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PERSONNEL

TOTAL FORCE DEVELOPMENT

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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Developing Airmen is one of the three Air Force priorities in organizing, training and equipping members to deliver air, space and cyberspace power in support of our National Security and military objectives. This Directive implements Department of Defense (DoD) Directive 1000.20, *Active Duty Service Determination for Civilian or Contractual Groups*, 11 September 1989; DoD Instruction 1100.13, *Survey of DoD Personnel*, 21 November 1996; DoD Directive 1300.13 *Enlisted Crew Member Flying Duty*, 14 July 1979; DoD Instruction 1304.21, *Policy on Enlistment Bonuses, Accession Bonuses for New Officers in Critical Skills, Selective Reenlistment Bonuses, and Critical Skills Retention Bonuses for Active Members*, 31 January 2005; DoD Instruction 1304.3, *Reenlistment Rate Reports*, 29 July 1964; DoD Instruction 1332.13, *Standardization of Form for Application for Replacement of Separation Documents*, 23 December 1968; DoD Directive 1352.1, *Management and Mobilization of Regular and Reserve Retired Military*, 16 July 2005; DoD Instruction 7280.3, *Foreign Language Proficiency Bonus (FLPB)*, 20 August 2007; and is consistent with the principles espoused in Air Force Doctrine Document 1-1, *Leadership and Force Development*, 18 February 2006. This Directive also supports DoD Instruction 1025.2, *National Security Education Program*, 9 March 2006; DoD Instruction 1025.6, *National Security Education Program (NSEP) Service Agreement*, 20 December 1996; DoD Issuance 1310.2, *Appointing Commissioned Officers*, 8 May 2007; DoD Directive 1322.10, *Policy on Graduate Education for Military Officers*, 26 August 2004; DoD Directive 1322.16, *Montgomery GI Bill Program*, 11 May 1994; DoD Directive 1322.18, *Military Training*, 3 September 2004; DoD Instruction 1322.19, *Voluntary Education Programs in Overseas Areas*, 9 May 1988; DoD Directive 1322.20, *Development and Management of Interactive Courseware for Military Training*, 14 March 1991; DoD Instruction 1322.25, *Voluntary Education Programs*, 5 February 1997; DoD Instruction 1322.26, *Development, Management, and Delivery of Distributed Learning*, 16 June 2006; DoD Instruction 1322.6, *Fellowships, Scholarships, Training With Industry (TWI), and Grants for DoD Personnel*, 15 Nov 2007; DoD Directive 1322.8, *Voluntary Education Programs for Military Personnel*, 3 January 2005; DoD Directive 1430.14, *Department of Defense Executive Leadership Development Program*, 12 September 2003; DoD Instruction 1430.4, *Civilian Employee Training*, 2 June 2007; DoD Instruction 2200.01, *Combating Trafficking in Persons (CTIP)*, 16 February 2007; and DoD Instruction 3305.1, *National Defense Intelligence College (NDIC)*, 22 Dec 2006 which are currently

implemented in AFPD 36-4, *Air Force Civilian Training, Education, and Directive*, 12 February 2004; AFPD 36-22, *Air Force Military Training*, 22 March 2004; and AFPD 36-23, *Military Education*, 27 September 1993 and will be implemented in this directive upon future rescission/realignment of the above existing implementing publications.

Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, *Recommendation for Change of a Publication*; route AF Forms 847 from the field through the appropriate functional's chain of command. Field activities publishing implementation guidance must route those to higher headquarters functional OPR for review and coordination before publishing. This publication applies to active and reserve component members as well as Air Force civilian employees and compliance with this publication is mandatory. SAF/MR coordination is required before this document is revised, rescinded, or reissued.

Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of in accordance with Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS) located at <https://www.my.af.mil/gcss-af61/afrims/afrims/rims.cfm>.

SUMMARY OF CHANGES

This document is substantially revised and must be completely reviewed. Major changes include a requirement for an annual report of Force Development (FD) programs and initiatives. Language has been revised to be consistent with the revised AFDD1-1, *Leadership and Force Development* while focusing on the language and framework of FD instead of the programmatic.

1. Policy. The Air Force will:

1.1. Develop and maintain a comprehensive Force Development program for the Total Force. The Force Development Program will guide development of the Total Force through the tactical, operational, and strategic levels of leadership, and produce a total force – active duty, Air Reserve Component (ARC), and Department of Air Force Civilian – successfully prepared to accomplish the Air Force mission and to lead in a rapidly evolving global environment with a vast range of missions, balancing individual needs – personal and professional – to the greatest extent possible consistent with mission accomplishment. The program will:

1.1.1. Develop all Airmen through a deliberate, career-long process of individual development.

1.1.2. Carefully synchronize the key components of deliberate development – education, training, and experience – to deliver the right people, with the right competencies, at the right time to support and accomplish current and future Air Force missions.

1.1.3. Be agile and adaptive in responding to feedback and continuous change.

1.1.4. Give all Airmen an opportunity, balancing depth and breadth of experiences to meet current and future Air Force requirements.

1.1.5. Utilize a common language that identifies important competencies that apply to all Airmen. That language will be the AF Institutional Competency List (see [Attachment 2](#)).

1.1.6. Develop and implement a common survey instrument to annually solicit feedback on Air Force institutional competency development programs.

1.2. Monitor policy implementation through annual and periodic reports initiated by Deputy Chief of Staff for Manpower and Personnel (AF/A1) and provided to the Secretary and Chief of Staff of the Air Force as appropriate.

2. Roles and Responsibilities

2.1. The Assistant Secretary of the Air Force for Manpower and Reserve Affairs (SAF/MR) serves as an agent of the Secretary and provides guidance, direction, and oversight for all matters pertaining to the formulation, review, and execution of plans, policies, programs, and budgets addressing Total Force Development.

2.2. Deputy Chief of Staff, Manpower and Personnel (AF/A1) is responsible for: (1) developing and implementing Force Development policy, strategy, and guidance, and in implementing Force Development doctrine; and (2) synchronizing Force Development implementation consistent with the policy and goals.

2.2.1. AF/A1 will provide the Secretary of the Air Force, the Chief of Staff of the Air Force, and SAF/MR required annual and periodic reports to monitor the implementation of the Force Development Program.

2.2.2. AF/A1 will implement total force development policy through development and implementation of an Air Force Instruction on Total Force Development.

2.3. The Force Management and Development Council (FMDC) will assist AF/A1 in designing and implementing Force Development strategy, guidance and policy, and in implementing Force Development doctrine..

2.3.1. Membership in the FMDC consists of the Air Force Vice Chief of Staff (Chair), SAF/MR, Functional Authorities (FA), MAJCOM CVs, Chief Master Sergeant of the AF, the chair of the Air Force Executive Resources Board (ERB), and appropriate reserve component membership.

2.3.2. Advisors to the FMDC include the Commander of the Air University as well as the Superintendent of the United States Air Force Academy.

2.3.3. Functional Authorities are supported by Functional Managers who are supported by Career field managers.

2.4. The Director, Air National Guard (NGB/CF) and the Chief, Air Force Reserve (AF/RE) will work with AF/A1 to implement Force Development doctrine, strategy, guidance that ensures members of the Air National Guard and Reserves can make the maximum possible contribution consistent with section 1.1.4., above.

2.5. Commanders will be directly engaged in Force Development and will ensure compliance with this policy directive.

2.6. Organizations responsible for providing institutional competency development, and by extension executing Force Development, include the Air Force Personnel Center, Air University, the United States Air Force Academy, Basic Military Training, Air National Guard Training and Education Center, and Development Teams (DTs). These organizations will work with AF/A1 to ensure programs are designed and executed in a manner that is consistent with this policy document.

3. Force Development Goals

- 3.1. Determine Force Development requirements and programs required to produce the workforce capabilities needed to accomplish the Air Force mission.
- 3.2. Create Force Development strategies and guidance, and secure resources necessary to: (1) continuously assess the ability of Force Development programs and opportunities to meet joint and combatant command needs; (2) close significant workforce capability gaps; and (3) deliberately develop Airmen.
- 3.3. Synchronize and integrate planning, programming, budgeting, legislative, and policy development activities within a corporate structure and through Force Development plans that are executed to maximize return on our investment in Airmen.
- 3.4. Use the Air Force Strategy and long-range strategic planning processes to forecast Force Development requirements (both qualitative and quantitative) with far more precision and rigor than previous strategic planning processes.

4. Information Collection, Records, and Forms.

- 4.1. Information Collections. No information collections are created by this publication.
- 4.2. Records. The program records created as a result of the processes prescribed in this publication are maintained in accordance with AFMAN 33-363 and disposed of in accordance with the AFRIMS RDS located at <https://www.my.af.mil/gcss-af61/afrims/afrims/rims.cfm>.
- 4.3. Forms (Adopted and Prescribed).
 - 4.3.1. Adopted Forms. AF Form 673, *Air Force Publication/Form Action Request* and AF IMT 847, *Recommendation for Change of Publication*.
 - 4.3.2. Prescribed Forms. No prescribed forms are implemented by this publication.

Michael B. Donley
Acting Secretary of the Air Force

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

DoD Directive 1000.20, *Active Duty Service Determination for Civilian or Contractual Groups*, 11 September 1989

DoD Instruction 1100.13, *Survey of DoD Personnel*, 21 November 1996

DoD Directive 1300.13 *Enlisted Crew Member Flying Duty*, 14 July 1979

DoD Instruction 1304.21, *Policy on Enlistment Bonuses, Accession Bonuses for New Officers in Critical Skills, Selective Reenlistment Bonuses, and Critical Skills Retention Bonuses for Active Members*, 31 January 2005

DoD Instruction 1304.3, *Reenlistment Rate Reports*, 29 July 1964

DoD Instruction 1332.13, *Standardization of Form for Application for Replacement of Separation Documents*, 23 December 1968

DoD Directive 1352.1, *Management and Mobilization of Regular and Reserve Retired Military*, 16 July 2005

DoD Instruction 7280.3, *Foreign Language Proficiency Bonus (FLPB)*, 20 August 2007

Supported Policy

DoD Instruction 1025.2, *National Security Education Program*, 9 March 2006

DoD Instruction 1025.6, *National Security Education Program (NSEP) Service Agreement*, 20 December 1996

DoD Directive 1200.7, *Screening the Ready Reserve*, 18 November 1999

DoD Directive 1205.20, *Reserve Component Incentive Program*, 8 January 1996

DoD Instruction 1205.21, *Reserve Component Incentive Programs Procedures*, 20 September 1999

DoD Instruction 1205.13, *Junior Reserve Officers Training Corps (JROTC) Program*, 6 February 2006

DoD Instruction 1205.22, *Employer Support of the Guard and Reserve*, 17 March 1997

DoD Instruction 1215.8, *Senior Reserve Officers Training Corps Programs*, 26 June 2006

DoD Directive 1215.15, *Reserve Officers Foreign Exchange Program*, 29 January 2004

DoD Directive 1235.13, *Management of the Individual Ready Reserve (IRR) and the Inactive National Guard (ING)*, 16 July 2005

DoD Instruction 1235.14, *Administration and Management of the Individual Ready Reserve and the Inactive National Guard*, 31 November 1997

DoD Issuance 1310.2, *Appointing Commissioned Officers*, 8 May 2007

DoD Directive 1322.10, *Policy on Graduate Education for Military Officers*, 26 August 2004

DoD Directive 1322.16, *Montgomery GI Bill Program*, 11 May 1994

DoD Directive 1322.18, *Military Training*, 3 September 2004

DoD Instruction 1322.19, *Voluntary Education Programs in Overseas Areas*, 9 May 1988

DoD Directive 1322.20, *Development and Management of Interactive Courseware for Military Training*, 14 March 1991

DoD Instruction 1322.25, *Voluntary Education Programs*, 5 February 1997

DoD Instruction 1322.26, *Development, Management, and Delivery of Distributed Learning*, 16 June 2006

DoD Instruction 1322.6, *Fellowships, Scholarships, Training With Industry (TWI), and Grants for DoD Personnel*, 15 Nov 2007

DoD Directive 1322.8, *Voluntary Education Programs for Military Personnel*, 3 January 2005

DoD Directive 1332.41, *Boards for Correction of Military Records (BCMRs) and Discharge Review Boards (DRBs)*, 8 March 2004

DoD Directive 1344.13, *Implementation of the National Voter Registration Act*, 16 November 1994

DoD Directive 1430.14, *Department of Defense Executive Leadership Development Program*, 12 September 2003

DoD Instruction 1430.4, *Civilian Employee Training*, 2 June 2007

DoD Instruction 2200.01, *Combating Trafficking in Persons (CTIP)*, 16 February 2007

DoD Instruction 3305.1, *National Defense Intelligence College (NDIC)*, 22 Dec 2006

DoD Instruction 6000.13, *Medical Manpower and Personnel*, 30 June 1997

Interfacing Guidance

AFPD 36-6, *Civilian Career Management*, 21 October 1994

AFI 36-108, *Air Reserve Technician (ART) Program*, 26 July 1994

AFI 36-601, Air Force Civilian Career Program Management, 25 July 1994

AFI 36-2014, *Commissioning Education*, 22 April 2008

AFI 36-2101, Classifying Military Personnel (Officer and Enlisted), 7 March 2006

AFI 36-2110, *Assignments*, 20 April 2005

AFI 36-2132, *Full-time Support (FTS) Active Guard Reserve (AGR) Program*, 19 April 2005

AFI 36-2201, V5, *Air Force Training Program, Career Field Education and Training*, 8 June 2005

AFI 36-2301, *Professional Military Education*, 27 June 2002

AFI 36-2302, *Graduate Education and Professional Continuing Education (Advanced Academic Degrees)*, 11 July 2001

AFI 36-2616, *Trained Personnel Requirements*, 10 December 1993

AFI 36-601, *Air Force Civilian Career Program Management*, 25 July 1994

AFI 36-2611, *Officer Professional Development*, 1 April 1996

AFI 36-2617, *Air Reserve Forces Policy Committee Advisory Councils*, 28 July 1994

AFI 36-2618, *The Enlisted Force Structure*, 1 December 2004

AFPD 90-1, *Policy Formulation*, 8 August 2003

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

AFMAN 36-606, Vol 1, *Air Force Civilian Career Program Management*, 1 July 1995

AFMAN 36-606, Vol 2, *Air Force Civilian Career Planning*, 1 December 1995

Terms

Airman—any US Air Force member and Department of the AF civilian.

Career Field Manager (CFM)—The AF focal point for the designated career field within a functional community. Serves as the primary advocate for the career field, addressing issues and coordinating functional concerns across various staffs. Responsible for the career field policy and guidance. Must be appointed by the FM and hold the grade of Colonel/GS-15/PB-03 (or equivalent) for officer and DAF civilian specialties, and the grade of Chief Master Sergeant for enlisted Airmen.

Continuum of Learning (CoL)—the career-long process of individual development. It is designed to deliberately integrate developmental opportunities through a common taxonomy to produce adaptable, knowledge-enabled Airman for today and tomorrow.

Development Teams (DT)—Provide oversight of officer and civilian personnel development to meet both functional and Air Force corporate leadership requirements.

Education—the process of imparting general bodies of knowledge and habits of mind applicable to a broad spectrum of endeavors to intellectually prepare individuals to deal with dynamic environments and solve ill-defined problems by using critical thought and reasoned judgment. Education programs prepare Airmen to successfully anticipate and meet challenges across the range of military operations.

Experience—active participation/involvement in positions, events or activities leading to the accumulation of knowledge or skill which can be utilized to meet mission requirements.

Force Management & Development Council (FMDC)—Serves as a corporate body to provide an institutional perspective on AF-wide FD issues and make recommendations to the SecAF and CSAF. SAF/MR, Functional Authorities (FA), MAJCOM CVs, Chief Master Sergeant of the AF, and appropriate Air Reserve Component and civilian representation make up the FMDC and provide a review of total force management. The Vice Chief of Staff of the AF chairs the FMDC.

Functional Authority (FA)—Senior leadership, to include Assistant Secretaries (SES), Deputy Chiefs of Staff (three-star), and other selected HAF two-letter General Officer or SES-level leaders that provide corporate perspective of institutional requirements and force management and development. The FA serves as a final authority to ensure all policies, established in accordance with this document, are implemented within their functional community. Functional Authorities are supported by Functional Managers who are supported by Careerfield Managers.

Functional Manager (FM)—Senior leaders, designated by the appropriate FAs, who provide day-to-day management responsibility over specific functional communities. While they should maintain an institutional focus with regard to resource development and distribution, FMs are responsible for ensuring their specialties are equipped, developed, and sustained to provide AF capabilities.

Institutional Competency List (ICL)—the common taxonomy used to implement the continuum of learning (CoL). These competencies are expected of all Airmen, throughout their careers, and will be the competencies needed to operate successfully in the constantly changing environment they function in.

Total Force Development (Total FD)—is very broad and includes institutional and occupational components. Institutional development generally results in leadership, management, enterprise, and warrior skill proficiency. Occupational development generally results in flying and technical skill proficiency. Force Development generally utilizes a combination of the following means:

Education programs such as Professional Military Education, Executive Education, graduate degree programs, or undergraduate degree programs (see definition above);

Training programs such as technical training, on-the-job training, flying training, ancillary training, expeditionary airman training (see definition below); and,

Experience gained through an appropriate series of job assignments or special programs such as intern programs, education with industry, or fellowships in research organizations, and leveraged through appropriate mentoring (see definition above).

Training—a set of events or activities presented in a structured or planned manner through one or more media for the attainment and retention of skills, knowledge and attitudes required to meet job performance requirements. This involves the coaching and mentoring of Airmen, resulting in proficiency development. Note: Functional Authorities in conjunction with AETC and 2nd AF shall develop frameworks for technical skill development. These frameworks shall be consistent with overarching Air Force guidance. This means, among other things, that AF/A3/5, in coordination with AETC, 19th Air Force, AMC, ACC, and AFSOC, shall be responsible for developing flying skills frameworks. These frameworks shall be consistent with overarching Air Force guidance.

Attachment 2

INSTITUTIONAL COMPETENCY LIST (ICL)

Elements of the Continuum of Learning (CoL) have long been institutionalized and are providing useful and important contributions to the development of Airmen. This model of institutional competencies will be used to integrate the contributions of various programs to the development of Airmen over the course of their careers and is comprehensively discussed in AFDD1-1.

Figure A2.1.

Institutional Competency	Institutional Subcompetency
Employing Military Capabilities	Operational and Strategic Art
	Unit, Air Force, Joint and Coalition Capabilities
	Non-Adversarial Crisis Response
Enterprise Perspective	Enterprise Structure and Relationships
	Government Organization and Processes
	Global, Regional and Cultural Awareness
	Strategic Communication
Embodying Air Force Culture	Ethical Leadership
	Warrior Ethos
	Develop Self
	Followership
Leading People	Developing and Inspiring Others
	Taking Care of People
	Diversity
Managing Organizations and Resources	Resource Stewardship
	<i>Change Management</i>
	Continuous Improvement
Strategic Thinking	Vision
	Decision-Making
	Adaptability
Fostering Collaborative Relationships	Build Teams and Coalitions
	Negotiating
Communicating	Speaking and Writing
	Active Listening