

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

AIR FORCE INSTRUCTION 36-502

18 APRIL 2017



Personnel

**MANAGING CIVILIAN PERSONNEL
RESOURCES**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

ACCESSIBILITY: Publications and forms are available on the e-Publishing website at www.e-publishing.af.mil for downloading or ordering.

RELEASABILITY: There are no releasability restrictions on this publication.

OPR: AF/A1C

Certified by: SAF/MR
(Mr. Daniel R. Sitterly, SES)

Supersedes: 30 March 1994

Pages: 11

This publication implements AFRPD 36-5, *Civilian Personnel Resource Management* and AFRPD 36-1, *General Civilian Personnel Provisions and Authorities*. In collaboration with the Chief of Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel, and Services (AF/A1) develops policy for the management of civilian personnel resources. This instruction provides guidance for internal management workforce planning and for civilian personnel resource management. It applies to Title 5 and Title 10 United States Code (USC) civilian employees of the United States Air Force, Air Force Reserve (AFR), and Air National Guard (ANG); the AFI does not apply to Title 32 (USC) Air National Guard technicians. This Air Force publication may be supplemented at any level; Major Command (MAJCOM)-level supplements must be approved by the Human Resource Management Strategic Board (HSB) prior to certification and approval. (T-1) Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate functional chain of command. The authorities to waive wing/unit level requirements in this publication are identified with a Tier ("T-0, T-1, T-2, and T-3") number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, Table 1.1 for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the publication OPR for non-tiered compliance items. Ensure that 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).

SUMMARY OF CHANGES

This revision includes administrative changes; adds policy guidance on position classification, manpower, and budget management relative to the management of civilian resources; clarifies roles and responsibilities for civilian resource management; adds responsibilities for monitoring incentives and overtime; removes compliance demographic information; provides standardized use of the Civilian Employment Plan (CEP) and Corporate Boards; includes Tier Waiver Authorities as outlined in AFI 33-360, *Publications and Forms Management*.

1. Overview.

1.1. Managing civilian resources. Managing appropriated civilian resources demands a proactive plan, discipline, and integrity, both in programming and executing civilian resources. Accurate requirement projections and development of employment plans are critical to support the workload demand within budget, while executing workyears, end strength and civilian pay (CIVPAY) resources. Tools used in the overall management of civilian resources are:

1.1.1. Position Management and Classification. Air Force management officials and supervisors assign duties and responsibilities to individual civilian positions to accomplish the air and space defense mission in an orderly, efficient, and economical manner. The AFD 36-14, *Position Management and Classification*, governs position classification.

1.1.2. Civilian Employment Management. The Air Force is committed to managing civilian manpower within Congressional and budgetary constraints while also balancing mission needs with economy and efficiency of operations. (T-1) AFD 38-2, *Manpower and Organization*, governs policy on manpower management of the Air Force, including the civilian workforce. Primary controlling factors in managing civilian resources are the identification and validation of civilian manpower requirements (permanent, term and temporary) by the servicing manpower office, the availability of manpower authorizations, workyears, financial resources and fiscal limitations.

1.1.3. Financial Management. The Air Force promotes and implements financial discipline, fiscal integrity, and responsible financial services (T-1). The AFD 65-1, *Management of Financial Services*, governs policy on appropriated and nonappropriated funds administration and control to ensure compliance with the Antideficiency Act as well as all statutory and regulatory limitations. It also provides policy guidance to ensure that responsive financial services are provided to Air Force personnel.

1.1.4. Equal Employment Opportunity (EEO). The Air Force administers civilian resource management programs without unlawful discrimination because of race, color, religion, sex (including pregnancy, gender identity and sexual orientation), national origin, age (40 or older), disability, genetic information, or prior EEO activity.

2. Roles and Responsibilities.

2.1. MAJCOM Commanders/civilian equivalent, Combatant Command (CCMD) Commanders, field operating agency (FOAs) Commanders/civilian equivalent, direct reporting unit (DRU) Commanders/civilian equivalents, Center Commanders/civilian equivalents, and Installation Commanders/civilian equivalents establish a corporate board to ensure that civilian resources are used most efficiently and effectively.

2.1.1. The commander/civilian equivalent or designated representative chairs the board, which includes functional managers and representatives from the civilian personnel, financial management, and manpower communities.

2.2. Commanders, Directors, and Supervisors at every level must: (T-1)

2.2.1. Match civilian appointments (permanent, term, temporary) to the projected length of the workload and available funding.

2.2.2. Assign duties and responsibilities to individual civilian positions to accomplish the air and space defense mission IAW AFPD 36-14.

2.2.3. Utilize the AF resource allocation process to approve reprogramming of CIVPAY funds prior to committing to long-term resource management plans (i.e., decisions that commit resources for more than two years).

2.2.4. Analyze workforce to identify and plan for turnover projections.

2.2.4.1. Study attrition rates and determine those with retirement eligibility.

2.2.4.2. Determine current and projected staffing levels.

2.2.4.3. Determine competencies required for future workforce objectives.

2.2.4.4. Minimize adverse impact on the workforce.

2.2.4.5. Track civilian resource costs and take action to ensure successful budget execution.

2.2.5. Establish positions and compensate/reward personnel within budget and in accordance with applicable authorities, sound management practices, and the advisory services.

2.2.6. Determine workforce shaping needs.

2.2.6.1. Request Voluntary Early Retirement Authority (VERA) and Voluntary Separation Incentive Payments (VSIP), as necessary.

2.2.6.2. Request authority to conduct Reduction-in-force when needed.

2.3. Functional Managers and designated resource representatives from civilian personnel, financial management, and manpower communities act as corporate board members and jointly assist managers and supervisors to: (T-1)

2.3.1. Manage the Unit Manning Document (UMD).

2.3.2. Develop and defend a CEP that effectively consolidates funding, utilization, and projections for civilian resources.

- 2.3.3. Design position structures which blend the skills and assignments of employees with the goal of successful mission/program/budget accomplishment.
- 2.4. Resource advisors from the Manpower offices should: (T-1)
- 2.4.1. Determine and validate manpower requirements needed to accomplish the mission.
 - 2.4.2. Process organization change requests for validated manpower requirements.
 - 2.4.3. Advise managers on the most efficient and effective use of allocated manpower resources (active duty, reserve forces, civil service, and contractor manpower equivalents).
 - 2.4.4. Identify and validate reimbursable positions as well as administrative surcharges associated with foreign military sales (FMS) manning.
- 2.5. Financial managers and comptrollers should: (T-1)
- 2.5.1. Develop the financial management Execution Plan, which is the principle vehicle used to identify projected execution for the upcoming fiscal year. The execution plan assesses the organization's funding requirements necessary to meet the CEP.
 - 2.5.2. Develop and review the CIVPAY budget in conjunction with the Personnel Budget Review Committee (PRBC) with an overall objective to fully fund the CEP and strive for a 100% fill rate for all authorized positions.
 - 2.5.3. Project funding requirements based on changes in civilian workforce.
 - 2.5.4. Reconcile payroll data to personnel and manpower systems.
 - 2.5.5. Review CIVPAY execution and developing status of funds reports.
 - 2.5.6. Provide financial management information to leadership for informed decisions on personnel actions (given monthly, quarterly or as required by Corporate Board).
 - 2.5.6.1. Develop and defend CIVPAY budget projections based on programs approved by the corporate board.
 - 2.5.6.2. Advise the corporate board about surplus funds for redistribution as well as funding shortfalls.
 - 2.5.6.3. Advise managers and supervisors on financial management issues.
- 2.6. Resource Managers from the Civilian Personnel Sections (CPS), MAJCOM/A1, COCOM/J1, and Center/DP staffs should: (T-2)
- 2.6.1. Advise managers and supervisors on civilian personnel issues.
 - 2.6.2. Assist managers and supervisors with employment planning, particularly for CEP.
 - 2.6.3. Prepare a CEP for assigned organization(s) for the following fiscal year and forward to AF/A1MP in response to the annual data call.
 - 2.6.4. Provide corporate boards with reliable data (i.e., actual gains, losses, and projected hires), patterns (when retirements occur, workforce shaping timelines, college and university graduation dates, recruitment fair schedules, etc.), and provide advice

regarding monitoring accomplishments towards goals and any over-execution/under-execution.

2.6.5. Counsel supervisors and managers on the most effective use of civilian resources.

2.6.6. Aid in determining the costs of position management, personnel administration, and operational requirements, to include:

2.6.6.1. The cost and impact of recruitment and staffing.

2.6.6.2. The skills available in the local labor market.

2.6.6.3. The use of premium pay, overtime, telework and flexible work schedule options.

2.6.6.4. The use of recruitment, relocation, and retention incentives.

2.6.6.5. The use of various appointment types.

2.6.6.6. Changes in salary rates, geographic locality pay, and special salary rates.

2.7. Resource advisors from all functional areas should: (T-1)

2.7.1. Accurately project and program end strength and future requirements.

2.7.2. Design position structures which blend the skills and assignments of employees with the goal of successfully carrying out the mission or program within an assigned budget.

2.7.3. Accurately project and program end strength and future requirements.

2.7.4. Provide reliable data for corporate boards and CEP, as requested. Consider actual gains and losses and projected hires when reporting data.

2.7.4.1. Report on projections based on timelines for retirements, workforce shaping, college and university graduation dates, recruitment fair schedules, etc.

2.7.4.2. Monitor and report on monitoring accomplishment towards meeting goals, and any over/under execution.

2.8. Corporate Board Members, comprised mostly of functional staff from manpower, financial management and the civilian personnel communities should: (T-2)

2.8.1. Provide managers and supervisors with targets for the civilian resource operating budget, allocate directed adjustments, and redistribute any surplus funds.

2.8.2. Establish instructions on civilian resource management for assigned resources.

2.8.3. Identify which of the primary advisory offices (i.e., the organization's supporting manpower, comptroller or personnel function) will serve as the principal facilitator for the corporate board meetings. Duties of the facilitator include setting the board(s) calendar(s), extending invitations to attend board meetings, developing agenda items, and ensuring appropriate technical advisors attend, gathering the appropriate information for decisions to be made, overseeing the recommendations, taking minutes of the proceedings and submitting reports to higher headquarters.

2.8.4. Review civilian resource management operating budget submissions at installation level (e.g., CIVPAY and incentives; overtime use; and civilian hiring).

2.8.5. Periodically review CEPs and compare CIVPAY expenditures against budgetary targets.

3. Civilian Resource Management.

3.1. Management officials at every level must work together with the appropriate civilian personnel, manpower and financial management resources to ensure civilian resources are managed within budget while managing mission needs. (T-1) Cost effectiveness, operational economy, efficiency, skills, career paths, employee development and motivation, recruitment and retention of competent employees are essential. When necessary analysis and impact downsizing and/or closure must be assessed. (T-1)

3.2. Each management official who employs civilian personnel must prudently manage civilian resources and will be held accountable for their immediate supervision. (T-1) Managers and higher level supervisors at each level must evaluate their subordinate supervisors on how well they manage their civilian resources and take prompt and appropriate action to correct or reward supervisory performance. (T-1)

3.3. Managers are responsible for taking a proactive approach to project future workforce needs to include analyzing their present workforce to identify turnover projections and retirement eligible employee numbers, determine current and projected staffing levels, and ascertain required competencies for future workforce objectives.

3.4. Civilian personnel, comptroller and manpower staffs strategically partner with management officials by providing advice and guidance to effectively develop and execute workforce strategies.

3.5. Effective management of civilian employment starts the fiscal year (FY) with a baseline strength/dollar amount and ends the FY with the final strength/dollar amount expended. These numbers are compared against the beginning of the next fiscal year's manpower allocation and documents the CIVPAY dollars expended as a percentage of the budget for the fiscal year in which it was allocated. It's the goal of civilian employment planning to end the year as close to that final number as possible (i.e., workyears and/or CIVPAY dollars). The challenge of employment planning is to gain control of the civilian employment program at the beginning of the FY, confront the challenges and problems encountered along the way, and effectively manage civilian resources throughout the FY.

3.6. CIVPAY funding is a joint effort between FM and A1. Initial distribution of dollars and the CEP should be aligned at the start of the fiscal year.

4. The Civilian Employment Plan (CEP).

4.1. The primary purpose of the CEP is to provide a plan for execution of FY civilian end strength, workyears, and funding. The CEP is a joint document between A1, manpower and FM that is used to track and report civilian employment and resources, using a balance between dollars and workyears.

The CEP should: (T-2)

4.1.1. Reflect the funded workyears as approved in President's Budget and may include AF corporate changes, correction of programming errors or misdirected mission changes, as well as MAJCOM transfers.

- 4.1.2. Provide a baseline to measure civilian workyear/budget execution, measures progress on a regular basis.
- 4.1.3. Provide a month-to month review and oversight of planned and actual workyear execution.
- 4.1.4. Track gains and losses in employment levels (i.e., inbound and outbound civilians) using a standardized spreadsheet or locally developed data system product.
- 4.1.5. Track civilian manning (both authorized and assigned) and the expenditure of CIVPAY dollars, including both actual and projected actions.
- 4.1.6. Identify issues impacting execution (e.g., over-execution, under-execution, and mismatches in manning and funding, Future Years Defense Program (FYDP) changes).
 - 4.1.6.1. The target or “end strength” is programmed by AF/A1M (manpower), “workyears” are calculated by AF/A1 and SAF/FM and funding is the pricing of workyears. It is the combination of these factors that drive the establishment and maintenance and successful adherence to effective financial management of the civilian workforce.
 - 4.1.6.2. MAJCOM FMA/A1K/A1M (and CCMD equivalents) determine workyear distribution for their Centers/Wings. They identify corresponding workyears based on subordinate organization’s UMD end strengths and pinpoint any additional MAJCOM transfers needed.
- 4.1.7. Provide management a tool to project the end-of-year position.

5. The Corporate Boards .

5.1. The boards are chaired at all organizational levels by the Commander or their designee. The Corporate Board voting members vary depending upon the organization level of the Board, for example Wing Commanders/Vice Commander and Group Commanders or their civilian equivalents may be voting members on installation level boards. Functional managers from the civilian personnel, financial management, and manpower communities and in some cases the Judge Advocate General (JAG) may also serve as an advisory members. The overall goal of civilian employment planning is the full, effective utilization of civilian resources to accomplish assigned, mission-related work within a given CIVPAY budget. The corporate boards at each organizational level with support from the manpower, comptroller and civilian personnel communities, are responsible for managing employment planning. They boards are established to ensure that civilian resources are used most effectively and efficiently. The corporate boards meet regularly to: (T-2)

- 5.1.1. Review turnover, hiring timelines, lapse rates and the utilization of resources for seasonal work requirements (e.g., snow removal, grass cutting).
- 5.1.2. Consider challenges such as reductions in CIVPAY dollars, workload realignments, incentive/performance awards, retirements, pay adjustments (i.e., Cost-of-Living increases, changes in geographic locations, special salary rates, etc.), Within-Grade Increases (WGIs) and Quality Step Increases (QSIs).
- 5.1.3. Consider other issues affecting CEP execution which include manpower impacts such as downsizing, in-sourcing & out-sourcing, realigning and rebalancing the force

using workforce shaping measures (e.g., Voluntary Early Retirement Authority (VERA), Voluntary Separation Incentive Pay (VSIP) and reduction-in-force (RIF)), conversions to permanent authorizations from other sources such as career broadening, PALACE Acquires, Pathways, UMD changes due to Congressional budget shortages and organizational restructuring as well as furloughs (both administrative and shutdown).

5.1.4. Identify and face the hindrances that impact their ability to achieve overall CEP goals and overcome obstacles such as a slow employment process, downsizing due to Base Realignment and Closure (BRAC) or manpower reductions, military-civilian conversions, overly conservative advisors, funding shortfalls, competing/conflicting interests or inadequate pay data and analysis.

5.1.5. Monitor the CEP closely, advise senior management on a regular basis on the status of the CEP, and keep the support team advised of key management decisions and information that impact civilian employment levels. (T-1)

5.2. CIVPAY funding is a joint effort between FM and A1. Initial distribution of dollars and the CEP should be aligned at the start of each fiscal year.

5.3. The beginning and end strength/dollars allocated form the basis for annual hiring plans.

5.4. Support staffs provide corporate boards with reliable data (i.e., actual gains, losses, and projected hires), patterns (when retirements occur, workforce shaping timelines, college and university graduation dates, recruitment fair schedules, etc.), and advice regarding monitoring accomplishments towards meeting goals and any over/under-execution.

5.5. They provide managers and supervisor with targets for the civilian resource operating budgets, allocate directed adjustments and redistributes surplus funds.

5.6. Corporate board members are to remain flexible to effectively oversee HR-related issues while ensuring resources align with strategic planning, process improvements, process integration and senior level direction.

DANIEL R. SITTERLY, SES
Acting Assistant Secretary
(Manpower and Reserve Affairs)

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

AFPD 36-1, *General Civilian Personnel Provisions and Authorities*, July 23, 2013

AFPD 36-5, *Civilian Personnel Resource Management*, June 1, 2015

AFPD 36-14, *Position Management and Classification*, February 1, 1996

AFPD 38-1, *Organization and Unit Designations*, August 24, 2011

AFPD 65-1, *Management of Financial Services*, July 1, 1996

AFI17-100_AFGM2016-01, *Air Force Information Technology (IT) Service Management*, September 16, 2014

AFI 33-332, *Air Force Privacy and Civil Liberties Program*, January 12, 2015

AFI 33-360, *Publications and Forms Management*, December 1, 2015

AFI 65-601, Vol 1, *Budget Guidance and Procedures*, Aug 16, 2012

AFI 65-601, Vol 2, *Budget Management for Operations*, May 18, 2012

AFI 65-601, Vol 3, *The Air Force Budget Corporate Process*, Aug 8, 2011

AFMAN 33-363, *Management of Records*, March 1, 2008

Prescribed Forms

None.

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

Abbreviations and Acronyms

AF—Air Force

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFPD— Air Force Policy Directive

AFR—Air Force Reserve

AFRIMS—Air Force Records Information Management System

ANG—Air National Guard

BRAC—Base Realignment and Closure

CEP—Civilian Employment Plan

CIVPAY—Civilian Pay

CPS—Civilian Personnel Section
CCMD—Combatant Command
COCOM—Combatant Command Authority
DoDD—Department of Defense Directive
DRU—Direct Reporting Unit
EO—Equal Opportunity
FOA—Field Operating Agency
FOUO—For Official Use Only
FY—Fiscal Year
FYDP—Future Years Defense Program
FMS—Foreign Military Sales
IAW—In accordance with
IT—Information Technology
HSB—Human Resource Management Strategic Board
MAJCOM—Major Command
NGB—National Guard Bureau
OPR—Office of Primary Responsibility
PA—Privacy Act
PAQs—PALACE Acquires
PII—Personally Identifiable Information
PBRC— Personnel Budget Review Committee
QSI—Quality Step Increase
RDS—Records Disposition Schedule
RIF –Reduction-in—Force
SORN—System of Records Notice
USC—United States Code
VERA—Voluntary Early Retirement Authority
VSIP—Voluntary Separation Incentive Pay
WGI – Within—Grade Increase

Terms

Civilian Employment Plan (CEP)—the process and in some cases, system, used to track and report civilian employment resources.

Civilian Pay (CIVPAY) Budget—The total obligation authority comprised of Direct Obligating Authority dollars and earnings from reimbursements.

Civilian Personnel Resources—The CIVPAY dollars allocated to an organization for the purpose of civilian employment.

Civilian Resource Management—The practice of balancing mission needs, operational economy and efficiency, skills and career paths, employee development and motivation, and recruitment and retention of competent people within a CIVPAY budget.

Employment Planning—Identifying employment levels and work years needed to accomplish the mission within the CIVPAY budget.

Human Resource Management Strategic Board (HSB)—One of two primary decision-making bodies at the Air Staff that provides direction for the human resource management domain.

PALACE Acquires—PALACE Acquire (PAQ) Program hires are provided USAF-funded training before being outplaced into a permanent funded position.

Personnel Budget Review Committee (PBRC)— The PBRC reviews Air Force MILPERS and CIVPERS budgets and personnel management plans, evaluates risk mitigation, and assesses the impact of execution strategies on out-year programs and budgets. The PBRC is a forum to provide leadership with an update on the AF personnel budget and to provide recommendations to the Air Force Board and Air Force Council for final approval

Resource Allocation Process—The Air Force corporate approach to planning, programming, and budgeting the resources needed to execute Air Force programs now and for the next 6 years. The process uses six functional teams who develop options and make recommendations to senior leadership.

Unit Manning Document (UMD)— Identifies specifics about every authorized position in the Air Force; provides the organization structure and hierarchy for the organization; and identifies unit designations and office symbols.