

**BY ORDER OF THE
SECRETARY OF THE AIR FORCE**

AIR FORCE POLICY DIRECTIVE 10-5

26 NOVEMBER 1993



Operations

BASING

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1. There is a continuing US Air Force requirement to preserve a basing infrastructure of land, facilities, and airspace to support its missions, people, weapons systems, and equipment. This directive establishes policies to ensure the Air Force's basing infrastructure is tailored to meet its operational requirements to rapidly project and employ military forces around the globe.

2. The Air Force will establish and maintain a basing infrastructure sufficient to carry out its missions worldwide. This infrastructure consists of Air Force major installations, minor installations, support sites, and other activities, and those to which the Air Force, in oversea locations, has complete or partial access on only a temporary or standby basis. It also consists, as in the case of many units of the Air Reserve Components (ARC), of installations to which the Air Force has partial access on a permanent basis.

3. The Air Force will manage its basing infrastructure to support the scope and level of operations necessary to carry out its missions worldwide. On its installations, Air Force missions and units take precedence over those of non-Air Force agencies, and military activities take precedence over other governmental and nongovernmental activities.

4. When the Air Force determines elements of its basing infrastructure are no longer needed:

4.1. For oversea installations, it will recommend, as appropriate:

4.1.1. The complete or partial withdrawal of Air Force units from bases located in foreign nations.

4.1.2. The complete or partial return to host nations of air bases located in those nations.

4.2. For continental US installations, it will recommend, as appropriate:

4.2.1. The withdrawal of Air Force units from installations in the United States.

4.2.2. The closure of Air Force bases in the United States.

4.3. The Air Force receives approval for its recommendations from the Office of the Secretary of Defense (OSD) (and, in cases of oversea installations, from the appropriate unified or specified com-

mander-in-chief) and then, in consultation with concerned parties, makes and executes decisions to carry out the approved actions.

5. The Air Force will prepare congressional notification packages on basing actions at least annually, or more frequently if required, and will announce publicly those that meet the criteria for announcement.

6. The following responsibilities and authorities are established:

6.1. Headquarters US Air Force (HQ USAF) is responsible for policy oversight and advocacy of the Air Force's Installations Program and for interface with the OSD staff concerning development of Department of Defense (DoD) policy and legislative initiatives.

6.2. The Assistant Secretary of the Air Force for Manpower, Reserve Affairs, Installations and Environment (SAF/MI) is responsible for basing policy matters as described in Air Force Policy Directive 90-1, *Strategic Planning and Policy Formulation*, paragraph 1.5.2. SAF/MI approval is required before this document is changed, reissued, or rescinded.

6.3. HQ USAF is responsible for continuously reviewing Air Force base structure; for making timely closure and realignment recommendations of excess base structure according to the requirements of public law; and for implementing final closure and realignment decisions.

6.4. HQ USAF/XO is the Air Staff focal point for developing policy, advocating resources, and overseeing the beddown of Air Force units worldwide. As the office of primary responsibility, HQ USAF/XO:

6.4.1. Establishes guidance and procedures for handling requests for site surveys and unit bed-downs on Air Force property.

6.4.2. Ensures compliance with DoD Directive 1225.7, *Reserve Component Facilities Programs and Unit Stationing*, for policy on allocation of ARC units to local communities.

6.4.3. Develops appropriate program action directives (PAD).

6.4.4. Implements DoD policy and procedures for disposing of Air Force installations or facilities in the United States and on foreign territory.

6.4.5. Prepares congressional notification packages on basing actions at least annually and announces publicly those that meet the criteria for announcement.

7. This policy applies to all Air Force and non-Air Force activities seeking to bed down force structure or units at Air Force-controlled installations.

8. This directive implements DoD Directive 1225.7, *Reserve Component Facilities Programs and Unit Stationing*; Deputy Secretary of Defense Memorandum, December 14, 1991, *Return of Facilities Abroad*; SECDEF/ASD (P) message, 131758Z Jan 92, *DoD Policy and Procedures for the Return to Host Governments of Overseas Sites and Facilities*; and Director, Joint Staff message, 131235Z Mar 92, *Managing the Drawdown*.

9. See **Attachment 1** for measures used to assess compliance with this policy directive.

10. See **Attachment 2** for an explanation of terms used in this directive.

11. See **Attachment 3** for a listing of interfacing and related publications.

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Attachment 1

MEASURING COMPLIANCE WITH POLICY

A1.1. The Air Force measures compliance with basing policy by evaluating relationships and trends among three pairs of data: The number of major installations relative to the number of wings (figure A1.1) in the Active Component (AC) and the Reserve Component (RC); the number of installations in relation to the total force structure of primary aircraft authorized (PAA) (figure A1.2); and the total facility square feet versus the military and civilian manpower authorizations (figure A1.3). HQ USAF/XOOB will prepare annual measurements for the preceding fiscal year from appropriate inputs provided by major commands (MAJCOM). Ratios developed over time are expected to be consistent.

A1.1.1. Major Installations vs Wings. A comparison of the number of major installations to the number of objective wings in the AC is an indicator of compliance with the Air Force goal of ensuring a tailored basing infrastructure is established and maintained to carry out Air Force missions worldwide. This comparison should trend toward a one-to-one ratio to comply with the "one base, one wing, one boss" concept. The RC bases-to-wing relationship will not exactly follow the same parallelism because many RC wings are bed down at civilian airports, which are not categorized as major Air Force installations.

A1.1.2. Installations vs PAA. The comparison between the total number of major and minor installations to total force structure, as defined by PAA, helps measure compliance with the policy of providing a tailored basing infrastructure. This ratio should be resistant to external influences (e.g., fiscal constraints, political environment, etc.). The RC force structure presents an anomaly since their usually squadron-sized units are individually based at civil airports and their numbers remain fairly stable.

A1.1.3. Total Facility Square Feet vs Manpower Authorizations. Comparing total facility square feet, by component, to military and civilian manpower authorizations, resulting in population density, is another measure of the Air Force's ability to comply with the policy of providing a sufficient basing infrastructure. Variations in the ratio would reflect our success at effectively managing facility space to meet space requirements for authorized manpower. The facility measurement data exclude Air Force Plant industrial complexes and space that has been declared excess (e.g., closed bases) and processed for disposal.

A1.2. These macro-level indicators reflect trends in the Air Force basing structure which result from--and therefore lag behind--fluctuations (buildup or builddown) in force structure, organizational structure, and manning. Changes in total facility space will lag all indicators. Trends in force structure and manpower authorizations may drive the basing infrastructure up or down, depending on the world situation and fiscal guidance and budget authority. Therefore, in the basing infrastructure, it is desirable to achieve a trend that parallels force structure and manpower changes.

A1.3. HQ USAF/XOOB updates information in the US Air Force Program, Installations, Units, and Priorities (PD) document data base, which identifies each installation and its assigned Air Force units. The MAJCOMs and direct reporting units report changes to this data in their submission of the RCS: HAF-XOO(M)9227, *Programming Actions Involving Units, Installations, and Unit Equipment*, report as prescribed in AFI 16-403, *Program Management of Installations and Units Data and Movement of Units*.

Figure A1.1. Sample Metric of Major Installations vs. Wings

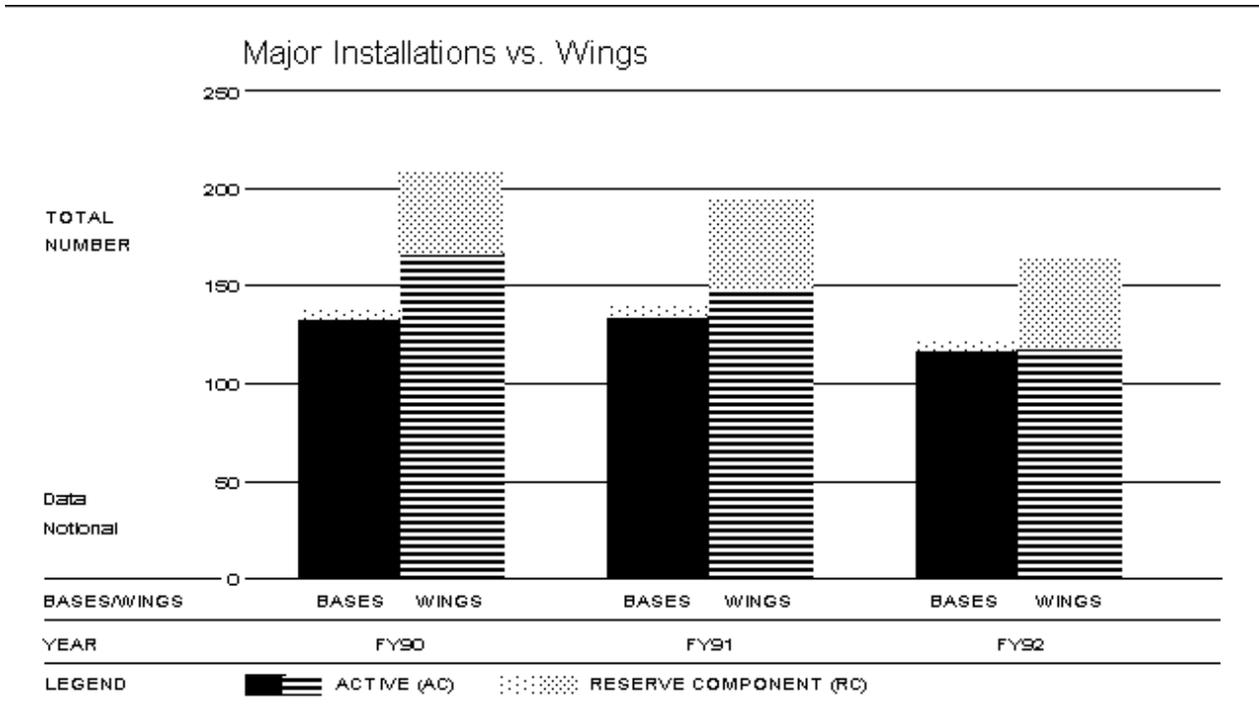


Figure A1.2. Sample Metric of Installations vs. Primary Aircraft Authorized.

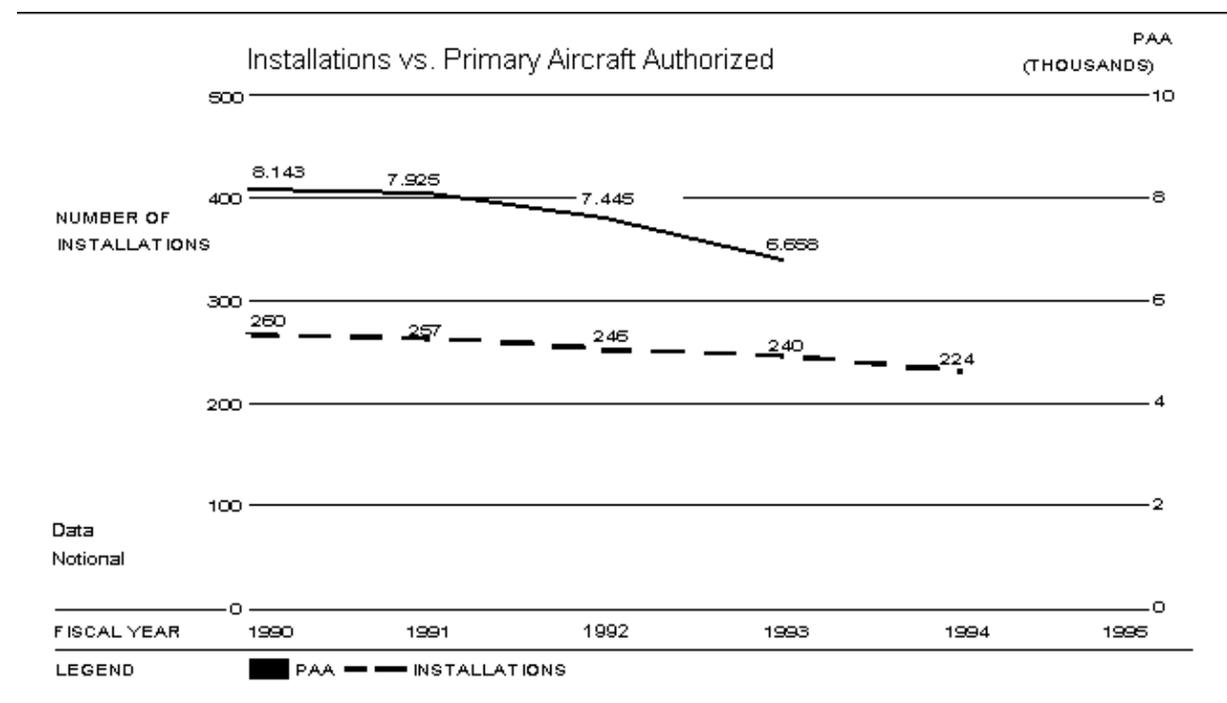
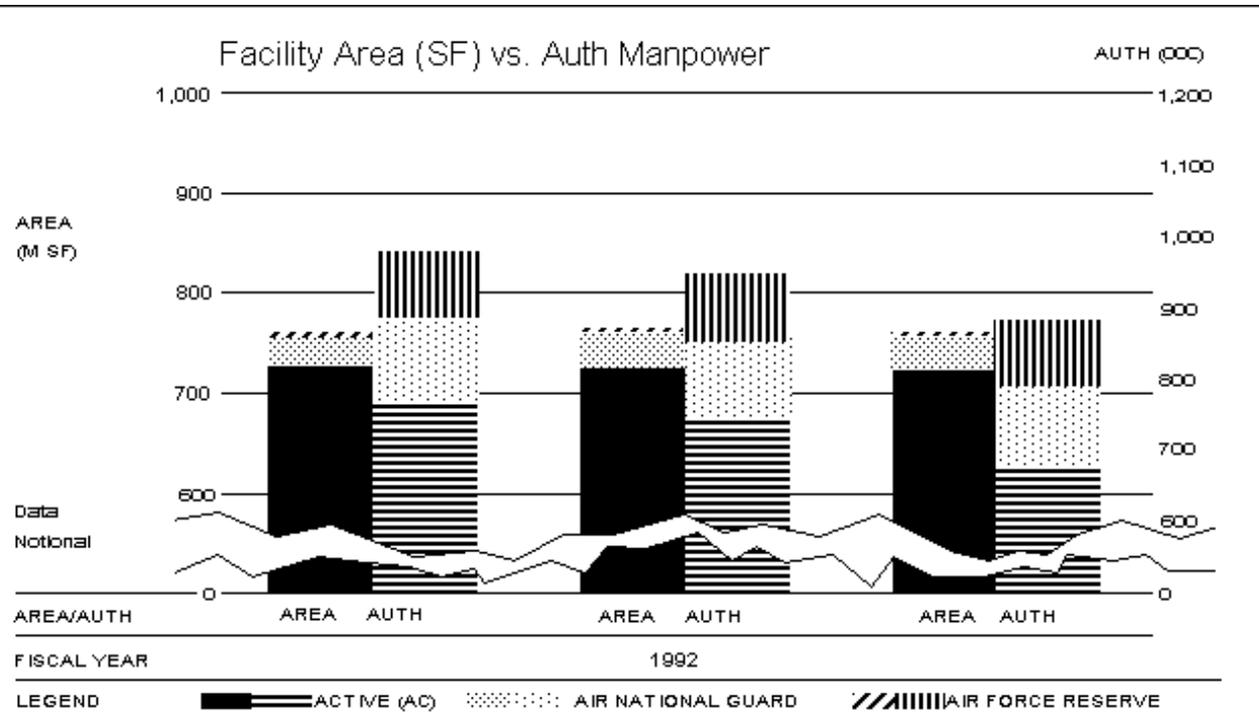


Figure A1.3. Sample Metric of Facility Area (SF) vs. Auth Manpower.



Attachment 2

TERMS EXPLAINED

A2.1. For purposes of this document, the following terms are defined:

A2.1.1. Basing. Actions taken to position Air Force units worldwide, which include selecting sites and resolving political, airspace, environmental, and beddown issues. Such actions may range from establishing and maintaining units in permanent facilities (beddown) to arranging access, transit, and service agreements for contingencies, exercises, and visits.

A2.1.2. Major Installation (Air Force Base, Air Base, Air Reserve Base, or Air Guard Base).

A self-supporting center of operations for actions of importance to Air Force combat, combat support, or training activities. Operated by an Active, Reserve, or Guard unit of wing size or larger with all land, facilities, and organic support needed to accomplish the unit mission. Must have real property accountability through ownership, lease, permit, or other written agreement for all real estate and facilities. Agreements with foreign governments which give the Air Force jurisdiction over real property meet this requirement. Shared-use agreements (as opposed to joint-use agreements where the Air Force owns the runway) do not meet the criteria to be major installations.

A2.1.3. Minor Installation (Air Force Station, Air Station, Air Reserve Station, or Air Guard Station). Facility operated by Active, Reserve, or Guard unit of at least squadron size that does not otherwise satisfy all the criteria for a major installation. Examples of minor installations are Reserve and Guard flying operations that are located at civilian-owned airports.

A2.1.4. Support Site. Facility operated by Active, Reserve, or Guard unit that provides general support to the Air Force mission and does not satisfy the criteria for a major or minor installation. Examples of support sites are: missile tracking sites, radar bombing scoring sites, Air Force-owned contractor-operated plants, and radio relay sites.

A2.1.5. Other Activities. Air Force unit or activity that has little or no real property accountability for the real estate it occupies. Examples include Active, Guard, or Reserve Air Force units that are located on installations belonging to other Services or leased office space that supports recruiting detachments, Civil Air Patrol, etc.

A2.1.6. Program Action Directive (PAD). A formal planning document used to facilitate and record the accomplishment of a major action such as the reorganization or formation of a major command, organization, unit, or function. A PAD is used also to provide program direction on new acquisitions and modifications. It states the objective, defines a concept of operations, assigns specific tasks to offices of primary responsibility and offices of collateral responsibility, and establishes milestones.

A2.1.7. Site Survey. A field visit to an Air Force-controlled base or parcels of real property for the purpose of evaluating it in light of a proposed relocation to that site. Typically, Air Force major commands or non-Air Force agencies make site survey requests to HQ USAF/XO.

A2.1.8. Standby Facility or Installation. A facility or installation located on foreign territory but designated by the United States for contingency or wartime use with the consent of the host government, and at which the United States maintains little or no peacetime presence.

A2.1.9. Complete or Partial Withdrawal. The permanent removal of the continuous presence of some or all US Air Force personnel and force structure from an oversea installation.

A2.1.10. Complete or Partial Return. The permanent return of some or all US Air Force real property and land at an installation on foreign territory to the host government.

Attachment 3

INTERFACING AND RELATED PUBLICATIONS

Section A--Interfaced Publications

AFI 10-501, *Program Action Directives (PAD) and Programming Plans (PPLAN)* (formerly AFR 27-4)

AFI 10-502, *Allocation of Air Reserve Component Units to Local Communities* (formerly AFR 45-11)

AFI 10-503, *Air Force Base Survey and Unit Beddown Program* (formerly AFR 55-31)

AFI 10-504, *Overseas Basing Realignment*s

Section B--Related Publications

AFPD 10-10, *Civil Aircraft Use of United States Air Force Airfields* (formerly AFR 55-20)

AFI 32-9002, *Use of Real Property Facilities* (formerly AFR 87-2)

AFI 32-9003, **Outgrant of Real Property** (formerly AFR 87-3)

AFI 32-7001, *Environmental Impact Analysis Process* (formerly AFR 19-2)

AFI 16-402, *Aerospace Vehicle Assignment, Distribution, Accounting, and Termination* (formerly AFR 27-15)

AFI 16-403, *USAF Program Management of Installations and Units Data and Movement of Air Force Units(Which Covers the USAF Program, Installations, Units, and Priorities Document [PD])* (formerly AFR 27-16)

DoD 4500.45-G, *US Air Force Foreign Clearance Guide (Which Covers Oversea Basing Site Surveys)*
September 5, 1993