower Office and approval will be based on what the wing can actually afford to fund via lapse rate. Organizations should clearly state whether their request is for level of service.

## Chapter 4

### CIVILIAN OVERHIRE REQUEST

#### 4.1. Submitting the Overhire Request.

4.1.1. Overhire Requests must be submitted in the format contained in Attachment.

#### 4.2. Request Content. The request must include:

4.2.1. Thorough justification of the need for an overhire to include all efforts to alleviate the work situation.

4.2.2. Information regarding the anticipated length of time the overhire will be required.

4.2.3. A position description of the duties to be performed by the overhire.

4.2.4. An estimate of total overhire cost to include salary and benefits, and identification of overhire funding source. Possible funding sources includes: lapse rate, command funds, special programs, and unit funds.

4.2.5. All Overhire Requests must be signed by the squadron commander and routed through the group commander to the Manpower Office for validation of workload and duration of overhire employment. The request will be routed to the Budget Office for funding availability determination before it is forwarded to the Civilian Personnel Office. The Civilian Personnel Office will determine skills availability in the local area and make appropriate recommendations to the Director of Staff.

4.2.6. Requests to extend temporary overhires will be processed in the same manner. All extension requests should be initiated no fewer than 60 days prior to the overhire expiration date.

## Chapter 5

### OVERHIRE REVIEW

**5.1. Annual Review.** All 49<sup>th</sup> Wing overhires will be reviewed annually. New and existing overhires will be prioritized by deputy group commanders. The 49th Comptroller Squadron will determine the amount of overhire funding available. The 49th Wing Vice Commander or Director of Staff will be the approval authority. Record of approved overhires will be maintained by the Civilian Personnel Office.

5.1.1. The Manpower Office will review the workload identified and validate the work requirements.

5.1.2. The Manpower Office will review and validate all overhires with employment periods that extend beyond the current fiscal year.

**5.2. Periodic Review.** The Manpower Office will review current temporary overhires whose appointment duration is for one year or more to assure that the position is still necessary and the justification is valid.

RYAN P. KEENEY, Colonel  
Commander

## Attachment 1

## GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

*References*

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

**AFI 36-129**, *Civilian Personnel Management and Administration*, 17 May 2019

*Prescribed Forms*

None

*Adopted Forms*

**AF Form 847**, *Recommendation for Change of Publication*

*Abbreviations and Acronyms*

**AETC**—Air Education and Training Command

**POM**—Program Objective Memorandum

**UMD**—Unit Manpower Document

*Terms*

**Appropriated Fund**—Funds authorized and appropriated by Congress for specified purposes.

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

**Civilian Appointment**—The employment of a civilian utilizing one or more of the appointing authorities listed in Title 5, Code of Federal Regulation.

**Corporate Board**—Board is comprised of key management officials from major organizations, the Civilian Personnel Officer, the Budget Officer, and the Chief of the Manpower Office. The senior unit head or a key member of the installation commander's staff (e.g., the Vice Commander) normally chairs the board with the Civilian Personnel Officer serving as recorder. The triad of resource experts (personnel, budget and manpower) serves as advisors as well as voting members. The board is also known as the civilian employment cost management committee.

**Lapse Rate**—Salary savings resulting from appropriated fund civilian vacancies.

**Level of Service**—The intangible benefit for work performed beyond what is earned by manpower standards.

**Manning Shortages**—Workload backlog created by military manning shortages that occur due to military deployments or lack of pipeline personnel to replace rotating or separating military members.

**Manpower Requirement**—A statement of the manpower needed to accomplish a specified job, workload, mission, or program. There are two types of manpower requirements: funded and unfunded. Funded manpower requirements are validated and allocated manpower needs.

Unfunded requirements are validated manpower needs but are deferred because of budgetary constraints.

**Overhire**—A position in excess of authorization allocated to satisfy a short-term solutions to short-term seasonal, cyclical, or surge workload requirements.

**Temporary Appointment**—A non-status appointment to a competitive service position for a specified period not to exceed one year. The appointment may be extended in increments up to one year, not to exceed three years (36 months of total service).

**Term Appointment**—A non-status appointment to a position for a specified period exceeding one year and lasting no more than six years.



## Attachment 2

### FORMAT FOR OVERHIRE REQUEST

Figure A2.1—Format for Overhire Request.



DEPARTMENT OF THE AIR FORCE ¶  
HEADQUARTERS 49TH WING (AETC) ¶  
HOLLOMAN AIR FORCE BASE NEW MEXICO ¶

¶  
¶  
¶

DD Form YY ¶

¶  
MEMORANDUM FOR: APPROPRIATE GROUP COMMANDER ¶

49 FSS/FSM ¶  
49 CPTS/FMA ¶  
49 FSS/FSCA (or Servicing Civilian Personnel Office) ¶

¶  
FROM: WING UNIT A ¶

¶  
SUBJECT: Request for Civilian Temporary Overhire ¶

¶  
1. Grade, AFSC, and title of the overhire required. ¶

¶  
2. PEC, Functional Account Code (FAC), and title of the work center where the overhire will be utilized. ¶  
~~Exclude PEC for a classified unit.~~ ¶

¶  
3. Request period of overhire. (See Note) ¶

¶  
4. Total number of personnel assigned to the work center. List by Officer (OFF), Enlisted (ENL), and Civilian (Civ), and contractor (CTR). ¶

¶  
5. Total number of vacant United States civilian authorizations in the unit. ¶

¶  
6. Total number of unit personnel authorized and assigned in the same AFSC as the requested overhire. ¶

¶  
7. List of overhires currently on board in the unit. ¶

Number	Grade	FAC	AFSC	Expiration Date
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¶  
8. Statement on estimate of overhire cost and status of civilian funds to support request. Verify availability of funds with resource advisor. ¶

¶  
9. Justification. Include directive, circumstance, and backlog which supports the requirement for an overhire. ¶

¶  
10. Certification statement that proposed position has not been filled on a temporary basis for more than 24 months out of the previous 36 months ¶

¶

.....  
SIGNATURE OF REQUESTOR ¶

Attachment: ¶

Position Description ¶

¶  
**NOTE:** Recommend coordination with the servicing Civilian Personnel Office prior to initiating the request to ensure the proper category of temporary civilian employee is identified ¶

¶  
Requests originating from individual units must be signed by the squadron commander. ¶

The information herein is For Official Use Only (FOUO) which must be protected under the Freedom of Information Act of 1966 and Privacy Act of 1974, as amended. Unauthorized disclosure or misuse of this PERSONAL INFORMATION may result in criminal and/or civil penalties. ¶

COMBAT AIRPOWER STARTS HERE ¶