BY ORDER OF THE
SECRETARY OF THE AIR FORCE

AIR FORCE INSTRUCTION 90-1001
9 JANUARY 2017

Special Management

PLANNING TOTAL FORCE ASSOCIATIONS (TFAS)

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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

RELEASABILITY: There are no releasability restrictions on this publication.

OPR: AF/A8XF

Certified by: AF/A5/8
(Lt Gen James M. Holmes)


Pages: 31

This instruction implements Air Force Policy Memorandum (AFPM) 90-10, Total Force Integration, 27 October 2016 for planning Total Force Associations (TFAs) and the development of Total Force Association Proposals (TFAPs). It applies to all Air Force components, Regular Air Force (RegAF), the Air Force Reserve (AFR), and the Air National Guard (ANG). For the purpose of this instruction, the National Guard Bureau (NGB) functions as both a Headquarters Air Force (HAF) 2-letter and a Major Command (MAJCOM) equivalent. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using AF Form 847, Recommendation for Change of Publication. This publication may be supplemented at any level, but all supplements must be routed to the OPR of this publication for coordination prior to certification and approval. Requests for waiver to this instruction will be forwarded to AF/A8XF for consideration. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with IAW Air Force Manual (AFMAN) 33-363, Management of Records, and disposed of IAW the Air Force Records Disposition Schedule (RDS) in the Air Force Records Information Management System (AFRIMS).

SUMMARY OF CHANGES

This document has been substantially revised and must be completely reviewed. Major changes include guidance to MAJCOMs and HAF organizations for planning TFAs within the context of the Strategy, Planning, and Programming Process (SP3). Specifically, it replaces the 1) Initiative Review Worksheet (IRW) and 2) Integration Plan (I-Plan), with a single Association Plan (A-
Plan). This instruction also eliminates the Total Force Enterprise Working Group (TFEWG) and Total Force Enterprise Evaluation Group (TFEEG) and replaces them with a single HAF board, Total Force Evaluation Board (TFEB), that will provide a final HAF review and approval of all TFAPs. This document removes the requirement for biennial reviews of A-Plans. Continuing, this instruction defines partnering MAJCOMs, to include the Sponsor-MAJCOM and Associate-MAJCOM(s) and directs the partnering MAJCOMs to coordinate with the HAF functional staffs and Core Function Leads (CFLs) during the development of the Business Case Analysis (BCA) and A-Plan. Furthermore, it substitutes “host units” and “associate units” with “Sponsor Organizations” and “Associate Organizations” to facilitate associations involving both unit and non-unit entities, including associated detachments. This instruction reduces the context of TFAs to only two types: Classic Association (CA) and Active Association (AA). Finally, this document does not address operational or managerial issues concerning TFAs; operational and management issues are the purview of AF/A3, the partnering MAJCOMs, wings, groups, and the Sponsor and Associate Organizations.

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Chapter 1

OVERVIEW

1.1. Background. The United States Air Force’s (USAF) Total Force (TF) includes the RegAF, ANG, AFR, civilian and contractor workforce, and Civil Air Patrol (CAP) when conducting missions for the Air Force as the official Air Force Auxiliary; each offers unique capabilities and strengths. The Air Force utilizes all of its contributing components in varied capacities to meet the Nation’s National Military Objectives. Associations are one way the Air Force leverages the TF to meet these objectives efficiently and effectively.

1.2. Scope. The Air Force Strategic Master Plan (SMP) identifies Agility and Inclusiveness as two strategic imperatives driving fundamental change in the nature of the Air Force. To maximize utility, the Air Force must find creative ways to optimize the existing force structure to meet mission demands with constrained resources and to dominate our adversaries in an increasingly dynamic environment. TFAs provide a construct for the USAF to optimize the existing force structure aligned with the tenets of Agility and Inclusiveness described in the SMP. TFAs are formal agreements between two or more USAF component organizations to share resources to perform a common mission.

1.3. Applicability. This publication applies to the planning of all TFAs. The relationship between the CAP and the USAF is carefully defined by federal law (see Title 10, United States Code (U.S.C.), Sections 9441-9448); therefore, Total Force options involving the CAP are not governed by this instruction. AFI 10-2701, Organization and Function of the Civil Air Patrol, details the procedures for employing the CAP and the circumstances under which CAP may perform Air Force-assigned missions in its role as a volunteer civilian auxiliary of the USAF.

1.4. Objective. The objective of this instruction is to outline roles and responsibilities, definitions, and the planning process for development and assessment of TFAs.
Chapter 2

ROLES AND RESPONSIBILITIES

2.1. HAF Responsibilities:

2.1.1. The General Counsel for the Department of the Air Force (SAF/GC). SAF/GC will provide legal guidance, advice, and direction to TFAPs and TFAs regarding significant policy, legislative, Department of Defense (DoD), interagency, Foreign Military Sales (FMS), fiscal law, ethics, and Base Realignment and Closure (BRAC) implications under consideration by the partnering MAJCOMs and in coordination with AF/A8XF.

2.1.2. Assistant Secretary of the Air Force for Manpower and Reserve Affairs (SAF/MR). SAF/MR will provide TFA guidance, oversight, and direction with regards to manpower, military and civilian personnel, Air Reserve Components (ARC), and readiness support for the Department of the Air Force. SAF/MR will assist in reviewing TFAPs under consideration by the partnering MAJCOMs and in coordination with AF/A8XF.

2.1.3. Assistant Secretary of the Air Force for Financial Management and Comptroller (SAF/FM). SAF/FM will provide TFA guidance, oversight, and direction on all matters pertaining to funding issues associated with TFAPs and TFAs. SAF/FM will assist in reviewing TFAPs under consideration by the partnering MAJCOMs and in coordination with AF/A8XF.

2.1.4. Assistant Secretary of the Air Force for Information Dominance and Chief Information Officer (SAF/CIO A6). SAF/CIO A6 will provide TFA guidance, oversight, and direction on all matters pertaining to Information Technology and Cyberspace Information and Systems. SAF/CIO A6 will assist in reviewing TFAPs under consideration by the partnering MAJCOMs and in coordination with AF/A8XF.

2.1.5. Assistant Secretary of the Air Force for Installations, Environment, and Energy (SAF/IE). SAF/IE will provide policy guidance, oversight, and direction on all matters pertaining to installations, environment, and energy.

2.1.5.1. The SAF/IE Strategic Basing Office (SAF/IEIB) is the HAF lead agent for strategic basing actions in accordance with AFI 10-503, Strategic Basing. SAF/IE will review TFAPs under consideration by MAJCOMs. SAF/IE Base Realignment and Closure (BRAC) Program Management Office (PMO) will lead NGB directly in coordinating all Guard BRAC actions, since only the NGB can communicate directly with the state on behalf of the Department of the Air Force. SAF/IE and the partnering MAJCOMs will coordinate TFAPs with the appropriate Air Force Installation and Mission Support Center (AFIMSC) or ARC to ensure proper support costs are aligned to meet program requirements for TFAs.

2.1.5.2. The SAF/IE Installation Planning Office (SAF/IEIP) is the HAF lead agent for planning policy and, with assistance from AF/A4C, provides oversight of National Environmental Protection Act (NEPA) and the Air Force instruction for implementing NEPA (Title 32, Code of Federal Regulations Part 989), the Environmental Impact Analysis Process (EIAP). SAF/IEI reviews EIAP actions associated with TFAP planning and decision-making; determines the level of environmental analysis required for
especially important, visible, or controversial proposals; and approves selected Environmental Assessments (EA), Findings of No Significant Impact (FONSI), all Environmental Impact Statements (EIS) and Records of Decision (ROD), whether classified or unclassified. SAF/IEIP is also the HAF lead agent for BRAC directed TFAs and has implementation oversight responsibility in coordination with SAF/IEIB, AF/A8XF and the partnering MAJCOMs to ensure compliance with AFI 10-503 and other related Office of the Secretary of Defense (OSD) and Joint directives and instructions.

2.1.6. The Directorate of Legislative Liaison (SAF/LL). SAF/LL is responsible for the supervision of all matters pertaining to Air Force legislative affairs and congressional relations, and for advising the Secretary and all principal civilian and military officials of the Department of the Air Force. Except for appropriation matters, SAF/LL provides guidance, direction, and oversight for all matters pertaining to the formulation, review, and execution of plans, policies, programs, and budgets relative to the Air Force legislative program, in conjunction with the total force legislative team consisting of the Air Force Budget & Appropriations Liaison Office (SAF/FMBL), the National Guard Bureau Office of Legislative Liaison Office (NGB/LL), and the Air Force Reserve, Office of Policy Integration (AF/REI). SAF/LL, working with the total force legislative team, advises early coordination on TFAPs to gain a sense of Congress and develop engagement strategies.

2.1.7. The Director of Public Affairs (SAF/PA). SAF/PA will provide TFA guidance, oversight, and direction on all matters pertaining to public affairs, and is responsible for advising the Secretary and all principal civilian and military officials of the Department of the Air Force on communication strategies. SAF/PA advises early coordination on TFAPs to develop communication strategies in conjunction with SAF/LL.

2.1.8. Deputy Chief of Staff, Manpower, Personnel, and Services (AF/A1). AF/A1 will provide TFA guidance, oversight, and direction on all matters pertaining to Air Force human capital, organizational management, and Geographically Separated Unit (GSU) service issues for TFAs established at ARC locations in the absence of traditional RegAF infrastructure. AF/A1 will assist in reviewing TFAPs under consideration by the partnering MAJCOMs and in coordination with AF/A8XF, to ensure compliance with AFI 38-101, Air Force Organization.

2.1.9. Deputy Chief of Staff, Intelligence, Surveillance, and Reconnaissance (AF/A2). AF/A2 will provide TFA guidance, oversight, and direction on all matters pertaining to intelligence, surveillance, and reconnaissance. AF/A2 will assist in reviewing TFAPs under consideration by the partnering MAJCOMs and in coordination with AF/A8XF, ensuring compliance with AFI 14-104, Oversight of Intelligence Activities, and other intelligence related OSD/Joint directives.

2.1.10. Deputy Chief of Staff for Operations (AF/A3). AF/A3 will provide TFA guidance, oversight, and direction on policy supporting domains of air, space, cyber, security force assistance, counter-proliferation, homeland security, and weather operations. Additionally, AF/A3 is responsible for operational and fiscal oversight of CAP, and coordinates on TF partnerships with the Air Force Auxiliary (AFAUX) as described in AFI 10-2701.
2.1.11. Deputy Chief of Staff, Logistics, Engineering, and Force Protection (AF/A4). AF/A4 will provide guidance, oversight, and direction on installation planning and logistics. AF/A4, in coordination with AF/A8XF, will assist in reviewing TFAPs under consideration by the partnering MAJCOMs. AF/A4 Installation Strategy and Plans Division (AF/A4CI) provides oversight and advice for planning for, and compliance with, 32 CFR §989, EIAP.

2.1.12. Deputy Chief of Staff, Strategic Plans and Requirements (AF/A5/8). AF/A5/8 will provide policy guidance, oversight, and direction for all TFA planning processes, to include facilitating coordination among the ANG, AFR, and all other MAJCOMs and HAF entities. HAF has designated AF/A5/8 as facilitator for developing, reporting on, and archiving all TFAs.

2.1.12.1. Director of Strategic Planning (AF/A8X). AF/A8X will provide oversight of the TFA planning processes. The AF/A8X, or designated O-7/Senior Executive Service (SES) representative, will chair the HAF TFEB and review all TFAPs and recommended disassociations. Once the TFEB provides HAF concurrence on associations and disassociations, the Chairperson will ensure TFAPs are packaged for Vice Chief of Staff of the Air Force (VCSAF) approval.

2.1.12.2. Total Force Integration Division (AF/A8XF). AF/A8XF is the advocate and OPR for AF/A8X, responsible for coordinating TFA oversight efforts. AF/A8XF will serve as the single HAF point of entry for all TFAPs and recommended disassociations and maintain the consolidated listing of current AF TFAs.

2.1.13. Director, Studies, Analysis, and Assessments (AF/A9). AF/A9 will provide analytical insights in reviewing TFAPs under consideration by the partnering MAJCOMs in coordination with AF/A8XF.

2.1.14. Deputy Chief of Staff, Strategic Deterrence and Nuclear Integration (AF/A10). AF/A10 will provide TFA guidance, oversight, and direction on all matters pertaining to organization, training, and equipping of AF nuclear forces and the Personnel Reliability Assurance Program (PRAP) as it relates to the use of AFR and ANG personnel in associations with RegAF forces supporting nuclear missions.

2.1.15. The Judge Advocate General (AF/JA). AF/JA in coordination with the partnering MAJCOMs and AF/A8XF will provide guidance, direction, and oversight on legal matters affecting TFAs. Director, Administrative Law Directorate (AF/JAA) will be the authority within AF/JA for review, referral, and resolution for all legal issues encountered during preparation of A-Plans and BCAs. When appropriate AF/JAA will coordinate its legal opinions with General Counsel for Intelligence, International and Military Affairs (SAF/GCI), General Counsel for Fiscal, Ethics and Administrative Law (SAF/GCA), as well as the Sponsor and Associate-MAJCOM/JAs.

2.1.16. Surgeon General (AF/SG). SAF/SG, in coordination with AF/A8XF, will provide TFA guidance, oversight, and direction on policy of medical services regarding medical qualification of AFR and ANG personnel supporting operations with RegAF forces.

2.1.17. Chief, Air Force Reserve (AF/RE). AF/RE will provide guidance, oversight, and direction on all AFR TFAPs and TFAs under consideration with AF/A8XF.
2.1.18. Director, Air National Guard (NGB/CF). NGB/CF will provide guidance, oversight, and direction on all ANG TFAPs and TFAs under consideration with AF/A8XF.

2.2. MAJCOM Responsibilities:

2.2.1. The TFA Sponsor-MAJCOM, in coordination with the Associate-MAJCOM(s), will develop TFAPs and all required association documentation to establish new TFAs, incorporate significant changes to existing TFAs, and coordinate disassociation actions. Prior to submitting TFAPs for TFEB review; the partnering MAJCOMs will coordinate planned TFAPs with the appropriate Core Function Leads (CFLs) and HAF functional staffs. The NGB will also coordinate all ANG TFAPs with the respective State Adjutant General (TAG).

2.2.2. The Sponsor-MAJCOM is responsible for timely coordination of funding for new construction and/or renovations required for TFA bed down, as well as coordinating operation and sustainment funding of TFA facilities with the installation host. Funding for EIAP shall be accomplished to ensure completion and inform the decision making process prior to any commitment of resources. The Sponsor-MAJCOM will advocate for funding with Air Force Installation and Mission Support Center (AFIMSC) or ARC and ensure compliance with EIAP prior to committing resources to a course of action. The Sponsor-MAJCOM, in coordination with AFIMSC or ARC, shall program for anticipated out-year EIAP workloads based on input from command proponents. If proponent offices exceed the budget, the proponent must provide the remaining funding. Where an Associate Organization requires sole use of space that cannot be provided with existing facilities, it is normally the responsibility of that organization’s MAJCOM (i.e., the Associate-MAJCOM) to advocate for funding with AFIMSC or ARC for new construction or renovation projects.

2.2.3. MAJCOMs have a responsibility to assess their associations in accordance with Chapter 5. Partnering MAJCOMs will determine reasonable/practical scope and scale of the units’ participation in scheduled inspections in accordance with AFI 90-201, The Air Force Inspection System.

2.3. Air Force Installation and Mission Support Center (AFIMSC). Partnering MAJCOMs will work with AFIMSC or ARC and SAF/IE to ensure proper support costs are aligned to meet TFA program requirements.

2.4. Core Function Leads (CFLs). CFLs will use their Core Function Support Plans (CFSPs) to address Total Force initiatives within their specific Core Function. CFSPs will include a general narrative of ARC contributions to their specific Core Function and a list of MAJCOM (BCA) initiated and HAF Force Mix Analysis (FMA) initiated TFAPs. CFLs will also identify legal/policy barriers involved in using the ARC.
Chapter 3

TFAP PLANNING

3.1. TFAP Planning Overview. This chapter outlines the TFAP planning process and explains Decision Support Documents (DSDs), A-Plans and EIAP documentation. Partnering MAJCOMs will initiate TFAs whether through an endorsed AF/A5/8 force mix analysis process, such as the High Velocity Analysis (HVA), or through the MAJCOM directed Business Case Analysis (BCA). Partnering MAJCOMs are encouraged to collaborate early with HAF organizations regardless of which method initiates the TFAP planning process.

3.2. DSD. The DSD for a TFAP will be a force mix analysis (e.g., HVA) accomplished and approved for use by AF/A8XF or a BCA completed by the partnering MAJCOMs. A DSD is required for each TFAP as it presents costs, benefits, and risks of the proposal. This analysis does not replace the judgment of decision makers, but rather enhances such judgment.

3.2.1. BCA Development. If required, the Sponsor-MAJCOM will lead the development of a BCA, in coordination with the Associate-MAJCOM(s). AFI 65-509, Business Case Analysis, and AFMAN 65-510, Business Case Analysis Procedures, provide guidance in the development of BCAs. MAJCOMs are highly encouraged to contact the Financial Management Center of Expertise (FM CoE) for BCA assistance and continuity. MAJCOMs will specifically address the following factors in the BCA:

3.2.1.1. Fully identify objectives, assumptions, and Course(s) of Action (COAs). At a minimum, the COAs will include the current status quo, a CA and an AA.

3.2.1.2. Identify costs associated with each COA, such as manpower, flying hours (initial/ instructor qualification and continuation training), formal training, and other Operations and Maintenance (O&M) costs, including Base Operating Support (BOS), EIAP, and other support tail costs. Within each COA, manpower tables should be used to depict the number of RegAF (officer/enlisted/civilian/contractor) manpower required. Manpower tables will also include technicians (officer/enlisted), Active Guard and Reserve (AGR) (officer/enlisted), traditional reservists (TRs) (officer/enlisted), drill status guardsmen (DSGs) (officer/enlisted), Title 5 civilians, totals for each, and proportional percentages of Full Time Support (FTS) and part-time manpower provided. These tables must match the manpower tables used in the A-Plan. Table 3.1 provides a template for developing manpower tables in the BCA.

Table 3.1. Manpower Table Template.
3.2.1.3. Address the benefits of each COA, which may include but should not be limited to aircraft utilization (UTE) rate, equipment and facility utilization, experience and skill levels, rotational capacity, surge capability, personnel retention, and dwell time capacity.

3.2.1.4. Address risks for each alternative, which may include but should not be limited to funding, manpower, end strength, UTE rate, ability/inability to meet taskings, homeland defense, state missions, training capacity, aircrew and maintenance absorption and political viability.

3.2.1.5. Identify a recommended COA. Provide all relevant qualitative and quantitative reasons supporting the COA selection. Ensure selection factors and information relating to relative advantages and disadvantages of COAs is captured and used in defining the purpose and need in compliance with the EIAP.

3.2.2. Force Mix Analysis. Historically, the planning and creation of TFAs originated with the partnering MAJCOMs. This option remains available; however, the advent of SP3 and the force mix analysis process, like HVA, provides an enterprise look at mission demand and required supply of Airmen for that demand, which may in turn, justify recommending new TFAs. Partnering MAJCOMs will coordinate with AF/A8XF to see if a HAF-directed force mix analysis will meet the DSD requirement.

3.2.3. Additional TFAP Considerations. Partnering MAJCOMs will ensure TFAPs comply with policy, Title 31 United States Code Section 1301 and other applicable laws. Although not all-inclusive for consideration, partnering MAJCOMs will study the following when building their TFAPs:

3.2.3.1. Strategic Basing. MAJCOMs will comply with the requirements of AFI 10-503; 32 CFR §989; and when appropriate, DoDI 3200.18, Management and Operation of the Major Range and Test Facility Base (MRTFB). Basing actions requiring HAF approval will use the process outlined in AFI 10-503 unless exempted by SAF/IEIB or the Strategic Basing Executive Steering Group (SB-ESG) during the course of staffing.

3.2.3.2. Manpower and Personnel Management. Partnering MAJCOMs will comply with AFI 38-201, Management of Manpower Requirements and Authorizations; AFI 36-2132, Volume 1, Air Reserve Technician (ART) Program; AFI 36-2132, Volume 2, Active Guard/Reserve (AGR) Program; ANGI 36-101, Air National Guard Active Guard/Reserve (AGR) Program; and ANGI 36-2001, Management of Training and Operational Support within the Air National Guard. Additionally, MAJCOMs will ensure TFAs use ARC FTS personnel consistent with readiness and manpower requirements, and applicable laws. FTS manpower should normally be limited to no more than 30 percent of total authorized ARC manpower. FTS manpower exceeding 30 percent will require justification and coordination between the MAJCOM/JA and AF/JAA. Manpower standards for each mission set is ideal justification.

3.2.3.3. Appropriations. Organizational structure necessary to guarantee compliance with Purpose Statute (31 USC § 1301) to effectively execute congressional appropriations.
3.3. A-Plans. The Sponsor-MAJCOM, in coordination with the Associate-MAJCOM, will develop the A-Plan. The A-Plan outlines details regarding the TFA’s purpose and background, association details, command relationships, mission readiness, funding responsibilities, operational employment, and transition plan. Development of the A-Plan is mandatory before executing association initiatives and sets the conditions for successful implementation. The partnering MAJCOMs will utilize Attachment 2 to develop the A-Plan and follow the detailed guidance contained therein. Partnering MAJCOMs should forward the draft A-Plan to AF/A8XF for HAF review prior to final signatures. AF/A8XF will then coordinate with necessary HAF entities to ensure the preliminary inputs meet TFA requirements. Partnering MAJCOMs will address HAF inputs as required prior to coordinating Sponsor and Associate-MAJCOM/A5-8 signatures. The Sponsor-MAJCOM will ensure the final document is forwarded to AF/A8XF for TFEB review.

3.3.1. Command relationships. Sponsor and associate organizations retain Administrative Control (ADCON) of their own forces separate organizational structures to include Unit Manning Documents (UMDs) and chains of command. ANG organizations must respond to requests from the governor of their state/territory and must fulfill those tasks consistent with provisions of public law.

3.3.2. Operational Direction (OPDIR). Because associated organizations and their respective personnel are not in the same ADCON chain-of-command, MAJCOMs must outline general OPDIR and functional integration lines throughout its associated units to ensure unity of effort. MAJCOMs will ensure development of specific OPDIR designations.

3.3.3. Strategic Basing Issues and EIAP. All required basing actions will be included as milestones in the A-Plan. Sponsoring MAJCOMs will comply with the EIAP and ensure integration of the EIAP during the initial planning stages of TFA proposed actions so that planning and decisions reflect environmental values, delays are avoided later in the process, and potential conflicts are precluded (32 CFR §989.3(d)(1)).

3.4. TFAP Submission to HAF. Partnering MAJCOMs will submit TFAPs to AF/A8XF for scheduling a TFEB review. TFAP packages will include (1) the DSD and (2) the A-Plan.
Chapter 4

TFAP REVIEW

4.1. Overview. This chapter outlines the HAF’s TFAP review process.

4.2. TFAP Review Process. AF/A8XF is the single point of entry point for TFAPs into the HAF. Partnering MAJCOMs will submit TFAPs to the HAF through AF/A8XF IAW paragraph 3.4. AF/A8XF will schedule TFAPs for presentation at the TFEB as needed but no more than quarterly. AF/A8XF will notify TFEB members when the AF/A8X or designated O-7/SES representative plans to convene a TFEB. TFEB members will review the TFAP documents prior to the TFEB.

Figure 4.1. TFAP Review.

4.3. Total Force Evaluation Board (TFEB). The TFEB is a HAF consultative and review body sponsored, convened, and chaired by the AF/A8X or designated O-7/SES representative. The TFEB will review and evaluate all TFAPs. The TFEB will review all TFAPs with regard to strategic guidance, benefits, and risk; specifically, the TFEB will review the DSD and A-Plan for accuracy, completeness, legal sufficiency, views of others and alignment with Air Force strategic and policy objectives.

4.3.1. TFEB Members. TFEB core membership consists of O-7 or civilian equivalent representatives from the following: AF/A1, AF/A5/8, AF/A9, AF/JA, SAF/IE, SAF/LL, SAF/MR, and SAF/PA. As needed, functional O-7 or civilian equivalent representatives from AF/A2, AF/A3, AF/A4, AF/A10, AF/RE, AF/SG, NGB/CF, SAF/CIO A6, SAF/FM, and SAF/GC will be invited. AF/A8XF will invite the appropriate partnering MAJCOM representatives to attend and provide their viewpoint(s) on respective TFAs. The TFEB chair may adjust attendance and other MAJCOMs may request to attend.

4.3.2. TFEB Concurrence. When the TFEB concurs with a submitted TFAP, the following actions will occur:

4.3.2.1. VCSAF Approval. TFEB will coordinate the TFAP for VCSAF approval.

4.3.2.2. Documentation. Once approved by the VCSAF, AF/A8XF will send TFEB approval documentation to the partnering MAJCOM A5/8s; MAJCOMs will utilize this documentation to complete Military Personnel Data System (MilPDS) updates linking the associated Personnel Accountability Symbol (PAS) codes. AF/A8XF will also update its current listing of TFAs.
4.3.2.3. Programming Actions. Partnering MAJCOMs will submit programming actions to fund the approved associations as documented in the TFA. TFEB concurrence with the TFAP does not guarantee funding for execution; TFAPs will compete for resourcing at MAJCOM and HAF levels like other programmatic issues.

4.3.2.4. EIAP. MAJCOMs will ensure EIAP compliance throughout the process; non-compliance could jeopardize the TFAP despite TFEB concurrence.

4.3.2.5. Memorandum of Understanding (MOU)/Memorandum of Agreement (MOA). MAJCOMS will develop MOUs/MOAs as needed prior to execution. Occasionally a Support Agreement may be required to document recurring support and eliminate unnecessary resource duplication.

4.3.3. TFEB Non-Concurrence. If any discrepancies or questions are highlighted during the review, the TFEB members will request clarification from the partnering MAJCOMs before recommending HAF concurrence. Should the TFEB non-concur with the TFAP, the Chairperson will mediate a discussion and attempt to achieve resolution. If a resolution is not achievable during the meeting, the Chairperson will accomplish one or more of the following:

4.3.3.1. Identify further actions required to resolve the issue and assign these actions to the appropriate organization(s).

4.3.3.2. Determine that the issue does not warrant TFEB non-concurrence, in which case the Chairperson concurs with the TFAP, making note of the determination in the TFEB minutes and including views of others when coordinating with VCSAF for approval.

4.3.3.3. Recommend the issue to the AF/A5/8 and MAJCOM counterparts for resolution.
Chapter 5

TFA ASSESSMENTS

5.1. Assessments. Partnering MAJCOMs will assess the effectiveness and viability of their TFAs.

5.1.1. Metrics and Measures of Merit (MoMs). During the assessment, MAJCOMs will consider the TFA’s objective, metrics, and MoMs set forth in the respective A-Plan.

5.1.2. A-Plan Review. MAJCOMs will review the TFA’s A-Plan to determine whether it accurately reflects the current mission, work force, and other related factors. If changes to the existing A-Plan surface, the Sponsor-MAJCOM/JA will provide a review for legal sufficiency. Partnering MAJCOMs will review and compile this data with completed MAJCOM/JA legal review. Partnering MAJCOMs will then forward the revised A-Plan to AF/A8XF. TFA changes may require the partnering MAJCOMs to submit a revised DSD and/or A-Plan for TFEB review.

5.1.3. Frequency. Partnering MAJCOMs will assess their TFAs on a cycle no less frequent than every 48-60 months, but may align these assessments with the Air Force Inspection System (AFIS) cycle. Additionally, MAJCOMs will assess their associations if they undergo significant changes to mission, work force, or other related factors. Significant changes may include but are not limited to mission changes, structural adjustments to the RegAF or ARC command structure, Organization Change Requests (OCR) and Program Change Requests (PCR), relocation, and significant changes to manning or equipment assignments.

5.2. Disassociation. If the assessment determines the TFA is generating excessive costs, is no longer sustainable, working or supporting current requirements, the partnering MAJCOMs will send a formal memo to AF/A8XF stating both MAJCOMs agree to disassociate.

5.2.1. Documentation. A formal memo will be signed by the MAJCOM A5/8s (or equivalent), stating the disassociation effective date of the affected TFA, and define any changes required in the status of the aircraft or equipment shared by the components prior to disassociation. AF/A8XF will staff this for VCSAF acknowledgement and then update its current listing of TFAs.

5.2.2. Programming Actions. MAJCOMs identify and plan for any budgetary or legislative impacts tied to the disassociation. Note: Transfers of aircraft from the ARC to the RegAF must comply with DoDI 1225.06, Equipping the Reserve Forces, and AFI 16-402, Aerospace Vehicle Programming, Assignment, Distribution, Accounting, and Termination.

JAMES M. HOLMES
Lieutenant General, USAF
DCS, Strategic Plans and Requirements
Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References
AFI 10-503, *Strategic Basing*, 27 September 2010
AFI 10-2701, *Organization and Function of the Civil Air Patrol*, 31 July 2014
AFI 14-104, *Oversight of Intelligence Activities*, 5 November 2014
AFI 36-2132, Volume 1, *Air Reserve Technician (ART) Program*, 20 March 2012
AFI 65-601, Volume 1, *Budget Guidance and Procedures*
AFPM 90-10, *Total Force Integration*, 27 October 2016
ANGI 36-101, *Air National Guard Active Guard/Reserve (AGR) Program*, 14 August 2014
ANGI 36-2002, *Enlistment and Reenlistment in the Air National Guard and as a Reserve of the Air Force*, 1 October 2012
DoDI 1225.06, *Equipping the Reserve Forces*, 16 May 2012
DoDI 3200.18, *Management and Operation of the Major Range and Test Facility Base (MRTFB)*, 1 February 2010
Title 10, United States Code, *Armed Forces*
Title 31, United States Code, *Money and Finance*

**Adopted Forms**
AF Form 847, *Recommendation for Change of Publication*

**Abbreviations and Acronyms**
AA—Active Association
A-Plan—Association Plan
ADCON—Administrative Control
ADOS—Active Duty for Operational Support
AFAUX—Air Force Auxiliary
AFI—Air Force Instruction
AFIS—Air Force Inspection System
AFIMSC—Air Force Installation and Mission Support Center
AFMAN—Air Force Manual
AFPD—Air Force Policy Directive
AFR—Air Force Reserve
AFRC—Air Force Reserve Command
AFS—Air Force Strategy
AGR—Active Guard and Reserve
AMXS—Aircraft Maintenance Squadron
ANG—Air National Guard
ARC—Air Reserve Component
ART—Air Reserve Technician
BCA—Business Case Analysis
BOS—Base Operating Support
BRAC—Base Realignment and Closure
CA—Classic Association
CAP—Civil Air Patrol
CFL—Core Function Lead
CFR—Code of Federal Regulations
CFSP—Core Function Support Plan
CMS—Component Maintenance Squadron
COA—Course of Action
CSAF—Chief of Staff of the Air Force
DOC—Designed Operational Capability
DoD—Department of Defense
DRRS—Defense Readiness Reporting System
DSD—Decision Support Document
DSG—Drill Status Guardsman
EA—Environmental Assessments
EIA—Environmental Impact Analysis Process
EIS—Environmental Impact Statements
EMS—Equipment Maintenance Squadron
FMO—Force Mix Option
FMS—Foreign Military Sales
FM CoE—Financial Management Center of Expertise
FONSI—Findings of No Significant Impact
FS—Fighter Squadron
FTS—Full-Time Support
GSU—Geographically Separated Unit
HAF—Headquarters Air Force
HVA—High Velocity Analysis
I-Plan—Integration Plan
IRW—Initiative Review Worksheet
JP—Joint Publication
MAJCOM—Major Command
MPA—Military Personnel Appropriation
MiIPDS—Military Personnel Data System
MOA—Memorandum of Agreement
MoM—Measure of Merit
MOU—Memorandum of Understanding
MXG—Maintenance Group
NAF—Numbered Air Force
NDAA—National Defense Authorization Act
NGB—National Guard Bureau
NEPA—National Environmental Policy Act
O&M—Operations and Maintenance
OCR—Organization Change Request
OG—Operations Group
OPDIR—Operational Direction
OPR—Office of Primary Responsibility
PAS—Personnel Accounting Symbol
PCR—Program Change Request
PFP—Planning Force Proposal
PMO—Program Management Office
POM—Program Objective Memorandum
PRAP—Personnel Reliability Assurance Program
RegAF—Regular Air Force
ROD—Record of Decision
RPA—Reserve Personnel Appropriation
SAP/SAR—Special-Access Program/Special Access Required
SB-ESG—Strategic Basing-Executive Steering Group
SMP—Strategic Master Plan
SP3—Strategy, Planning, and Programming Process
SPG—Strategic Planning Guidance
TAG—The (State) Adjutant General
TDY—Temporary Duty
TFA—Total Force Association
TFAP—Total Force Association Proposal
TFEB—Total Force Evaluation Board
TFEEG—Total Force Enterprise Evaluation Group
TFEWG—Total Force Enterprise Working Group
TFI—Total Force Integration
TR—Traditional Reservist
UEI—Unit Effectiveness Inspection
UMD—Unit Manning Document
Terms

**Active Association (AA)**—An AA is a construct in which an ARC Sponsor Organization shares a mission with one or more RegAF Associate Organizations.

**Active Guard and Reserve (AGR)**—National Guard and Reserve members who are on voluntary active duty providing full-time support to National Guard, Reserve and Active Component organizations for the purpose of organizing, administering, recruiting, instructing, or training the Reserve Components. (JP 1-02. Source: CJCSM 3150.13C)

**Air Force Auxiliary (AFAUX)**—The Air Force Auxiliary is the Title 10 status of the volunteer Civil Air Patrol when Civil Air Patrol is performing Air Force-assigned missions in support of federal agencies, including the Air Force.

**Air Reserve Component (ARC)**—The Air Reserve Component of the Air Force consists of the Air National Guard and the Air Force Reserve.

**Associate-MAJCOM**—The Associate-MAJCOM is the MAJCOM that supports the development of a TFAP to establish a new TFA, or to change an existing one. The associating organization of the TFA is subordinate to the Associate MAJCOM.

**Associate Organization**—The Associate Organization is the partner unit forming a TFA and subordinate to the Associate MAJCOM. The associate organization shares the primary physical resources assigned to the sponsor organization, and may provide additional physical resources necessary to support the shared mission. Associate organizations will vary from full or tailored wings to groups, squadrons, and detachments, depending on the scope of the shared mission.

**Association Plan (A-Plan)**—A-Plans outline association-unique issues, including purpose and objectives; organizational structure; command relationships; base support; manpower categories and numbers; plans for functional integration; shared resources; and budget requirements. A-Plans will furthermore identify quantifiable objective-level and MoMs for the TFA.

**Civil Air Patrol (CAP)**—The CAP is a component of the USAF’s Total Force when conducting Air Force assigned missions as the official Air Force Auxiliary.

**Classic Association (CA)**—A CA is a construct in which a RegAF Sponsor Organization shares a mission with one or more ARC Associate Organizations.

**Core Function Lead (CFL)**—SecAF/CSAF-appointed senior leader responsible for specific Core Functions (CF) providing AF-level, long-term views. CFLs integrate Total Force concepts, capabilities, modernization, and resourcing to ensure future assigned core capabilities across the range of military operations as directed by AF Strategy and Strategic Planning Guidance. CFLs are responsible for the Core Function Support Plan and recommendations for the development of the POM for the assigned CF. CFLs have tasking authority regarding CF issues to identify enabling capabilities and integration requirements/opportunities.
Core Function Support Plans (CFSP)—MAJCOM and CFL staffs develop these plans to support annual refinement of the fiscally constrained 30-year Resource Allocation Plan, capability gap prioritization, capabilities investment, and Science and Technology priorities. CFSPs provide detailed analysis in support of the AF Strategy and Strategic Master Plan objectives and an entry into the Strategy, Planning and Programming Process.

Decision Support Document (DSD)—A document that presents alternatives, costs, benefits, and risks of the proposal. This data supports justification of a TFA in conjunction with an A-Plan. The tool could be a BCA or AF/A5/8 endorsed force mix analysis.

Drill Status Guardsman (DSG)—Air National Guard members who participate in Unit Training Assembly (UTA), traditionally one weekend per month and a two-week annual training period. They are also known as Traditional Guardsman (ANGI 36-2002); status can be verified through member's servicing personnel office.

Dual Status Military Technicians (MT)—MT’s are civilian employees whose primary duties are to organize, administer, instruct, or train (OAIT) reserve components and who have a requirement to also be TRs or DSGs. MTs may also maintain and repair supplies and equipment (including aircraft) issued to the armed forces as a primary duty.

Environmental Impact Analysis Process (EIAP)—Under the EIAP, all alternatives must be evaluated and considered by the decision maker, prior to making any commitment of resources. The EIAP is implemented in the Air Force by 32 CFR §989. The EIAP is compiled with either a Categorical Exclusion, an Environmental Assessment, or an Environmental Impact Statement.

Force Mix Analysis (FMA)—An AF/A5/8 endorsed enterprise-level analysis of a mission area to examine mission feasibility across a range of RegAF/ARC force mix options, like the High Velocity Analysis. The analysis must be based upon the associated outputs, costs, benefits and risks.

Force Mix Option (FMO)—A representative RegAF/ARC force composition for a weapon system or career field used during a force mix analysis to examine mission feasibility.

Functional Integration—Functional integration refers to the mission alignment of full-time and part-time personnel, training, and/or resources within an organization or between organizations. Commanders functionally integrate across the Air Force to maintain readiness and efficiently organize, train, and equip forces. Functional integration occurs through command-level MOAs, personnel assignments, aligning collocated organizations, and formalizing TFAs.

High Velocity Analysis (HVA)—An AF/A5/8 endorsed enterprise-level analysis of a mission area to examine mission feasibility across a range of RegAF/ARC force mix options based upon the associated outputs, costs, benefits and risks. See also Force Mix Analysis.

Host Base MAJCOM—The host base MAJCOM is the MAJCOM that is responsible for supporting the installation on which the TFA resides. The host base MAJCOM could be the Sponsor-MAJCOM, Associate-MAJCOM, or a different MAJCOM. If the host base MAJCOM is not one of the TFA’s Sponsor or Associate MAJCOMs, the Sponsor-MAJCOM must coordinate with the host base MAJCOM prior to forming a TFA.

Measure of Merit (MoM)—A MoM defines when an objective has been achieved -- that is, how to measure the effect of an objective/task.
Memorandum of Agreement (MOA)—A type of intra-service, intra-agency, or inter-agency agreement between two or more parties, which includes specific terms that are agreed to, and commitment by at least one party to engage in action. It either includes a commitment of resources or binds a party to a specific action. (Source: AFI 25-201, Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures)

Memorandum of Understanding (MOU)—A type of intra-service, intra-agency, or inter-agency agreement between two or more parties, which includes only a general understanding between the parties. It neither includes commitment of resources nor binds a party to a specific action. (Source: AFI 25-201, Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures)

Operational Direction (OPDIR)—OPDIR is a Service specific term that describes the authority of a member of one component to designate objectives, assign tasks, and provide direction to members of another component necessary to accomplish steady-state duties other than operational missions and ensure unity of effort. OPDIR further clarifies coordinating authority doctrine administered between Air Force commanders through MOUs and MOAs to achieve unity of effort in the context of steady state organize, train, and equip activities and missions. OPDIR enables functional supervisors from any component to direct personnel from another component detailed under their supervision, and does not apply in the context of military operations under the command and control of a Combatant Commander.

Partnering MAJCOMs—The Sponsor and Associate MAJCOMs that maintain ADCON over the associating units.

Sponsor-MAJCOM—The Sponsor-MAJCOM is the MAJCOM that leads the development of a TFAP to establish a new TFA, or to change an existing one. The Sponsor-MAJCOM is normally the MAJCOM of the Sponsor Organization. Sponsor-MAJCOMs will develop association documentation for the TFAP package in accordance with this AFI and with coordination with other Partnering MAJCOMs, including the MAJCOM that controls the installation(s) in question.

Sponsor Organization—The Sponsor Organization is the sponsor unit forming a TFA and subordinate to the Sponsor MAJCOM. The sponsor organization is the organization with primary responsibility for mission accomplishment and normally assigned the preponderance of the primary physical resources (e.g. aircraft, weapon system equipment, weapon system support, and production facilities). Sponsor organization status does not imply ownership of an installation. Sponsor organizations will vary from full or tailored wings to groups, squadrons, and detachments, depending on the scope of the shared mission.

Support Agreement—Support agreements must be developed between affected Suppliers and Receivers to document recurring support in order to provide the unit commander with the capability to ensure resources are expended wisely and to help eliminate unnecessary resource duplication. Support agreements are also used for single or non-recurring reimbursable support and non-reimbursable support. (Source: AFI 25-201, Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures)

Total Force Associations (TFAs)—TFAs are formal agreements between two or more USAF component organizations that agree to share resources to perform a common mission. The HAF
assigns missions to the individual component organizations, not the TFA. The individual organizations associating to form a TFA will follow the organizational mandates outlined in AFI 38-101, *Air Force Organization*.

**Total Force Association Proposals (TFAPs)**—TFAPs include DSDs and A-Plans. The Sponsor-MAJCOM, in coordination with the Associate-MAJCOM(s), submits proposals to the TFEB for evaluation and approval.

**Total Force Evaluation Board (TFEB)**—AF/A8X-led body from across the TF, which reviews TFAPs for HAF concurrence.

**Traditional Reservist (TR)**—A drilling unit member of the Air Force Reserve (Selected Reserve) who must participate in at least 48 scheduled drills or training periods during each year. TRs must also serve on active duty for training of not less than 14 days during each year, or serve on active duty for training not more than 30 days during each year (10 U.S.C. 10143, 10147). TRs can be mobilized (voluntarily or involuntarily) to active duty.

**Unit Equipped**—Either a RegAF or ARC formal unit that is authorized MDS or other mission essential equipment to perform a mission, whether for a combat coded mission or training mission, such as a Formal Training Unit (FTU) or other assigned mission. Associations are not formal units and are not considered “unit equipped”. The Sponsor Organization is generally considered the “unit equipped” organization that shares its equipment with the Associate Organization. The procedures for sharing of the equipment and funding responsibilities will be defined in the A-Plan and Memorandum of Agreement (MOA) between the Sponsor Organization and Associate Organization.

**Unity of Effort**—Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization, which is the product of successful unified action. (*Source: JP 1 Doctrine for the Armed Forces of the United States*)
A2.1. PURPOSE AND BACKGROUND.

A2.1.1. PURPOSE. IAW AFI 90-1001, Planning Total Force Associations (TFAs), the purpose of this A-Plan is to establish a Classic/Active Association for the F-16, C-130, medical, logistics mission at Base Name AFB(s). Explain the objective(s) of this association [sustains combat capability, increases efficiencies, optimizes force structure through integration of resources and personnel, facilitates training and execution of mission area, airframe availability, cost-savings, ARC utilization, benefits to RegAF units through the depth of experience inherent in the ARC, improves Total Force unity of effort, encourages retention of skilled personnel in the Total Force, reorganization, etc.].

A2.1.2. BACKGROUND.

A2.1.2.1. Identify what directive assigned the mission(s) to the units that are associating per the Global Force Management Allocation Plan (GFMAP) or other appropriate Mission Directive.
A2.1.2.1.1. Explain what type of association Classic/Active is proposed and why.

A2.1.2.1.2. If a force mix analysis was accomplished and/or BCA was completed, describe the recommended course of action.

A2.1.2.2. Provide mission description for F-16, C-130, medical, logistics units associating.

A2.2. ASSOCIATION DETAILS.

A2.2.1. ORGANIZATIONAL STRUCTURE. The Classic/Active Association for the F-16, C-130, medical, logistics mission at Base Name AFB(s) will follow the organizational construct as outlined in Figure 1. Describe, in detail, the organizational structure of the proposed ARC unit and its relationship with the RegAF unit. Include an organizational chart depicting this from the MAJCOM-levels, through the respective Numbered Air Force (NAF), and continuing to the unit levels.

Figure A2.1. ## WG/## WG Classic/Active Association Organizational Structure.

A2.2.2. COMMAND RELATIONSHIPS.

A2.2.2.1. Outline the RegAF ADCON relationships.

A2.2.2.2. Outline the ARC ADCON relationships.

A2.2.2.3. Outline OPDIR authority within the TFA.
A2.2.2.4. Describe disciplinary authority and command structure within the TFA.

A2.2.2.5. If associating flying operations, outline authority for Flight Evaluation Boards (FEBs) and/or commander-directed aeronautical rating reviews.

A2.2.3. BASE SUPPORT.

A2.2.3.1. If not a partnering MAJCOM, outline which MAJCOM hosts the installation on which the association will reside.

A2.2.3.2. Highlight what base and community services are and are not available for Airmen of each component and OPRs to help mitigate risks and resolve issues (if applicable).

A2.2.3.3. List any strategic basing issues that exist that could preclude the association from forming at this location. [e.g., environmental impact analysis needed; test and evaluation and/or range issues to consider]

A2.2.4. MANPOWER CATEGORIES AND NUMBERS. Integration of Active and Reserve component members supporting the Classic/Active MDS/Mission Set Association at Base Name AFB(s) is essential to meeting the association’s objective(s).

A2.2.4.1. RegAF MAJCOM MANPOWER REQUIREMENTS. RegAF requirements are captured in Table A2.1. There are no / number requirements for Top Secret/SCI billets.

Table A2.1. RegAF Manpower.

<table>
<thead>
<tr>
<th>Beginning FY</th>
<th>Officer</th>
<th>Enlisted</th>
<th>Civilian</th>
<th>Contractor</th>
</tr>
</thead>
<tbody>
<tr>
<td>#OG</td>
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<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>FS</td>
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<tr>
<td>#FS</td>
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<tr>
<td>OSS</td>
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<td>MXG</td>
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</table>

A2.2.4.2. ARC MAJCOM MANPOWER REQUIREMENTS. ARC manpower requirements are captured in Table A2.2. The #WG and #WG MOU provides further details on how RegAF and ARC UTCs will support deployments and other mission requirements. There are no / required number requirements for Top Secret/SCI billets.
Table A2.2. ARC Manpower.

<table>
<thead>
<tr>
<th>Beginning FY #</th>
<th>Tech-O</th>
<th>Tech-E</th>
<th>AGR-O</th>
<th>AGR-E</th>
<th>TR/DSG-O</th>
<th>TR/DSG-E</th>
<th>% FTS (#/ARC)</th>
<th>Civilians</th>
<th>Contractors</th>
</tr>
</thead>
<tbody>
<tr>
<td>### OG</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>%</td>
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<td>### FS</td>
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<td>0</td>
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<td>0</td>
<td>0</td>
<td>%</td>
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<tr>
<td>### MXS</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>%</td>
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<td>0</td>
</tr>
</tbody>
</table>

Only count military technicians once. Do NOT include them again as TR/DSG billets.

A2.2.4.2.1. Outline the number of AGRs, ARTs, and TRs/DSGs at initial operating capability (IOC) and desired full operational capability (FOC) endstate. Consider the minimum and expected normal monthly availability of TRs/DSGs.

A2.2.4.2.2. Describe any duties to be performed by FTS personnel that do not directly involve organizing, or administering the reserves, recruiting, instructing or training reservists, the ARC, or maintaining federal military supplies or equipment of the armed forces (military technicians only).

A2.2.4.2.3. If the proportion of FTS manpower is greater than 30 percent of the total number of ARC members in the unit for this association, explain the ARC requirement(s) that justify departure from historical congressional authorizations of FTS manpower proportions. If a formal MAJCOM (or above) manpower assessment has been accomplished to validate that the total proposed manpower footprint (RegAF and ARC) is required for the mission in question, indicate date accomplished and overall result (concur, concur w/changes, etc).

A2.2.4.3. MANPOWER AND CREW RATIO TIMELINE. RegAF and ARC manpower changes (increases and/or decreases) are outlined by Fiscal Year in Table A2.3.
A2.2.5. FUNCTIONAL INTEGRATION AND MISSION EMPLOYMENT.

A2.2.5.1. Explain how this Classic/Active Association integrates personnel from the ## WG with the ## WG. Specifically, describe which units will functionally integrate. If a core of personnel will not functionally integrate but serve in direct support of distinct requirements relating to ARC program execution and management, provide the number and duty status of ARC personnel in these positions and where the positions fall. Outline operational employment details as required.

A2.2.5.2. Will the ARC unit be providing formal training to individuals other than ARC personnel? If yes, provide the estimated ratio of instructors from each component and the estimated ratio of students from each component (Note: for these purposes, training of foreign students or civilians should be attributable to the component requesting the training).

A2.2.5.3. Does the TFA require federal operational missions, or members of an associated unit, to perform/support federal operational missions on a routine basis (e.g., day-to-day, or as a regular part of their military activities – other than unit mobilization)? If yes, describe the manner in which ARC members will be used to support or perform federal operations and missions (include an explanation as to whether the primary purpose of ARC members’ activities is to support or perform federal operations and missions or whether the support/performance is incidental to training). If yes, when ARC members are supporting federal operations and missions, identify the ARC organization to which they will be attached and the operational chain of command.

A2.2.5.4. Will the unit be involved in intelligence collection, analysis, storage, or distribution IAW AFI 14-104, *Oversight of Intelligence Activities*? If yes, identify which superior organization will be responsible for intelligence oversight compliance of the

Table A2.3. RegAF and ARC Manpower and Crew Ratio Timeline.

<table>
<thead>
<tr>
<th></th>
<th>FY 2023</th>
<th>FY 2024</th>
<th>FY 2025</th>
<th>FY 2026</th>
<th>FY 2027</th>
<th>FY 2028</th>
<th>Total</th>
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<tr>
<td>ARC Manpower TR/DSG Officer/Enlisted (Include Technician Billets)</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>ARC Manpower AGR Officer/Enlisted</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>ARC Manpower Technician</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
<td>0/0</td>
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<tr>
<td>Civilians</td>
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<tr>
<td>Contractors</td>
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<td>0/0</td>
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<tr>
<td>RegAF Manpower Officer/Enlisted</td>
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<tr>
<td>Crew Ratio (Sponsor)</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
</tr>
<tr>
<td>Crew Ratio (Associate)</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
<td>Planned :</td>
<td>Current :</td>
</tr>
</tbody>
</table>
units/association. If yes, describe how the unit will comply with intelligence oversight training requirements.

A2.2.6. **SHARED RESOURCE COMMITMENTS.**

A2.2.6.1. Outline how the sponsor and associate units will share resources (e.g., aircraft, equipment, facilities) during normal, full-time work weeks, and UTA weekends. Further refinement of the commitments will be detailed with associating unit MOUs/MOAs and/or Host Tenant Support Agreement(s) (HTSA).

A2.2.6.2. If sharing aircraft, explain what the minimum sortie requirements are for both components and how both components will be afforded training and sorties (to the extent they are available) at an equitable rate to maintain Combat Mission Ready (CMR)/BMC status IAW MAJCOM Ready Aircrew Program (RAP); consider sortie distribution, off-station training/deployments, and other considerations.

A2.2.6.3. If sharing aircraft, AGE, simulator, ground training facilities, life support, vehicles, supplies, etc., required to support the training of associate personnel, the Associate-MAJCOM will plan for necessary supplies, parts, fuel, etc. Highlight if Sponsor-MAJCOM support is required (e.g., personnel).

A2.2.6.4. If associating personnel will share/use sponsor facilities and equipment, outline sponsor’s responsibilities for operation and maintenance. Associate-MAJCOM will validate all space requirements for Associated Unit(s) and Associate-MAJCOM will fund any sole-use facility work, Comprehensive Interior Design (CID), or furniture costs.

A2.2.6.5. Sponsor-MAJCOM/IG and Associate-MAJCOM/IG will coordinate and conduct inspections IAW AFI 90-201, *The Air Force Inspection System*, and applicable MAJCOM guidance. Inspections that fall outside the purview of IG will be coordinated between partnering MAJCOMs to ensure associated units are evaluated concurrently.

A2.2.7. **BUDGET/FINANCIAL REQUIREMENTS.** *(A-plan should reflect what the DSD states)* The Air Force guidance memorandum (AFGM) to AFGM2016-01 to AFI 65-601, Volume 1, Budget Guidance and Procedures, provides guidance regarding mixed funding scenarios for sourcing O&M appropriations for certain ARC personnel activities applicable to associations.

A2.2.7.1. Operational utilization of ARC personnel will be deliberately planned and programmed throughout the Future Years Defense Plan (FYDP). ARC operational utilization requirements planning must include specific objectives to be achieved (requirements), the rationale and justification for the intended utilization, and estimates of manday and support tail costs. The requirements justification should also clearly state whether the intended operational utilization was a critical assumption in the formation of the association. Requirements planning should inform both core function support plans as well as annual POM submissions. Specifically identifying recurring use of the ARC that sustains total force operational capability will enhance PPBE processes, increase resource stability, and ensure timely access to skilled and experienced ARC personnel. Outline the process/timelines for partnering units to forecast and request Military Personnel Appropriation (MPA) and Reserve Personnel Appropriation (RPA) (to include travel and per-diem for non-local TRs) IAW with AFI 36-2619, *Military Personnel Appropriation (MPA) Man-Day Program*. Provide steady-state/day-to-day forecasts
based on historic estimates/student pipelines, which is validated by the MAJCOM MPA Manday Management Office.

### Table A2.4. MPA, Training Days and TDY Costs Required.

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<tr>
<th>Unit</th>
<th>Officer MPA Days</th>
<th>Enlisted MPA Days</th>
<th>Officer RPA Days</th>
<th>Enlisted RPA Days</th>
<th>Officer ANG Days</th>
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<th>Totals</th>
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</table>

**A2.2.7.2.** Emerging/surge requirements could drive unplanned MPA or RPA during the year of execution. Outline the process for partnering units to request additional MPA or RPA.

**A2.2.7.3.** Explain specific RegAF and ARC component funding responsibilities with Sponsor-MAJCOM and Associate-MAJCOM. Details should consider things like flying hour program details, operations and maintenance costs, government purchase cards, initial beddown expenses, TDY travel and per diem, MILCON projects, processes to account for additional/unexpected expenditures.

**A2.2.7.4.** Does the TFA, or members of an associated unit, support operational activities and support of federal missions on a routine basis (e.g., day-to-day, or as a regular part of their military activities – other than unit mobilization)? Does the TFA, or members of an associated unit, require ARC to train other components? If yes, describe the procedures that will be used to account for costs and charge costs to the proper appropriations. This should include, but not be limited to, the number of man hours ARC members support or perform federal operations or missions (if not done incidental to training or authorized ARC activities); ARC resources (e.g., flying hours, materials) expended in support of federal operations and missions (if not done incidental to training or authorized ARC activities); incremental increase in ARC resources expended (man hours and other costs) related to training RegAF or supporting federal operations or missions. If reimbursement is not required because the expenditure of ARC resources in support of federal operations or missions is proportional to the reciprocal benefit received by the RegAF ARC unit, incidental to ARC training, or otherwise authorized to be performed by ARC personnel, describe the underlying arrangements, rationale, and safeguards to ensure ARC resources are properly used.

**A2.2.7.5.** Identify the organization(s) that will be responsible for programming for shared resources and how costs will be shared and/or reimbursed (e.g., flying hours). AFI 65-601, Volume 1, *Budget Guidance and Procedures* provides guidance regarding mixed funding scenarios applicable to associations.

**A2.2.7.6.** Document how the RegAF and ARC will increase or decrease manpower due to mission changes. Specific rules should be developed defining how the increases will be distributed between the components and how manpower decreases will be taken
during mission reductions (i.e., percentage of contribution to overall mission, one component only).

A2.3. MISSION READINESS.

A2.3.1. TRANSITION PLAN TO MEET TFA OBJECTIVES. Outline specific, time-based milestones each organization will need to meet for the association to reach the outlined objectives. Ensure assumptions, numbers, and deadlines identified in the BCA do not conflict with milestones provided here.

- DD Month YYYY: secure formal training allocations for # personnel
- DD Month YYYY: two full crews trained/mx launch 2-ship independently
- DD Month YYYY: initial operational capability (IOC)
- DD Month YYYY: ability to meet wartime task (reported in Defense Readiness Reporting System (DRRS) by each component)
- DD Month YYYY: execution of programmed FHP
- DD Month YYYY: full operational capability (FOC)

A2.3.2. MEASURES OF MERIT (MoMs). MoMs for this Classic/Active Association have been determined through coordination with the Sponsor-MAJCOM, Associate-MAJCOM, and the associating units. These metrics will help evaluate whether the association is creating the desired effect. When possible, MoMs should utilize established systems of record, such as MilPDS, DRRS, and Logistics Installation Mission Support-Enterprise View (LIMS-EV).

A2.3.2.1. Proposed Objective #1: Outline the TFA’s first objective.
  A2.3.2.1.1. Describe a MoM to help measure success for Proposed Objective #1.
  A2.3.2.1.2. Outline and describe additional MoMs to help measure success for Proposed Objective #1 as separate bullets.

A2.3.2.2. Proposed Objective #2: Outline additional TFA objectives as separate bullets.
  A2.3.2.2.1. Describe a MoM to help measure success for Proposed Objective #2.
  A2.3.2.2.2. Outline and describe additional MoMs to help measure success for Proposed Objective #2 as separate bullets.
Attachment 3

DISASSOCIATION MEMORANDUM TEMPLATE

DD Month YYYY

MEMORANDUM FOR AF/A8X

FROM: Sponsor - MAJCOM and Associate - MAJCOM

SUBJECT: Disassociation Request for Classic/Active Associate between the Sponsor Unit (Sponsor - MAJCOM) and Associate Unit (Associate - MAJCOM) at Location.

The Total Force Association (TFA) between Sponsor Unit (Sponsor - MAJCOM) and Associated Unit (Associated - MAJCOM) at Location plans to disassociate. This TFA warrants disassociation because (state the reason for disassociating for example: generating excessive costs or is no longer sustainable, working or supporting current requirements). In accordance with AFI 90-1001, Planning Total Force Associations, both MAJCOMS request to disassociate with an effective date of insert date.

Explain disposition and associated timelines of shared aircraft/equipment/etc.

For further questions, please contact partnering MAJCOM POCs:

Sponsor - MAJCOM, Rank, Name, Contact Information

Associate - MAJCOM, Rank, Name, Contact Information

SIGNATURE BLOCK

Associate - MAJCOM A5/8 Sponsor - MAJCOM A5/8