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OF THE AIR FORCE**

AIR FORCE INSTRUCTION 10-503

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Operations

STRATEGIC BASING



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This instruction implements AFPD 10-5, *Basing*, and applies to Air Force, Air Force Reserve Command (AFRC), Air National Guard (ANG) component of National Guard Bureau (NGB) and other Services/Agencies requesting basing actions of one year or longer. It provides procedures for all basing requests on Air Force real property and also applies to Air Force units requesting basing actions on non-Air Force real property. Send comments and suggested improvements through channels, to AF/A8PB, Room 5A324, 1070 Air Force Pentagon, Washington, DC 20330-1070. This publication may be supplemented at any level, but all direct Supplements must be routed to HQ AF/A8PB for coordination prior to certification and approval. Major commands (MAJCOM), field operating agencies (FOA), and direct reporting units (DRU) shall send a copy of their supplement to HQ AF/A8PB; other organizations send a copy of each supplement to the next higher headquarters. 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 Disposition Schedule (RDS) located at <https://www.my.af.mil/afrims/afrims/afrims/rims.cfm>.

SUMMARY OF CHANGES

This document is substantially revised and must be completely reviewed.

This version supersedes all previous versions of AFI 10-503. This version incorporates SECAF-directed changes to the basing approval process that links Acquisition, Weapon System Road Maps, Force Structure, Manpower, and the Public Announcement process. Major changes include: multiple organizational changes of the basing functions from AF/A7CIB to AF/A8PB;

a revised site survey and basing approval process; a refined definition of basing actions requiring approval authority; and roles and responsibilities. HQ AF/A8PB is the clearing house for all basing actions and will ensure a repeatable, transparent and defendable basing process is used and coordinated at all levels (wing through Headquarters Air Force (HAF)).

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1. General. The Air Force Strategic Basing Process provides an enterprise-wide repeatable process for decision making to ensure all basing actions involving Air Force units and missions support Air Force mission requirements and comply with all applicable environmental guidance. AF and non-AF entities will use this AFI for basing decisions and only written decisions supported by the processes and procedures contained herein will be considered valid. A signed Program Action Directive (PAD) does not constitute a basing decision nor does it create an exemption to this process. All taskings related to the Strategic Basing Process must be accomplished in writing. See Attachment 1, *Glossary of References and Supporting Information*, for terms used in this instruction. Base Realignment and Closure (BRAC) and contingency operations are exempt from the requirements of this instruction. Total Force Integration (TFI) actions will follow AFI 90-1001, *Responsibilities For Total Force Integration*, and be coordinated with the Strategic Basing Process as defined in chapter 6. Real Estate

Enhanced Use Leases (EULs) will follow AF Instructions authored by the AF Real Property Agency (AFRPA) dealing with real property management and coordinate with the Strategic Basing Process as defined in chapter 7. Non-EUL real estate actions will either be exempt, as identified in chapter 13, or may require coordination upon being submitted to SAF/IEI for approval. Actions governed by the Depot Source of Repair (DSOR) process as defined in AFI 63-101, *Acquisition and Sustainment Life Cycle Management*, are exempt. This exemption does not apply to basing actions, as defined in paragraph 1.1, which are beyond the scope of the DSOR process. The terms basing and beddown are not interchangeable. Beddown is considered the execution of a basing action. Coordination between programming and basing actions is essential to successful Corporate Structure review.

1.1. Basing Action. Any action meeting the criteria below:

1.1.1. A weapon system change (additions, subtractions, or mission design replacement). Excludes tail number swaps, block/spiral upgrades, assignment of Backup Aircraft Inventory (BAI).

1.1.2. An organization action (e.g. activation), as defined in AFI 38-101, *Air Force Organization* that changes the number of AF positions at an installation by at least 35 positions. See Terms at the back of this instruction.

1.1.3. A unit movement as described in AFI 16-403, *Updating The USAF Program Installations, Units, And Priorities And Movement Of Air Force Units*.

1.1.4. A non-AF entity requesting to: move onto Air Force real property; or change their current mission being executed at that location. Non-AF entity exemptions are listed in chapter 13.

1.1.5. A currently approved non-AF tenant mission manpower increase of 35 or more positions.

1.1.6. Any special interest action, as identified by AF/A8PB, regardless of size or scope.

1.2. **Public Announcements.** No basing decisions will be announced to the public until after coordination and/or approval with SECAF/CSAF. All public announcements for basing decisions require coordination through the SAF/PA and SAF/LL Offices.

1.3. **Resource Commitment.** No commitment of AF resources, construction, or movement of personnel and/or equipment may occur on an installation prior to HAF basing approval. Approval will be provided in the form of a signed Base Decision Memorandum or Record of Decision. This prohibition does not apply to planning processes.

1.4. **National Capital Region (NCR) Basing.** Any basing action, regardless of size, which takes place within 100 miles of the Pentagon is subject to Department of Defense Instruction (DODI) 5305.5, *Space Management Procedures, National Capital Region*, AFI 32-9010, *Management and Reporting of Air Force Space and Building Services in OSD Assigned Facilities*, and SecDef Memorandum, *Land Acquisition and Leasing of Office Space in the United States*, dated 17 Nov 02, in addition to the terms and conditions set forth in this instruction.

1.5. **Joint Basing.** Joint Base locations under consideration for strategic basing decisions need to consult current guidance and instructions issued by USD(AT&L). Synchronization of operational and installation support, dispute resolution, and transfer Total Obligation

Authority (TOA) for support costs will be addressed in the BAR during the basing process (no later than during part 3 submission).

1.6. Overseas Basing. Overseas basing actions will follow the process outlined in this instruction and AFI 10-504, *Overseas Basing*. CJCSI 2300.02F, *Coordination of Overseas Force Structure Changes and Host Nation Notification*, also applies to overseas basing.

2. Air Force Strategic Basing Structure (AFSBS).

2.1. Overview. The AFSBS enables Air Force basing decisions by supporting an enterprise-wide, criteria-based review. The AFSBS presents recommended courses of action to the SECAF and CSAF for making criteria-based decisions. The top-down deliberative elements of the AFSBS are the Strategic Basing – Executive Steering Group (SB-ESG) and the Basing Request Review Panel (BRRP). The AFSBS is guided by the Air Force Roadmap, Air Force Strategic Plan, QDR, CORONA and other written sources.

2.1.1. The ultimate goals of the AFSBS are to provide a multifunctional, cross-staff perspective on all key Air Force basing decisions, enhance basing issue responsiveness, support interactive corporate decision-making, and bridge organizational barriers to improve the basing process.

2.2. Strategic Basing – Executive Steering Group . The SB-ESG is the senior forum (one and two star general officers and civilian equivalents) dedicated to cross-functional consideration of Air Force strategic basing decisions. The SB-ESG reviews and evaluates Air Force concepts of operations, basing objectives, criteria, policies, programming, planning, and makes recommendations to the SECAF and CSAF through the AF Corporate Process. The SB-ESG also returns issues requiring additional information or work to the basing proponent via the BRRP. The SB-ESG is chaired by the SAF/IEI, with the AF/A8P as vice-chair. Membership consists of the representatives from the following functional areas:

AF/A1M, AF/A2R, AF/A3O, AF/A4L, AF/A5X, AF/A7C, AF/A8P, AF/A8X, AF/A9R,
AF/A10, AF/RE, AF/JA

SAF/IEI, SAF/FMB, SAF/GC, SAF/IEE, SAF/AQX, SAF/LL, SAF/PA, SAF/US(M)

NGB/CF

2.3. Basing Request Review Panel. As required, the BRRP (O-6 and civilian equivalents) supports the SB-ESG and senior-level leadership as a forum for initial corporate review and evaluation of appropriate issues within the same broad categories of the SB-ESG. The BRRP is the first level of AFSBS integration for basing review and decisions. The BRRP is chaired by AF/A8PB. Membership consists of representatives from the following areas:

AF/A1MZ, AF/A3O-B, AF/A5X, AF/A7CAI, AF/A7CIB, AF/A8PB, AF/A8X, AF/A9R,
AFLOA/JACE

SAF/GCN, SAF/LLP, SAF/PAX, SAF/IEI

As Required: AF/A7CA, AF/A7CI, AF/A2R, AF/A4, AF/A10-O, AF/RE, NGB/A8X,
SAF/FMB, SAF/IEE, SAF/AQX, Mission Panels, Mission Support Panels

2.4. Document Distribution. Basing documents are for internal use on a strict “need-to-know” basis (reference DoD 5200.1-R, *Information Security Program Regulation*, Jan 97, and AFPD 31-4, *Information Security*).

2.5. Limitations. Access to basing information by industrial firms under contract to the Air Force should be limited to a strict “need-to-know” basis as provided in DoD 5200.1-R/AFI 31-401, *Information Security Program Management*, and DoD 5220.22-R, *Industrial Security Regulations*, and AFI 31-601, *Industrial Security Program Management*. The USD(C) will consider requests for release of basing information on a case-by-case basis. Limited general information may be released to the public, only as required and with coordination of SAF/PA, to meet National Environmental Policy Act (NEPA) compliance, or other legally required public notice or participation requirements.

2.6. Decision Announcements. No decisions are releasable until approved by SECAF, or as delegated. Decisions are releasable when a Basing Decision Memorandum (BDM) is signed by AF/A8P, or a Record of Decision is signed by SAF/IEI. In all cases, SAF/PA and SAF/LL coordination must be accomplished. A majority of basing decisions are consolidated and announced to the public by SECAF/CSAF through the AF Force Structure Announcement. Overseas basing announcements will follow AFI 10-504, *Overseas Basing Realignments*.

3. Process.

3.1. Overview. The AFSBS provides for the approval of basing actions. All basing actions require the submission of a Basing Action Request (BAR), shown in Attachment 2, to AF/A8PB and will follow the strategic basing process. The preferred method of submitting a BAR is via the HAF basing tool at www.stratbasing.hq.af.mil. For non-AF submissions and those without HAF basing tool access, BAR can be submitted via electronic mail to AF/A8PB at HAF.Basing@Pentagon.AF.Mil. Some basing actions, as deemed minor in nature by AF/A8PB, may require information-only HAF (BRRP, SB-ESG, Corporate Structure, and SECAF/CSAF) staffing.

3.2. Process Steps. Basing actions requiring HAF approval will use the process below, unless exempted by AF/A8PB or the SB-ESG during the course of staffing. Attachment 4 depicts the basing process.

3.2.1. Once a requirement is identified to AF/A8PB, it will coordinate with AF/A8PE to identify a lead MAJCOM. AF/A8PE will identify the lead MAJCOM for weapon systems basing actions, using AFPD 10-9, *Lead Command Designation and Responsibilities for a Weapon Systems* as a reference. AF/A8PB will identify the lead MAJCOM for non-weapon systems basing actions. Note: For the purposes of this AFI, in some cases the term “lead MAJCOM” may not be a formal AF MAJCOM, but some other organization (e.g. a FOA/DRU like the Air Force Weather Service or external government agency like Customs and Border Patrol).

3.2.2. The SB-ESG will promulgate broad guidance through AF/A8PB to the lead MAJCOM in order to frame the development of basing criteria. The lead MAJCOM will apply the broad guidance and develop proposed specific basing criteria for the required action. The lead MAJCOM will also weight each criterion so that a score can be applied to each basing location, as directed in paragraph 3.2.4. The lead MAJCOM will submit a BAR

Part 1 (reference attachment 2) containing the specific basing criteria and weighting to AF/A8PB.

3.2.3. AF/A8PB will staff the BAR Part 1 through the HAF as necessary, with specific basing criteria and weighting adjustments made, as required. Once approved, the criteria will be used to define the enterprise and generate an enterprise-wide list of bases to be considered.

3.2.4. With an approved enterprise-wide list, the lead MAJCOM will score locations. The resulting scored and ranked enterprise-wide list will be submitted through a BAR Part 2 to AF/A8PB.

3.2.5. AF/A8PB will staff the BAR Part 2 through the BRRP and SB-ESG, as necessary. Once the scored and ranked enterprise-wide list has been approved, the list will be returned to the BRRP for application of military judgment, if required. The application of military judgment may include participation of weapon system stakeholders and/or subject matter experts, by BRRP invitation only. The BRRP, with military judgment applied to the scored enterprise-wide list, will generate a ranked potential candidate list. The ranked potential candidate list will be submitted to the SB-ESG.

3.2.6. The ranked potential candidate list will be reviewed by the SB-ESG, the AF Corporate Structure and SECAF/CSAF, as necessary. The SB-ESG will determine the number of locations to survey. The SB-ESG, or SECAF/CSAF (via the Corporate Structure) will then approve the site survey list. The approved site survey list will be provided to the lead MAJCOM, in alphabetical order, along with a site survey control number (SCN) for the locations identified.

3.2.7. The lead MAJCOM will perform site surveys and the Environmental Impact Analysis Process (EIAP) for all approved site survey locations. All site survey and EIAP information to be released to the public shall be coordinated with SAF/LL and SAF/PA prior to release. The lead MAJCOM will forward the completed site surveys to AF/A8PB and EIAP documents to AF/A7CIB.

3.2.8. The lead MAJCOM will provide a list of EIAP preferred and reasonable alternatives to AF/A8PB through a BAR Part 3. Locations within each category will be listed in alphabetical order. The BAR Part 3 will be staffed through the HAF, as necessary. SB-ESG will assess the lead MAJCOM-recommended basing alternative options and adjust as needed. Coordination through the AFCS is required for a SECAF/CSAF decision.

3.2.9. Once locations are approved, AF/A8P will ensure a Basing Decision Memorandum is signed at the appropriate level within the Air Staff. Public announcements will be coordinated with SAF/PA and SAF/LL prior to release.

3.2.10. The lead MAJCOM will not execute the basing decision until the EIAP is complete. AF/A8PB, along with AF/A1M, will ensure force structure changes are placed into the AF annual Force Structure Announcement.

4. Responsibilities.

4.1. SAF/AQ will:

- 4.1.1. Collaborate with AF/A8PB to ensure all basing options for acquisition programs are evaluated, thoroughly vetted, and accomplished within the basing timeline.
- 4.1.2. Ensure the Program of Record supports basing actions included in all acquisition programs.
- 4.1.3. Participate in the BRRP and SB-ESG.
- 4.2. SAF/IEI will:
 - 4.2.1. Chair the SB-ESG.
 - 4.2.1.1. Coordinate options through the AFCS and present to SECAF/CSAF for approval as required.
 - 4.2.2. Provide updates to SECAF/CSAF and key staff as required.
 - 4.2.3. Participate in the BRRP.
 - 4.2.4. Be the OPR for all basing Congressional inquiries.
 - 4.2.5. Sign the Environmental Impact Statement (EIS) Record of Decision (ROD) for basing actions, as applicable.
 - 4.2.6. Include AF/A8PB on final coordination of non-exempt real estate actions (leases, permits, licenses, etc).
 - 4.2.7. Ensure the Air Force basing process is standardized, repeatable, transparent, and defensible.
 - 4.2.8. Provide HAF strategic basing policy and guidance.
- 4.3. AF/A3O and AF/A5X will participate in the BRRP and SB-ESG.
 - 4.3.1. AF/A3O-B will support AF/A8PB with mission airspace analysis, as required.
- 4.4. SAF/LL and SAF/PA will:
 - 4.4.1. Coordinate on all basing action and EIAP public announcements.
 - 4.4.2. Participate in the BRRP and SB-ESG as required.
- 4.5. AF/JA and SAF/GCN will:
 - 4.5.1. Provide coordinated legal review and opinions/recommendations.
 - 4.5.2. Participate in the BRRP and SB-ESG.
- 4.6. AF/A7C will:
 - 4.6.1. Provide support and advice for installation planning.
 - 4.6.2. Provides EIAP policy and execution oversight and advice.
 - 4.6.3. Provide all completed EIAP documentation to AF/A8PB for SB-ESG member's review.
 - 4.6.4. Participate in the BRRP and SB-ESG.
 - 4.6.5. Provides EIAP policy and execution oversight and advises the AFCS via the EIAP Program Management Office (PMO) in AF/A7CI.

4.7. AF/A8P will:

- 4.7.1. Act as Vice-Chair for SB-ESG.
- 4.7.2. Integrate the basing decisions with the POM.
- 4.7.3. Ensure the Basing Decision Memorandums are signed at appropriate level.

4.8. AF/A8PB will:

- 4.8.1. Act as the Air Force single point of contact and clearing house for all basing processes and actions, exclusive of supporting EIAP actions.
 - 4.8.2. Ensure the Air Force basing process is standardized, repeatable, transparent, and defensible.
 - 4.8.3. Implement HAF strategic basing policy and guidance.
 - 4.8.4. Synchronize basing planning and resources with the future years defense program (FYDP) and beyond, as required.
 - 4.8.5. Determine the lead command for basing action(s) for non-weapon system actions
 - 4.8.6. Chair and facilitate all Basing Request Review Panels (BRRP).
 - 4.8.6.1. Provide staffing and assistance in hosting all BRRP directed basing conferences.
 - 4.8.7. Schedule ad-hoc multi-functional reviews for basing action implementation.
 - 4.8.8. Generate updates for the SB-ESG.
 - 4.8.9. Reference AFI 32-9010 for guidance on basing actions within the National Capital Region.
 - 4.8.10. As OCR, support SAF/IEI on all Congressional basing inquiries.
 - 4.8.11. Serve as the SB-ESG secretariat.
 - 4.8.11.1. Generate and staff SB-ESG minutes.
 - 4.8.11.2. Staff SB-ESG recommendations through the AFCS.
 - 4.8.11.3. Provide SB-ESG recommendations to SECAF/CSAF for review and approval.
 - 4.8.12. Ensure all TFI initiatives are coordinated through the appropriate basing process.
 - 4.8.13. Ensure qualifying real estate actions (including EULs) are coordinated through the appropriate basing process.
 - 4.8.13.1. Generate and distribute Basing Decision Memoranda, as required.
 - 4.8.14. Act as OPR for site survey requests.
 - 4.8.14.1. Notify proponent and host organization MAJCOMs of decision.
 - 4.8.14.2. Issue site survey control numbers (SCN), if applicable.
 - 4.8.15. Notify SAF/AAF of any SCN issued for installations within the NCR.
- 4.9. AF/A8PE will determine the lead command for all weapon system basing actions.

- 4.10. AF/A8XF will provide TFI coordination as required.
- 4.11. Air Force Real Property Agency (AFRPA) will provide real estate and EUL action coordination as required.
- 4.12. All other HAF staff agencies will comply with this AFI as required.
- 4.13. BRRP members (listed in paragraph 2.3) will:
 - 4.13.1. Attend meetings as required.
 - 4.13.2. Apply military judgment, if required, to the scored and ranked enterprise-wide list to derive the ranked candidate list.
- 4.14. SB-ESG members (listed in paragraph 2.2) will:
 - 4.14.1. Attend meetings as required.
 - 4.14.2. Provide broad basing guidance to lead MAJCOMs in order to develop specific criteria.
 - 4.14.3. Perform a comprehensive review of issues associated with basing actions. These include, but are not limited to, BRRP recommendations, candidate bases, number of bases to be surveyed, manpower requirements, and CONOPS.
- 4.15. Lead MAJCOMs will:
 - 4.15.1. Comply with the process in chapter 3.
 - 4.15.2. Ensure that no commitment of Air Force resources, movement of equipment, force structure or personnel onto an installation occurs prior to completion of a site survey and EIAP, and receipt of basing approval.
 - 4.15.3. Execute a basing decision once the BDM is signed.
- 4.16. Unit/Installations responsibilities:
 - 4.16.1. Air Force installation and/or tenant Wing Commanders shall submit all requests for basing actions through their MAJCOM.
 - 4.16.2. Air Force installation and/or tenant Wing Commanders contacted by non-AF entities with proposed basing actions shall direct them to AF/A8PB.
 - 4.16.3. No installation will allow a site survey by entities outside their MAJCOM without a valid SCN.

5. Site Surveys. A Survey Control Number (SCN) must be approved and received prior to the earliest basing visit (exceptions may be granted by AF/A8PB). Intra-MAJCOM visits may be conducted without a SCN provided the visit is exploratory in nature and doesn't require any public notifications and/or announcements.

5.1. Requesting Numbers. The preferred method of requesting an SCN is through the AF/A8PB website at: <https://www.stratbasing.hq.af.mil>. An alternative method is via electronic mail to AF/A8PB at (HAF.Basing@Pentagon.AF.Mil) or (hafbasing.workflow@af.pentagon.af.smil.mil).

5.1.1. Basing actions will normally receive an SCN once a BAR Part 2 is submitted and an approved site survey list is received from the HAF.

5.1.2. TFIs will receive SCNs by initiating a request through the website and providing an Initiative Review Worksheet (IRW) for the specific TFI action.

5.1.3. Real estate actions (EUL and non-EUL) will receive SCNs by initiating a request through the website and providing a feasibility study for the specific action.

5.2. Survey Coordination. After receiving an SCN, the lead MAJCOM/requesting entity must coordinate with the host MAJCOM(s) and installation(s) to be surveyed. Site surveys within the NCR must include notification and coordination with SAF/AAF. A memo (attachment 5) should be completed and, as a minimum, contain the following information:

5.2.1. Attach relevant supporting documentation (i.e., BAR Part 2, IRW, or feasibility study), which shall provide initial identification of infrastructure/environmental concerns and any other issues that need to be addressed before and/or during the site survey.

5.2.2. Team size and point of contact, to include name and grade of senior member.

5.2.3. Initial statement of support needed by the survey team during the site visit (billeting, transportation, etc).

5.2.4. Proposed dates for each location of the site survey.

5.3. Approval Authority. AF/A8PB has approval authority for all site surveys. AF/A8PB may grant exceptions to documentation required to request an SCN on a case-by-case basis. Site survey approval does not constitute HAF approval of the site as the final basing location. Site survey approval authority also does not constitute authority to begin basing actions, real-estate related actions or approve Military Construction (MILCON). MAJCOMs may expend funds to support planning at approved site survey locations.

5.4. Survey Requirements. As a minimum, the site survey team shall address costs and benefits of the proposed action and assess potential impacts to existing missions, housing, infrastructure, manpower, and any other applicable base operating support. Surveys shall briefly address potential environmental impacts, length of time required to complete EIAP (this can vary widely and should be evaluated early and factored in for each proposed action), proposed method of transaction (e.g., permit, license, lease where appropriate), and any additional interest areas as required. Prior to submitting the final site survey report to HAF, the requesting entity or MAJCOM shall obtain coordination on the report from the affected installation and the owning MAJCOM. Surveys are due to AF/A8PB 60 days after their completion or the completion of the final survey of multiple installations being evaluated for a single basing action.

5.5. Survey Number Usage. AF/A8PB will issue a unique SCN for a specific survey at affected installations, as identified in the BAR Part 2. All correspondence shall reference this SCN. If locations other than those originally identified in the request need to be surveyed, AF/A8PB must be contacted to amend the BAR Part 2.

5.5.1. Once a site survey is complete, the entity conducting the site survey shall ensure the space being considered remains valid and available. It is the entities' responsibility to immediately notify A8PB of any changes in the space under consideration.

5.6. Follow-on Surveys. Requesting organizations shall coordinate follow-on surveys and survey support to an already surveyed location through the host MAJCOM. Approval for follow-on surveys is not required from AF/A8PB; however, an informational copy of all

correspondence shall be provided to AF/A8PB. Follow-on survey correspondence shall use the original SCN followed by an alpha-numeric suffix (e.g. SCN 10-017-AETC-A, 10-017-AETC-B, etc).

5.7. Overseas Site Surveys. Site surveys at overseas locations, non-US territory or possessions must follow the same procedures outlined in paragraphs above. See AFI 10-504 for additional information and requirements.

6. Total Force Integration (TFI). The strategic basing process will work in concert with the TFI initiative process and does not supersede actions or decisions outlined in AFI 90-1001 and/or AF/A8 Total Force (TF) General Officer Steering Council (GOSC) Charter. AF/A8PB will work closely with the Total Force Integration Division (AF/A8XF) to ensure all levels of decision making are coordinated, with objectives of each process achieved.

6.1. Database Access. AF/A8PB will have “read only” access to the AF/A8XF TFI database. Access will allow maximum awareness of new TFI initiatives staffed through the TFI initiative process and the ability to identify potential basing conflicts.

6.2. BRRP Briefing. AF/A8XF will provide a list of TF IPT-endorsed initiatives to AF/A8PB, after each IPT meeting. The list will be used to provide info-only briefings to the BRRP by AF/A8PB.

6.3. SB-ESG Briefing. AF/A8XF will provide a list of TF GOSC-endorsed initiatives to AF/A8PB, after each GOSC meeting. The list will be used to provide info-only briefings to the SB-ESG by AF/A8PB.

6.4. IRW. AF/A8XF will provide an IRW to AF/A8PB upon approval of a TFI initiative by CSAF and/or when requesting a site survey.

6.5. TFI Survey Control Numbers. AF/A8PB will accept the IRW in lieu of a BAR, except when the strategic basing staffing process requires additional information. AF/A8PB will notify AF/A8XF when additional information is required.

7. Real Estate Actions. The strategic basing process will work in concert with the real estate process and does not supersede actions outlined in the AF Instructions authored by AFRPA and dealing with real property management. AF/A8PB will work closely with the AFRPA to ensure all levels of decision making are coordinated, with the objectives of each process achieved.

7.1. Non-EUL Real Estate Actions. Non-EUL actions include licenses, leases, permits, and easements. AFRPA will staff and coordinate these actions as they deem necessary.

7.1.1. BRRP and SB-ESG Briefing. Once a non-EUL real estate action is forwarded to SAF/IEI for approval, SAF/IEI will include AF/A8PB on the HAF coordination of major action. Major actions are as determined by SAF/IEI. Information in the non-EUL real estate action will be used to provide info-only briefings to the BRRP and SB-ESG by AF/A8PB.

7.1.2. Non-EUL Real Estate Survey Control Numbers. AF/A8PB will accept a draft feasibility study or like document in lieu of a BAR, except when the strategic basing staff process requires additional information. AF/A8PB will notify the requestor (SAF/IEI and/or AFRPA) when additional information is required.

7.2. Enhanced Use Leases (EULs). EULs have a specific AFRPA process. The interface point between strategic basing and AFRPA will be EUL ESG.

7.2.1. BRRP and SB-ESG Briefing. AFRPA will provide a list of EUL ESG-endorsed initiatives and feasibility studies to AF/A8PB, after each EUL ESG meeting. The feasibility study will be used to provide info-only briefings to the BRRP and SB-ESG by AF/A8PB.

7.2.2. Feasibility Study. AFRPA will provide a feasibility study to AF/A8PB upon approval of the EUL ESG at the conclusion of Phase 1 and/or when requesting a site SCN.

7.2.3. EUL Survey Control Numbers. AF/A8PB will accept a draft feasibility study in lieu of a BAR, except when the strategic basing staff process requires additional information. AF/A8PB will notify AFRPA when additional information is required.

8. Joint Bases. AF units must follow the normal AF strategic basing process in pursuit of a joint base location. In staffing for a joint base location, the requestor should address the rationale for locating on a joint base. If the joint base is non-AF owned, identify the TOA being transferred to another service. If approved, the requesting organization/MAJCOM must comply with all USD(AT&L) guidance and related DOD Instructions for basing and inter/intra-service support. One such document is the DEPSECDEF Joint Base Implementation Guidance (JBIG) dated 22 Jan 08 with supplemental guidance memos.

9. Overseas Basing. See AFI 10-504 and CJCSI 2300.02F.

10. Non-AF Entities onto AF Installations.

10.1. Initial Request. The entity's top-level headquarters element for approving a basing action will submit a BAR Part 1 to AF/A8PB. The Host MAJCOM basing office or AF/A8PB will assist the non-AF entity in articulating criteria to allow an enterprise-wide look. The request should specify how the move will benefit the AF or joint readiness requirements.

10.2. Request Coordination. AF/A8PB will coordinate the BAR Parts 1 and 2 for host MAJCOM and HAF input, as required. The host MAJCOM will be kept informed of BAR status. In most cases, the host MAJCOM will also be identified as the lead MAJCOM.

10.3. Basing Process. If BAR Parts 1 and 2 are approved, and after receiving an SCN, non-AF entities are expected to follow the same strategic basing procedures and requirements as AF entities. Support will need to be negotiated with the host base or MAJCOM through a Memorandum of Agreement (MOA). Services should refer to DoD Instruction 4000.19, *Interservice, Interdepartmental, and Interagency Support*.

10.4. Public Education. Public schools, universities, and non-AF education activities will follow the non-AF entity process.

11. AF Entities onto Non-AF Installations. The basing proponent's lead MAJCOM is required to submit a BAR Part 1 and 2 to AF/A8PB, and receive HAF approval prior to submitting requests, conducting site surveys, or actively pursuing basing options on non-AF property. AF/A8PB will coordinate requests with basing proponent, lead MAJCOM, HAF, and the real property owner to provide the proponent/lead MAJCOM with a decision. The requestor

should address the reasons for needing to be located on a non-AF base and the amount of TOA that could be lost by the AF if approved.

12. Environmental Responsibility. The proponent (typically the lead MAJCOM) of a basing action is responsible for complying with, initiating and funding the EIAP. All basing action information, released to the public as part of the EIAP, must be coordinated with AF/A7CIB and approved through AF/A8PB by SAF/PA, and SAF/LL. Approval will be granted once the release is coordinated through Air Force senior leadership and proper notifications are made.

12.1. AF Environmental Impact Analysis Process (EIAP). The Air Force implements the environmental analysis process through AFI 32-7061, *The Environmental Impact Analysis Process* (EIAP), as promulgated at 32 CFR Part 989. This regulation provides procedures for environmental impact analysis within the United States and abroad, fully complies with the National Environmental Policy Act (NEPA), and incorporates Air Force specific requirements. Integration of the EIAP during the initial planning stages of proposed basing actions will ensure planning and decisions reflect environmental requirements, avoid delays later in the process, and preclude potential conflict.

12.1.1. Basing proponents/entities are responsible for ensuring the EIAP is properly timed and completed for actions potentially impacting Air Force installations. Proponents/entities will ensure basing requests reflect all essential information on how it will comply with the AF's EIAP.

12.1.2. The AF Form 813, *Request for Environmental Analysis*, is required to initiate the EIAP and a copy will be sent to AF/A8PB with an expected completion date. The AF Form 813 must clearly present the proposed action and alternatives.

12.2. Environmental Baseline Survey (EBS). Comply with AFI 32-7066, *Environmental Baseline Surveys in Real Estate Transactions*.

13. Exemptions to the Basing Program. Requests for use of real property that benefit the AF, have no significant environmental impacts as shown in adequate EIAP documents and do not impact base missions or BOS funds are exempted from the AFSBS so long as the request use falls within exemptions listed below or is otherwise exempted by AF/A8PB on a case-by-case basis.

13.1. Banks and Credit Unions.

13.2. Post Offices.

13.3. Grazing and croplands.

13.4. Utility and road easements of a typical right-of-way nature. Major transmission lines, wind turbines, solar towers, other energy generating projects or projects requiring the base to relocate an access gate are not exempt.

13.5. Utilities and roads granted by lease and license (e.g. telephone equipment boxes in a building; underground communications cables; use of Air Force poles for telephone lines; storm drainage ditch; rail spur; radio relay link; transmitter/receiver tower; cellular telephone towers, and above ground pipelines). Electronic emanation utilities are subject to frequency deconfliction.

13.6. Military Exchange retail, warehouse, and support operations.

13.7. Commissaries.

13.8. MWR support activities (e.g. trap club, archery club, riding stables).

13.9. Base support activities (e.g. American Red Cross, thrift shop, labor union offices, Civil Air Patrol, Lighthouse for the Blind base supply stores, DODD schools).

13.10. Minor actions with little or no impact on installation mission or resources (e.g. air monitoring stations, dredged spoil deposit areas, wake warning sign placement, seismographic monitoring stations, actions to correct encroachments, placement of recycle bins, mail drop boxes, etc.).

13.11. Outgrant or Ingrants for use of facilities involving terms of 5 years or less, construction of temporary structures, or renewals that result in no new resource impacts to the Air Force. Actions which benefit the installation must comply with the AF Instructions authored by AFPRA and dealing with real property management.

BARBARA A. WESTGATE, SES, AF/A8
Assistant DCS, Strategic Plans and Programs

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

AFPD 10-5, Basing, 26 Nov 93

AFI 10-501, Program Action Directives (PAD) and Programming Plans (PPlan), 5 Jan 94

AFI 10-504, Overseas Basing Realignment, 18 Jan 94

AFI 31-401, Information Security Program Management, 1 Nov 05

AFI 31-601, Industrial Security Program Management, 29 Jan 05

AFI 32-7061, The Environmental Impact Analysis Process, 12 Mar 03

AFI 32-7066, Environmental Baseline Surveys in Real Estate Transactions, 25 Apr 94

AFI 35-108, Environmental Public Affairs, 8 Mar 10

AFPD 31-4, Information Security, 1 Sep 98

DoD 5200.1-R, Information Security Program Regulation, 14 Jan 97

DoD 5220.22-R, Industrial Security Regulations, 4 Dec 85

CJCSI 2300.02, Coordination of Overseas Force Structure Changes and Host Nation Notification, 30 Sep 09

Abbreviations and Acronyms

AF—Air Force

AFI—Air Force Instruction

AFCS—Air Force Corporate Structure

AFPD—Air Force Policy Directive

AFRC—Air Force Reserve Command

AFRPA—Air Force Real Property Agency

AFSBS—Air Force Strategic Basing Structure

ANG—Air National Guard

AR—Attrition Reserve

BAI—Backup Aircraft Inventory

BAR—Basing Action Request

BDM—Basing Decision Memorandum

BOS—Base Operating Support

BRAC—Base Realignment and Closure

BRRP—Basing Request Review Panel

CSAF—Chief of Staff, Air Force
DOPAA—Description of Proposed Action and Alternatives
EBS—Environmental Baseline Survey
EIAP—Environmental Impact Analysis Process
EUL—Enhanced Use Lease
FAA—Federal Aviation Administration
FOUO—FOR OFFICIAL USE ONLY
FYDP—Future Years Defense Program
GOSC—General Officer Steering Council
HQ—Headquarters
IAW—In Accordance With
IOC—Initial Operational Capability
IPT—Integrated Product Team
IRW—Initiative Review Worksheet
LIMFAC—Limiting Factor
MAJCOM—Major Command
MILCON—Military Construction
MWR—Morale, Welfare and Recreation
NEPA—National Environmental Policy Act
OCR—Office of Collateral Responsibility
OPR—Office of Primary Responsibility
OR—Operationally Ready
PAA—Primary Aircraft Authorization
PAD—Program Action Directive
PAI—Primary Aircraft Inventory
PCR—Program Change Request
PD—Programming Document
PDAI—Primary Development/Test Aircraft Inventory
PMAI—Primary Mission Aircraft Inventory
PMsg—Programming Message
POC—Point of Contact
PPBE—Planning, Programming, Budgeting and Execution

PPlan—Programming Plan

PTAI—Primary Training Aircraft Inventory

SATAF—Site Activation Task Force

SCN—Survey Control Number

SECAF—Secretary of the Air Force

SORTS—Status of Resources and Training System

TFI—Total Force Integration

Terms

Air Force Real Property—Air Force real property is any right, title, or interest in land, buildings, fixed improvements, utilities, and other permanent additions to land. Examples include equipment attached to, and made part of, buildings and structures (such as heating systems), but not movable equipment (such as plant equipment).

Basing—Actions taken to position Air Force units (on AF or non-AF property) or non-USAF entities on USAF real property. Basing is the process used to determine the location of a unit, manpower, mission, or activity.

Beddown—Establishing a unit, mission, activity, or personnel on real property for longer than one year. This applies to activities of all military branches, other DoD, non-DoD federal, state and local governmental, and/or private agencies requesting the use of Air Force real property. Beddown is considered the execution of a basing action.

Base Realignment and Closure (BRAC)—Refers to the process the DoD has used to reorganize its installation infrastructure to more efficiently and effectively support its force structure, increase operational readiness and facilitate new ways of doing business. BRAC is also frequently used colloquially to refer to the Defense Base Closure and Realignment Commission as the “BRAC Commission,” even though the Commission’s initials are technically “DBCRC.” Thus, “BRAC” by itself refers to the DoD part of the base closure process, but “BRAC Commission” refers to the independent Defense Base Closure and Realignment Commission.

Description of Proposed Action and Alternatives (DOPAA)—Attached to an Air Force Form 813, *Request for Environmental Impact Analysis*, initiates the required analytical assessment of environmental impacts associated with proposed program actions as mandated by the National Environmental Policy Act of 1969 (Public Law 91-190). The Air Force Form 813 contains two main elements: the Purpose and Need for the Action and the Description of Proposed Action and Alternatives (DOPAA). The AF Form 813 (often referred to as “the DOPAA”) identifies the need for the proposed action, defines the scope of the action, discusses reasonable alternatives, and helps in determining the appropriate level of environmental analysis required.

Enhanced Use Leasing—The National Defense Authorization Act (PL 106-398, Section 2812) establishes authority for outleasing Air Force real property in return for payment of consideration in cash or in kind. The lease may provide for the alteration, repair, or improvement of the leased property by the lessee as part or all of the consideration, including maintenance, protection,

alteration, or restoration of Air Force real property. This includes construction of new facilities, facilities as operational support, or other on-base services.

Enterprise-Wide Look—The process of applying the criteria developed by the proponent and approved by HAF to score major/minor installations and sites worldwide. The enterprise could be as large as approximately 200 locations, but the size is ultimately dependent on operational requirements and the nature of the mission being evaluated for basing. Once the locations have been quantitatively evaluated against the HAF-approved criteria, the BRRP may host a conference to apply military judgment factors to the scored lists to produce a proposed candidate list. When the candidate list is approved by the SB-ESG and/or SECAF/CSAF, these locations are eligible for site survey requests and are subject to the environmental impact analysis process as a reasonable range of alternatives for the proposed basing action. This entire process should produce transparent, repeatable, and defensible results.

Environmental Impact Analysis Process (EIAP)—The National Environmental Policy Act (NEPA) of 1969 requires analysis of the environmental effects of major federal actions. AFI 32-7061, *The Environmental Impact Analysis Process*, as promulgated at 32 CFR Part 899 governs Air Force NEPA compliance for installations in the United States and its territories. The final beddown decision can be made only after completion of all required environmental documentation.

Environmental Document—Includes the documents specified in 40 CFR Paragraph 1508.9 (environmental assessment), 40 CFR Paragraph 1508.11 (environmental impact statement), 40 CFR Paragraph 1508.13 (finding of no significant impact), and 40 CFR Paragraph 1508.22 (notice of intent). See AFI 32-7061, *The Environmental Impact Analysis Process*, for more details.

Military Judgment—A qualitative process that evaluates the approved enterprise-wide list with respect to Plans and Guidance, Global Posture, Building Partnerships, Total Force, Beddown Timing, Force Structure, Training Requirements and Efficiencies, Logistics Supportability, and Resources/Budgeting to produce the potential candidate list.

Non—Air Force Real Property—Real property not owned or managed by the Department of the Air Force.

Non—Air Force Entity—Any unit, group, or organization not part of the Air Force (e.g., private, commercial, non-profit, local government, state government, federal government or Service other than AF).

Organization Action—Reference Chapter 4 of AFI 38-101 for a description of organization terminology and procedures. With respect to strategic basing, if an organization action/event entails activation, inactivation, designation, redesignation or assignment of an organization entity (unit and/or non-unit) that increases the number of AF positions at an installation by at least 35 positions then this action/event must be vetted through the strategic basing process. Manpower actions (e.g., application of new logistics composite model or manpower determinant, OSD or AFCS program adjustments, etc) that affect the number of positions at an installation are not subject to this instruction.

Programming Plan (PPlan)—A directive, coordinated document, consisting of a Basic Plan and supporting functional staff annexes, which defines the actions required, and outlines the responsibilities for achieving a given program objective. The primary types of actions for which

PPlans are developed include unit activations and inactivations; realignments involving the physical move of people or assets; base closures; beddown of weapons systems; unit conversions from one weapons system to another; beddown and/or integration of specialized systems or unique organizational constructs; and increases or decreases in a unit's PAI.

Programming Message (PMsg)—A PMsg may be used in lieu of a PPlan when less comprehensive documentation will suffice to implement a program objective. For example, a PMsg is often utilized when limited functional involvement is required to execute the action. A PMsg may also be used as an interim measure to establish the overall goal and provide basic guidance pertaining to a major program action while more comprehensive documentation is being developed. This is the method of choice when planning time is limited.

Program Change Request (PCR)—Air Force program actions are authorized by the President's Budget (PB). Formulation of the PB is a cyclic process. A PCR is a tool, submitted by the Air Staff, or a MAJCOM which is used to initiate proposed out-of-cycle changes to programs contained in the PB.

Program Action Directive (PAD)—PADs are generated at the Air Staff level and are used to direct MAJCOM development of PPlans/PMsgs for program actions already in the PB or which are to be worked into the PB through standard processes.

Proponent—The office, unit, or activity at any level that initiates an Air Force basing action.



Site Action Task Force (SATAF)—A team of MAJCOM functional experts chartered to travel to an installation to identify all the actions necessary to ensure a beddown at that installation is successful. SATAFs are led by a MAJCOM, and provide periodic, on-scene assistance to unit-level agencies to accomplish a program objective. It employs appropriate members of the MAJCOM, staff and may include HAF functionals. The SATAF structure is comprised of headquarters team members and representation from the affected unit(s), which are organized into functional working groups. Each working group has an assigned chairperson, who functions under the auspices of the SATAF Team Chief. A SATAF may be convened to support bringing a program, system, equipment and/or site to operational readiness. SATAFs are also conducted to facilitate unit activations, inactivations, relocations, and conversions from one weapons system to another.

Site Survey—An authorized visit by an individual or team to survey real property to determine its feasibility for a unit or mission beddown. Site surveys may, in part, consist of preliminary examinations, field investigations, etc.

US Territories—Territories associated with, or administered by, the U.S. Government, including but not limited to the Commonwealth of Puerto Rico, American Samoa, Guam, the Commonwealth of the Northern Marianas Islands, Johnston Atoll, Midway Island, Virgin Islands, Trust Territory of the Pacific Islands, and Wake Island.

Attachment 2

**BASING ACTIONS REQUEST FIELDS FOUND AT
WWW.STRATBASING.HQ.AF.MIL**

Action Title: *	<input type="text"/>
Requestor Prefix: *	<input type="text" value="Requestor Prefix"/>
Requestor First Name: *	<input type="text"/>
Requestor Last Name: *	<input type="text"/>
Phone Number: *	<input type="text"/>
Email Address: *	<input type="text"/>
Unit Involved: *	<input type="text"/>
MDS: *	<input type="text"/>
Type Action: *	<input type="text" value="Type Action"/>
Anticipated/Actual EIAP: *	<input type="text" value="Anticipated/Actual EIAP"/>
Type Unit Involved: *	<input type="text" value="Type Unit Involved"/>
Property Owner: *	<input type="text" value="Property Owner"/>
MAJCOM AO:	<input type="text"/>
MAJCOM AO Phone:	<input type="text"/>
MAJCOM AO Email:	<input type="text"/>
Lead MAJCOM:	<input type="text" value="Lead MAJCOM"/>
Date Accepted:	<input type="text"/>  28
SCN Date of Issue:	<input type="text"/>  28
Installation(s):	
<div style="border: 1px solid gray; padding: 5px;"><ul style="list-style-type: none">Mansfield Lahm APTMarch AFBMartin State APTMcConnell AFBMcEntire JNGBMcGhee-Tyson APTMcGuire AFBMedinaMinotMoody AFB</div>	<div style="border: 1px solid gray; width: 150px; height: 100px; margin-left: 20px;"></div>

BAR - Part 1 (Please complete all fields that are applicable).

Purpose of Action:

Rationale:



Type of facilities, size and/or acres required for Action:

Present and Projected Force Structure:

Urgency of Proposed Action:



Projected Environmental Action:



Impact if not Approved:

Benefit to the Air Force:

Base Selection Criteria:



BAR - Part 2 (Please complete if applicable)

Enterprise-wide List Comments:

Enterprise-wide List(s):

BAR - Part 3 (Please complete if applicable)

Cost:

Force Protection Requirements:

Environmental Impact Analysis Process (EIAP):

Evaluation of Sites:

Impact to Existing Mission:

Recommendation and Alternatives:

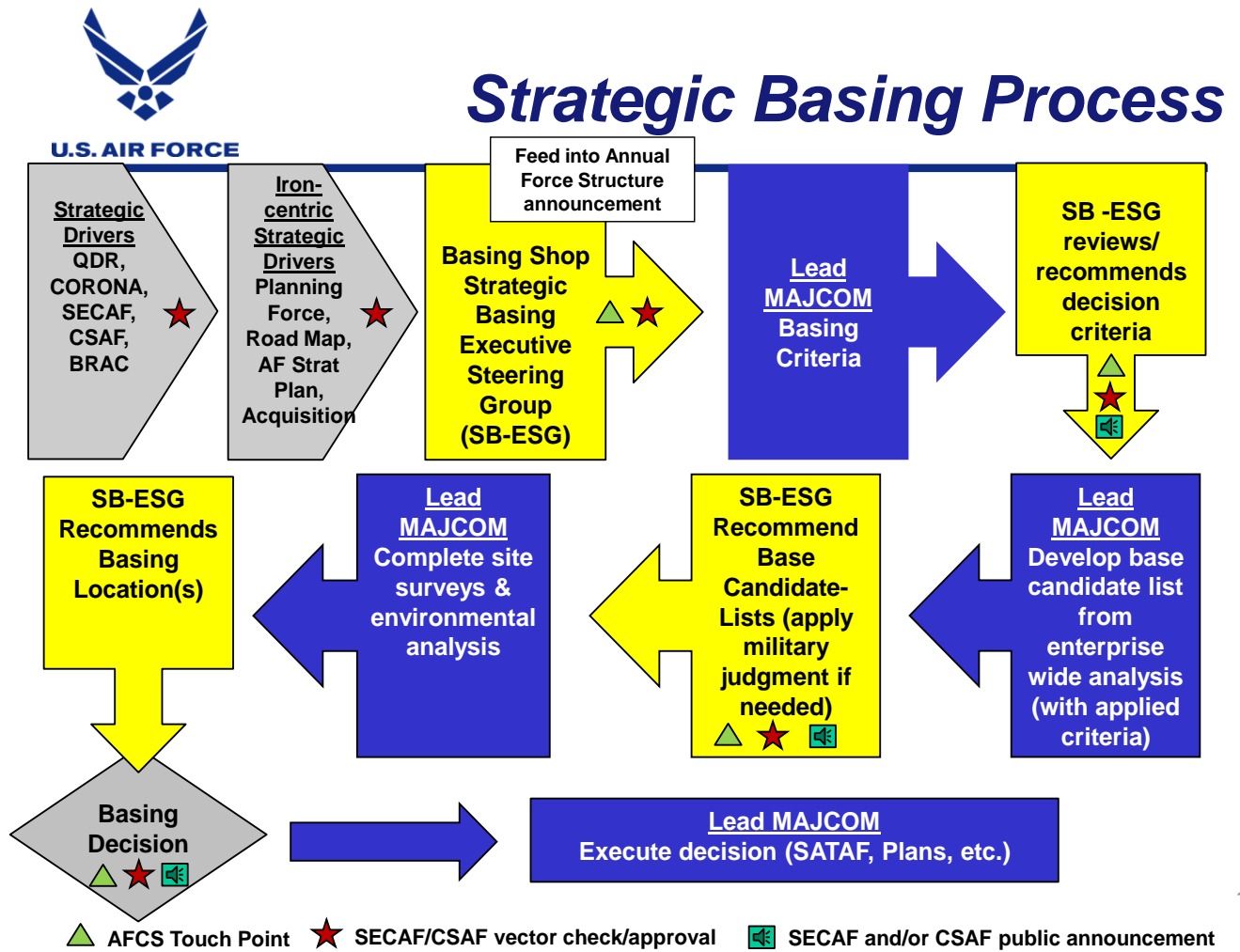
Attach any documents that pertain to any of the above questions or this basing action.

Attach Documents:

Uploaded files:

Attachment 3

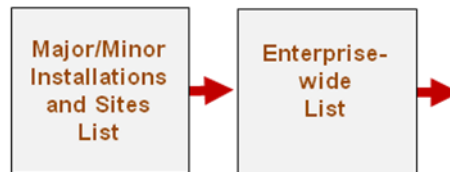
STRATEGIC BASING PROCESS (FUNCTIONAL)



Attachment 4

STRATEGIC BASING PROCESS (PROCEDURAL)

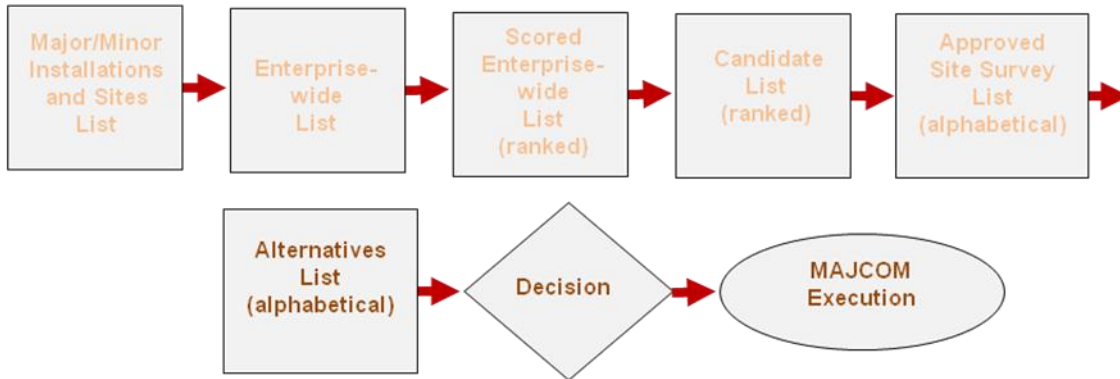
- Basing action requirement is identified to AF/A8PB
 - From SECAF/CSAF, HAF, MAJCOM, or Base
- Lead MAJCOM is determined (reference AFD 10-9)
 - HAF provides broad guidance on criteria
- MAJCOM develops detailed criteria and weights/scoring
 - Submitted BAR Part 1 to AF/A8PB
- HAF staffs criteria and scoring for approval
 - Enterprise is defined (using criteria)



- MAJCOM scores enterprise-wide list with weighted criteria
 - Submit BAR Part 2 – Scored and ranked (1 to N) enterprise-wide to AF/A8PB
- HAF staffs Scored Enterprise-wide List
 - Applies military judgment to create Candidate List (ranked)
 - BRRP may host conference to derive military judgment
 - Determines number of bases to site survey for action
 - Approved Site Survey List (alphabetical) and Site Survey Control Number sent to MAJCOM



- MAJCOMs conduct site surveys and environmental analysis
 - Develop preferred and reasonable alternatives
 - BAR Part 3 – Alternatives List submitted to HAF (alphabetical)
- HAF staffs Alternative List for decision/approval
 - Base Decision Memorandum or Record of Decision is signed
- MAJCOM is cleared to execute



Attachment 5**SAMPLE FORMAT FOR SITE SURVEY SUPPORT REQUEST**

MEMORANDUM FOR (Host Installation OPR)

ATTENTION: (Host Installation POC)

FROM: Organization

Organization Address (line 1)

Organization Address (line 2)

SUBJECT: Request for Site Survey Team Support

1. Request your support in conducting a site survey at your installation on (date) or (alternative dates) for the purpose of (description of proposed activity to be bedded down). We are coordinating this request with AF/A8PB, IAW AFI 10-503.

2. Detailed site survey team information and logistics support requirements are as follows:

- a. Name/grade of all site survey team members
 - (1) Identify the senior ranking team member and POC
- b. Proposed itinerary
- c. Vehicle support
- d. Billeting requirements
- e. Admin/conference room support
- f. Other pertinent information

3. Please direct questions to (proponent's name/rank, office symbol, telephone).