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SECRETARY OF THE AIR FORCE**

AIR FORCE POLICY DIRECTIVE 36-26

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Personnel

TOTAL FORCE DEVELOPMENT

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This publication implements Department of Defense (DoD) Directive 1322.08E, *Voluntary Education Programs for Military Personnel*; DoD Directive 1322.18, *Military Training*; DoD Instruction 1025.02, *National Security Education Program*; DoD Instruction 1322.06, *Fellowships, Scholarships, Training with Industry (TWI), and Grants for DoD Personnel*; DoD Instruction 1322.10, *Policy on Graduate Education for Military Officers*; DoD Instruction 1322.19, *Voluntary Education Programs in Overseas Areas*; DoD Instruction 1322.20, *Development and Management of Interactive Courseware (ICW) for Military Training*; DoD Instruction 1322.25, *Voluntary Education Programs*; DoD Instruction 1400.25, Volume 250, *DoD Civilian Personnel Management System: Civilian Strategic Human Capital Planning (SHCP)*; DoD Instruction 1430.04, *Civilian Employee Training*; and DoD Instruction 1430.16, *Growing Civilian Leaders*. It provides policy for developing the Total Force. This Policy Directive applies to active duty members, Department of the Air Force (DAF) civilians, Air National Guard (ANG) members, and Air Force Reserve (AFR) personnel. 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 National Security and military objectives. Refer recommended changes and questions about this publication to the Office of Primary (OPR) using the AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional's chain of command. Ensure that all records created as a

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SUMMARY OF CHANGES

This AFPD acknowledges and incorporates the intent of the SECAF directed Integration of AF Component Personnel Management Systems, to more efficiently integrate personnel policies, organizations, systems, and processes across the Total Force. The document is substantially revised and must be completely reviewed. Major changes include the incorporation of AFPD 36-13, *Civilian Supervisory, Management, and Leadership Development*; AFPD 36-22, *Military Training*; AFPD 36-23, *Military Education*; AFPD 36-34, *Air Force Mentoring Program*; AFPD 36-4, *Air Force Civilian Training, Education, and Development*; and voluntary education. It also addresses the Continuum of Learning focusing on institutional and occupational competencies and introduces the concept of developmental education.

1. Policy.

1.1. The Air Force will:

1.1.1. Design and maintain a comprehensive Force Development (FD) Program for the development of the Total Force that produces innovative Airmen who are prepared to accomplish the Air Force mission and lead in a rapidly evolving global environment while attempting to meet both personal and professional needs.

1.1.1.1. Develop all Airmen through a deliberate, career-long process based on valid requirements and priorities identified by Heads of HQ USAF two-letter/digit organizations, Major Command (MAJCOM) commanders, and those specified through higher headquarters policy and guidance.

1.1.1.2. Carefully synchronize the key components of deliberate development across the Continuum of Service (CoS) and through the Continuum of Learning (CoL) to deliver the right people with the right institutional and occupational competencies at the right time.

1.1.1.3. Allow all Airmen an opportunity to participate in developmental programs, balancing depth and breadth of experiences, which broaden their professional knowledge and increase functional skills.

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

1.1.2. Establish developmental programs that satisfy tactical, operational, and strategic needs, use the most efficient methods possible and integrate the array of training methodologies and cutting edge technologies to achieve a Total Force with agile and adaptable capabilities.

1.1.2.1. Include the appropriate mix of training, education, and experiential programs that capitalize on complementary technology.

- 1.1.2.2. Provide necessary resources (people, funding, and infrastructure to include physical, technical, and organizational) to successfully develop, deploy, and sustain operationally proficient Airmen to rapidly respond to worldwide contingencies.
- 1.1.2.3. Share information and training resources to the maximum extent possible except where limited by law, policy, or security classification. Develop a shared architecture and common standards for training technology.
- 1.1.3. Utilize competency-based development for producing desired organizational goals.
 - 1.1.3.1. Utilize a common language to identify important institutional and occupational competencies for all Airmen. Competencies will be used to implement the CoL. The institutional language is the AF Institutional Competency (IC) List (see Attachment 2).
 - 1.1.3.2. Create and implement survey instruments to solicit feedback on Air Force institutional competency development programs, measure their effectiveness on performance-based criteria, and close identified competency gaps.
- 1.1.4. Enable a consistent and creative approach to personnel development based on institutional and occupational competencies across the Personnel Life Cycle. Provide HQ USAF, MAJCOM commanders, Career Field Managers (CFMs), and others with:
 - 1.1.4.1. Ability to develop strategies to shape the Total Force.
 - 1.1.4.2. A workforce planning tool to capture information allowing for matching of competencies with mission requirements.
 - 1.1.4.3. Access to clearly defined career paths, associated training, and developmental assignments.
 - 1.1.4.4. A process and tool to assess an Airman's competencies.
- 1.1.5. Establish a learning capability that is agile and robust enough to satisfy mission-generated training and mission rehearsal requirements across Services, joint, interagency, intergovernmental, and multinational operations. Training must be capabilities-based and dynamic in responding to the changing strategic environment as well as to opportunities and challenges posed by technological transformation.
- 1.1.6. Develop training programs using the Instructional System Development (ISD) process.
- 1.1.7. Establish multiple avenues of developmental education for personnel to include: Professional Military Education (PME), Advanced Academic Degree (AAD) Education, and Professional Continuing Education (PCE). The best qualified Airmen are designated to attend resident developmental education.
- 1.1.8. Provide quality voluntary educational opportunities, military tuition assistance, counseling, testing programs, and a vehicle for self-development designed to complement the professional development of military members and serve as recruiting and retention incentives.

1.1.9. Offer and award job-related associate in applied science degrees and other academic credentials through the Community College of the Air Force (CCAF) that enhance mission readiness, contribute to recruiting, assist in retention, and support the career transitions of enlisted Airmen.

1.1.10. Maintain an Air Force-wide mentoring program that complements the Air Force's Force Development Construct. The program will allow the mentee, mentor, and the Air Force to capitalize on leadership, professionalism, and technical expertise with supervisors designated as mentors for the Airmen they supervise.

1.1.11. Develop and maintain a comprehensive program that develops new and experienced supervisors. Ensure supervisors and senior leaders receive on-going PCE and training.

1.1.12. Ensure all FD programs are administered without unlawful discrimination against or harassment of any Airman on the basis of race, color, religion, sex, national origin, age, disability, reprisal, genetic information, marital status, political affiliation, or any other non-merit factors prohibited by statute, regulation, or Executive Order.

2. Roles and Responsibilities.

2.1. The Secretary of the Air Force is responsible for policy oversight and advocacy of the Air Force's education programs and for interfacing with the Office of the Secretary of Defense staff concerning development of DoD policy and legislative initiatives. The Assistant Secretary of the Air Force for Manpower & Reserve Affairs (SAF/MR) discharges this responsibility for the Secretary of the Air Force (SECAF).

2.2. SAF/MR is responsible for personnel policy matters as described in Headquarters Air Force Mission Directive, 1-24, *Assistant Secretary of the Air Force (Manpower and Reserve Affairs)*. SAF/MR coordination is required before this document is changed, rescinded, or reissued.

2.3. The Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1) develops FD policy for SECAF approval; implements FD policy and strategy; and synchronizes FD implementation consistent with policy and goals. AF/A1 responsibilities include:

2.3.1. Providing the Secretary of the Air Force, the Chief of Staff of the Air Force, and SAF/MR required periodic reports to monitor the implementation of the FD Program.

2.3.2. Serving as the focal point for developing, managing, executing, and overseeing institutional and occupational competencies, civilian training programs, and the senior leader development program. Programs must be based on valid requirements and priorities. Resources must be allocated to meet priority requirements.

2.3.3. Overseeing the Air Force Education Requirements Board (AFERB). The AFERB provides corporate oversight of AAD and PCE requirements, provides policy guidance and resource management, develops implementation priorities, and approves resources.

2.3.4. Executing total FD policy through development and implementation of Air Force Instructions on Total Force Development.

2.3.5. Providing a list of training resources that can be used by mentors and mentees for professional development.

2.3.6. Designing web-based developmental tools, such as My Development Plan (MyDP), to help mentors assess mentees' capabilities, build development plans, and guide mentees toward reaching their goals.

2.3.7. Identifying technological tools that promote a quality mentoring program and complement the entire spectrum of developing and managing Airmen.

2.3.8. Utilizing the Force Management and Development Council (FMDC) in designing and executing FD strategy, policy, and guidance.

2.4. Commanders will be directly engaged in FD and will ensure compliance with this Policy Directive. They will identify training requirements, determine priorities for training requirements to include Advanced Distributed Learning (ADL) and other learning technology infrastructure and/or development, and systematically address shortfalls in resources to support those requirements.

2.5. HQ USAF two-letter/digit organizations will:

2.5.1. Oversee the management of and policies for functional training, training devices, and system training plans within their organizational purview. As such, HQ USAF will implement enterprise-wide changes to ensure organizational structure, processes, and procedures effectively support its strategic direction.

2.5.2. Appoint CFMs to ensure development, implementation, and maintenance of training and education for Air Force specialties.

2.6. Air Education and Training Command (AETC) establishes academic and procedural guidance for executing training and educational programs to implement PME, AAD, and PCE. AETC will:

2.6.1. Act as the Air Force's executive agent for training development and formal training programs.

2.6.2. Provide execution oversight, integration, and management guidance in support of ADL for the Total Force.

2.6.3. Leverage state-of-the-art technologies to provide the highest quality training, anywhere, anytime, in an efficient and cost-effective manner. The system must support FD by enhancing the delivery of quality training, education, and experience across the Total Force.

2.6.4. Ensure efficient and effective use of instructional technology resources through planning and programming.

2.7. Organizations responsible for providing and facilitating competency development, and by extension executing FD, include the Air Education and Training Command, United States Air Force Academy, Air Reserve Components, and Functional Management Structure.

3. Force Development Goals.

3.1. Determine FD requirements and programs required to produce workforce capabilities needed to accomplish the Air Force mission.

- 3.2. Create FD strategies and guidance and secure resources necessary to continuously assess the ability of FD programs and opportunities to meet joint and combatant command needs, close significant workforce capability gaps, and deliberately develop Airmen.
- 3.3. Synchronize and integrate planning, programming, budgeting, legislative, and policy development activities within a corporate structure and through FD plans that are executed to maximize return on the investment in Airmen.
- 3.4. Use the Air Force Strategy and long-range strategic planning processes to forecast FD requirements (both qualitative and quantitative) with far more precision and rigor than previous strategic planning processes.
- 3.5. Establish effective training, mentoring, and professional development that provide tools for personnel to navigate career progression.
- 3.6. Ensure all members of the Total Force understand they are valued and have the opportunity to achieve their full potential while contributing to the mission of the Air Force.

MICHAEL B. DONLEY
Secretary of the Air Force

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

DoD Directive 1322.08E, *Voluntary Education Programs for Military Personnel*, January 3, 2005

DoD Directive 1322.18, *Military Training*, January 13, 2009

DoD Instruction 1025.02, *National Security Education Program*, March 9, 2006

DoD Instruction 1322.06, *Fellowships, Scholarships, Training With Industry (TWI) and Grants for DoD Personnel*, November 15, 2007

DoD Instruction 1322.10, *Policy on Graduate Education for Military Officers*, April 29, 2008

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

DoD Instruction 1322.20, *Development and Management of Interactive Courseware (ICW) for Military Training*, Change 1, November 16, 1994

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

DoD Instruction 1400.25, Volume 250, *DoD Civilian Personnel Management System: Civilian Strategic Human Capital Planning (SHCP)*, November 18, 2008

DoD Instruction 1430.04, *Civilian Employee Training*, June 1, 2007

DoD Instruction 1430.16, *Growing Civilian Leaders*, November 19, 2009

AFMAN 33-363, *Management of Records*, March 01, 2008

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*, 22 September 2009

Abbreviations and Acronyms

AAD—Advanced Academic Degree

ADL—Advanced Distributed Learning

AETC—Air Education and Training Command

AFERB—Air Force Education Requirements Board

CCAF—Community College of the Air Force

CFM—Career Field Manager

CoL—Continuum of Learning

CoS—Continuum of Service

DP—Development Plan

DRU—Direct Reporting Unit

FD—Force Development

FMDC—Force Management and Development Council

FOA—Field Operating Agency

IC—Institutional Competency

MAJCOM—Major Command

OPM—Office of Personnel Management

OSD—Office of the Secretary of Defense

PCE—Professional Continuing Education

PME—Professional Military Education

SECAF—Secretary of the Air Force

Terms

Advanced Academic Degree (AAD):—AF provides AAD education to prepare officer and enlisted personnel to perform the duties of a specifically designated position, to meet the needs of a particular career field or to meet AF mission requirements. The AF provides advanced academic education for civilians to prepare them for leadership positions and to meet current and future AF mission requirements.

Advanced Distributed Learning (ADL)—Evolution of distributed learning (distance learning) that emphasizes collaboration on standards-based versions of reusable objects, networks, and learning management systems, yet may include some legacy methods and media. ADL leverages the full power of computers, information, and communication technologies through the use of common standards in order to provide learning that can be tailored to individual needs and delivered anywhere-anytime. ADL also includes establishing an interoperable “computer-managed instruction” environment that supports the needs of developers, learners, instructors, administrators, managers, and family. ADL encompasses all the methodologies mentioned above, and in addition, includes ongoing and expected improvements in learning methods.

Airman—According to AFDD 1-1, *Leadership and Force Development*, an Airman is any U.S. Air Force member and Department of the Air Force civilian.

Career Field Manager (CFM)—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 (or equivalent) for officer and DAF civilian specialties, and the grade of Chief Master Sergeant for enlisted Airmen.

Competencies—Observable, measurable pattern of knowledge, skills, abilities, behaviors, and other characteristics needed to perform institutional or occupational functions successfully.

Continuum of Learning (CoL)—Career-long process of individual development where challenging experiences are combined with education and training through a common taxonomy to produce Airmen who possess the tactical expertise, operational competence, and strategic vision to lead and execute the full spectrum of Air Force missions.

Continuum of Service (CoS)—A personnel management construct to support the efficient use of human capital to accommodate varying levels of individual services commensurate with a member's ability to serve (part-time to full-time) to effectively meet AF requirements.

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

Education—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 anticipate and successfully meet challenges across the range of military operations and build a professional corps. Further, they positively impact both recruitment and retention efforts.

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

Experienced Supervisors—Civilian and military Airmen who have been in the role of supervisor for one or more years.

Force Development (FD)—A deliberate process of preparing Airmen through the CoL with the required competencies to meet the challenges of current and future operating environments. Institutional development generally results in leadership, management, and warrior ethos proficiency. Occupational development generally results in flying and technical skill proficiency.

Force Development Construct—Direct, concise philosophy for linking the Airman's perspective with defined competencies and processes to prepare Airmen to successfully meet war fighter requirements. Development is delivered through a repetitive process that involves the CoL.

Force Management and Development Council (FMDC)—Serve as a corporate body to provide an institutional perspective and make strategic recommendations to the SECAF and CSAF on USAF-wide force management and development issues for the purpose of developing the necessary competencies within our officer, enlisted, and civilian force.

Functional Management Structure—The Functional Authority, Functional Manager, Development Team, Career Field Manager, functional assignment/management team and other career field stakeholders at the enterprise level who provide a corporate perspective of institutional requirements, career field-specific policy and guidance, and day-to-day management of their specific career field(s) in order to ensure Airmen within their functional community are equipped, developed, and sustained to provide AF capabilities.

Instructional System Development (ISD)—Systematic process that guides the development, implementation, management, and evaluation of training programs.

Institutional Competencies (ICs)—Common taxonomy used to implement the CoL. These leadership competencies are expected of all Airmen, throughout their careers, and will be the competencies needed to operate successfully in the constantly changing environment in which they function. The three categories of these competencies are mapped to the Air Force leadership levels.

New Supervisors—Civilian and military Airmen who are promoted or hired into supervisory positions and have no previous experience in the Air Force or in supervisory positions.

Occupational Competencies—A set of competencies required of all Airmen within a specific workforce category (a group of functions requiring similar work, i.e. Engineering). They describe technical/functional skills, knowledge, abilities, behaviors, and other characteristics needed to perform that function's mission successfully.

Personnel Life Cycle— All actions involved in the management and development of the workforce to include Define, Acquire, Develop, Utilize, Sustain, and Transition.

Professional Continuing Education (PCE)—Any course that is less than 20 weeks in duration and satisfies mission accomplishment, sustainment, or enhancement as required by law, Air Force governance, specific memorandum of agreement, or position requirement. PCE should not be confused with initial skills and subsequent advanced training courses that are required to advance in the Air Force Specialty Code skill level.

Professional Military Education (PME)—Critical subset of developmental education that: 1) provides the nation with personnel skilled in the employment of air, space, and cyberspace power in the conduct of war, small scale contingencies, deterrence, peacetime operations, and national security; 2) provides AF personnel with the skills and knowledge to make sound decisions in progressively more demanding leadership positions within the national security environment; and 3) develops strategic thinkers, planners, and war fighters. In addition, PME programs strengthen the ability and skills of AF personnel to lead, manage, and supervise.

Records Disposition Schedule (RDS)—Document providing mandatory instruction for the lifecycle management of records (and non-record materials) in any format or media type. The RDS provides for the disposition of records when agency business need for the records ceases, i.e., destruction of temporary records and transfer of permanent records to the National Archives of the United States.

Training—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.

Training System—Systematically developed curriculum including, but not necessarily limited to, courseware, classroom aids, training simulators and devices, operational equipment, embedded training capability, and personnel to operate, maintain, or employ a system. The Training System includes all necessary elements of logistic support.

Attachment 2

INSTITUTIONAL COMPETENCY (IC) LIST

A2.1. Elements of the Continuum of Learning (CoL) have long been institutionalized and are providing useful and important contributions to the development of Airmen. The ICs are essential to operate successfully across the widest array of Air Force tasks and requirements. Various programs delivering the ICs will assist in the development of Airmen over the course of their careers.

Figure A2.1. Institutional Competency List.

Competency	Sub-competency
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
Managing Organizations and Resources	Resource Stewardship
	Change Management
	Continuous Improvement
Strategic Thinking	Vision
	Decision-making
	Adaptability
Leading People	Develops and Inspires Others
	Takes Care of People
	Diversity
Fostering Collaborative Relationships	Builds Teams and Coalitions
	Negotiating

Competency	Sub-competency
Embodies Airman Culture	Ethical Leadership
	Followership
	Warrior Ethos
	Develops Self
Communicating	Speaking and Writing
	Active listening