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Manpower and Organization

MANPOWER

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Manpower is a critical resource. Manpower requirements are identified and authorizations, or spaces, are resources provided to man Air Force peacetime and wartime missions.

1. To support national security objectives, Air Force units must successfully accomplish assigned missions using minimum levels of manpower needed to effectively and efficiently execute missions. Air Force provides unit commanders, through the commands, with manpower in quantity, grade, and specialty required to accomplish assigned missions.

1.1. Manpower is a large part of the annual Air Force budget approved by the Congress. The Congress controls manpower by authorizing end strengths, appropriating civilian workyears, and establishing military grade distributions and other guidelines. This makes manpower a scarce resource for which all federal agencies compete.

1.2. Air Force will compete for manpower necessary to accomplish assigned missions.

1.3. Air Force will allocate available manpower consistent with mission requirements.

1.4. Air Force will not exceed approved levels or violate guidelines.

1.5. The Air Force establishes policies and procedures to define credible manpower requirements, develops defensible budgets, allocates manpower resources to commands, and ensures efficient use. These actions help the Air Force to successfully compete for manpower resources needed to achieve the greatest possible mission capability and necessary levels of support with available manpower.

2. Responsibilities and authorities follow:

2.1. The Assistant Secretary of the Air Force for Manpower, Reserve Affairs, Installations and Environment (SAF/MI) is responsible for manpower policy matters as described in paragraph 1.2.2. of AFPD 90-1. SAF/MI approval is required before this document is changed, reissued, or rescinded.

2.2. The Director of Programs and Evaluation (HQ USAF/PE) is responsible for development, coordination, and execution of manpower policies and procedural guidance.

2.3. Air Staff functional managers provide guidance to accomplish unit missions consistent with available manpower.

2.4. Major commands (MAJCOM) and field commands accomplish missions consistent with Air Force functional guidance and available manpower.

2.5. MAJCOM and field command Chiefs of Manpower and Organization implement HQ USAF policies and support commanders with available manpower resources.

3. See **Attachment 1** for measures of effectiveness.
4. See **Attachment 2** for terms used in this policy.
5. See **Attachment 3** for implementing and interfacing publications.

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Attachment 1

MEASURING AND DISPLAYING COMPLIANCE WITH POLICY

A1.1. HQ USAF budgets for manpower requirements. The Congress provides manpower end strengths to the Air Force, and HQ USAF then allocates appropriate end strengths to the MAJCOMs, field operating agencies (FOA), and direct reporting units (DRU). Due to fiscal constraints, these end strengths may not match total manpower requirements. MAJCOMs, FOAs, and DRUs extend these end strengths in a unit authorization file (UAF) as detailed line items called authorizations. The metric measures the variance, over time, among Air Force budgeted end strengths, manpower requirements, and funded authorizations for officers, enlisted and civilian. The desired outcome is a lessening of the gap among the three measured areas (figures A1.1 through A1.4). HQ USAF/PE will extract the data for the fourth quarter of each fiscal year.

A1.2. The *Defense Officer Personnel Management Act* of December 1980 and Title 10, United States Code, Chapter 831, limit the number of field grade officers and chief and senior master sergeants based on budgeted officer and enlisted end strengths. The metric (**Figure A1.5.**) compares the grades allocated for budgeted end strengths and grades of funded authorizations reflected in the UAF. The desired outcome is for funded authorization grades to match HQ USAF/PE allocated end strength grades. HQ USAF/PE will extract this information for the fourth quarter of each fiscal year.

A1.3. Department of Defense (DoD) Directive 5100.73 requires the Services to account for and report end strengths involved in performing functions identified as Management Headquarters or Headquarters Support. The *FY 91 Authorization Act* (Title 10, Section 906, Public Law 101-510) provided ceilings to the Office of the Secretary of Defense (OSD) for management headquarters and headquarters support activities. OSD (FM&P) memorandum, July 29, 1991, allocated the ceiling to the Services for FY 91 through FY 97. The metric (**Figure A1.6.**) compares UAF authorizations to Future Years Defense Program (FYDP) end strengths and the Air Force ceiling. Desired outcome is for MAJCOM management headquarters authorizations in the UAF to match management headquarters end strengths in the FYDP, and that total management headquarters end strength be below the ceiling. HQ USAF/PE will extract this information for the fourth quarter of each fiscal year.

A1.4. The FY 93 DoD Authorization Act levied two military troop strength ceilings:

- Reduce European Troop Strength (ETS) to 100K by end of FY 96.
- Reduce overseas troop strength (OTS) in FY 96 to no more than 60% of FY 92 level.

The Joint Chiefs of Staff (JCS) will issue specific numerical ceilings to ensure compliance with the Congressional ceilings. The metric (**Figure A1.7.**) will compare the portion of the ceiling allocated to the Air Force with authorizations in the UAF and programmed manpower reflected in the FYDP for total overseas strength and European strength. The desired outcome is for the authorizations in the UAF and the manpower programmed in the FYDP to match the Air Force ceiling. HQ USAF/PE will extract this information for the fourth quarter of each fiscal year.

Figure A1.1. Sample Metric Comparison of Total AF Manpower.

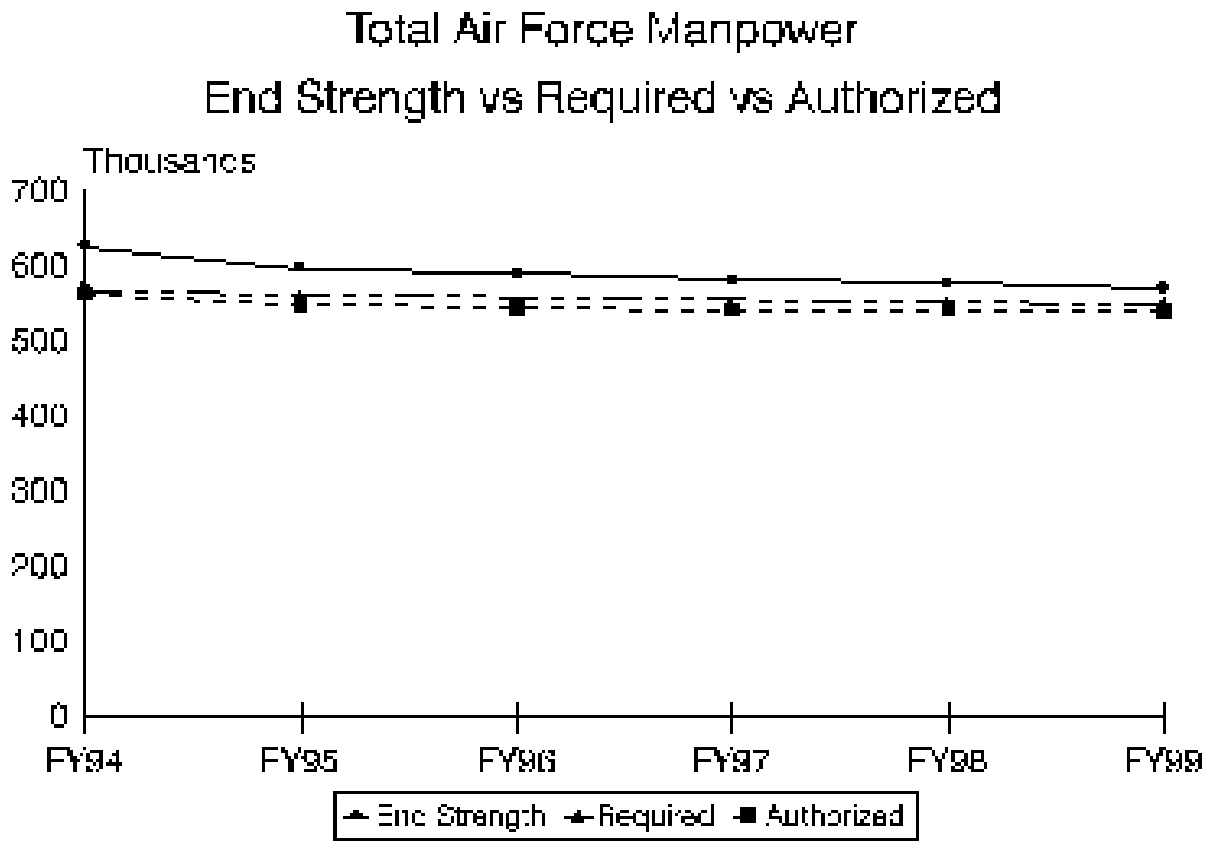


Figure A1.2. Sample Metric Comparison of AF Enlisted Manpower.

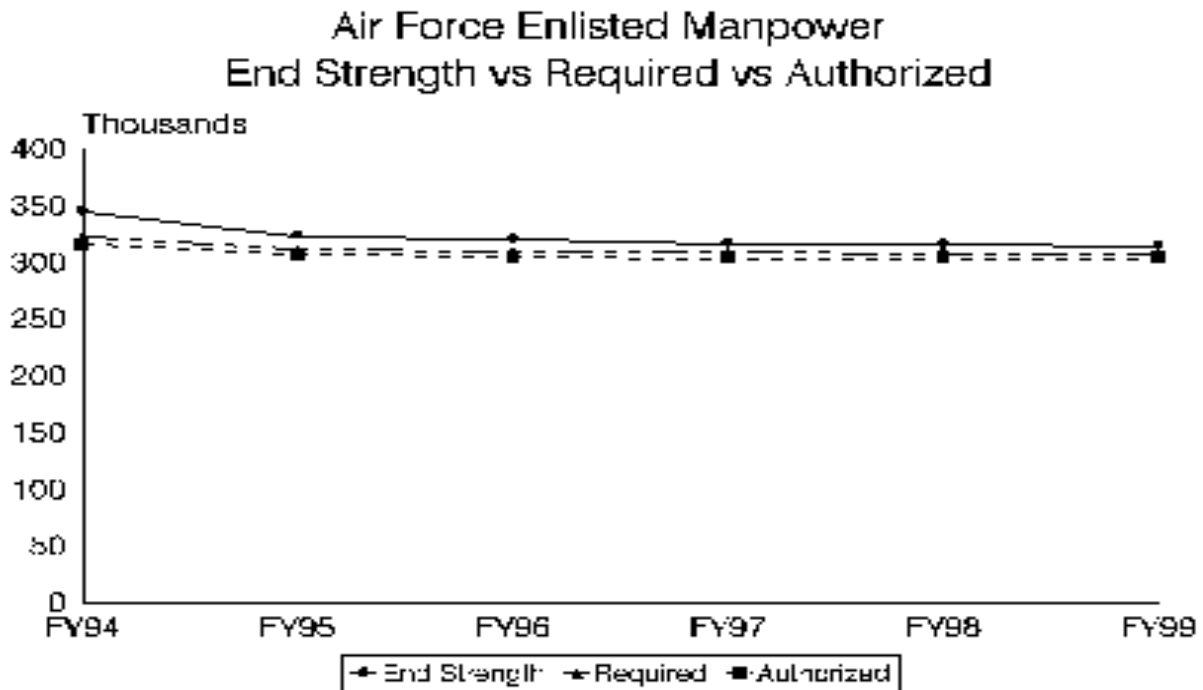


Figure A1.3. Sample Metric Comparison of AF Civilian Manpower.

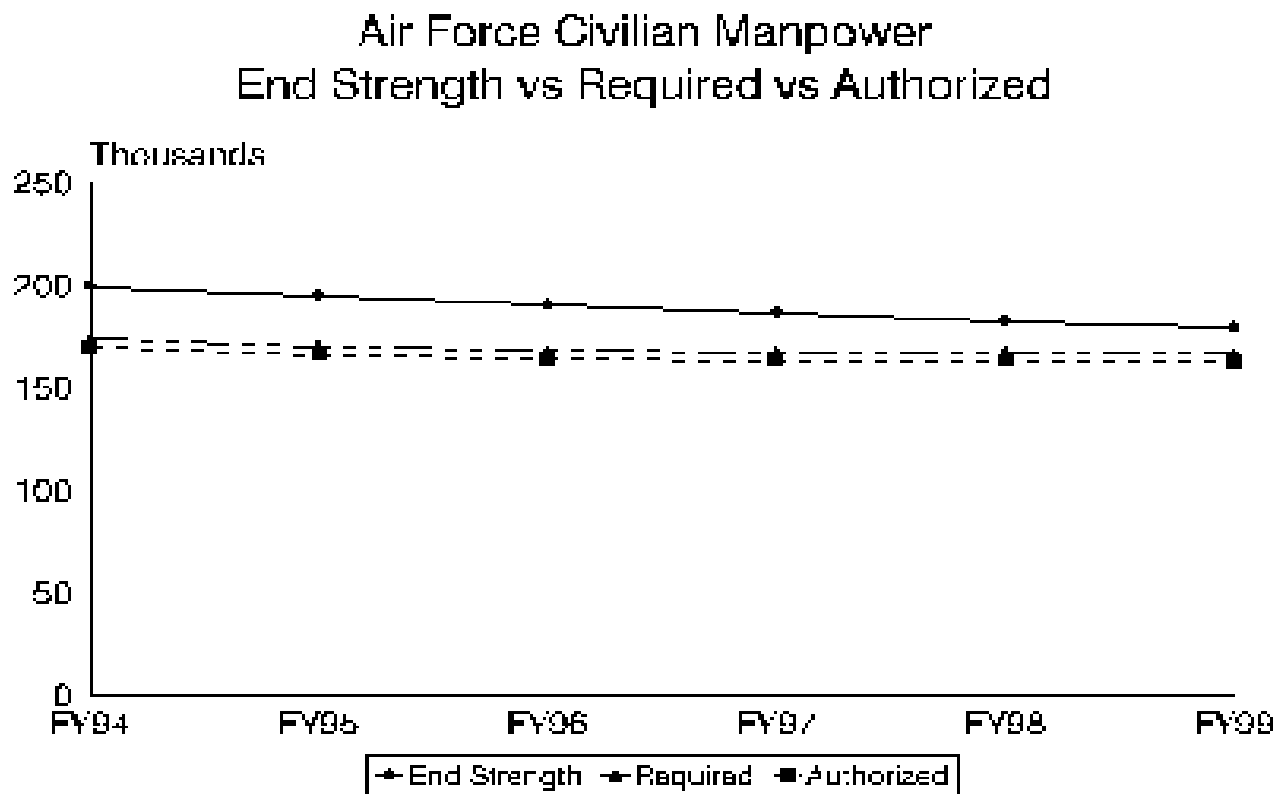


Figure A1.4. Sample Metric Comparison of AF Officer Manpower.

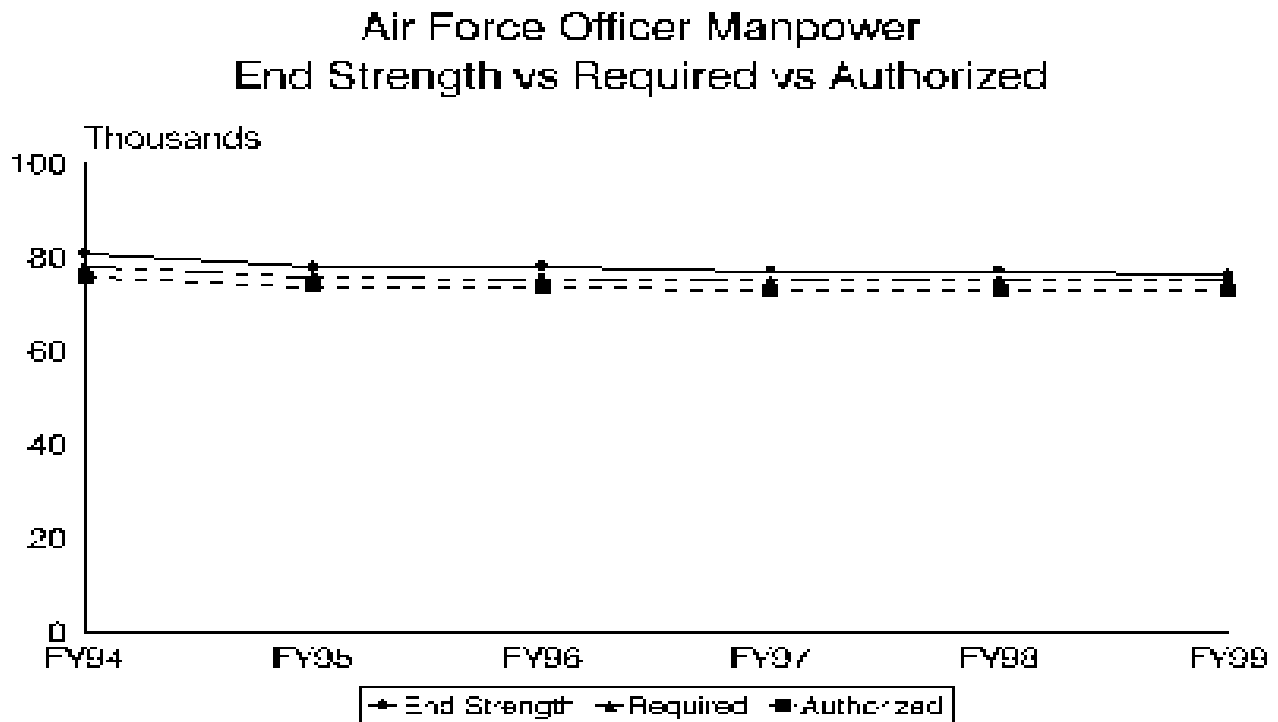


Figure A1.5. Sample Metric Comparison of Congressionally Constrained Military Grades.

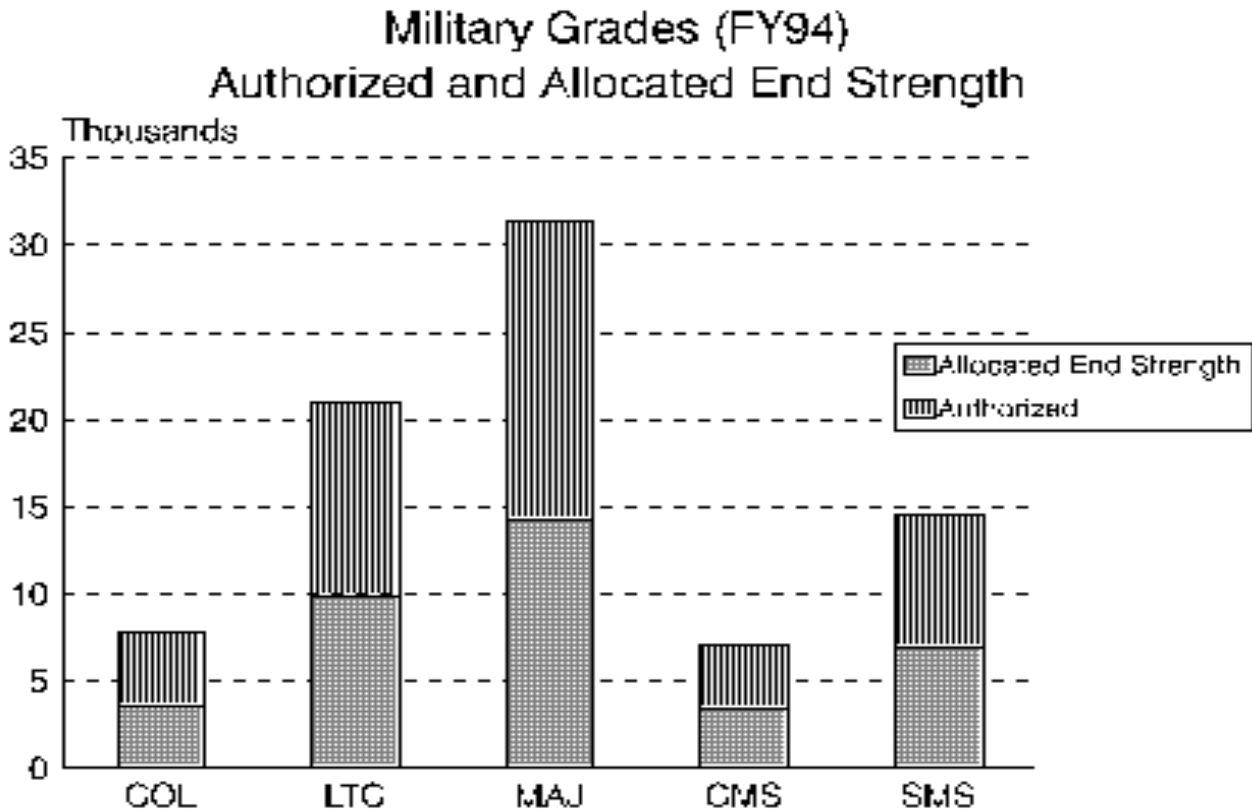


Figure A1.6. Sample Metric Comparison of Mgt. HQs and Spt Activities.

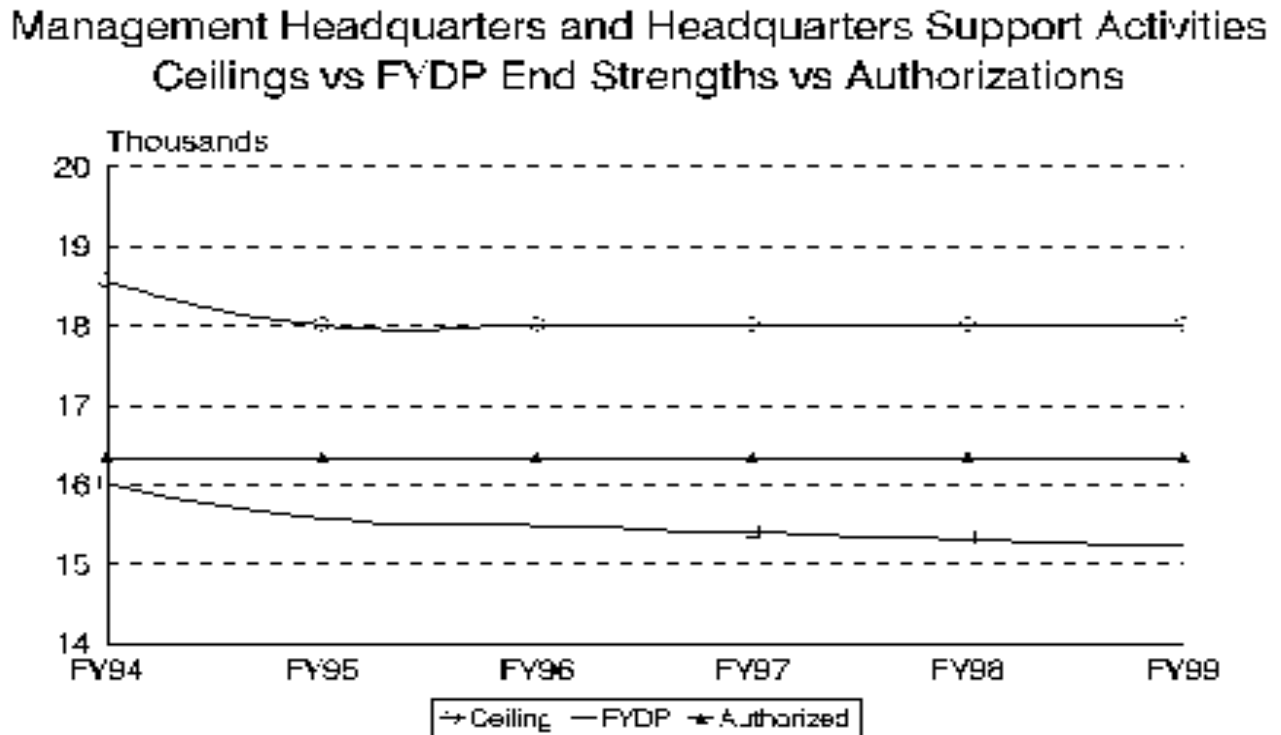
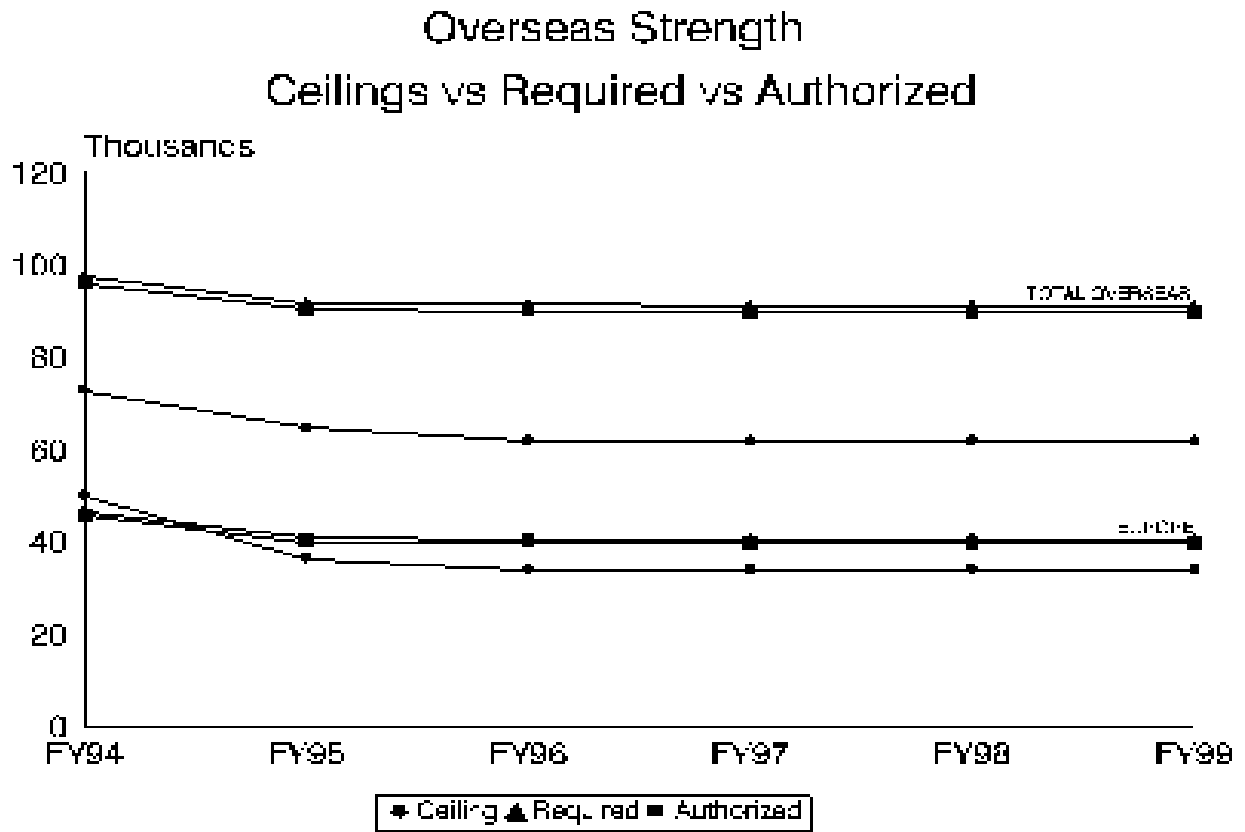


Figure A1.7. Sample Metric Comparison of Total Overseas Strengths and European Strengths.



Attachment 2

GLOSSARY OF ABBREVIATIONS, ACRONYMS, AND TERMS

Abbreviations and Acronyms

DoD—Department of Defense

DRU—Direct Reporting Units

FOA—Field Operating Agencies

FYDP—Future Years Defense Program

MDS—Manpower Data System

MAJCOM—Major command

UAF—Unit Authorization File

Terms

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. End strength provides the basis for funded man-years within the personnel system, and provides the target for personnel plans, programs, and budgets. End strength is a resource provided to support approved force structure, programs, or missions. End strength changes do not drive force structure or mission changes; they are tied to programmatic increases and decreases in force structure or mission. FYDP end strength is allocated to commands by program element code and category.

Manpower—A critical resource that supports an approved program. It is not a program by itself and not to be manipulated independent of the program it supports.

Manpower 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.

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.

Management Headquarters and Headquarters Support Activities—Those functions and the direct support integral to managing programs and operations of the Department of Defense (DoD) and its major military organizations. Management functions provide oversight, direction, and control through:

- Developing and issuing policies and provide policy guidance.
- Reviewing and evaluating program performance.
- Allocating and distributing resources.
- Conducting mid- and long-range planning, programming and budgeting.

Direct support is essential professional, technical, administrative, or logistical support performed in, or provided directly to, a management headquarters and is essential to its operation.

Overseas Manpower Ceilings—Ceilings levied on the Services by Office of the Secretary of Defense (OSD) to control US DoD activities in overseas areas, regions, and countries.

Unit Authorization File (UAF)—A file within the manpower data system (MDS) containing all manpower attributes (data fields) applied to authorizations; for example, functional account code, Air Force specialty code, program element code, personnel accounting symbol, etc.

Attachment 3

IMPLEMENTING DIRECTIVES AND INTERFACING DOCUMENTS

A3.1. This directive implements 10 U.S.C. 831; *Defense Authorization and Appropriation Acts of the Congress*; and the following publications:

Publication Number, Title, and Date

DoD Directive 1100.4, *Guidance for Manpower Program*, August 20, 1954

DoD Directive 1100.9, *Military-Civilian Staffing of Management Positions in the Support Areas*, September 8, 1971

DoD Directive 1205.18, *Full-Time Support Through the Reserve Components*, September 20, 1988

DoD Directive 4100.15, *Commercial Activities Program*, March 10, 1989

DoD Instruction 4100.33 and Change 1, *Commercial Activities Program Procedures*, September 9, 1985

DoD Directive 5100.73 and Changes 1 and 2, *Department of Defense Management Headquarters Support Activities*, November 25, 1988

OMB Circular A-76, *Performance of Commercial Activities*, August 4, 1983

A3.2. The following instructions interface with this policy:

AFI 38-201, *Determining Manpower Requirements*

AFI 38-202, *Air Force Management Headquarters and Headquarters Support Activities*

AFI 38-203, *Commercial Activities Program*

AFI 38-204, *Air Force Manpower Programming*

AFI 38-205, *Wartime Manpower Planning and Programming*

AFI 38-207, *Air Force Activities Relocating Within the National Capital Region*