

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



AIR FORCE INSTRUCTION 36-502

30 MARCH 1994

AIR FORCE RESERVE COMMAND

Supplement 1

6 December 1996

Personnel

**MANAGING CIVILIAN PERSONNEL
RESOURCES**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

NOTICE: This publication is available digitally on the HQ AFRC WWW site at <http://www.afrc.af.mil> and the AFRCEPL (CD-ROM), published monthly.

OPR: HQ USAF/DPCX (Ms Michele Pilipovich) Certified by: HQ USAF/DPC (Mr John R. Graham)
Supersedes AFR 40-312, 20 February 1980, Pages: 12
AFR 40-112, 25 October 1973, and Distribution: F
AFR 40-112/AFRES Sup 1,
20 June 1984

This instruction implements AFPD 36-5, *Civilian Personnel Resource Management*, and AFPD 36-1, *General Civilian Personnel Provisions and Authorities*. It includes instructions for commanders, managers, and financial management specialists who oversee civilian employees. Use this instruction with Air Force 38- and 65-series publications. **Attachment 1** contains a glossary of terms.

(AFRC) This supplement implements and extends the guidance of Air Force Instruction (AFI) 36-502. The AFI is printed word-for-word without editorial review. Air Force Reserve supplementary material is indicated by "(AFRC)" in boldface type. This supplement describes Air Force Reserve procedures to be used in conjunction with the basic instruction. Upon receipt of this integrated supplement discard the Air Force basic.

SUMMARY OF REVISIONS

This is the first publication of AFI 36-502, substantially revising AFRs 40-312 and 40-112. It updates, clarifies, and streamlines previous guidance on managing civilian personnel resources.

(AFRC) This revision incorporates the procedures formerly in AFR 40-112/AFRES Sup 1, 20 June 1994, and aligns our supplement with current instructions within AFI 36-502.

- 1. Objective.** The Air Force needs to manage civilian human resources within budget while balancing:
- Mission needs.

- Operational economy and efficiency.
- Skills and career paths.
- Employee development and motivation.
- Recruitment and retention of competent people.
- **(Added-AFRC)** Affirmative Employment initiatives.
- **(Added-AFRC)** A culturally diverse workforce.

2. Civilian Resource Management Responsibility. Civilian resource management responsibility is assigned down through the Air Force chain of command from the Secretary of the Air Force to commanders of major commands (MAJCOM) or comparable organizations, to subordinate commanders on down to first-level supervisors. Each manager who employs civilian personnel within the chain of command must manage civilian resources properly and is accountable for their immediate supervision. Managers and supervisors at each level must evaluate their subordinate supervisors on how well they manage their civilian resources and take appropriate action to correct or reward managers' performance.

2.1. All managers and supervisors:

- Match civilian appointments (permanent, term, or temporary) to the projected length of the workload and the available funding. Appoint employees on a temporary basis when execution year dollars are used to fund the position from other than civilian pay. Make sure that employee work schedules accommodate both the employees' needs and the efficient and effective accomplishment of the mission.
- Make sure the Air Force Resource Allocation process approves reprogramming of civilian pay funds prior to committing to long-term resource management plans (decisions that commit resources for more than 2 years). Exercise personnel management authority to minimize adverse impact on the civilian workforce. Track civilian resource costs and take action to ensure successful budget execution.
- Tell the corporate board about surplus funds for redistribution (see paragraph [2.2.](#)).
- Prepare an employment plan for the following fiscal year, not later than March of each year.
- **(Added-AFRC)** AFRC has received an exception to the March suspense date, thus civilian employment plans (CEP) for AFRC bases and Reserve units are due to HQ AFRC/DPC not later than the 1st of July. Periodic updates of CEPs may be requested as necessary.

2.1.1. Managers and supervisors must set up positions and compensate and reward personnel within their civilian resource budget and in accordance with:

- Applicable authorities.
- Sound management practices.
- The advice and assistance of manpower, comptroller, and personnel specialists.

2.1.2. (Added-AFRC) Numbered Air Force (NAF) Responsibilities. The NAF commander/senior air reserve technician (ART) provides oversight to this instruction during staff assistance visits (SAV). The NAFs/DPCs/XPMs/FMAs advise the NAF/CC on the management of resources.

2.1.3. (Added-AFRC) Wing Commanders:

2.1.3.1. (Added-AFRC) Appoint a Civilian Employment Cost Management Committee (CECMC) and develop procedures to implement Air Force policy and meet Air Force and AFRC civilian personnel resource objectives.

2.1.3.2. (Added-AFRC) Submit CEPs, budgets, and financial plans.

2.1.3.3. (Added-AFRC) Evaluate unfunded civilian pay requirements during periodic unfunded requirements review.

2.1.3.4. (Added-AFRC) Use existing responsibility center/cost center (RC/CC) structures to achieve flexibility in managing civilian human resources. AFRC delegates the authority, responsibility, and accountability for managing civilian resources to the lowest practicable organizational level. These levels represent a RC/CC for employment planning, budget planning, and execution.

2.2. MAJCOMs, field operating agencies, direct reporting units, and installation commanders establish a corporate board to make sure that civilian resources are used most efficiently and effectively. The commander or designated representative chairs the board, which includes functional managers and representatives from the civilian personnel, financial management, and manpower communities. The board:

- Reviews civilian resource management operating budget submissions at installation level.
- Periodically reviews employment plans and compares civilian pay expenditures against budgetary targets. Provides managers and supervisors with targets for the civilian resource operating budget, allocates directed adjustments, and redistributes any surplus funds.
- Establishes instructions on civilian resource management for the installation.
- **(Added-AFRC)** Makes recommendations and/or adjustments in CEPs to ensure attainment of employment ceiling and full use of funded work years.
- **(Added-AFRC)** Approves CEPs.
- **(Added-AFRC)** Evaluates and recommends effective cost management changes as needed on local policies and activities, etc., such as those contained in [Attachment 3](#).

2.2.1. (Added-AFRC) AFRC Corporate Board Structure. The AFRC corporate structure for managing civilian resources is:

2.2.1.1. (Added-AFRC) HQ AFRC Civilian Employment Cost Management Committee (CECMC). The HQ AFRC CECMC follows procedures outlined in HOI 36-502, *AFRC Civilian Personnel Resource Management*, and meets at least quarterly to ensure consistency in addressing civilian pay issues. Recommendations on civilian pay unfunded requirements are made to both the command Financial Working Group and the command Financial Management Board for approval.

2.2.1.2. (Added-AFRC) Wing/Installation CECMC. Each wing (or equivalent) commander/senior ART establishes a CECMC. The wing CECMC is chaired by the senior ART or designee.

2.2.1.2.1. (Added-AFRC) Recommended members are the wing/unit commander/senior ART or designee (chairman), the head of each RC/CC, the servicing civilian personnel officer, the financial management officer, and the military personnel flight chief who functions as the manpower liaison.

2.2.1.2.2. (Added-AFRC) At tenant locations, the commander/senior ART appoints a unit representative to serve on the host CECMC. (*NOTE:* Tenant units may establish AFRC unit CECMC provided the host Civilian Personnel Flight (CPF) is included).

2.2.1.2.3. (Added-AFRC) The CECMC assists the commander/senior ART to effectively develop and allocate human resource requirements. Major responsibilities of the CECMC are:

2.2.1.2.3.1. (Added-AFRC) Develops and maintains a CEP and submits to HQ AFRC/DPC by 1 Jul of each year for the upcoming fiscal year. The CEP projects monthly civilian strength and work year requirements within available resources. The CECMC ensures that employment and personnel practices achieve optimum effectiveness in consonance with affirmative employment goals and within funding levels. The CECMC recommends resources based on activity-wide needs. The CECMC ensures support organizations needs are adequately addressed. Reviews position vacancies and recommends staffing actions considering personnel resource management objectives. The CECMC distributes civilian pay budgets to RC/CCs. The CECMC conducts a periodic review of CEP status and tracks planned versus actual expenditures.

2.2.1.2.3.2. (Added-AFRC) Recommends approval/disapproval of civilian resource management actions to the unit commander.

2.2.1.2.3.3. (Added-AFRC) Trains RC/CC managers.

2.2.1.2.3.4. (Added-AFRC) Advises the unit commander/senior ART on impact of proposed funding adjustments and reprogramming decisions which involve the civilian work force. The CECMC studies and recommends changes in local personnel management practices to eliminate unnecessary personnel costs. The CECMC reviews operational requirements to ensure effective control of overtime, uncommon tours of duty, environmental differentials, and premium pay costs.

2.3. Air Force civilian personnel, financial management personnel, and manpower personnel jointly help managers and supervisors by:

- Developing, defending, and coordinating budgets, funding, utilization, and projections for civilian resources.
- Allocating manpower resources.
- Forecasting, executing, and adjusting civilian pay budgets.
- Advising managers and supervisors on human resource issues.

2.3.1. (Added-AFRC) Civilian Personnel Division (HQ AFRC/DPC):

2.3.1.1. (Added-AFRC) Advises on employment planning.

2.3.1.2. (Added-AFRC) Analyzes, evaluates, and forwards to HQ USAF/DPC for approval all proposed reportable reductions-in-force (RIF) resulting from programmatic decisions.

2.3.1.3. (Added-AFRC) In coordination with HQ AFRC/XPM and HQ AFRC/FMA, identifies work year requirements for the CEP.

2.3.1.4. (Added-AFRC) Obtains CECMC and commander approval of CEP.

2.3.1.5. (Added-AFRC) Keeps abreast of program and budget decisions by participating as a member of financial working groups and planning committees.

2.3.1.6. (Added-AFRC) On the basis of manpower authorizations and funds availability, develops and maintains the command CEP. This responsibility includes revising plans to reflect changes in resource (manpower and funding) priorities.

2.3.1.7. (Added-AFRC) Monitors work year utilization as the basis for more effective use of resources.

2.3.2. (Added-AFRC) Manpower and Organization Division (HQ AFRC/XPM):

2.3.2.1. (Added-AFRC) Advises on the development, validation, optimum, and proper use of manpower requirements.

2.3.2.2. (Added-AFRC) Ensures proper manpower requirements are established and obtained.

2.3.3. (Added-AFRC) Financial Management Division (HQ AFRC/FMA):

2.3.3.1. (Added-AFRC) Obtains sufficient funds to support the civilian work year program.

2.3.3.2. (Added-AFRC) Develops budget estimates and justification documents based on approved manpower programs.

2.3.3.3. (Added-AFRC) Distributes funding targets to each AFRC unit/installation based on approved manpower programs.

2.3.3.4. (Added-AFRC) Computes the command-wide civilian pay program based upon Future Year Defense Program (FYDP) approved end-strengths, projected work years, the unit manpower document (UMD), and historical employment experience at each operating budget account number (OBAN).

2.4. Civilian Personnel Flights (CPF) assist managers and supervisors by:

- Helping them plan employment.
- Consolidating installation employment plans not later than March and forwarding them to HQ USAF as required.
- **(Added-AFRC)** The March suspense date does not apply to AFRC (see paragraph **2.1.** Bullet 4).
- Advising managers on how best to use civilian human resources.
- **(Added-AFRC)** Developing estimated end-of-month strengths or employment plan for current and future fiscal years as needed. (See **Attachment 2** for specific guidance.)
- **(Added-AFRC)** Providing appropriate data to and working closely with members of the CECMC to ensure a CEP is developed for each OBAN and furnished to HQ AFRC/DPC according to time frames provided.
- **(Added-AFRC)** Presenting the status of actual versus projected end-of-month strengths on the CEP at each CECMC meeting.
- **(Added-AFRC)** Coordinating all fill action SFs 52, **Request for Personnel Action**, and ensuring fill action SFs 52 are coordinated with the financial analysis officer.

2.4.1. CPFs help determine the costs of position management, personnel administration, and operational requirements, including:

- The costs of recruitment and staffing.
- The kinds of skills available in the local labor market.
- Affirmative employment goals.
- The use of flexible work schedules and appointment types.
- **(Added-AFRC)** Serves as a member of the CECMC of host bases and furnishes a representative to unit CECMC at tenant locations.

2.5. Manpower offices help managers and supervisors by:

- Determining and validating manpower requirements needed to accomplish the mission.
- Processing authorization change requests to the MAJCOMs for validated manpower requirements.
- Advising managers on how best to use manpower resources.
- **(Added-AFRC)** Providing manpower data to support civilian cost estimates.

2.6. Financial managers and comptrollers help managers and supervisors by:

- Developing and defending civilian resource budget projections based on programs approved by the corporate board.
- Advising managers on budgeting techniques and practices, on how to execute their civilian resource budget, and on how best to use civilian resource funds.

2.6.1. (Added-AFRC) Financial Analysis Officer:

2.6.1.1. (Added-AFRC) Works closely with the civilian personnel flight/office (CPF/CPO) in obtaining strength figures and in making adjustments.

2.6.1.2. (Added-AFRC) Presents actual cost data at each CECMC meeting.

2.6.1.3. (Added-AFRC) Reviews fill action SFs 52 to ensure adequate funds are available to staff the positions.

2.6.1.4. (Added-AFRC) Works with the CPF/CPO in reviewing lists of all known and projected vacancies.

2.7. (Added-AFRC) The local military personnel flight (MPF) chief supports civilian personnel and financial management personnel as necessary in determining future requirements.

2.8. (Added-AFRC) This instruction does not rescind, supersede, or change the A-76 cost comparison and Most Efficient Organization (MEO) program. Excludes civilian authorizations contained in the original or subsequently adjusted MEO from restructuring under this chapter.

3. Reporting Requirements. *Civilian Man-Year Cost Management Program Reports* (RCS: HAF-DPC [AR] 7401), is assigned any reports generated by this instruction. This reporting requirement is designated Status Code C-1. Continue reporting during emergency conditions, precedence priority. Submit

data requirements assigned this category as prescribed or by any means to ensure arrival on the established due dates.

BILLY J. BOLES, Lt General, USAF
DCS/Personnel

Attachment 1**GLOSSARY OF TERMS***Terms*

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

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 civilian pay budget.

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

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.

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

(Added-AFRC) High-Year-of-Tenure (HYT)—A military program for enlisted reservists and air reserve technicians (ART) that mandates separation from the active reserve force after serving a predetermined number of years or reaching 60 years of age, whichever comes first. ARTs also face separation from civil service when they reach minimum optional retirement eligibility.

(Added-AFRC) Mandatory Separation Date (MSD)—The date the reservist's service will be terminated. The MSD is based upon number of years of commissioned service as discussed in AFRC 40-15, Section C, "*Maximum Service or Age.*"

(Added-AFRC) Manpower Authorizations—Manpower requirements allocated in the Unit Manpower Document (UMD) which conform to end-strength as authorized in HQ USAF Manpower Authorization Voucher (MAV).

(Added-AFRC) Manpower Requirements—Manpower needed to perform mission-essential workloads based upon application of established manning guides and factors.

(Added-AFRC) Unfunded Requirements—Manpower required to perform workloads or missions which have been approved by HQ AFRC but which cannot be supported with manpower authorizations due to nonavailability of resources (that is, funding, spaces, or grades).

(Added-AFRC) Work year—Synonymous with man-year. The equivalent of one full-time employee employed for a full year. One workyear may refer to more than one employee when the combined services equate to one employee for a full year.

ATTACHMENT 2 (ADDED-AFRC)**COMPUTATION OF EMPLOYMENT LEVELS**

(AFRC) The following specific guidance is provided to assist the civilian personnel flight/office (CPF/CPO) in computation of projected employment levels:

A2.1. (Added-AFRC) On-board strength does not automatically equate to workyears. Workyears are a function of on-board strength, turnover rate, fill time, lapse time, administrative limitations, and congressional and executive actions such as reductions-in-force; changes to retirement programs that affect retirement; and program or mission changes that alter manpower requirements. On-board strength is a picture of our manning posture at a given point in time. Workyears, however, reflect the dynamics of how strength changes throughout the fiscal year. There is, however, a strong correlation between strength and workyears. Therefore, the Civilian Employment Plan (CEP) must be monitored constantly, and adjusted or modified as required to accomplish the dual goals of attaining end of fiscal year civilian employment ceiling and fully using, without exceeding, funded workyears. (For example: If employment levels early in the fiscal year indicate that all funds are exhausted before the end of the fiscal year, the CEP needs to be adjusted to attain a slower hiring rate.)

A2.2. (Added-AFRC) The financial analysis officer works with the CPF/CPO in obtaining the strength figures by OBAN.

A2.3. (Added-AFRC) The CPF/CPO should provide the following end-strength figures to the budget office. Within OBAN by program element code (PEC), provide total GS and WG end-strengths on a month-by-month basis projected through the end of the fiscal year.

A2.4. (Added-AFRC) Chargeable temporary employees will be projected for current (execution) fiscal year only.

A2.5. (Added-AFRC) Provide projected monthly strength figures for years beyond the execution year based on anticipated staffing of chargeable full-time permanent (FTP) unit manpower document (UMD) authorizations which excludes overhires.

A2.6. (Added-AFRC) In developing projections, consider such things as UMD authorizations; anticipated conversions, activations, reduction-in-force (RIF) actions; seasonal hires, work fluctuations due to weather; special projects; monthly turnover of permanent and temporary employees; projected accessions, projected net gains; hiring capabilities and limitations; position vacancies and projected recruitment sources; time required to fill positions; and your Affirmative Employment Plan.

A2.7. (Added-AFRC) Employees whose disability retirements have been approved and who will be on sick leave at least 30 days pending retirement are excluded from chargeable civilian employment ceilings, but they are being paid and are generating workyears. Therefore, the CPF/CPO should provide the financial analysis officer a separate list of these employees with their anticipated retirement dates.

A2.8. (Added-AFRC) The annual "call" letter for the financial plan contains updated guidance which may modify the above guidance. The unit financial analysis officer appraises the CPF/CPO as necessary.

ATTACHMENT 3 (ADDED-AFRC)**FACTORS A CIVILIAN EMPLOYMENT COST
MANAGEMENT COMMITTEE (CECMC) SHOULD CONSIDER**

(AFRC) The CECMC should consider, evaluate, and recommend effective cost management changes as needed on a wide range of policies, activities, and procedures, etc., which may include, but are not limited to the following:

A3.1. (Added-AFRC) Encourage position restructuring, temporarily or permanently, to entry or trainee level (for example, WG-10 to WG-8, GS-4 to GS-2, etc.).

A3.2. (Added-AFRC) Review classification of positions and organizational structure to reduce over-graded positions.

A3.3. (Added-AFRC) Review overhire requests to ensure only the most critical are forwarded for approval.

A3.4. (Added-AFRC) Fill vacancies with part-time employees instead of full-time employees.

A3.5. (Added-AFRC) Delay fill action on vacancies as required.

A3.6. (Added-AFRC) Delay effective date of promotions and new appointments (for example, report dates immediately before a holiday could be delayed until after the holiday, thus saving holiday pay).

A3.7. (Added-AFRC) Review optional permanent change of station (PCS) moves and expenditures to ensure the move is cost effective. (For example: Does this expenditure justify keeping another position vacant for a year?)

A3.8. (Added-AFRC) Terminate temporary appointees at the earliest possible date.

A3.9. (Added-AFRC) Review locally controlled pay policies with view toward reducing costs without reducing quality of selectees and work produced, etc.

A3.10. (Added-AFRC) Review training needs and costs.

A3.11. (Added-AFRC) Review cost of awards to consider alternative no-cost recognition (for example, letter of commendation in lieu of cash award).

A3.12. (Added-AFRC) Encourage prompt placement of employees physically disqualified for their present positions.

A3.13. (Added-AFRC) Review union and management negotiation proposals for cost effectiveness.

A3.14. (Added-AFRC) Review temporary duty (TDY) policies for cost effectiveness.

A3.15. (Added-AFRC) Monitor the following air reserve technician (ART) employees for prompt separation and/or registration in the Priority Placement Program (PPP):

- a. Those who are meeting their mandatory separation date (MSD).
- b. Those in a high-year-of-tenure (HYT) Status.
- c. Those who meet other military disqualifying reasons that are determined to be within their control.