

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

AIR FORCE POLICY DIRECTIVE 10-10

25 OCTOBER 2007



Operations

**JOINT USE OF MILITARY AND CIVILIAN
FLYING FACILITIES**

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This policy directive implements Title 49, United States Code Sections, 44502, 47103 and 47107. It applies to all United States Air Force (USAF), Air National Guard (ANG) and United States Air Force Reserve (USAFR) installations. It also applies when civil aircraft use Air Force ramps at civil airports hosting USAF, ANG and USAFR units. This policy directive addresses all standard situations. Those not addressed will be considered on a case-by-case basis. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 37-123 (will convert to AFMAN 33-363), Management of Records, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at <https://afrims.amc.af.mil/>." Send all recommendations for changes or comments to the Office of Primary Responsibility (OPR) using AF IMT 847, Recommendation for Change of Publication; route AF IMTs from the field through the appropriate functional chain.

SUMMARY OF CHANGES

This publication has been substantially revised and must be completely reviewed. This version supersedes all previous versions of AFD 10-10. This revision expands the scope of this directive to cover a wider variety of military and civil joint use at flying facilities. In addition, it expands the principle of fair use by and compensation to either military or civilian users. The title of this AFD was changed from Civil Aircraft Use of United States Air Force Airfields to the current title to emphasize the broader definition of joint use and to align with the Federal Aviation Administration (FAA) definitions. The Air Force establishes and uses its airfields to support the scope and level of operations necessary to carry out Air Force missions worldwide. The FAA establishes and manages airfields to support national transportation system needs. The Congress funds airfields in response to Air Force and FAA requirements and specifies that civil aviation will have access to military airfields when it does not jeopardize an installation's military utility. Congress also specifies that Government aircraft will have access to civilian airfields developed with financial assistance from the United States Government without charge. The Air Force routinely engages in dialogue with the civil aviation community and FAA to ensure mutual understanding of long-term national air transportation system and programmed military force structure requirements. The Air Force must have policies that balance access requests with military needs.

1. General. The Air Force will manage programs used to grant civil aircraft access to military airfields. These include: civil aircraft landing permits, Commercial Activity on Military Installation (CAMI) contracts, and airfield joint use agreements. Other arrangements for access will be negotiated as required for specific purposes.

1.1. Landing Permits. Normally, landing permits will only be issue to civil aircraft operating in support of official Government business and for a one-time use or limited duration. Other use may be authorized if justified by exceptional circumstances. Access will be granted on an equitable basis. Civil aircraft access to Air Force airfields on foreign territory requires host nation approval.

1.2. Contracts for Commercial Activity on a Military Installation (CAMI). Per direction in Department of Defense Instruction (DODI) 4500.55, Civil Reserve Air Fleet (CRAF) Carrier Commercial Access to Military Installations for Non-DOD Operations, the Air Force will consider proposals to use Air Force airfields by individual air carriers who meet the criteria for this program and wish to conduct domestic operations at an Air Force installation. These proposals are not considered under joint use guidelines.

1.3. Joint Use Agreements. The Air Force participates in two types of routine joint airfield use: civil use of military airfields and military use of civil airfields. In each case, the partners in agreement are expected to pay for their fair share use of the jointly used flying facilities.

1.3.1. Civil Use of Military Airfields. When the proposed civil use does not compromise operations, security, readiness, safety, environment or quality of life and the sponsoring Government agency has sufficient financial resources to address associated civil costs, civil use of airfield infrastructure will be accommodated. Only proposals submitted by authorized representatives of local government agencies eligible to sponsor a public airport will be evaluated for possible joint use.

1.3.2. Military Use of Civil Airfields. The Air Force may operate at no cost from airports that have received US Government funding under the provisions of Title 49, United States Code, Section 47107, except when its use is substantial. Where the Air Force has a need for substantial use of a civilian airport, an agreement will be negotiated to outline responsibilities, rights and applicable fees. In negotiating such agreements, the parties will consider the length of expected use and any associated permanent presence (longer than one year).

1.4. Airport Operations Agreements. The Air Force may need to conduct limited operations from an airport or flying facility that is not supported by the Federal Government. If so, an airport operations agreement outlining responsibilities may be negotiated with the facility's managing director. This type of agreement may be negotiated locally if it does not involve any fees or other transfer of resources and does not involve a continuous use or reach the level of substantial use (more than 300 aircraft operations in one calendar month) by all combined federal users. An operation is defined as a takeoff or landing.

2. This directive establishes the following responsibilities and authorities:

2.1. The Deputy Assistant Secretary of the Air Force for Installations (SAF/IEI) is responsible for installation and facility policy. SAF/IEI is the Air Force representative with the necessary authority to permit access to Air Force infrastructure. SAF/IEI shall:

2.1.1. Provide oversight of joint use flying facilities.

- 2.1.2. Serve as the final approval authority for all joint use agreements and airport operations agreements. This approval authority may not be delegated for military installations. For joint use agreements and airport operations agreements at civil airports, negotiation authority and execution may be delegated on a case by case basis to the MAJCOM level, but no further.
 - 2.1.3. Periodically review all policy for adherence to FAA guidance and current operational requirements and issue updates as necessary.
 - 2.1.4. Annually review the status of all agreements to ensure compliance with negotiated terms, fee structure and payments and assess the operational impacts of each agreement.
 - 2.1.5. Approve deviations from proportional payments for fair use of jointly approved flying facilities fee structures.
 - 2.1.6. Designate the lead office when multiple Air Force units use a common civil aviation facility.
 - 2.1.7. Work with service counterparts and federal agencies to designate the lead federal agency when more than one service or federal agency is involved.
- 2.2. HQ USAF/A3/5, through the Director of Operations (A3O), the Director of Air Operations (A3O-A) and the Civil Aviation Division (A3O-AC) shall:
- 2.2.1. Review operational impacts associated with the mixed military/civil use of airfields.
 - 2.2.2. Ensure all impacts have been considered and addressed before forwarding a joint use proposal or agreement to SAF/IEI.
 - 2.2.3. Determine the level of decision authority for landing permits and delegate authority as necessary to MAJCOMs and installation commanders.
 - 2.2.4. Process all requests for exceptions or waivers to this policy directive and related Air Force instructions, unless otherwise delegated.
 - 2.2.5. Facilitate an annual review of all agreements to ensure adherence to the terms and fees.
 - 2.2.6. Consolidate annual operational costs (air traffic control, weather services, etc.) for military use of civilian airfields to assist in validating fair use fee assessments for military operations on civil airfields.
- 2.3. HQ USAF/A7C, the Civil Engineer, shall:
- 2.3.1. Review all proposed active duty agreements and renewals.
 - 2.3.2. Coordinate on all proposed airfield joint use agreements for compliance with the environmental impact analysis process and other civil engineering related environmental considerations for civilian operations on military airfields.
 - 2.3.3. Provide annual facilities sustainment and operation costs for military owned, jointly used flying facilities to assist in validating fair use fee assessments for civilian operations on military airfields.
 - 2.3.4. Consolidate civil engineering related annual facilities sustainment costs for military use of civilian airfields to assist in validating fair use fee assessments for military operations on civil airfields.

2.4. Proposed and renewal agreements involving the Air Force Reserve or the Air National Guard will be reviewed by AF/REL or NGB/A7C respectively. These organizations will complete all coordination aspects listed above in 2.3.1 through 2.3.4.

2.5. The Air Force Real Property Agency shall:

2.5.1. Manage lease processing for Air Force-owned land or facilities included in a military airfield joint use agreement.

2.5.2. Manage lease and license processing for property acquired for military use at civilian airports, unless otherwise delegated.

2.5.3. Ensure that the value of any associated lease payments is taken into consideration and is in compliance with the "right to use" provision associated with civil aviation facilities use.

2.5.4. Ensure no lease is processed that implies military presence at a civil airport beyond five years without a SAF/IEI approved joint use or airport operations agreement.

2.6. MAJCOMs, including the Air Force Reserve Command and the Air National Guard, and installation commanders shall:

2.6.1. Develop and maintain positive working relationships with their civilian tenants and hosts. This includes, but is not limited to, maintaining local operations agreements that outline responsibilities and authorities of each party. Participate in joint development of the airfield to support the jointly used flying facilities.

2.6.2. Actively manage the program to ensure no agreement lapses and that all required fee reviews are conducted in a timely manner.

2.6.3. Participate in all negotiations for new agreements or renewals and establish appropriate fiscal policy to collect and issue fees.

2.6.4. Periodically review flying programs and policies to assure compliance with 49 USC § 47107 for substantial use provisions.

3. There shall only be one Air Force agreement supporting military operations for each civil airport used. When more than one Air Force unit regularly (more than 10% of total airport operations) uses a civil aviation facility, SAF/IEI will designate a lead unit who will account for the use by all Air Force activities and be the lead in discussions with civil airport officials.

4. Exceptions. The following exceptions and rules apply:

4.1. Any aircraft operator with an in-flight emergency may land at any Air Force airfield without prior authorization. An in-flight emergency is defined as a situation that makes continued flight hazardous.

4.2. Forced landings, as directed by Department of Homeland Security, shall be directed to the nearest civilian airport where civil authorities will deal with on-board personnel and hazards.

4.3. On Air Force airfields, Air Force operational requirements take precedence over civil aircraft operations. At Air Force airfields with joint use agreements the conditions under which that precedence is enforced, will be specified in the agreement.

4.4. Civil aircraft using Air Force airfields in the United States are subject to Federal laws and regulations. Civil aircraft using Air Force airfields in foreign countries are subject to US Federal laws and regulations that have extraterritorial effect and to applicable international agreements with the country in which the Air Force installation is located.

MICHAEL W. WYNNE,
Secretary of the Air Force

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

AFPD 10-9, Lead Operating Command Weapons Systems Management, 8 Mar 2007.

AFI 10-1001, Civil Aircraft Landing Permits, 1 Sep 1995.

AFI 10-1002, Agreements for Civil Aircraft Use of Air Force Airfields, 1 Sep 1995.

AFI 10-1003, Use of Air Force Installations for Non-Government Business by Civil Air Carriers Participating in Civil Reserve Air Fleet (CRAF) Program, 1 Aug 1996.

Functional managers will, in addition to those issuances listed above, consider all relevant guidance documents as they become situationally applicable.

GOVERNING STATUTES, POLICIES, AND DIRECTIVES:

Title 31, United States Code, Sections 1301(a) and 1535

Title 49, United States Code, Sections 44502, 47103, 47107

DoD Directive 1225.07, Reserve Component Facilities Programs and Unit Stationing, 6 Jun 2001. Implemented by AFPD 32-10 and AFI 32-1012.

DoD Directive 1225.6, Equipping the Reserve Forces, 7 April 2005. Implemented by AFPD 10-3, Air Reserve Component Forces, AFPD 10-4, Operations Planning, AFI 10-301, Responsibilities of Air Reserve Component (ARC) Forces and AFI 10-402, Mobilization Planning.

Authorities

The Secretary of the Air Force. Title 10, United States Code, Section 8013 et seq. enumerates the various authorities of the Secretary of the Air Force, among other things, to conduct all affairs of the Department of the Air Force, formulate policies and programs and prescribe regulations.

Adjutants General. Title 32 United States Code, Section 314(d) stipulates that “The adjutant general of each State...shall make such returns and reports as...Secretary of the Air Force may prescribe...”

National Guard Bureau. Title 10 United States Code, Section 10501(b) states that, “The National Guard Bureau is the channel of communication on all matters pertaining to the National Guard,...the Air National Guard of the United States... Department of the Air Force, and the several States.” The Chief of the National Guard Bureau is the principal adviser to the Secretary and Chief of Staff of the Air Force on matters relating to the National Guard, and for Air Force matters is subject to their authority. AFPD 10-9, Lead Operating Command Weapons System Management, identifies lead MAJCOM responsibilities for MDS Weapon Systems, both aircraft and non-aircraft entities. The lead command (including ANG when designated as lead MAJCOM) is responsible for development of the support and management agreements, such as CONOPS and MOUs, for the system or systems.