

**14 OCTOBER 2020**

**Operations**

**STRATEGIC BASING**



**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

---

**ACCESSIBILITY:** Publications and forms are available on the e-Publishing website at [www.e-Publishing.af.mil](http://www.e-Publishing.af.mil) for downloading or ordering

**RELEASABILITY:** There are no releasability restrictions on this publication

---

OPR: SAF/IEIB Strategic Basing

Certified by: SAF/IEI  
(Mr. Robert E. Moriarty, P.E.)

Supersedes: AFI 10-503, 13 October 2020

Pages: 47

---

This instruction implements Air Force Policy Directive (AFPD) 10-5, *Basing*. This Air Force Instruction provides procedures for all basing requests on Air Force real property, to include real property on Joint Bases where the Air Force is the supporting Component, and Air Force leased property. This publication applies to Active Duty (or Regular) Air Force, Air Force Reserve, and Air National Guard component of the National Guard Bureau (NGB) and other Services/Agencies requesting basing actions on Air Force property of one year or longer. It also applies to AF units requesting basing actions on non-Air Force real property. The authorities to waive wing/unit level requirements in this publication are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the requestor’s commander for non-tiered compliance items. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using AF Form 847, *Recommendation for Change of Publication*; submit AF Forms 847 through the appropriate functional chain of command to Air Force Strategic Basing Division (SAF/IEIB), Room 5E1000, 1665 Air Force Pentagon, Washington, DC 20330-1070. This publication may be supplemented at any level, but all direct supplements will be routed to SAF/IEIB for coordination prior to certification and approval. Major Command, field operating agencies, and direct reporting units will send a copy of their supplement to SAF/IEIB; other organizations will send a copy of each supplement to the next higher headquarters. Ensure records created as a result of the processes prescribed in this publication are maintained in accordance with Air Force Instruction 33-322, *Records Management and Information*

*Governance Program*, and disposed of in accordance with the Air Force Records Disposition Schedule located in the Air Force Records Information Management System.

## ***SUMMARY OF CHANGES***

This document is substantially revised and must be completely reviewed. This version completely incorporates AFI 10-504, *Overseas Force Structure Changes and Host Nation Notification*. Corrected a mistake on the Air Force logo on the very last page.

<b>Chapter 1—GENERAL GUIDANCE</b>	<b>6</b>
1.1. Purpose. ....	6
1.2. Applicability. ....	6
1.3. Environmental Impact Analysis Process and Decision Making. ....	6
1.4. Documentation. ....	6
1.5. Basing Action. ....	6
1.6. Thresholds for Air Force Strategic Basing Actions. ....	7
1.7. Resource Commitment. ....	8
1.8. Public Announcements. ....	8
<b>Chapter 2—AIR FORCE STRATEGIC BASING STRUCTURE</b>	<b>9</b>
2.1. Overview. ....	9
2.2. Secretary of the Air Force. ....	9
2.3. Strategic Basing Executive Steering Group. ....	9
2.4. Strategic Basing Panel. ....	9
<b>Chapter 3—PROCESS</b>	<b>11</b>
3.1. Overview. ....	11
3.2. Strategic Basing Action Process Steps. ....	11
3.3. Document Distribution. ....	14
3.4. Information Release Limitations. ....	14
3.5. Decision Announcements. ....	14
<b>Chapter 4—ROLES AND RESPONSIBILITIES</b>	<b>15</b>
4.1. Deputy Assistant Secretary of the Air Force for Installations, SAF/IEI, Will:.....	15
4.2. Directorate of Strategy, Posture, and Assessments (AF/A5S) Will:.....	15

4.3. Director of Strategic Planning (AF/A8X) or Director of Programs (AF/A8P) Will: ..... 16

4.4. Air Force Strategic Basing Division (SAF/IEIB) Will: ..... 16

4.5. Assistant Secretary of the Air Force for Acquisition, Technology and Logistics (SAF/AQ) Will: ..... 17

4.6. Deputy Assistant Secretary of the Air Force Environment, Safety, and Infrastructure, SAF/IEE, Will: ..... 17

4.7. Deputy Assistant Secretary of the Air Force Operational Energy, SAF/IEN, Will: 17

4.8. General Counsel, Installations, Energy and Environment (SAF/GCN), Office of the Judge Advocate General, Administrative Law Division (AF/JA), and Environmental Law Field Support Center (AFLOA/JACE) Will: ..... 18

4.9. Assistant Secretary of the Air Force for Legislative Liaison (SAF/LL), Assistant Secretary of the Air Force for Financial Management (SAF/FM), and Director of Public Affairs, Office of the Secretary of the Air Force (SAF/PA) Will:..... 18

4.10. Directorate of Training Readiness (AF/A3T) Will: ..... 18

4.11. The Director of Civil Engineers (AF/A4C) Will: ..... 18

4.12. Air Force Test and Evaluation Policy and Programs Division (AF/TEP) Will: ..... 19

4.13. Directorate of Weather (AF/A3W) Will: ..... 19

4.14. Director Total Force Integration (AF/DSI) Will:..... 19

4.15. National Guard Bureau Will: ..... 19

4.16. Lead Major Commands Will: ..... 19

4.17. Air Force Installation and Mission Support Center (AFIMSC) Will:..... 20

4.18. Air Force Civil Engineer Center (AFCEC) Will: ..... 20

4.19. Major Command Basing Divisions and/or Branches Will: ..... 21

4.20. Unit, Installation responsibilities: ..... 21

4.21. All other Headquarters Air Force staff agencies comply with this instruction as required. .... 21

**Chapter 5—SITE SURVEYS 22**

5.1. Site Surveys. .... 22

5.2. Requesting Site Survey Control Letter. .... 22

5.3. Survey Coordination. .... 22

5.4.	Approval Authority.....	22
5.5.	Survey Requirements.....	22
5.6.	Site Survey Number Usage.....	23
5.7.	Follow-on Surveys.....	23
5.8.	Overseas Site Surveys.....	23
<b>Chapter 6—TOTAL FORCE ENTERPRISE</b>		<b>24</b>
6.1.	Air Force Strategic Basing Process.....	24
6.2.	Administrative Review.....	24
<b>Chapter 7—STRATEGIC BASING ALIGNMENT WITH OTHER CORPORATE PROCESSES</b>		<b>25</b>
7.1.	Program Objective Memorandum.....	25
7.2.	Air Reserve Component.....	25
7.3.	National Capital Region (NCR) Basing.....	25
7.4.	Assistant Secretary of the Air Force for Acquisition, Technology and Logistics Basing Actions.....	25
7.5.	Global Force Management Allocation Plan.....	26
<b>Chapter 8—UNCOVERED/UNEARNED MANPOWER ACTIONS</b>		<b>27</b>
8.1.	SAF/IE will:.....	27
<b>Chapter 9—REAL ESTATE ACTIONS</b>		<b>28</b>
9.1.	Estate Actions.....	28
9.2.	Strategic Basing Panel and Strategic Basing Executive Steering Group.....	28
9.3.	Real Estate Survey Control Letter.....	28
<b>Chapter 10—JOINT BASES</b>		<b>29</b>
10.1.	Joint Bases.....	29
10.2.	Air Force Supporting Component.....	29
10.3.	Air Force Supported Component.....	29
10.4.	Basing Action Approval.....	29
<b>Chapter 11—OVERSEAS BASING</b>		<b>30</b>
11.1.	General.....	30

11.2. Policy. ....	30
11.3. Process. ....	30
11.4. Lead Major Command Responsibilities.....	30
11.5. Classification. ....	31
11.6. Environmental Impact Analysis Process Responsibility. ....	31
11.7. Realignment. ....	31
<b>Chapter 12—NON-AIR FORCE ENTITIES ONTO AIR FORCE INSTALLATIONS</b>	<b>32</b>
12.1. Initial Request. ....	32
12.2. Request Coordination. ....	32
12.3. Basing Process. ....	32
12.4. National Environmental Policy Act. ....	32
12.5. Public Education. ....	32
<b>Chapter 13—AIR FORCE ENTITIES ONTO NON-AIR FORCE INSTALLATIONS</b>	<b>33</b>
13.1. Air Force entities requesting to move onto non-Air Force installations:.....	33
<b>Chapter 14—ENCROACHMENT/COMPATIBLE LAND USE</b>	<b>34</b>
14.1. The Encroachment Management Working Group will:.....	34
<b>Chapter 15—AIR FORCE ENVIRONMENTAL IMPACT ANALYSIS PROCESS</b>	<b>35</b>
15.1. Air Force Environmental Impact Analysis Process (EIAP).....	35
15.2. Procedures.....	35
15.3. Environmental Baseline Survey.....	35
<b>Chapter 16—EXEMPTIONS TO THE BASING PROGRAM</b>	<b>36</b>
16.1. Exemptions. ....	36
16.2. Air National Guard Bases. ....	36
16.3. Industrial Facilities. ....	36
16.4. Launch Services.....	36
16.5. Exempted Non-Air Force Entities. ....	36
<b>Attachment 1—GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION</b>	<b>38</b>
<b>Attachment 2—AIR FORCE STRATEGIC BASING PROCESS</b>	<b>47</b>

## Chapter 1

### GENERAL GUIDANCE

**1.1. Purpose.** The Air Force Strategic Basing Process provides an enterprise-wide standardized, repeatable, transparent, and deliberate process for making Air Force strategic basing decisions. This instruction applies to all Air Force entities regardless of basing location and all non-Air Force entities requesting a basing action on Air Force real property. The process ensures all strategic basing actions involving Air Force units and associated missions follow environmental guidance, considers the overall fiscal ramifications of the proposed action, and optimizes use of Air Force land, facilities, infrastructure, and air space.

**1.2. Applicability.** Only written basing decisions vetted, endorsed, and approved through the processes and procedures contained in this instruction are considered valid. Questions regarding whether an action qualifies as a strategic basing action are referred to SAF/IEIB for final determination.

1.2.1. Overseas Basing. This instruction also applies to overseas basing actions and implements the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 2300.02K, *Coordination of Overseas Force Structure Changes and Host-Nation Notification*.

1.2.2. Organization Change Requests, Program Change Requests, Program Action Directives, Program Guidance Letters or Programming Plans do not constitute basing decision execution authority.

1.2.3. This instruction does not apply to Base Realignment and Closure (BRAC) actions.

1.2.4. Alignment of the Strategic Basing Process with other Air Force corporate processes is detailed in [Chapter 7](#).

1.2.5. Actions governed by the Testing and Evaluation (TE) process as defined in AFI 99-103, *Capabilities-Based Test and Evaluation*, are exempt from the requirements of this instruction. Actions that exceed the scope of the TE process may be considered AF strategic basing actions as defined in [paragraph 1.6](#) Coordinate with SAF/IEIB to determine if these actions require approval through the AF Strategic Basing Structure. (T-1).

1.2.6. Specific Air Force Strategic Basing Process exemptions are listed in [Chapter 16](#).

**1.3. Environmental Impact Analysis Process and Decision Making.** This instruction provides general National Environmental Policy Act guidance as it relates to the Strategic Basing Process. Part 989 of Title 32 of the *Code of Federal Regulations* (CFR) implements the Air Force Environmental Impact Analysis Process. Details on Environmental Impact Analysis Process requirements for strategic basing actions are identified in [Chapter 15](#).

**1.4. Documentation.** All Strategic Basing milestones shall be documented in writing. The Strategic Basing Collaboration Tool is the authoritative source for all templates. (T-1).

**1.5. Basing Action.** A basing action is any action (e.g., activation, inactivation, adjustment) that results in the increase, decrease, and/or movement of:

1.5.1. Air Force or non-Air Force units, missions, manpower authorizations, and/or weapon systems to a location determined to be Air Force real or leased property.

1.5.2. Air Force units, missions, manpower authorizations, and/or weapon systems to a location determined to be non-Air Force real property.

## **1.6. Thresholds for Air Force Strategic Basing Actions.**

1.6.1. An Air Force strategic basing action is any basing action as defined in [paragraph 1.5](#) and meets any of the criteria below.

1.6.1.1. Aircraft (primary aerospace-vehicle assigned) and non-aircraft weapon system change; excludes block/spiral upgrades. (Weapons systems are defined by AFPD 10-9, *Lead Command Designation and Responsibilities for Weapon Systems*).

1.6.1.2. Any organization action that changes the number of personnel at an installation by at least 35, including military authorizations, civilian authorizations, and on-base contract personnel. See [Attachment 1](#), Terms: Organization Action and described in AFI 38-101, *Manpower and Organizations*.

1.6.1.3. A unit or an establishment move, regardless of manpower authorizations. See [Attachment 1](#), Terms: Unit and Establishment and described in AFI 38-101.

1.6.1.4. A non-Air Force entity requesting to move onto an Air Force installation or Air Force real property, no matter the size. Non-Air Force entity exemptions are listed in [Chapter 16](#).

1.6.1.5. Any action by a non-Air Force entity residing on an Air Force installation or Air Force real property that results in a change to their primary mission, to include any increase in airspace or range requirements/usage, or a change of 35 or more manpower authorizations or personnel (military, civilian, contractor).

1.6.1.6. Rotational forces requesting presence or temporary duty on an Air Force installation for more than 300 days in an 18-month period with an increase of 35 or more personnel, or requires military construction.

1.6.1.7. Any special interest action as identified by SAF/IEIB that may require Secretary of the Air Force, Secretary of Defense, or congressional notification or approval regardless of size or scope.

1.6.2. The Secretary of the Air Force or delegated authority approves strategic basing actions.

1.6.3. Leases will be reviewed through the Strategic Basing structure (Strategic Basing Panel and Strategic Basing Executive Steering Group) and are approved by Deputy Assistant Secretary of the Air Force for Installations (SAF/IEI) per Headquarters Mission Directive 1-18, *Assistant Secretary of the Air Force (Installations, Environment, and Energy)*.

1.6.4. Basing Actions which do not meet the criteria above or are requested for a duration not to exceed one year are the responsibility of the host and/or lead Major Command (MAJCOM) and follow appropriate Major Command processes for approval and beddown execution, to include compliance with environmental laws, regulations, policy, and guidance. Refer any question regarding whether an action qualifies as a strategic basing action to SAF/IEIB for final determination.

**1.7. Resource Commitment.** Do not commit Air Force funds or resources for construction, movement of personnel and/or equipment, or similar actions prior to a final basing decision by the Secretary of the Air Force or delegated authority. After the Environmental Impact Analysis Process is complete per 32 CFR 989.37, the Secretary of the Air Force's or delegated authority's decision will be documented in the form of a signed Record of Decision (ROD) or Basing Decision Memorandum (BDM). **(T-0)**.

**1.8. Public Announcements.** The Air Force makes public announcements after each phase where approval by the Secretary of the Air Force or delegated authority is required. All public announcements for Air Force strategic basing decisions require coordination through the Assistant Secretary of the Air Force for Legislative Liaison (SAF/LL), Director of Public Affairs, Office of the Secretary of the Air Force (SAF/PA), and (as required) Assistant Secretary of the Air Force for Financial Management (SAF/FM).

## Chapter 2

### AIR FORCE STRATEGIC BASING STRUCTURE

**2.1. Overview.** The Air Force Strategic Basing Structure reviews all proposed strategic basing actions. The top-down deliberative elements of the Air Force Strategic Basing Structure are the Strategic Basing Executive Steering Group and the Strategic Basing Panel. This structure provides cross-functional perspective on all Air Force strategic basing actions.

**2.2. Secretary of the Air Force.** The Secretary of the Air Force, unless otherwise delegated, is the decision authority for Air Force basing actions in the United States and its territories. For overseas basing actions, the Secretary of the Air Force provides recommendations to the Secretary of Defense supporting the process described in [Chapter 11](#) and CJCSI 2300.02K.

**2.3. Strategic Basing Executive Steering Group.** This is the senior forum (one- and two-star general officers and civilian equivalents) dedicated to cross-functional consideration of Air Force strategic basing actions, and presents courses of action in the form of alternatives to the Secretary of the Air Force and Chief of Staff of the Air Force through the Air Force Corporate Structure. The group reviews and evaluates proposed actions to ensure each is consistent with Air Force concepts of operations, basing objectives, criteria, legal requirements, policies, programming and planning requirements. Members provide inputs from their core areas of responsibility and ensure proposals are fully vetted and are consistent with strategic guidance, precedence, and decisions. This forum also returns issues requiring additional information or work to the basing proponent via the Strategic Basing Process. The group is chaired by SAF/IEI with Directorate of Strategy, Posture, and Assessments (AF/A5S) and Directorate for Strategic Plans (AF/A8X) or Directorate for Programs (AF/A8P) as co-chairs. Membership consists of the representatives from the following functional areas: Directorate of Manpower, Organization and Resources (AF/A1M), Directorate of Training and Readiness (AF/A3T), Directorate of Weather (AF/A3W), Directorate of Civil Engineers (AF/A4C), Directorate for Resource Integration (AF/A4P), AF/A5S, AF/A8P, AF/A8X, Judge Advocate General (AF/JA), Reserve Plans, Programs, and Requirements Directorate (AF/REX), Test and Evaluation (AF/TE), Air Force Contracting Division (SAF/AQC), Air Force Acquisition Integration (SAF/AQX), Air Force Information Dominance and Chief Information Officer (SAF/CIO), Air Force Budget (SAF/FMB), General Counsel, Installations, Energy and Environment (SAF/GCN), Air Force Environment, Safety, and Infrastructure (SAF/IEE), SAF/IEI, Air Force Operational Energy (SAF/IEN), SAF/LL, Air Force Public Affairs Media Operations (SAF/PAO), and NGB Office of the Director (NGB/CF). Other offices and MAJCOMs may be added as required.

**2.4. Strategic Basing Panel.** This panel (O-6 and civilian equivalents) supports the Strategic Basing Executive Steering Group and senior-level leadership as a forum for initial corporate review and evaluation of appropriate issues. The Strategic Basing Panel, as the first level of Air Force Strategic Basing Structure, provides a comprehensive review and assessment of each proposed basing action with respect to strategic planning guidance (e.g., Quadrennial Defense Review, CORONA decisions, etc.), force structure plans, and senior leader direction. The Strategic Basing Panel is chaired by the Director Strategic Basing (SAF/IEIB). Membership consists of: Program Development Division (AF/A1MP), Directorate of Operational Training Infrastructure (AF/A3TI), AF/A3W, Logistics Integration Division (AF/A4CI), Installations Strategy and Plans Division (AF/A4CP), Resources Branch (AF/A4PR), Program Integration

Division (AF/A8PE), Planning Integration Division (AF/A8XP), Regional Plans and Posture Division (AF/A5SP), Director Total Force Integration (AF/DSI), TE Policy and Programs Division (AF/TEP), AF/JA, Reserve Programs and Requirements Directorate (AF/REXP), Environmental Law Field Support Center (AFLOA/JACE), SAF/AQX, Air Force Budget and Appropriations Liaison (SAF/FMBL), SAF/GCN, SAF/IEE, Community Partnership and Encroachment (SAF/IEIM), Installation Planning (SAF/IEIP), SAF/IEN, SAF/IEIB, Legislative Liaison Programs Division (SAF/LLP), SAF/PAO, SAF/CIO, and NGB Strategic Basing Branch (NGB/A8FB). Other offices and MAJCOMs may be added as required.

## Chapter 3

### PROCESS

**3.1. Overview.** This section describes the strategic basing corporate review process. For all Air Force strategic basing actions, the proponent will first submit a Basing Action Request (BAR) to their respective MAJCOM. If a non-Air Force unit, contact SAF/IEIB for a lead MAJCOM assignment; the lead MAJCOM will then initiate the Air Force Strategic Basing Process by submitting a basing request.

**3.2. Strategic Basing Action Process Steps.** The Air Force Strategic Basing Process is depicted in [Attachment 2](#).

3.2.1. Strategic Basing Action Start. If the action proponent is a subordinate unit to a MAJCOM, the proponent will work with their MAJCOM basing office to submit a basing action request and an AF Form 813, *Request for Environmental Impact Analysis* with signed Section 1 (proponent description of proposed action and alternatives) for SAF/IEIB review. Units that are not subordinate to a MAJCOM should work directly with SAF/IEIB, who will determine a lead MAJCOM to submit their basing action request and an AF Form 813, with signed Section 1 for SAF/IEIB review.

3.2.1.1. The MAJCOM and/or proponent will consult the Air Force Civil Engineer Center National Environmental Policy Act Division (AFCEC/CZN) to determine anticipated Environmental Impact Analysis Process actions to satisfy National Environmental Policy Act requirements. National Guard Bureau actions will execute National Environmental Policy Act requirements through NGB Environmental (NGB/A4A) office and will coordinate with the Air Force Civil Engineer Center as required.

3.2.1.2. SAF/IEIB will designate the lead MAJCOM for all basing actions upon receipt of a proposed action documented in a BAR. **Note:** for the purposes of this instruction, the “lead MAJCOM” may, in some cases, not be a formal Air Force MAJCOM, but some other organization (e.g., the National Guard Bureau or a Field Operating Agency/Direct Reporting Unit like the Air Force Flight Standards Agency). The lead MAJCOM will coordinate the BAR with appropriate agencies before submitting it to SAF/IEIB.

3.2.1.3. The phases of the basing process in sequential order are: 1) Initial Vector Check, 2) Criteria and Enterprise Definition, 3) Candidate Bases, 4) Preferred Location(s), and 5) Final Decision.

3.2.2. SAF/IEIB Evaluation. Each BAR must complete all steps of the Air Force Strategic Basing Process. Simple, specialized, or time sensitive actions may allow consolidation of steps and a streamline the process. Characteristics considered in this evaluation include: **(T-1)**.

3.2.2.1. Simple – an action that meets criteria for an Air Force strategic basing action (reference [paragraphs 1.5](#) and [1.6](#)) and is of minimal mission and non-significant environmental impact on any candidate installation selected to support the requirement.

3.2.2.2. Specialized – an action that supports unique mission requirements which limit the enterprise of potential installations.

3.2.2.3. Time-sensitive – an action which has Secretary of the Air Force or Chief of Staff of the Air Force documented support (e.g., email) for an accelerated decision timeline. Factors which contribute to time-sensitive basing actions include (but are not limited to) budgetary constraints, congressional time constraints, and critical mission degradation constraints.

3.2.3. Initial Vector Check. SAF/IEIB, in consultation with the proponent, will determine if a BAR requires a vector check. This step is intended to gain Secretary of the Air Force approval of the strategic vision for a potential action. The lead MAJCOM will, in coordination with SAF/IEIB, prepare a presentation for the Strategic Basing Panel and Strategic Basing Executive Steering Group review, validation, and endorsement for Secretary of the Air Force decision. The lead MAJCOM will incorporate the Secretary of the Air Force vector. **(T-1)**.

3.2.4. Major Command Endorsement. Lead MAJCOM endorsement (general officer/flag officer/senior executive service official) of a BAR is necessary prior to formally entering the Air Force Strategic Basing and Environmental Impact Analysis Processes. Requests from non-Air Force entities require an additional endorsement from the appropriate headquarter level approval authority. **(T-1)**.

3.2.5. Criteria and Enterprise Definition Basing Phase.

3.2.5.1. The MAJCOM develops proposed basing criteria and enterprise definition and generates an enterprise-wide list of installations for consideration. The criteria include mission, capacity, environmental, and cost considerations. The lead MAJCOM proposes initial criteria weights so that a score can be determined for each basing location as applicable. **(T-1)**.

3.2.5.2. SAF/IEIB reviews and provides comment on the proposed enterprise and criteria prior to scheduling the basing action for the Strategic Basing Panel. The Strategic Basing Panel and Strategic Basing Executive Steering Group will review, validate, and vet the Enterprise Definition and Basing Criteria. Upon receiving Strategic Basing Executive Steering Group endorsement, SAF/LL and SAF/PA will compose, respectively, the Congressional Notification Plan and Public Affairs Guidance as required. **(T-1)**.

3.2.5.3. Secretary of the Air Force, or delegated authority, approves or disapproves the enterprise definition and basing criteria. **(T-1)**.

3.2.5.4. After Secretary of the Air Force approval, SAF/IEIB, SAF/LL, SAF/FMBL, and SAF/PA will synchronize public and congressional releases. **(T-1)**.

3.2.6. Candidate Phase.

3.2.6.1. MAJCOM performs an Enterprise Wide Look. The lead MAJCOM will gather and validate data from the approved enterprise locations, as required, and assess those installations based on the approved criteria, in coordination with all affected agencies and the Air Force Installation and Mission Support Center. The data must reflect current conditions at the installation and endorsement by the installation commander.

3.2.6.2. The lead MAJCOM submits the results of the enterprise-wide look to SAF/IEIB. The Strategic Basing Panel and Strategic Basing Executive Steering Group will review, validate, and endorse candidate locations. SAF/LL and SAF/PA will compose respective Congressional Notification Plan and Public Affairs Guidance as required. **(T-1)**.

3.2.6.3. After Secretary of the Air Force approval, SAF/IEIB, SAF/LL, SAF/FMBL, and SAF/PA will synchronize public and congressional release and execute the plan.

3.2.6.4. SAF/IEIB will provide the lead MAJCOM a Site Survey Control Letter with a site Survey Control Number and the approved candidate location list in alphabetical order.

### 3.2.7. Preferred Location(s) Phase.

3.2.7.1. The lead MAJCOM, in coordination with the host MAJCOM as applicable, will perform site surveys for all approved candidate locations. The lead MAJCOM will forward final site survey reports (reference **Chapter 5**) to SAF/IEIB as directed in the Site Survey Authorization Letter. The site survey reports shall be submitted to SAF/IEIB no more than 60 days after completion of the final site survey. SAF/IEIB has ten business days to review and request additional information and/or clarification as needed prior to Strategic Basing Panel scheduling. **(T-1)**.

3.2.7.2. After SAF/IEIB review, the site survey results are presented by the lead MAJCOM to the Strategic Basing Panel and Strategic Basing Executive Steering Group for review, validation, and endorsement of the proposed locations. SAF/LL and SAF/PA will compose, respectively, the Congressional Notification Plan and Public Affairs Guidance as required.

3.2.7.3. After Secretary of the Air Force approval of proposed locations, SAF/IEIB, SAF/LL, SAF/FMBL, and SAF/PA will synchronize public and congressional release, as required. **(T-1)**.

3.2.7.4. After required public announcement of the proposed locations, the lead MAJCOM will ensure the completion of the Environmental Impact Analysis Process in accordance with 32 CFR Part 989. The lead MAJCOM will forward the preliminary draft and final-draft Environmental Impact Analysis Process documentation to AF/A4CP, AFCEC/CZN, SAF/IEE, AF/JA, SAF/GCN and SAF/IEIB for review and comment. **(T-1)**.

3.2.8. Final Decision. Upon completion of Environmental Impact Analysis Process and Secretary of the Air Force or delegated authority approval of final basing decision, SAF/IEIB, SAF/LL, SAF/FMBL, and SAF/PA will synchronize public and congressional release, as required. **(T-1)**.

3.2.9. The lead MAJCOM will not execute the Air Force final strategic basing decision until congressional notification is complete, a BDM is issued to the designated lead MAJCOM (with a copy to the host MAJCOM as applicable), and the designated lead and host MAJCOM public release requirements are met. **(T-1)**.

3.2.10. If the military construction costs increase by 25% or \$12M (whichever is higher) above the costs included in the final basing decision, the lead major command will inform the Strategic Basing Executive Steering Group. The Strategic Basing Executive Steering Group will then determine if a recommendation should be made to the Secretary of the Air Force to review the final basing decision. **(T-1)**.

**3.3. Document Distribution.** Pre-decisional basing analysis is for internal Department of Defense use on a strict “need-to-know” basis per Department of Defense Manual (DoDM) 5200.01-V1, *DoD Information Security Program: Overview, Classification, and Declassification*, and AFPD 16-14, *Security Enterprise Governance*. **(T-0)**. Score sheets, site survey reports, briefings, and presentations (including read-aheads and meeting minutes) are distributed only to authorized personnel and protected as For Official Use Only or, as appropriate, at a higher level of information classification.

**3.4. Information Release Limitations.** Access to pre-decisional basing information by commercial companies under contract to the Air Force shall be limited to a strict “need-to-know” basis as provided in DoDM 5200.1-V1, AFI 16-1404, *Air Force Information Security Program*, DoDM 5220.22, Volume 2, *National Industrial Security Program: Industrial Security Procedures for Government Activities*, and AFI 16-1406, *Air Force Industrial Security Program*. **(T-0)**. Only after coordination with SAF/PA and an appropriate security and policy review may limited general information be released to the public to meet National Environmental Policy Act requirements, other legally required public notice, or participation requirements.

**3.5. Decision Announcements.** Air Force strategic basing decisions are not releasable until approved by the Secretary of the Air Force or delegated authority. In all cases, SAF/LL, SAF/FMBL, and SAF/PA coordination is required prior to any release of a decision.

## Chapter 4

### ROLES AND RESPONSIBILITIES

#### **4.1. Deputy Assistant Secretary of the Air Force for Installations, SAF/IEI, Will:**

- 4.1.1. Co-Chair the Strategic Basing Executive Steering Group.
- 4.1.2. Coordinate and present basing recommendations to the Secretary of the Air Force through the Air Force Corporate Structure for approval as required.
- 4.1.3. Provide updates to the Secretary of the Air Force, Chief of Staff of the Air Force, and key staff as required.
- 4.1.4. Act as the Office of Primary Responsibility for all congressional inquiries regarding a basing action.
- 4.1.5. Ensure BDMs are signed at the appropriate level.
- 4.1.6. Ensure the Air Force basing process is standardized, repeatable, transparent, and deliberate.
- 4.1.7. Provide Air Force strategic basing policy and guidance.
- 4.1.8. Integrate coordination of non-exempt real estate actions (leases, permits, licenses, etc.) through the basing structure.
- 4.1.9. Provide strategic guidance to ensure the Air Force Strategic Basing Process is integrally executed with the requirements of the Air Force Environmental Impact Analysis Process and the National Environmental Policy Act.
- 4.1.10. Approve all draft and final basing actions, Environmental Impact Statements, and Records of Decisions for strategic basing actions.
- 4.1.11. Provide Secretariat strategic guidance for Program Objective Memorandum actions with basing implications.
- 4.1.12. Attend Air Force Boards to provide Secretariat strategic guidance for Program Objective Memorandum actions with basing implications.
- 4.1.13. Provide encroachment management expertise and support in accordance with AFI 90-2001, *Mission Sustainment*.

#### **4.2. Directorate of Strategy, Posture, and Assessments (AF/A5S) Will:**

- 4.2.1. Co-chair all Strategic Basing Executive Steering Group meetings.
- 4.2.2. Provide support and advice for operational and strategic issues including, but not limited to, treaty obligations, country agreements, power projection considerations, vulnerabilities, readiness, long-term future strategic planning, and the operational environment.
- 4.2.3. Review MAJCOM-developed operational assumptions for actions involving weapon systems prior to being scheduled for the Strategic Basing Panel.

**4.3. Director of Strategic Planning (AF/A8X) or Director of Programs (AF/A8P) Will:**

- 4.3.1. Co-chair all Strategic Basing Executive Steering Group meetings.
- 4.3.2. Integrate basing decisions with the Resource Allocation Plan and the Program Objective Memorandum.
- 4.3.3. Ensure all Program Objective Memorandum actions that meet strategic basing thresholds follow the Air Force Strategic Basing Process.

**4.4. Air Force Strategic Basing Division (SAF/IEIB) Will:**

- 4.4.1. Act as the single validation point for the strategic basing process and actions.
- 4.4.2. Preserve the integrity of the Air Force Strategic Basing Process by ensuring the process is standardized, repeatable, transparent, and deliberate and coordinated through all levels of the Headquarters Air Force.
- 4.4.3. Implement Headquarters Air Force strategic basing policy and guidance (including AFI 32-9010, *Management and Reporting of Air Force Space and Building Services in OSD Assigned Facilities and in the Washington DC Area*, and CJCSI 2300.02K).
- 4.4.4. Determine the lead MAJCOM for basing actions.
- 4.4.5. Chair and facilitate all Strategic Basing Panel meetings and distribute Strategic Basing Panel material in a timely fashion to ensure the Strategic Basing Panel members have time to thoroughly review actions and make proper recommendations.
- 4.4.6. Provide staffing and assistance in hosting all Strategic Basing Panel-directed basing conferences.
- 4.4.7. Schedule adhoc multifunctional reviews for basing action implementation.
- 4.4.8. Support SAF/IEI on all congressional basing inquiries.
- 4.4.9. Manage and update the Strategic Basing Executive Steering Group.
- 4.4.10. Staff Strategic Basing Executive Steering Group recommendation through the Air Force Corporate Structure.
- 4.4.11. Ensure all disconnected (or uncovered) manpower, resulting from strategic basing decisions and actions, are coordinated through the Air Force Strategic Basing Structure.
- 4.4.12. Ensure all Total Force Integration proposals requiring a basing location decision are included in the Air Force Strategic Basing Process.
- 4.4.13. Ensure qualifying real estate actions are coordinated through the basing structure.
- 4.4.14. Generate and distribute BDMs for all actions.
- 4.4.15. Act as Office of Primary Responsibility for site survey requests; notify the proponent, designated lead, and host MAJCOMs of site survey approval; and issue Site Survey Control Letters.
- 4.4.16. Notify the Administrative Assistant to the Secretary of the Air Force, Facilities Support Directorate (SAF/AAF) of any Site Survey Control Letters issued for installations within the National Capitol Region.

4.4.17. Attend Program Objective Memorandum meetings to provide technical guidance for those actions with basing implications.

4.4.18. Provide technical basing guidance to AF/A8P on basing actions submitted to the Air Force Strategic Basing Structure.

4.4.19. Provide liaisons and representation to all Mission Panels and Issues Teams, as required.

4.4.20. Support the lead MAJCOM in drafting Overseas Force Structure Changes and Host Nation Notification documents and then staff as required through Joint Staff and Office of the Secretary of Defense.

**4.5. Assistant Secretary of the Air Force for Acquisition, Technology and Logistics (SAF/AQ) Will:**

4.5.1. Participate as a member of the Strategic Basing Executive Steering Group.

4.5.2. As responsible agency for industrial facilities (government-owned, contractor operated facilities) and Depot Source of Repair determination, will proactively provide information briefs to the Strategic Basing Executive Steering Group on decisions that would otherwise be Strategic Basing decisions as previously defined in paragraph 1.5.3., AFI 63-101/20-101, *Integrated Life Cycle Management*, and paragraph 4.4., AFPD 10-5, *Basing*. Actions that meet Strategic Basing thresholds previously defined may require processing as a basing action.

4.5.3. Support weapon system Lead Command briefings to the Strategic Basing Panel and the Strategic Basing Executive Steering Group on basing requirements for future weapon systems as specified in AFPD 10-5. Briefings will be made well in advance of initial system delivery to provide sufficient planning time to identify potentially suitable beddown locations. SAF/AQ will brief the Panel and Steering Group on any unique SAF/AQ Program Office basing actions not under the control of a designated Lead Command.

**4.6. Deputy Assistant Secretary of the Air Force Environment, Safety, and Infrastructure, SAF/IEE, Will:**

4.6.1. Participate in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.

4.6.2. Provide secretariat guidance for matters addressing environment, safety and occupational health; installation energy and energy policy; and operation, maintenance, repair, and sustainment of built and natural infrastructure.

**4.7. Deputy Assistant Secretary of the Air Force Operational Energy, SAF/IEN, Will:**

4.7.1. Participate in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.

4.7.2. Provide secretariat guidance for matters addressing operational energy.

**4.8. General Counsel, Installations, Energy and Environment (SAF/GCN), Office of the Judge Advocate General, Administrative Law Division (AF/JA), and Environmental Law Field Support Center (AFLOA/JACE) Will:**

- 4.8.1. Participate in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.
- 4.8.2. Provide coordinated legal review and opinions and recommendations.

**4.9. Assistant Secretary of the Air Force for Legislative Liaison (SAF/LL), Assistant Secretary of the Air Force for Financial Management (SAF/FM), and Director of Public Affairs, Office of the Secretary of the Air Force (SAF/PA) Will:**

- 4.9.1. Participate in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.
- 4.9.2. Coordinate on all basing actions and Environmental Impact Analysis Process public announcements.
- 4.9.3. Execute public and congressional notifications associated with basing actions and Environmental Impact Analysis Process public announcements.
- 4.9.4. Advise Secretary of the Air Force on the timing and scope of public notifications.
- 4.9.5. SAF/LL and SAF/FM compose the Congressional Notification Plan and SAF/PA compose public affairs guidance prior to Pentagon and MAJCOM coordination.
- 4.9.6. Support SAF/IEIB on congressional and public inquiries.

**4.10. Directorate of Training Readiness (AF/A3T) Will:**

- 4.10.1. Participate as a required member in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.
- 4.10.2. Provide support and advice for operational and strategic issues including, but not limited to, airspace, ranges, and simulator training.
- 4.10.3. Review MAJCOM-developed operational assumptions for actions involving weapon systems prior to being scheduled for the Strategic Basing Panel.
- 4.10.4. Ensure strategic basing actions that impact Major Range and Test Facility Bases are in accordance with DoDD 3200.11, *Major Range and Test Facility Base (MRTFB)*, and DoDI 3200.18, *Management and Operation of the Major Range and Test Facility Base (MRTFB)*.

**4.11. The Director of Civil Engineers (AF/A4C) Will:**

- 4.11.1. Participate as a required member in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.
- 4.11.2. Provide policy and execution oversight and advice for installation planning, encroachment, environment and noise issues.
- 4.11.3. Provide all draft and final Environmental Impact Analysis Process documentation for review.
- 4.11.4. Ensure compliance with the Air Force Strategic Master Plan.

4.11.5. Ensure compliance with Infrastructure Investment Strategy.

**4.12. Air Force Test and Evaluation Policy and Programs Division (AF/TEP) Will:**

4.12.1. Participate in the Strategic Basing Panel and Strategic Basing Executive Steering Group.

4.12.2. Coordinate with AF/A3T and AF/A5S to ensure strategic basing actions that impact Major Range and Test Facility Bases are in accordance with DoDD 3200.11 and DoDI 3200.18.

**4.13. Directorate of Weather (AF/A3W) Will:**

4.13.1. Participate as a core member in the Strategic Basing Panel and the Strategic Basing Executive Steering group.

4.13.2. Provide subject matter expert support on climate and weather considerations involved with operational and strategic matters involved with basing actions.

4.13.3. Provide subject matter expert support on climate and weather to SAF/IEI in support of AFI 90-2001.

**4.14. Director Total Force Integration (AF/DSI) Will:**

4.14.1. Provide Total Force Enterprise coordination, as required.

4.14.2. Ensure Total Force Initiative proposals that lack an approved location are forwarded to SAF/IEIB for inclusion in the Air Force Strategic Basing Process.

**4.15. National Guard Bureau Will:**

4.15.1. Participate as a required member in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.

4.15.2. Coordinate with Air Force Installation and Mission Support Center to use the database for initial enterprise-wide look data.

4.15.3. Advise SAF/IEIB and Air Force Civil Engineer Center of all relevant findings associated with Council of Governors (Presidential Executive Order 13582) and the State Facility Boards recommendations associated with joint reserve component use of federal assets required by DoDI 1225.08, *Reserve Component (RC) Facilities Programs and Unit Stationing*.

4.15.4. Execute the National Environmental Policy Act and real estate actions in accordance with 32 CFR Part 989, DoDI 1225.08, and AFI 32-1012, *Reserve Component Facilities Program*.

4.15.5. Execute the Air Force strategic basing decision once the BDM or ROD is signed and public release and notification requirements are met.

**4.16. Lead Major Commands Will:**

4.16.1. Comply with the process in [Chapter 3](#).

4.16.2. Coordinate with host MAJCOM(s) and installation(s) throughout the Air Force Strategic Basing Process.

4.16.3. Coordinate any action involving a weapon system with AF/A3T prior to being scheduled for the Strategic Basing Panel.

4.16.4. Coordinate, as required, with the Air Force Civil Engineer Center on the proper level of Environmental Impact Analysis Process required to support the basing action. The level of review required will depend on the scope of the proposed action and the anticipated level of environmental impacts.

4.16.5. Ensure no irreversible or irretrievable commitment of Air Force resources or movement of equipment, force structure or personnel onto an installation occurs prior to completion of the Environmental Impact Analysis Process and the receipt of final basing approval.

4.16.6. Execute the Air Force strategic basing decision once the ROD or BDM is signed and public release and notification requirements are met.

4.16.7. Coordinate with Air Force Installation and Mission Support Center to use their database for initial enterprise-wide look data.

#### **4.17. Air Force Installation and Mission Support Center (AFIMSC) Will:**

4.17.1. Support MAJCOMs and/or proponents to identify, develop, coordinate, and validate facility and infrastructure costs associated with basing actions, as proposed by proponent or MAJCOM.

4.17.2. Provide modeling and analysis to support MAJCOM, proponent, and AF/A3T for basing support requirement development (e.g., enterprise definition and basing criteria development) and the Enterprise-Wide Look process.

4.17.3. Support MAJCOMs during Site Surveys and Site Activation Task Forces with appropriate experts.

4.17.4. Support the lead MAJCOM to ensure anticipated Installation and Mission Support requirements, such as future noise conditions, infrastructure requirements, and Base Operating Support needs, are accounted for throughout the basing process.

4.17.5. Leverage facility baseline authorization data to provide lead MAJCOMs with potential opportunities to reutilize existing infrastructure.

4.17.6. Ensure all basing actions are reviewed for compliance with the Infrastructure Investment Strategy.

4.17.7. Support lead MAJCOMs and proponents to identify base operating support resource requirements.

#### **4.18. Air Force Civil Engineer Center (AFCEC) Will:**

4.18.1. Provide National Environmental Policy Act execution support and real estate action coordination as required and in accordance with 32 CFR 989; AFI 32-1015, *Integrated Installation Planning*; AFI 32-9001, *Acquisition of Real Property*; AFI 32-9002, *Management of Real Property*; AFI 32-9003, *Granting Temporary Use of Air Force Real Property*; and Program Action Directive (PAD) 12-03, *Enterprise-Wide Civil Engineer Transformation*, and PAD 14-04, *Implementation of the Air Force Installation and Mission Support Center*.

4.18.2. Support SAF/IEIB and AF/A4C with environmental planning and Environmental Impact Analysis Process execution in support of basing actions.

4.18.3. Provide information briefings to the Strategic Basing Panel and Strategic Basing Executive Steering Group as required on proposed Enhanced Use Leases and applicable real estate actions.

**4.19. Major Command Basing Divisions and/or Branches Will:**

4.19.1. Comply with the process in [Chapter 3](#).

4.19.2. Participate in the Strategic Basing Panel and the Strategic Basing Executive Steering Group.

4.19.3. Coordinate with the appropriate Environmental Planning Function when developing the BAR. The level of Environmental Impact Analysis Process required to support the basing action will depend on the scope of the proposed action alternatives.

4.19.4. Liaise directly with SAF/IEIB upon MAJCOM endorsement of a proposed basing action upon formal submission of the BAR through final decision.

4.19.5. Assess impact of basing action on operations, including unit productivity in key missions and any impacts on or requirements for operational training infrastructure.

4.19.6. Will coordinate with Air Force Installations and Mission Support Center Basing and Beddown Division (AFIMSC/IZS).

**4.20. Unit, Installation responsibilities:**

4.20.1. Units and installations will support the process in [Chapter 3](#).

4.20.2. Air Force installations and/or tenant Wing Commanders shall submit all requests for Air Force strategic basing actions through their MAJCOM basing organization.

4.20.3. Air Force installations and/or tenant Wing Commanders contacted by non-Air Force entities with proposed Air Force strategic basing actions shall direct them to their MAJCOM basing organization.

4.20.4. No installation will allow a site survey by entities outside their MAJCOM without a valid site Survey Control Number issued by SAF/IEIB.

4.20.5. Per 32 CFR 989.37, no Air Force installation commander will allow entities to beddown without the appropriate Environmental Impact Analysis Process documentation and BDM or ROD. (T-0). The Air Force installation commanders will also ensure a support agreement is accomplished prior to the entity's beddown.

4.20.6. Where possible, installations shall prioritize the use of existing facility space to accommodate new missions (see AFI 32-1015).

**4.21. All other Headquarters Air Force staff agencies comply with this instruction as required.**

## Chapter 5

### SITE SURVEYS

**5.1. Site Surveys.** A MAJCOM for both internal and external locations shall obtain a signed Site Survey Control Letter prior to conducting a base visit. Exemptions may be granted by SAF/IEIB in writing. MAJCOMs with SAF/IEIB endorsed enterprise and criteria may be granted site survey authority so long as the terms of the public or congressional notifications and/or announcements are not required. The final approval authority of the enterprise and criteria resides with the Secretary of the Air Force or delegated authority. Note: the terms site survey and Site Activation Task Force visit are not interchangeable. See [Attachment 1](#) Terms for the definitions of site survey and Site Activation Task Force. **(T-1)**.

**5.2. Requesting Site Survey Control Letter.** To obtain a Site Survey Control letter, the MAJCOM must, at a minimum, brief the Strategic Basing Panel by submitting a BAR. **(T-1)**.

5.2.1. Lead MAJCOMs receive a Site Survey Control Letter once congressional notification is made on the Secretary of the Air Force or designated delegate candidate list. **(T-1)**.

5.2.2. Real estate actions receive Site Survey Control Letter, as required, by initiating a request to SAF/IEIB and providing a preliminary site plan and project concept briefing for the specific action. **(T-1)**.

**5.3. Survey Coordination.** After receiving a Site Survey Control Letter, the lead MAJCOM must coordinate with the host MAJCOM(s) and the location(s) to be surveyed. Site surveys within the National Capital Region require notification and coordination with SAF/AAF. **(T-1)**. A coordination memorandum to host MAJCOMs and locations must contain the following information:

5.3.1. Attach relevant supporting documentation (i.e., BAR 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. **(T-1)**.

5.3.2. Team size and point of contact, to include name and grade of senior member. **(T-1)**.

5.3.3. Initial statement of support needed by the survey team during the site visit (billeting, transportation, etc.). **(T-1)**.

5.3.4. Proposed dates for each location of the site survey. **(T-1)**.

5.3.5. Exceptions to documentation required may be made on a case-by-case basis.

**5.4. Approval Authority.** SAF/IEIB is the approval authority for all strategic basing site surveys. Site survey approval does not constitute authority to execute Air Force Strategic Basing Actions, real estate related actions, approve construction, or expenditure of funds. MAJCOMs may expend funds to support early planning at approved candidate locations.

**5.5. Survey Requirements.** The lead MAJCOM shall prepare a site survey report following the format on the Strategic Basing Collaboration Tool. Consistent with the basing criteria, the report addresses:

5.5.1. Costs and analyses of the proposed action for the candidate locations. **(T-1)**.

5.5.2. How the candidate locations meet the underlying purpose and need for the actions. (T-1).

5.5.3. Capacity of the location to support the proposed action. (T-1).

5.5.4. Assess impacts to existing missions, on-base and off-base housing, infrastructure, manpower, community support and any other applicable Base Operating Support. (T-1).

5.5.5. Concept of Operations opportunities to operate or perform the mission given the candidate location's specific capabilities and capacity (with particular consideration to airspace availability and range attributes, accessibility, and capacity). (T-1).

5.5.6. Significant airspace and encroachment/compatible land use issues. (T-1).

5.5.7. Surveys briefly address potential environmental impacts, length of time required to complete the Environmental Impact Analysis Process, proposed method of real estate transaction, and any additional interest areas as required. (T-1).

5.5.8. Prior to submitting the final site survey report to SAF/IEIB, the lead MAJCOM shall obtain coordination on the report from the affected installation commander and the host MAJCOM. Surveys are due to SAF/IEIB no later than 60 calendar days after coordination/approval of all report(s) for all locations surveyed per the site survey authorization letter. Approved/coordinated reports are required at least 10 business days prior to scheduling to brief the findings to the Strategic Basing Panel. (T-1).

**5.6. Site Survey Number Usage.** SAF/IEIB will issue a unique Site Survey Control Number for a specific survey at affected locations, as identified in the BAR. All correspondence shall reference this Site Survey Control Number. If locations other than those originally identified in the request need to be surveyed, contact SAF/IEIB to amend the Site Survey Control Letter. (T-1).

**5.7. Follow-on Surveys.** Requesting organizations shall coordinate follow-on surveys, survey support, and Site Activation Task Forces through the host MAJCOM. Approval for follow-on surveys is not required from SAF/IEIB; however, an informational copy of all correspondence shall be provided to SAF/IEIB. Follow-on survey correspondence will use the original Site Survey Control Number. (T-1).

**5.8. Overseas Site Surveys.** Site surveys at overseas locations, non-US territory or possessions follow the same procedures outlined in the paragraphs above. See [Chapter 11](#) for additional information and requirements. (T-1).

## Chapter 6

### TOTAL FORCE ENTERPRISE

**6.1. Air Force Strategic Basing Process.** The Air Force Strategic Basing Process works in concert with the Total Force Enterprise review process and does not supersede actions or decisions outlined in AFI 90-1001, *Planning Total Force Associations (TFAs)*. SAF/IEIB will work closely with AF/A5S, AF/A8P, AF/A8X, and AF/DSI, to ensure all levels of decision making are coordinated and the objectives of each process achieved. In general, if a basing location is in question, the Air Force Strategic Basing Process is used to determine the basing location. **(T-1)**.

**6.2. Administrative Review.** Upon administrative review, the HAF/DSI will inform SAF/IEIB of new Total Force Initiative proposals under consideration and provide information-only briefings to the Air Force Strategic Basing Corporate Structure. **(T-1)**.

## Chapter 7

### STRATEGIC BASING ALIGNMENT WITH OTHER CORPORATE PROCESSES

**7.1. Program Objective Memorandum.** While the Strategic Basing Process is the default method for making basing decisions, some basing decisions may be made as part of the Air Force Corporate Structure during the Program Objective Memorandum process. The Air Force Strategic Basing Process works in concert with the Program Objective Memorandum process to ensure all levels of decision making are coordinated and the objectives of each process are achieved. The Air Force Strategic Basing representative to the Air Force Corporate Structure will serve as the primary conduit for advising the Air Force Corporate Structure on Program Objective Memorandum decisions with strategic basing implications. If a Program Objective Memorandum decision is made without a specified (named) location, the Air Force Strategic Basing Process is used to determine the basing location. If a location specification is required for the budget, AF/A8P will issue a memorandum through SAF/IE providing the rationale for waiving the basing process for Secretary of the Air Force approval. **(T-1)**.

7.1.1. Strategic Basing Panel. AF/A8PE will proactively inform SAF/IEIB of Program Objective Memorandum initiatives with basing implications and provide information-only briefings to the Strategic Basing Panel and staffing for Air Force Strategic Basing Structure documentation as required. **(T-1)**.

7.1.2. Technical Guidance. AF/A8PE will issue technical guidance in support of actions that would otherwise trigger the Air Force Strategic Basing Process. **(T-1)**.

**7.2. Air Reserve Component.** All strategic basing actions that affect Air National Guard or Air Force Reserve units or installations also require compliance with DoDI 1225.08. **(T-1)**.

**7.3. National Capital Region (NCR) Basing.** Any basing action, regardless of size, which takes place within 100 miles of the Pentagon is subject to the National Capital Planning Act set forth at 40 USC §8701 et seq., DoDI 5305.5, *Space Management Procedures for the National Capital Region (NCR)*, AFI 32-9010, and Secretary of Defense Memorandum, *Land Acquisition and Leasing of Office Space in the United States*, in addition to the terms and conditions set forth in this instruction. No proposals for relocating into or within the National Capital Region that exceed \$500,000 in relocation costs may be made public without Secretary of Defense or Deputy Secretary of Defense approval. **(T-0)**.

**7.4. Assistant Secretary of the Air Force for Acquisition, Technology and Logistics Basing Actions.** In line with HAF Mission Directive 1-10 *Assistant Secretary of the Air Force (Acquisition)* and AFI 63-101/20-101, responsibilities for Basing actions including: government-owned, contractor operated facilities and the Depot Source of Repair. SAF/AQ will provide informational briefs up to the Strategic Basing Executive Steering Group that would otherwise be strategic basing decisions as defined in paragraph 1.5.3., AFI 63-101/20-101 and paragraph 4.4., AFPD 10-5. Actions that meet Strategic Basing thresholds previously defined may require processing as a basing action.

**7.5. Global Force Management Allocation Plan.** Global Force Management Plan allocations follows a separate corporate process. Working in concert with the Joint Publication 3-35, *Deployment and Redeployment Operations*, this instruction describes the use of continuous rotation forces not apportioned by Global Force Management Plan allocations. If positioning forces within the area of responsibility are listed in the Global Force Management Plan allocations with an assigned location even for more than one year, the host MAJCOM will provide a memorandum through SAF/IEI providing the rationale for proceeding without going through the Strategic Basing Process. If Global Force Management Plan allocations forces become permanent and/or no longer directed in the Global Force Management Plan allocations, the action will follow the strategic basing process to inform the Secretary of the Air Force recommendation to the Secretary of Defense for permanent basing. **(T-1)**.

## Chapter 8

### UNCOVERED/UNEARNED MANPOWER ACTIONS

**8.1. SAF/IE will:** Inform the Secretary of the Air Force and Chief of Staff of the Air Force of any potential uncovered or unearned manpower resulting from a basing action. This information will be presented as an Initial Vector Check to the Secretary of the Air Force who will determine if a basing decision is necessary and if so the Strategic Basing Process entry phase. If the Secretary of the Air Force and Chief of Staff of the Air Force determine the disconnected or uncovered manpower action is time-sensitive, an O-6 level Tiger Team, led by SAF/IEIB, will convene. The Tiger Team will develop a course(s) of action list to address the disconnected or uncovered manpower action. If the Secretary of the Air Force and Chief of Staff of the Air Force determine the action is not time-critical, then the lead MAJCOM will follow the Air Force Strategic Basing Process for the determination of any secondary mission(s). This instruction does not supersede existing manpower management policy as specified in AFI 38-101, *Manpower and Organization*. See [Attachment 1 Terms](#) for the definition of disconnected and uncovered manpower. (T-1).

## Chapter 9

### REAL ESTATE ACTIONS

**9.1. Estate Actions.** The Air Force Strategic Basing Process works in concert with the real estate process and does not supersede actions outlined in the 32-9000 series of instructions and Air Force Civil Engineer Center procedures dealing with real property management. The Assistant Secretary of the Air Force for Installations, Environment, and Energy (SAF/IE) has overall responsibility and oversight of Air Force-controlled real property. The Deputy Assistant Secretary of the Air Force for Installations (SAF/IEI) provides Air Force real property policy, approvals, and oversight guidance as delegated by SAF/IE. Actions include licenses, permits, and easements. Certain real estate actions described in **Chapter 16** are exempt from the Air Force Strategic Basing Process. **(T-1)**.

**9.2. Strategic Basing Panel and Strategic Basing Executive Steering Group.** Once a real estate action is forwarded to SAF/IEI for approval, SAF/IEI will include SAF/IEIB on the Headquarters Air Force coordination of major actions as determined by SAF/IEI. Information in the real estate action is used to provide informational briefings to the Strategic Basing Panel and the Strategic Basing Executive Steering Group by Air Force Civil Engineer Center. **(T-1)**.

**9.3. Real Estate Survey Control Letter.** SAF/IEIB will accept a draft feasibility study, preliminary site development plans, or like documents, except when the Air Force Strategic Basing Process requires additional information for issuance of a site Survey Control Letter. SAF/IEIB will notify the requestor when additional information is necessary. **(T-1)**.

## Chapter 10

### JOINT BASES

**10.1. Joint Bases.** Air Force units must follow the Air Force Strategic Basing Process when considering an Air Force strategic basing action at a joint base or joint region location; non-Air Force entities follow **Chapter 12. (T-1)**. Joint Reserve Bases are defined as having facilities used by two or more reserve components (see 10 USC §§ 18231 - 18240) and are not considered Joint Bases as defined in this chapter.

**10.2. Air Force Supporting Component.** If the Air Force is the supporting component, the proponent (i.e., supported and non-supported tenants) must submit a BAR through the appropriate lead MAJCOM (**Chapter 3**) to SAF/IEIB to initiate the Air Force Strategic Basing Process. The requestor will identify the Total Obligation Authority including estimated support requirements (manpower authorizations and costs) for the basing action. **(T-1)**.

10.2.1. Proponent must follow the process as outlined in **paragraphs 3.2 or 3.3**, and comply with Environmental Impact Analysis Process. **(T-1)**.

10.2.2. Proponent must document Intermediate Command Summit support for basing action (Joint Management Oversight Structure). **(T-1)**.

**10.3. Air Force Supported Component.** If the Air Force is the supported component, the requestor will identify the Total Obligation Authority being transferred from the Air Force to the supporting component including estimated number of support manpower authorizations and costs for installation support services to support the basing actions. **(T-1)**.

**10.4. Basing Action Approval.** Upon basing action approval, the requesting organization/MAJCOM must comply with all Under Secretary of Defense for Acquisition, Technology and Logistics (USD (ATandL)) guidance and related DoDIs for basing and inter/intra-service support including the DoD Memorandum, *Department of Defense Supplemental Guidance for Implementing and Operating a Joint Base - New Mission Stationing/Beddown*. **(T-1)**.

## Chapter 11

### OVERSEAS BASING

**11.1. General.** In compliance with CJCSI 2300.02K, the Air Force and non-Air Force entities requesting a basing action on an Air Force installation will use this section for basing decisions outside the United States, U.S. territories and possessions. This process is designed to inform the Secretary of the Air Force and Chief of Staff of the Air Force recommendation on a proposed location for an overseas basing action. This becomes the Air Force position that is coordinated in accordance with Joint Staff and Office of the Secretary of Defense guidance for required approval, per Title 10, Section 162. **(T-0)**.

11.1.1. Basing Action. Any action meeting the criteria in [paragraphs 1.5](#) and [1.6](#) or requiring an Overseas Force Structure Change are strategic basing actions.

11.1.2. Resource Commitment. No commitment of Air Force resources, construction, or movement of personnel and/or equipment may occur on an installation prior to Overseas Force Structure Changes approval and completion of Host Nation Notification, as required. This prohibition does not apply to planning processes.

#### **11.2. Policy.**

11.2.1. When the Secretary of Defense approves a broad posture concept/plan, but the requested Overseas Force Structure Change covers specific realignments or locations which may not have been named as part of the broad change, the specific realignment requires Secretary of Defense approval. **(T-0)**.

11.2.2. CJCSI 2300.02K establishes the thresholds and the process for submitting an Overseas Force Structure Change proposal and Host Nation Notifications.

#### **11.3. Process.**

11.3.1. Overview. The Air Force Strategic Basing Structure provides for the Air Force approval of all basing actions. All basing actions require the submission of a BAR to SAF/IEIB and will follow the strategic basing process.

11.3.2. Process Steps. Basing actions requiring Headquarters Air Force approval will use the Strategic Basing Process as per this instruction.

**11.4. Lead Major Command Responsibilities.** In addition to coordinating approval of a basing action through the Air Force Strategic Basing Structure, the lead MAJCOM will also coordinate, as required, with the Geographic and Functional Combatant Commanders. This applies to all Overseas Force Structure Change proposals on United States Air Force bases or changing United States Air Force manning structures no matter the size, Host Nation Notification coordination, and proposed installation realignments. Formal and informal Combatant Commander coordination may be appropriate at varying points in the basing process to include defining basing action criteria, identifying installations that should be included in the enterprise-wide application of criteria, and in the application of military judgment. Combatant Commands can also be tasked for input and coordination by the Joint Staff after the Air Force submission of an Overseas Force Structure Change proposal. **(T-1)**.

**11.5. Classification.** Overseas basing actions are classified Confidential or higher, as appropriate. The geographic combatant command, in coordination with the Department of State/American Embassy, will declassify selected Overseas Force Structure Change information at a specified date, normally 30 days after Host Nation Notification is complete. The appropriate classification also applies to site surveys and environmental analysis related to the basing action. **(T-1).**

**11.6. Environmental Impact Analysis Process Responsibility.** The proponent (typically within the lead MAJCOM) of a basing action is responsible for complying with, initiating, and funding the Environmental Impact Analysis Process as outlined in **Chapter 15** of this instruction per 32 CFR Part 989 and 32 CFR Part 187, *Environmental Effects Abroad of Major Department of Defense Actions*, current edition and AFI 32-7091, *Environmental Management Outside the United States*. Integration of the Environmental Impact Analysis Process during the initial planning stages of proposed basing actions will ensure planning and decisions reflect environmental requirements. **(T-0).**

**11.7. Realignments.**

11.7.1. A realignment, in accordance with DoDI 4165.69, *Realignment of DoD Sites Overseas*, is the return, or partial return, of overseas sites operated or maintained by United States personnel or forces to host nation control. It also applies to the conversion to standby status of overseas sites operated or maintained by the United States.

11.7.2. Proposals for realignment may involve an Overseas Force Structure Change or may simply be a real estate action requiring Host Nation Notification. The lead MAJCOM will coordinate with SAF/IEIB to determine if a proposed realignment constitutes a basing action. **(T-1).**

## Chapter 12

### NON-AIR FORCE ENTITIES ONTO AIR FORCE INSTALLATIONS

**12.1. Initial Request.** The non-Air Force entity's top-level headquarters will submit a BAR to SAF/IEIB. The request should specify how the move benefits the Air Force or joint readiness requirements. **(T-1).**

**12.2. Request Coordination.** SAF/IEIB will designate a lead MAJCOM to assist the non-Air Force entity in navigating the Air Force's strategic basing process and defining criteria to allow an enterprise-wide look. The MAJCOM will coordinate the BAR. **(T-1).**

**12.3. Basing Process.** When the BAR is approved to enter the Air Force Strategic Basing Process, non-Air Force entities will follow the same strategic basing procedures and requirements as Air Force entities and will receive a Site Survey Control Letter. A Basing ROD or Decision Memorandum will reflect the Secretary of the Air Force approval of the basing action and authorize the lead MAJCOM to allow the non-Air Force entity to execute their action. The non-Air Force entity is responsible for completing required congressional notifications and public affairs announcements in collaboration with the lead and host MAJCOM(s). Support requirements are to be negotiated with the host installation or MAJCOM through a Memorandum of Agreement. Services should refer to DoDI 4000.19, *Support Agreements* and AFI 25-201, *Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures*. **(T-1).**

**12.4. National Environmental Policy Act.** The Non-Air Force entity is responsible for its own National Environmental Policy Act compliance; Air Force does not and should not be their Environmental Planning Function. They must follow (at a minimum) 32 CFR §989.7 "Requests from Non-Air Force agencies or entities." As the Proponent of the action, non-Air Force entities will establish a cooperating agency relationship with the Air Force and fully consider non-Air Force siting alternatives at the earliest possible time and include this information in the BAR submittal (see [Chapter 15](#)).

**12.5. Public Education.** Public schools, universities, and non-Air Force education activities follow the non-Air Force entity process. **(T-1).**

## Chapter 13

### AIR FORCE ENTITIES ONTO NON-AIR FORCE INSTALLATIONS

**13.1. Air Force entities requesting to move onto non-Air Force installations:** To include leased space, shall follow the Air Force Strategic Basing Process as outlined in [Chapter 3](#) to obtain Secretary of the Air Force approval. The proponent's designated lead MAJCOM is required to submit a BAR to SAF/IEIB and receive Headquarters Air Force approval prior to submitting requests, conducting site surveys, or actively pursuing basing options on non-Air Force, Department of Defense property. SAF/IEIB will coordinate requests with the proponent, lead MAJCOM, Headquarters Air Force, and the real property owner to provide the proponent/lead MAJCOM with a basing decision. The proponent should address the reasons for needing to be located on a non-Air Force installation and the additional costs to the Air Force if approved. If movement onto a non-Air Force installation is approved by the Secretary of the Air Force, the proponent will be required to follow the host-Service basing process.

## Chapter 14

### ENCROACHMENT/COMPATIBLE LAND USE

**14.1. The Encroachment Management Working Group will:** Recommend encroachment/compatible land use issues for the Strategic Basing Executive Steering Group review and recommendation. SAF/IEIB will, after Strategic Basing Panel review, schedule encroachment/compatible land use issues for the Strategic Basing Executive Steering Group and Air Force Corporate Structure review and for the Secretary of the Air Force and Chief of Staff of the Air Force, or delegate, review and approval as required. Services should refer to AFPD 90-20, *Mission Sustainment*. **(T-1)**.

## Chapter 15

### AIR FORCE ENVIRONMENTAL IMPACT ANALYSIS PROCESS

**15.1. Air Force Environmental Impact Analysis Process (EIAP).** The proponent (typically the lead MAJCOM) of an Air Force strategic basing action is responsible for initiating, complying with, and funding the Environmental Impact Analysis Process (EIAP) (32 CFR Part 989.3(d)). The lead MAJCOM coordinates and works with the Environmental Planning Function (EPF), normally at base level for routine proposals and on behalf of tenant organizations. The Air Force Civil Engineering Center (AFCEC) supports proposals requiring Environmental Impact Statement and designated high profile Environmental Assessment level analyses. All Air Force strategic basing action information released to the public as part of the EIAP is coordinated with AF/A4CP and approved through SAF/IEIB. Approval for public release is made once the all coordination through Air Force senior leaders, SAF/LL, SAF/FMBL, and SAF/PA, and proper notifications are completed. **(T-1)**

**15.2. Procedures.** The Air Force implements the environmental analysis process as promulgated in 32 CFR Part 989. The Air Force Proponent and non-Air Force entity follow 32 CFR Part 989 to fully comply with the EIAP. **(T-0)**. Early coordination between the Environmental Planning Function and the Proponent is accomplished to ensure integration of the Environmental Impact Analysis Process during the initial planning stages of proposed basing actions and BAR preparation. **(T-1)**.

15.2.1. Proponents are responsible for ensuring the EIAP is properly timed and completed for proposed actions and their alternatives to reduce delay by integrating the National Environmental Policy Act (NEPA) process into early planning. Proponents will ensure basing requests reflect all essential information on how they comply with the Air Force's Environmental Impact Analysis Process. Proponents will coordinate the purpose and need for action with their Environmental Planning Function, which is reflected in their BAR submittal. **(T-1)**.

15.2.2. AF Form 813 is used to initiate the EIAP and a copy is sent to SAF/IEIB along with the BAR with an anticipated Environmental Impact Analysis Process key milestones and completion dates. AF Form 813 presents the Purpose and Need for the proposed action as well as the Description of Proposed Action and Alternatives. All Environment Impact Analysis Process documentation will be provided to Headquarters Air Force for Review, coordination, and approval in pre-draft and pre-final form. **(T-1)**.

15.2.3. Non-Air Force entities are responsible for their own compliance with NEPA and other regulatory issues. Early coordination with Air Force, prior to BAR submittal is required. Non-Air Force entities work in partnership with the Air Force to determine (32 CFR § 989.7) how to collaboratively accomplish National Environmental Policy Act compliance and establish a Cooperating Agency relationship.

**15.3. Environmental Baseline Survey.** Proponents will comply with AFI 32-7066, *Environmental Baseline Surveys in Real Property Transactions*. **(T-1)**.

## Chapter 16

### EXEMPTIONS TO THE BASING PROGRAM

**16.1. Exemptions.** Exemptions to the Air Force Strategic Basing Process are listed below. However, all actions must still follow the Environmental Impact Analysis Process in accordance with 32 CFR Part 989.

**16.2. Air National Guard Bases.** In-state moves and basing actions that met the thresholds defined in this instruction may be exempted from the Air Force Strategic Basing Process. A decision will be rendered by SAF/IEIB after coordination with the National Guard Bureau and consideration of DoDI 1225.08, 10 USC section 18238, *Army National Guard of United States; Air National Guard of United States: Limitation on Relocation of Units*, and 32 USC Section 104. (T-1).

16.2.1. Air National Guard units of less than 35 full time personnel and consolidating within the state may be exempted by SAF/IEIB from basing if the cost incurred by Air National Guard Total Obligation Authority does not exceed the minor construction project threshold and/or the unspecified military construction limits.

16.2.2. All exceptions will be documented in writing from SAF/IEIB.

16.2.3. The Air National Guard will provide SAF/IEIB with a copy of the site survey data, environmental analysis, and DD Form 1391, *FY\_ Military Construction Project Data* as applicable.

**16.3. Industrial Facilities.** Real property classified as industrial facilities under the control of the Assistant Secretary of the Air Force (Acquisition) (SAF/AQ) are exempt from the Air Force Strategic Basing process.

**16.4. Launch Services.** Pursuant to 51 USC § 50913, Air Force launch services are exempt from the Air Force Strategic Basing Process.

**16.5. Exempted Non-Air Force Entities.** Certain requests to use real property by non-Air Force entities are exempted from the Air Force Strategic Basing Structure so long as the requested use falls within the exemptions listed below or is otherwise exempted by SAF/IEIB on a case-by-case basis. These are requests that benefit the Air Force, have no significant environmental impacts as demonstrated through timely, appropriate, and completed Environmental Impact Analysis Process documentation that satisfies requirements in 32 CFR Part 989, and do not adversely impact base missions or Base Operating Support funds. These exemptions include, but are not limited to:

16.5.1. Banks and Credit Unions.

16.5.2. Post Offices.

16.5.3. Grazing and Cropland leases.

16.5.4. Utility and Road Easements of a typical right-of-way nature. Major transmission lines, wind turbines, solar towers, and other energy generating projects are staffed through the Encroachment Management Working Group for Headquarters Air Force action. Projects requiring the base to create/relocate an access gate are not exempt.

16.5.5. 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, cell phone towers, and above ground pipelines). Electronic emanation utilities are subject to frequency de-confliction.

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

16.5.7. Commissaries.

16.5.8. Morale, Welfare, and Recreation support activities (e.g., trap club, archery club, riding stables).

16.5.9. Base support activities (e.g., American Red Cross, thrift shop, labor union offices, Civil Air Patrol, Lighthouse for the Blind base supply stores, Department of Defense Dependents Schools, and Fisher House).

16.5.10. Outgrants or ingrants for use of facilities involving terms of five (5) years or less, construction of temporary structures, or renewals that result in no new resource impacts to the Air Force are exempt from the requirements of this instruction. Actions which benefit the Air Force installation require compliance with the Air Force instructions dealing with real property management.

JOHN W. HENDERSON, P.E.  
Assistant Secretary of the Air Force  
(Installations, Environment, and Energy)

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

- 10USC § 162, *Combatant commands: Assigned Forces; Chain of Command*
- 10USC § 2667, *Leases: non-excess property of military departments and Defense Agencies*
- 10USC § 2687, *Base Closures and Realignment*
- 10USC § 18234, *Location and Use*
- 10USC § 18238, *Army National Guard of United States; Air National Guard of United States: Limitation on Relocation of Units*
- 32USC § 104, *Units: locations; organization; command*
- 40USC § 8701, *Public Buildings, Property, and Works – Findings and purposes*
- 51USC § 50913, *National and Commercial Space Programs – Acquiring United States*
- 32CFR Part 187, *Environmental Effects Abroad of Major Department of Defense Actions*, current edition
- 32CFR Part 989, *Environmental Impact Analysis Process (EIAP)*, current edition
- Presidential Executive Order 12114, *Environmental Affects Abroad of Major Federal Actions*, 4 Jan 1979
- Presidential Executive Order 13582, *Blocking Property of the Government of Syria and Prohibiting Certain Transactions With Respect to Syria*, 17 August 2011
- DoD Manual 5220.22, Volume 2, *National Industrial Security Program: Industrial Security Procedures for Government Activities*, 1 August 2018
- DoDD 3200.11, *Major Range and Test Facility Base (MRTFB)*, Change 2, 15 October 2018
- DoDI 1225.08, *Reserve Component Facilities and Unit Stationing*, Change 2, 28 February 2020
- DoDI 3200.18, *Management and Operation of the Major Range and Test Facility Base (MRTFB)*, Change 2, 15 May 2018
- DoDI 4000.19, *Support Agreements*, Change 2, 31 August 2018
- DoDI 4165.69, *Realignment of DoD Sites Overseas*, Change 1, 31 August 2018
- DoDI 5305.5, *Space Management Procedures for the National Capital Region (NCR)*, 4 November 2015
- AFPD 10-5, *Basing*, 2 October 2019
- AFPD 10-9, *Lead Command Designation and Responsibilities for Weapon Systems*, 8 March 2007
- DoDM 5200.01-V1, *DoD Information Security Program: Overview, Classification, and Declassification*, Change 3, 14 May 2019
- JP 3-35, *Deployment and Redeployment Operations*, 10 January 2018

JP 4-04, *Contingency Basing*, 4 January 2019

CJCSI 2300.02K, *Coordination of Overseas Force Structure Changes and Host-Nation Notification*, 2 April 2019

Headquarters Air Force Mission Directive 1-10, *Assistant Secretary of the Air Force (Acquisition)*, 2 September 2016

Headquarters Mission Directive 1-18, *Assistant Secretary of the Air Force (Installations, Environment, and Energy)*

AFPD 16-14, *Security Enterprise Governance*, 31 December 2019

AFPD 38-1, *Manpower and Organization*, 2 July 2019

AFPD 90-20, *Mission Sustainment*, 18 April 2019

PAD 12-03, *Enterprise-Wide Civil Engineer Transformation*, 16 October 2014

PAD 14-04, *Implementation of the Air Force Installation and Mission Support Center*, 13 July 2017

AFI 16-1404, *Air Force Information Security Program*, 25 Aug 2015

AFI 25-201, *Intra-Service, Intra-Agency, and Inter-Agency Support Agreements Procedures*, 18 October 2013

AFI 32-1012, *Reserve Component Facilities Programs*, 22 July 1994

AFI 32-1015, *Integrated Installation Planning*, 30 July 2019

AFI 32-7066, *Environmental Baseline Surveys in Real Property Transactions*, 26 January 2015

AFI 32-7091, *Environmental Management Outside the United States*, 13 November 2019

AFI 32-9001, *Acquisition of Real Property*, 28 September 2017

AFI 32-9002, *Management of Real Property*, 3 August 2017

AFI 32-9003, *Granting Temporary Use of Air Force Real Property*, 24 October 2018

AFI 32-9010, *Management and Reporting of Air Force Space and Building Services in OSD Assigned Facilities and in the Washington DC Area*, 6 June 2019

AFI 33-360, *Publication and Forms Management*, 1 December 2015

AFI 38-101, *Manpower and Organization*, 29 August 2019

AFI 63-101/20-101, *Integrated Life Cycle Management*, 30 June 2020

AFI 90-1001, *Planning Total Force Associations (TFAs)*, 09 January 2017

AFI 90-2001, *Mission Sustainment*, 31 July 2019

AFI 33-322, *Records Management and Information Governance Program*, 6 March 2020

Secretary of Defense Memorandum, *Land Acquisition and Leasing of Office Space in the United States*, 17 November 2002

Under Secretary of Defense for Acquisition, Technology and Logistics Memorandum, *Department of Defense Supplemental Guidance for AF Form 813, Request for Environmental*

*Impact Analysis Implementing and Operating a Joint Base - New Mission Stationing/Beddown,*  
13 April 2010

***Adopted Forms***

*AF Form 847, Recommendation for Change of Publication*

*AF Form 813, Request for Environmental Impact Analysis*

***Abbreviations and Acronyms***

**AF**—Air Force

**AFI**—Air Force Instruction

**AFIMSC**—Air Force Installation and Mission Support Center

**AFMAN**—Air Force Manual

**AFPD**—Air Force Policy Document

**AFR**—Air Force Reserve

**ANG**—Air National Guard

**BDM**—Basing Decision Memorandum

**BRAC**—Base Realignment and Closure

**CFR**—Code of Federal Regulations

**CJCSI**—Chairman of the Joint Chiefs of Staff Instruction

**DoD**—Department of Defense

**DoDD**—Department of Defense Directive

**DoDI**—Department of Defense Instruction

**DoDM**—Department of Defense Manual

**DoPAA**—Description of the Proposed Action and Alternatives

**EIAP**—Environmental Impact Analysis Process

**EPF**—Environmental Planning Function

**EWL**—Enterprise Wide Look

**MAJCOM**—Major Command

**NEPA**—National Environmental Policy Act

**NGB**—National Guard Bureau

**NOI**—Notice of Intent

**PandRA**—Preferred and Reasonable Alternatives

**PL**—Preferred Location

**PAD**—Program Action Directive

**PCR**—Program Change Request

**PMsgs**—Programming Messages

**PPlan**—Programming Plan

**ROD**—Record of Decision

**SAF/FMBL**—Deputy Assistant Secretary of the Air Force Budget and Appropriations Liaison

**SAF/IEE**—Deputy Assistant Secretary of the Air Force (Environment)

**SAF/IEI**—Deputy Assistant Secretary of the Air Force (Installations)

**SAF/IEIB**—Deputy Assistant Secretary of the Air Force Strategic Basing Division

**SAF/FM**—Assistant Secretary of the Air Force for Financial Management (SAF/FM)

**SAF/LL**—Legislative Liaison, Office of the Secretary of the Air Force

**SAF/PA**—Public Affairs, Office of the Secretary of the Air Force

**SATAF**—Site Activation Task Force

**SCN**—Survey Control Number

**USC**—United States Code

### *Terms*

**Active Duty Air Force**—Active duty Air Force is full-time duty in the active military service of the United States Air Force. This includes members of the Reserve Components serving on active duty or full-time training duty, but does not include full-time National Guard duty.

**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).

**Air Force Strategic Basing Process**—The process the Air Force uses to determine the location of a unit, mission, activity, or manpower.

**Basing**—The process used to determine the location of a unit, mission, activity, or manpower. Basing involves actions taken to position Air Force units (on Air Force or non-Air Force property) or non-Air Force entities on Air Force real property.

**Basing Action**— Movement of Air Force or non-Air Force units, missions, manpower authorizations, and/or weapon systems to a location determined to be Air Force real property to include leased space.

**Basing Action Request (BAR)**—The formal request submitted to initiate the Air Force Strategic Basing Process. The proponent of a proposed basing action will complete and submit the request to SAF/IEIB.

**Beddown**—The execution of a Secretary of the Air Force approved basing action establishing a unit, mission, activity, or manpower on Air Force real property or an Air Force unit, mission, activity, or manpower on non-Air Force DoD Component or foreign military installations for longer than one year. This applies to activities of all military branches, other DoD agencies, non-DoD federal, state and local governmental agencies, and/or private agencies requesting the use of Air Force real property.

**Base Realignment and Closure (BRAC)**—The process under Public Law (PL) 100-526 (BRAC 88) and PL 101-510 that 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 through closure and/or realignment of bases where actions exceed thresholds established in 10 United States Code (USC) § 2687.

**Block/Spirals**—Incremental builds of a weapons system.

**Contingency**—Per JP 4-04, an emergency, event or series of events involving military forces caused by natural or human disasters, terrorists, subversives, international instabilities or by required military operations. Due to the uncertainty of the situation, contingencies require plans, rapid response and special procedures to ensure the safety and readiness of personnel, installations and equipment.

**Continental United States**—The contiguous United States territory, including the adjacent territorial waters, located within North America between Canada and Mexico.

**Description of Proposed Action and Alternatives (DoPAA)**—Attached to an AF Form 813, *Request for Environmental Impact Analysis*, initiates the required assessment of environmental impacts associated with proposed program actions as mandated by the National Environmental Policy Act of 1969 (PL 91-190). The AF Form 813 contains two main elements: the Purpose and Need for the Action and the DOPAA. The AF Form 813 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.

**Unearned Manpower**—Manpower Authorizations (Unit Manpower Document) and/or End Strength (FYDP) resources that are deliberately disconnected from a requirement, organization, or mission realigned to implement a Strategic Basing decision. Manpower that is not moved with a realigned requirement and connected to another or new requirement is a disconnected resource.

**Enterprise**—The enterprise of Air Force installations is comprised of all Active Duty (or Regular) Air Force, Air Force Reserve Command and Air National Guard major and minor installations as defined in AFPD 10-5, *Basing*. The Air Force enterprise also includes Air Force-supported joint bases and other sites greater than 50 acres where the Air Force owns the underlying land (i.e., missile sites, Air Force-owned contractor-operated plants). The enterprise may also include other DoD Component and/or foreign military installations.

**Enterprise-wide Look (EWL)**—The process of applying the basing criteria developed by the proponent and approved by the Secretary of the Air Force to score DoD Component and/or foreign military installations and sites worldwide. The enterprise ultimately is dependent on operational requirements and the nature of the mission being evaluated for basing. Once the locations have been quantitatively evaluated against the Secretary of the Air Force approved basing criteria, the Strategic Basing Panel will meet to review the findings to produce a ranked potential candidate list. When the candidate list is endorsed by the Strategic Basing Executive Steering Group and/or approved by the Secretary of the Air Force and Chief of Staff of the Air Force, 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 deliberate process should produce repeatable and consistent results.

**Environmental Impact Analysis Process (EIAP)**—The National Environmental Policy Act of 1969 requires analysis of the environmental effects of major federal actions and promulgated at 32 CFR Part 989, governs Air Force National Environmental Policy Act compliance for installations in the United States and its territories and overseas.

**Environmental Planning Function (EPF)**—The environmental office or unit that manages the Environmental Impact Analysis Process in support of the proponent for implementation of the action. Duties can include completion of EPF portions of the AF Form 813, review and application of categorical exclusions, facilitation of the Planning Requirement in the Environmental Impact Analysis Process, support for DOPAA development, identification of an interdisciplinary team, and management of the Environmental Impact Analysis Process and contract for completing analyses and required documentation. AFCEC/CZN is the EPF for all Environmental Impact Studies and high profile Environmental Assessments.

**Establishment**—An organizational entity consisting of a headquarters unit and its subordinate units. The name of the establishment is in the name of the headquarters unit. For example, Air Mobility Command (AMC) is an establishment; HQ AMC is its headquarters. Subordinate units are assigned to the establishment and not to the headquarters unit. Reference AFI 38-101, *Manpower and Organization*.

**Host Major Command**—The Air Force major command(s) owning the installation(s) affected by a proposed basing action (e.g., affected by site surveys (Enterprise-wide List), by the Environmental Impact Analysis Process, and/or by a Site Activation Task Force for beddown execution). Also includes the Air Force major command that is the proponent for an Air Force mission seeking to beddown on non-Air Force real estate.

**Industrial Facility**—Any Air Force-owned, -leased, or -controlled real property facility that a contractor uses to perform Government research, development, test, evaluation, production, maintenance, or modification or to store production machinery and equipment in support of such activity.

**Installation**—Any United States Department of Defense, or other Federal Department or Agency, or foreign military base or location capable of supporting military missions.

**Lead Major Command/Command**—The Air Force major command or other entity as designated by SAF/IEIB per paragraph 3.2.1 to champion a proposed basing action through the Air Force Strategic Basing Process from initial BAR submission through beddown.

**Military Judgment**—A qualitative process exercised by Air Force senior leadership that evaluates basing actions 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 make strategic basing decisions.

**Mission**—A duty assigned to an establishment, unit or non-unit.

**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 Air Force).

**Organization Action**—Reference Chapter 27 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, re-designation, or assignment of an organization entity (unit and/or non-unit) that changes the number of Air Force controlled positions at an installation by at least 35 positions, this action/event must be vetted through the Air Force Strategic Basing Process. Manpower actions (e.g., application of new logistics composite model or manpower determinant, Office of the Secretary of Defense or Air Force Corporate Structure program adjustments, etc.) that affect the number of Air Force positions at an installation are not subject to this instruction.

**Organization Change Request**—A request for organization action such as unit activation, inactivation, re-designation, or variation to a standard structure as depicted in AFPD 38-1, *Manpower and Organization* or AFI 38-101.

**Outgrant Lease**—A conveyance of an exclusive, possessory interest in non-excess, Air Force-controlled real property pursuant to the authority of 10 USC § 2667 offered in exchange for consideration equal to or greater than the property's fair market value in cash or in kind.

**Outside of the Continental United States**—Outside the contiguous United States to include Alaska, Hawaii, and all other countries.

**Planning Requirements in the Environmental Impact Analysis Process (PREIAP)**—Emphasizes early interdisciplinary planning and promotes coordinated and consistent implementation of repeatable processes to achieve timely decisions on Air Force action proposals.

**Programming Plans (PPlans)**—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 in-activations; realignments involving the physical move of people or assets; base closures; beddown of weapon systems; unit conversions from one weapon system to another; beddown and/or integration of specialized systems or unique organizational constructs; and increases or decreases in a unit's Primary Aerospace Vehicle inventory.

**Programming Messages (PMsgs)**—PMsgs may be used in lieu of a PPlan when less comprehensive documentation will suffice to implement a program objective. For example PMsgs are often used when limited functional involvement is required to execute the action. PMsgs 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 Action Directive (PAD)**—PADs are generated at the Air Staff level and are used to direct Major Command development of PPlans/PMsgs for program actions already in the President's Budget (PB) or which are to be worked into the PB through standard processes.

**Program Change Request (PCR)**—Air Force program actions are authorized by the PB. Formulation of the PB is a cyclic process. A PCR is a tool submitted by the Air Staff through AF/A8PE or a Major Command which is used to initiate proposed out-of-cycle changes to programs contained in the PB.

**Program Guidance Letters**—A formal planning document that establishes direction, assigns tasks, and provides guidance (i.e., Morale, Welfare, Recreation/Services integration, or Civil Air Patrol reorganization).

**Program Objective Memorandum (POM)**—The final product of the programming process within the DoD, the Components' POM displays the resource allocation decisions of the Military Departments in responding to and in accordance with Defense guidance.

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

**Resource Allocation Plan (RAP)**—The Resource Allocation Plan is the 30-year force structure and funding allocation plan for Air Force Blue-TOA. The RAP is organized as a fiscally constrained and risk informed effects-based capability portfolio.

**Site Activation Task Force (SATAF)**—A team of Major Command functional experts chartered to travel to an installation to identify all the actions required to ensure the Secretary of the Air Force approved final basing decision is successfully executed at an installation after completion of the Air Force Strategic Basing Process. SATAFs are led by a Major Command, and provide periodic, on-scene assistance to unit-level agencies to accomplish a program objective. It employs appropriate members of the Major Command staff and may include Headquarters Air Force 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 direction 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 installation visit by an individual or team to survey real property to determine its feasibility for a proposed unit or mission beddown for Secretary of the Air Force approval during the Air Force Strategic Basing Process.

**Site Visit Authorization**—A visit to a site, installation, or location to perform operational or managerial assessment activities. Examples include oversight of programs, grant operations or management activities for internal control purposes; carry out an audit, inspection or repair activity; conduct negotiations; provide instructions; and provide technical assistance. For purposes of this instruction, this definition is augmented to include an informal visit to a site to gather preliminary information unrelated to a specific basing action(s). Unit commanders and headquarters agencies are not restricted from making contact with other Major Commands as part of the site visit planning process.

**Strategic Basing**—Basing relating to the identification of long-term or overall aims and interests of the Air Force.

**Strategic Basing Panel**—A panel (O-6 and civilian equivalents) supports the Strategic Basing Executive Steering Group and senior-level leadership as a forum for initial corporate review and evaluation of appropriate basing issues.

**Strategic Basing Executive Steering Group**—The senior forum (one- and two-star general officers and civilian equivalents) dedicated to cross-functional consideration of Air Force strategic basing actions, and presents courses of action in the form of alternatives to the Secretary of the Air Force and Chief of Staff of the Air Force through the Air Force Corporate Structure.

**Uncovered Manpower**—A situation that arises when an Air Force mission (e.g., weapon system, manpower positions, etc.) moves from one location to another, is reduced or is eliminated leaving the existing manpower at the losing location without a mission. Being without a mission, the affected manpower is considered uncovered. Although rare and most common among the Air Reserve Component, an uncovered manpower situation is possible at any location where an Air Force mission exists.

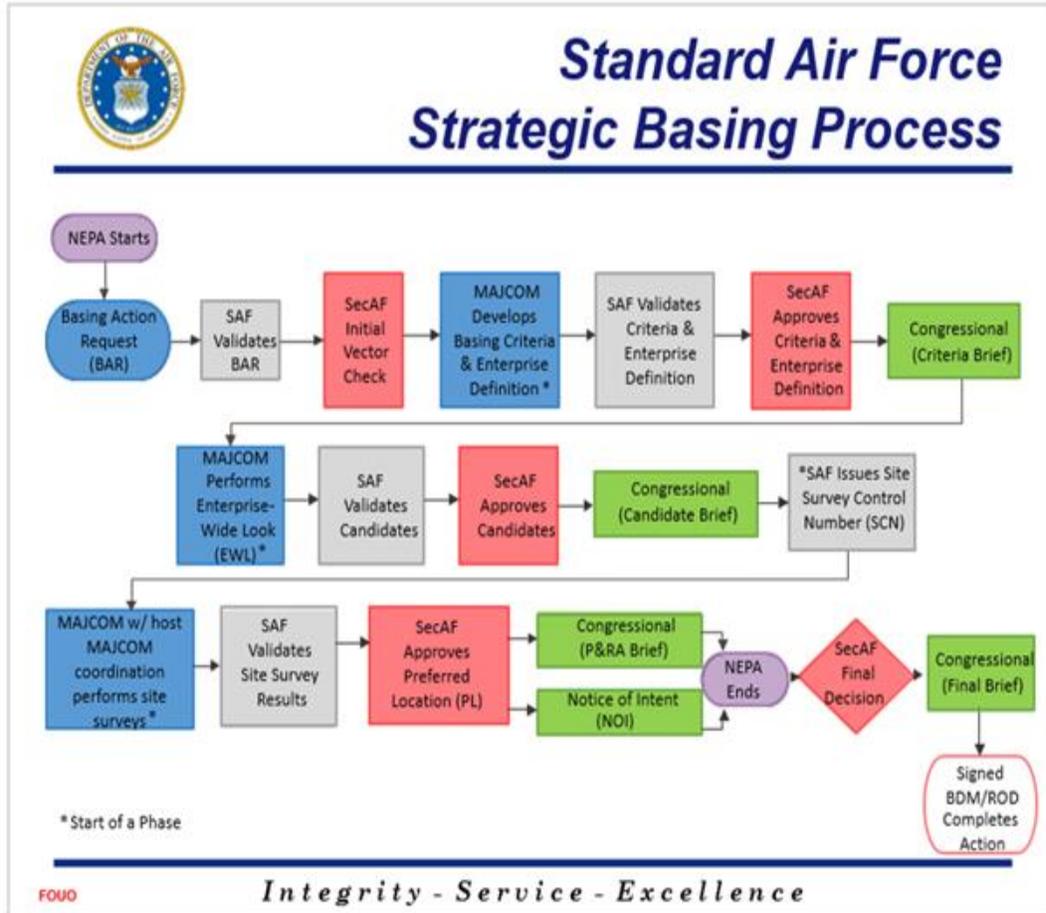
**Unit**—A military organization constituted by Headquarters Air Force or designated by a Major Command, Field Operating Agency or Direct Reporting Unit (for provisional units). A non-unit are those entities that are not constituted by Headquarters Air Force, such as Named Activity, Detachment, Operating Location, Squadron Section, Commanders Support Staff, or Air Force Element.

**U.S. Territories**—Territories associated with, or administered by, the United States 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

AIR FORCE STRATEGIC BASING PROCESS

Figure A2.1. Air Force Strategic Basing Process.



**Legend:**

Blue: Major Command Action

Grey: Secretary of the Air Force Action

Salmon: Secretary of the Air Force Approval

Green: Congressional Brief by SAF/IE, delegated as required