



Financial Management

***HEADQUARTERS AIR FORCE (HAF)
RESOURCE MANAGEMENT PROCESS***

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RELEASABILITY: There are no releasability restrictions on this publication.

OPR: SAF/AAR

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Supersedes: HOI 65-5, 22 November 2010

Pages: 14

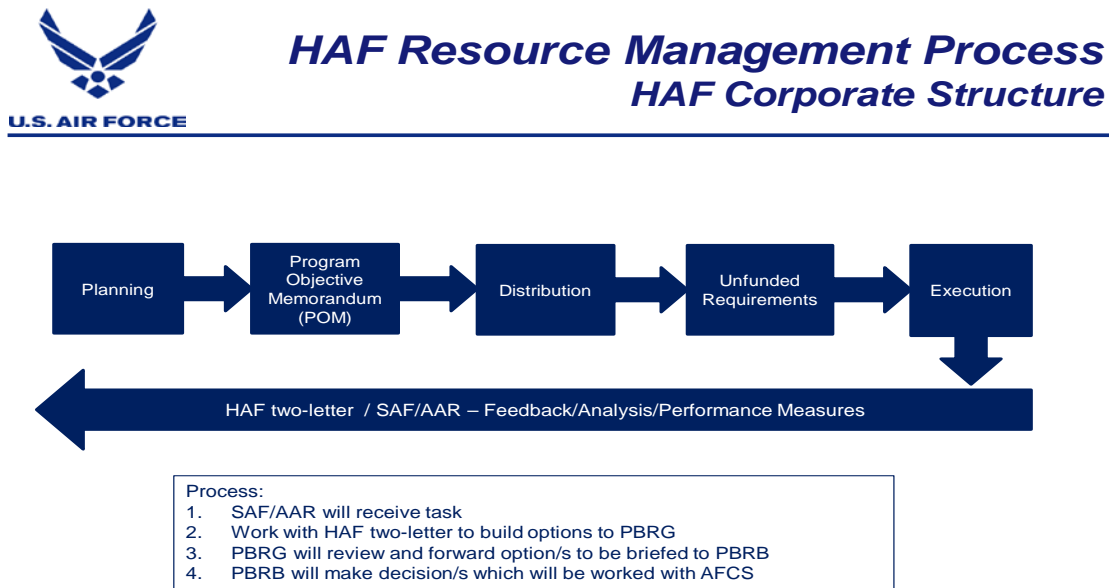
This Instruction identifies the Headquarters Air Force (HAF) Resource Management Process and implements Air Force Policy Directive (AFPD) 65-6, *USAF Budget Policy*. It provides guidance for the HAF corporate review process for resource planning, programming, budgeting and execution of the HAF Portfolio, as well as the office of SAF/AAR for day-to-day control and execution of HAF programs and budgets. The HAF Portfolio includes the Secretariat and Air Staff organizations, centrally-managed programs (i.e. Army Post Office Mail, Personnel Security Investigations, Defense Finance and Accounting Service (DFAS) Bill, etc.), Air Force Elements (AFELMS) and HAF Field Operating Agencies (FOAs). The objective of the HAF Resource Management Process is to address resource planning, programming, budget, and execution issues for the HAF Portfolio through a corporate review and approval process to ensure the HAF Portfolio effectively competes for resources. Additionally, this process will provide for the management and utilization of manpower positions assigned within the HAF Portfolio (with certain exceptions). HAF Portfolio in this guidance is defined, OAC 15 funds received based on Execution Plan submissions by the Principles of the Secretariat, Air Staff organizations, AFELMS, and FOAs. In programming it means Program Objective Memorandum (POM) submissions by the Principles of the Secretariat, Air Staff organizations, AFELMS and FOAs. For Manpower and personnel, the programming comprises of OACs 9P, 4A and the OACs for each FOA, which covers the Secretariat, Air Staff, AFELMS (in CID 3V) and FOAs.

This document defines the roles and responsibilities of SAF/AAR, the Program and Budget

Review Board (PBRB), the Program and Budget Review Group (PBRG), and each HAF two-letter organization with regard to resource planning, programming, budgeting and execution. Throughout this document the term “resources” is inclusive of HAF manpower and dollars. Ensure all records created as a result of processes prescribed in this publication are maintained IAW Air Force Manual (AFMAN) 33-363, *Management of Records* and disposed of IAW the *Air Force Records Disposition Schedule (RDS)* in the Air Force Records Information Management System (AFRIMS).

1. HAF Resource Management Process. The HAF Portfolio will be managed within the constraints of DoD 7000.14-R, *Financial Management Regulation*; AFPD 16-5, *Planning Programming and Budgeting System*; AFI 65-601 Volume 3, *The Air Force Budget Corporate Process*; AFI 16-501, *Control and Documentation of Air Force Programs*; AFI 38-101, *Air Force Organization*; AFI 38-201, *Management of Manpower Requirements and Authorizations*; AFI 38-202, *Air Force Management Headquarters and Headquarters Support Activities*; AFI 38-204, *Programming USAF Manpower*; AFPD 36-5, *Civilian Personnel Resource Management*; and AFI 36-502, *Managing Civilian Personnel Resources*; and other related policy and appropriate HAF annual planning, programming, budget and/or execution guidance. Defense Health Program (DHP) will be managed by AF/SG authorities within prescribed PPBE process associated with the Military Health System (MHS) directives to ensure appropriate interface with HAF constructs. Figure 1, HAF Resource Management Process, depicts the flow of resource management information and decisions within the HAF. This process applies to planning, programming, budgeting and execution within the HAF Portfolio. The specific responsibilities and applicable membership of the HAF organizations, as they relate to the HAF resource management process, are contained in subsequent paragraphs.

Figure 1: HAF Resource Management Process



Information and tasks to meet the HAF resources suspenses will flow from SAF/AAR to the HAF two-letter organizations for action. HAF two-letters will respond to tasks for their entire portfolio, including their assigned Air Force Elements and FOAs for all fund codes. The requested information flows back into SAF/AAR, who validates the inputs, analyzes the requirements, and integrates them into a “strawman” for the PBRG. Prior to the PBRG meeting, SAF/AAR will arrange a working group with two-letter organizations to develop a draft integrated and prioritized submission. Once PBRB approval is received, SAF/AAR, as appropriate, will submit the applicable documents to HAF two-letter organizations and will follow the directed approach and priorities when responding to Air Force Corporate Structure deliberations or executing programs.

2. Responsibilities:

2.1. AF/CVA:

2.1.1. Co-chairs the PBRB.

2.1.2. Provides corporate guidance to the PBRB.

2.1.3. Reviews PBRG-developed positions in order to provide the best set of recommendations to the PBRB or HAF Senior Leaders.

2.1.4. Provides PBRG focus for further research on options.

2.1.5. Tasks HAF two-letter organizations to appoint their manpower and financial resource management points of contact (POCs) to SAF/AAR. Each HAF two-letter will interface with SAF/AAR for guidance and to ensure their inputs are integrated in the HAF POM, Execution Plan, inputs and other activities within the Planning, Programming, Budgeting and Execution (PPBE) process.

2.2. SAF/AA:

2.2.1. Co-chairs the PBRB.

2.2.2. The HAF Decision Authority for the HAF Portfolio.

2.2.3. May delegate execution decisions to Deputy SAF/AA, consistent with PBRB approved resource plans and priorities

2.3. Deputy AF/CVA:

2.3.1. Co-chairs and advisor for the PBRG.

2.3.2. Works with Deputy SAF/AA for execution and programming decisions consistent with PBRG approved resource plans and priorities.

2.4. Deputy SAF/AA:

2.4.1. Co-chairs the PBRG, approves meeting schedules, agenda, and attendees for PBRG and briefs the results to the PBRB.

2.4.2. Provides oversight and guidance to SAF/AAR on the daily management of the HAF Portfolio. May delegate budget execution decisions to SAF/AAR.

2.4.3. Responsible for approving Emergency and Extraordinary Expense and Official Representation Fund requests.

2.5. HAF two-letter organizations:

2.5.1. Responsible for effective stewardship of the resources provided to their organizations.

2.5.1.1. Oversee the planning, programming, budgeting and execution of resources to support their function to include daily staff operations, designated centrally managed accounts, aligned Air Force Elements and any organizations that report to the HAF two-letter.

2.5.1.2. Manage and source program disconnects, unfunded priorities, and offsets from within their portfolio to the maximum extent possible. When needed, submit unfunded priorities to S A F /AAR for the Program Objective Memorandum (POM), the Execution Plan, Overseas Contingency Operation (OCO) requests, End-of-Year (EOY) Unfunded Requirement (UFR), and HAF Withhold Request.

2.5.1.3. Initiate program change requests (PCRs) through SAF/AAR.

2.5.1.4. Provide impact and appropriate HAF two-letter portfolio offsets upon request for all HAF generated PCRs which affect force structure or manpower within their purview.

2.5.2. Implement the approved Air Force program as directed.

2.5.3. Appoint POCs to coordinate resource issues with SAF/AAR. Provide guidance and integrate their responses into a single HAF two-letter submission.

2.5.4. The HAF two-letter POCs will:

2.5.4.1. Comply with program guidance issued by SAF/AAR.

2.5.4.2. Submit program data and briefings according to SAF/AAR schedule and direction.

2.5.4.3. Represent their HAF two-letter decisions at HAF resources meetings.

2.6. SAF/AAR: Financial

2.6.1. As the Chief Financial Officer of the HAF, advises AF/CVA and SAF/AA on appropriate use of HAF funds.

2.6.1.1. Manages day-to-day planning, programming, and financial budgeting and execution processes for the HAF.

2.6.1.2. Coordinates accounting and financial services issues with the Air Force District of Washington (AFDW) Accounting Office, other servicing accounting offices, and DFAS.

2.6.1.3. Oversees management of the Air Force Official Representation Fund and Emergency and Extraordinary Expense requests.

2.6.2. Coordinates the HAF Portfolio with the Air Force Corporate Structure (AFCS) panel structure, the Core Function Leads (CFLs), who are the Major Commands (MAJCOM) that govern POM AF Capability inputs, the Operating Budget Review Committee (OBRC), and the Investment Budget Review Committee (IBRC). Makes HAF Portfolio presentations to the AFCS as directed by the PBRB Co-chairs. Develops HAF guidance for the preparation and submission of inputs to AF PPBE exercises. Provide suspenses, input formats, points of contacts and rules of engagement for each exercise.

2.6.3. Oversees the development of the integrated execution plan with unfunded priorities for the HAF Portfolio, as well as the execution of the plan, budget execution reviews and closeout.

2.6.3.1. Provides a designated resource advisor or analyst to assist each HAF two-letter organization in the development and execution of portfolio budgets.

2.6.3.2. Maintains a current and accurate account structure to enable identification of program resource execution by HAF two-letter.

2.6.3.3. Maintains appropriate data tools for HAF two-letter use in evaluating their program execution which include the spend plan and actual execution.

2.6.3.4. Conducts proper execution activities, to include budget execution reviews, and development of a timely budget closeout strategy.

2.6.4. Oversees the development and defense of the HAF Portfolio planning and POM submission and unfunded requirements.

2.6.4.1. Provides a designated analyst for each HAF two-letter organization to review program requirements, disconnects, initiatives and offsets during development and presentation of the POM.

2.6.4.2. Maintains an accurate HAF Portfolio program database and tracking system for presentation of issues to the PBRG and PBRB.

2.6.4.3. Ensures programming is consistent with AFI 16-501, *Control and Documentation of Air Force Programs*, in submitting appropriately coordinated PCRs to SAF/FMP.

2.6.5. Oversees the SAF/AAR process to control and distribute HAF Portfolio funds.

2.6.5.1. Maintains fund control systems and processes to ensure HAF Portfolio funds are distributed and accounted for as prescribed by Air Force executive guidance.

2.6.5.2. Maintains a current and accurate account data structure/system to enable proper identification of current and prior year funds in the HAF Portfolio.

2.6.5.3. Evaluates internal controls and establishes controls, as needed, to ensure compliance with prescribed directives.

2.6.6. Oversees the activities of the SAF/AAR staff in preparing and presenting PPBE exercise information to the HAF Corporate Structure. Presents alternatives to the PBRG for consideration in developing the POM, execution plan and unfunded priorities. Provides updates on financial execution and programming changes.

2.6.6.1. Acts as the single point of entry into the HAF Resource Management Process and the AFCS for all planning, programming, budgeting and execution plans in the HAF Portfolio.

2.6.6.2. Ensures PBRG and PBRB meetings are scheduled and coordinated as directed by their co-chairs to include developing agendas, coordinating or preparing presentations, scheduling meeting facilities, notifying members and documenting meeting decisions.

2.6.6.3. Maintains a current program-financial baseline of the organizations in the HAF Portfolio and identifies the baseline resources and programs for which the HAF two-letter is responsible.

2.6.6.4. Follows PBRG guidance and formats to integrate HAF Portfolio two-letter submissions. Identifies within the integrated submission, the program baseline, anticipated disconnects, and proposed initiatives, offered offsets and unfunded priorities for discussion during planning, programming and budget development.

2.6.6.5. Submits the PBRB approved HAF Portfolio information and issues to the AFCS for each phase of the PPBE process.

2.6.6.6. Collects data and performs analysis as required by the PBRG or PBRB to support review and defense of the PBRB approved HAF Portfolio before the OBRC and IBRC during execution plan development and execution.

2.6.6.7. Maintains an office space in close proximity to the PBRG and PBRB membership that is capable of supporting classified data systems to enable responsive analysis and

support.

2.6.6.8. Liaisons with SAF/FMP and SAF/FMB on the status of HAF Portfolio program development and execution.

2.6.6.9. Acts as audit liaison for SAF/AA.

2.7. SAF/AARM: Manpower

2.7.1. Analyzes and tracks manpower data and serves as the conduit for managing manpower authorizations for the HAF Portfolio.

2.7.2. Provides designated manpower analysts to assist each HAF two-letter organization in the development and execution of manpower Future Years Defense Program (FYDP) via the Unit Manpower Document (UMD).

2.7.3. In conjunction with the Civilian Pay Team and the Planning and Programming Team, SAF/AARX develops HAF guidance for the preparation and submission of the manpower portion of the HAF Portfolio POM.

2.7.4. Collects unfunded manpower requests and facilitates prioritization of requests for submission to the PBRG and PBRB.

2.7.5. Reviews all Memoranda of Agreements (MOAs) impacting manpower, tracks manpower transfers in and out of the HAF Portfolio, and makes programmatic adjustments based on approved MOAs.

2.7.6. Facilitates inter- and intra-command transfer of manpower authorizations based on approved Program Action Directives (PADs) and Program Guidance Letters (PGLs).

2.7.7. In conjunction with Human Capital Management, SAF/AARC, executes the HAF over-hire program.

2.7.8. Develops appropriate work-year targets in conjunction with SAF/AARC and SAF/AARX.

2.7.9. Presents HAF manpower recommendations to the PBRG and prepares other reports as directed by the PBRG.

2.7.10. Compares HAF manpower end strength in the FYDP to UMD authorizations and tracks discrepancies by command identification code, program element code, resource identification code and country state code.

2.8. SAF/AARC: Human Capital Management

2.8.1. Provides HAF centralized civilian personnel support.

2.8.2. Base-level support to the HAF two-letter having less than 100 civilian positions.

2.8.2.1. Provides full liaison support providing management advisory services in areas of affirmative employment, staffing, recruitment and placement, compensation and pay, benefits, classification and employee development programs in order to submit requests for personnel actions.

2.8.2.2. Maintains continuous liaison with HAF two-letter's leadership or designee.

2.8.2.3. Ensure all interested parties are kept abreast of changes and current resource issues within the HAF two-letter.

2.8.2.4. Prepares regular and recurring reports providing organizational statistics/data.

2.8.3. Provides MAJCOM-level support for the entire portfolio and those HAF two-letters having more than 100 civilian positions.

2.8.3.1. Oversight and guidance for civilian recognition and civilian performance management programs.

2.8.3.2. Develops the HAF Civilian Employment Plan by forecasting and tracking work-year execution.

2.8.3.3. Develops annual HAF Hiring Guidance and implementation of personnel policies / initiatives.

2.8.4. Provides specialized support unique to the HAF MAJCOM portfolio.

2.8.4.1. Support for the SAF/AA-sponsored and Air Force outside DOD Agency Assignments.

2.8.4.2. Liaison with Washington Headquarters Service / Office of the Secretary of Defense (WHS/OSD) on senior management personnel matters.

2.8.4.3. Provides full-service civilian personnel support for Special Government Employees (Political Appointees, Highly Qualified Experts and Consultants).

3. HAF Corporate Structure. The HAF Corporate Structure is established to coordinate HAF functional priorities and to provide guidance to SAF/AAR in the development and execution of the HAF Portfolio.

3.1. Program and Budget Review Board. The PBRB is the senior review board for the HAF process that plans, develops, and resolves planning, programming, budgeting and execution issues for the HAF Portfolio.

3.1.1. Responsibilities. The PBRB is a cross-functional body established to agree to solutions on planning, programming, budgeting and execution issues within the approved HAF Portfolio. It receives and refines recommendations from the Program Budget and Review Group (PBRG) prior to AF/CVA and SAF/AA approval. The PBRB develops the program and budget priorities for the HAF Portfolio for approval by AF/CVA or SAF/AA for presentation to the Air Force Corporate Structure. The PBRB functions, with support of the PBRG, to achieve a balance between programs and resources, consistent with administrative and legal limitations, and Air Force guidance. The PBRB meets on an as needed basis to coincide with major financial / manpower drills.

3.1.2. Authority. The PBRB has the authority to review programs and organizational performance within the HAF Portfolio and recommend alternatives to the AFCS. It can direct the HAF to study specific issues and task the PBRG to examine or refine issue alternatives. It will receive briefings, as needed, to analyze issues and determine appropriate priorities. The PBRB may delegate approval actions to the PBRG concerning decisions that may affect certain actions in the HAF Portfolio, but will reserve all decision authority concerning the centrally managed accounts.

3.1.3. Membership. Consists of the AF/CVA and SAF/AA as co-chairs, and all the two-letter Principal Deputy Assistant Secretaries and Deputy Chief of Staff representatives are equal voting participants with AF/JA and SAF/GC acting as legal advisor.

3.2. Program and Budget Review Group (PBRG). The PBRG is the senior review group in the process that plans, develops, and resolves planning, programming, budgeting and execution issues for the HAF Portfolio. The PBRG is guided by the PBRB and will review business execution and activities.

3.2.1. Responsibilities. The PBRG is a cross-functional body established to analyze, develop and recommend solutions to planning, program, budget and execution issues within the approved HAF Portfolio. It develops planning and programming options and budget priority recommendations for the PBRB that support the mission of the organizations within the HAF Portfolio. The options should follow the Annual Planning and Programming Guidance, Defense Planning Guidance, Air Force Execution Guidance, and consider fiscal constraints. Provides SAF/AAR and HAF two-letter organizations with feedback on their activities. Specifically, the PBRG will produce the following products for presentation to the PBRB: the HAF Portfolio POM submission; the HAF Execution Plan; and consolidated HAF Portfolio unfunded priorities for program and budget cycles. The PBRG will support the PBRB in balancing programs and financial resources, consistent with administrative and legal limitations, and Air Force guidance. The PBRG will meet on an as needed basis to

coincide with major financial and manpower drills and will establish a procedure and process for the PBRB to review and approve out-of-cycle funding requests.

3.2.2. Authority and Scope. The PBRG meets at the discretion of the co-chairs for the following purposes: provide guidance to SAF/AAR; review program baselines for compliance with Air Force guidance; validate cost, schedule and completeness of program options; develop new options as needed; entertain new initiatives to meet capabilities or requirements; review budget execution; evaluate priorities within the HAF Portfolio during planning, programming, budgeting, and execution; receive briefings as necessary to make informed decisions on HAF resources and analyze issues and programs as directed by the PBRB. The PBRG will oversee all HAF planning, programming, budgeting and execution products en route to the PBRB. It will receive information briefings as needed to analyze issues and develop alternatives. The PBRG has the authority to direct studies by the Headquarters Air Force staff to examine issue alternatives.

3.2.3. Membership. Membership consists of functional experts from Headquarters Air Force needed to review the HAF Portfolio. At the direction of AF/CVA and SAF/AA, HAF Principals will designate a member, at minimum, colonel or civilian equivalent level. The designee should be familiar with the programs and resource requirements of the organization represented. Membership is as follows: PBRG co-chairs are the Deputy AF/CVA and Deputy SAF/AA; all the two-letter Principal Deputy Assistant Secretaries and Chief of Staff representatives are equal voting participants with AF/JA and SAF/GC acting as legal advisor. SAF/FMBO will act as advisor for budget issues and SAF/FMPE will act as advisor for program issues. The PBRG advisors and co-chairs may invite other experts or representatives to participate in the review of specific issues.

3.3. PBRG Working Group consists of Principal Deputy Assistant Secretaries and Assistant Deputy Chief of Staff representatives (i.e. Lt Col, GS-14) who shall meet periodically to develop a draft integrated and prioritized budget submission.

- 4. Limitations on Distribution to Contractors.** Limit access of HAF Portfolio deliberative material to industrial firms under contract to the Air Force on a strict "need-to-know" basis as provided in DoDM 5200.01 Volume 1, *DoD Information Security Program: Overview, Classification, and Declassification*, February 24, 2012 / AFI 16-1404, *Air Force Information Security Program*, May 29, 2015, and DoDM 5220.00 Volume 3, April 17, 2014 and AFI 16-1406, *Air Force Industrial Security Program*, August 25, 2015.

- 5. Process Timing - Calendar Year Schedule.** SAF/AAR will refer to Air Force POM Preparation Instruction (PPI), SAF/FM guidance and DoDD 7045.14, *The Planning, Programming, Budgeting and Execution Process (PPBE)*, January 25, 2013 for calendar of events and establishment of the HAF Corporate Structure's schedule to be responsive to higher headquarters suspenses.

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Attachments: List of Acronyms

Acronym	Description
AFCS	Air Force Corporate Structure
AFDW	Air Force District of Washington
AFELMS	Air Force Elements
AFI	Air Force Instructions
AFPD	Air Force Policy Directive
CFL	Core Function Lead
DFAS	Defense Finance and Accounting Services
EOY	End-of-Year
FOA	Field Operating Agency
FYDP	Future Years Defense Program
HAF	Headquarters Air Force
IBRC	Investment Budget Review Committee
MAJCOM	Major Command
MOA	Memorandum of Agreement
OBRC	Operating Budget Review Committee
OCO	Overseas Contingency Operations
PAD	Program Action Directive
PBRB	Program and Budget Review Board
PBRG	Program and Budget Review Group
PCR	Program Change Request
PGL	Program Guidance Letter
POM	Program Objective Memorandum
PPBE	Planning, Programming, Budgeting and Execution
UFR	Unfunded Requirement
UMD	Unit Manpower Document

Attachment: List of HAF Portfolio Organizations

Two-letter	TITLE
AF/A1	Deputy Chief of Staff, Manpower, Personnel & Services
AF/A2	Deputy Chief of Staff, Intelligence, Surveillance & Reconnaissance
AF/A3	Deputy Chief of Staff, Operations
AF/A4	Deputy Chief of Staff, Logistics, Engineering & Force Protection
AF/A5/8	Deputy Chief of Staff, Strategic Plans & Requirements
AF/A9	Director, Air Force Studies, Analyses & Assessments
AF/A10	Deputy Chief of Staff, Strategic Deterrence & Nuclear Integration
AF/CC	Chief of Staff
AF/CV	Vice Chief of Staff
AF/HC	Chief of Chaplains
AF/HO	History & Museum Policy & Programs
AF/IO	F-35 Integration
AF/JA	Judge Advocate General
AF/RE	Chief of Air Force Reserve
AF/SE	Chief of Safety
AF/SG	Surgeon General
AF/ST	Chief Scientist
AF/TE	Test and Evaluation
SAF/AA	Administrative Assistant
SAF/AG	Auditor General
SAF/AQ	Assistant Secretary of the Air Force for Acquisition
SAF/CIO A6	Chief, Information Dominance & Chief Information Officer
SAF/FM	Assistant Secretary of the Air Force for Financial Management & Comptroller
SAF/GC	General Counsel
SAF/IA	Deputy Under Secretary for International Affairs
SAF/IE	Assistant Secretary of the Air Force for Installations, Environment and Energy
SAF/IG	Inspector General
SAF/LL	Chief of Legislative Liaison
SAF/MG	Deputy Under Secretary for Management
SAF/MR	Assistant Secretary of the Air Force for Manpower and Reserve Affairs
SAF/OS	Secretary of the Air Force
SAF/PA	Director of Public Affairs
SAF/SB	Director of Small Business Programs
SAF/SP	Deputy Under Secretary for Space Programs
SAF/US	Under Secretary of the Air Force

FOA Title	Parent Two-letter
Air Force Agency for Modeling & Simulation (AFAMS)	AF/A3
Air Force Audit Agency (AFAA)	SAF/AG
Air Force Cost Analysis Agency (AFCAA)	SAF/FM
Air Force Flight Standards Agency (AFFSA)	AF/A3
Air Force Historical Research Agency (AFHRA)	AF/HO
Air Force Inspection Agency (AFIA)	SAF/IG
Air Force Legal Operations Agency (AFLOA)	AF/JA
Air Force Manpower Analysis Agency (AFMAA)	AF/A1
Air Force Medical Operations Agency (AFMOA)	AF/SG
Air Force Medical Support Agency (AFMSA)	AF/SG
Air Force Mortuary Affairs Operations (AFMAO)	AF/A1
Air Force Office of Special Investigations (AFOSI)	SAF/IG
Air Force Operations Group (AFOG)	AF/A3
Air Force Personnel Center (AFPC)	AF/A1
Air Force Program Executive Office (AFPEO)	SAF/AQ
Air Force Public Affairs Agency (AFPAA)	SAF/PA
Air Force Review Boards Agency (AFRBA)	SAF/MR
Air Force Safety Center (AFSEC)	AF/SE
National Air and Space Intelligence Center (NASIC)	AF/A2