

AF Instruction 32-1032

Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects

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BY ORDER OF THE SECRETARY
OF THE AIR FORCE

Civil Engineering

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction implements Air Force Policy Directive (AFPD) 32-10, *Installations and Facilities*. It provides guidance and instruction for planning and programming unspecified minor military construction projects and real property maintenance and repair projects using funds available for operation and maintenance (O&M). To ensure a full understanding of the process of providing unspecified minor military construction and real property maintenance and repair support, users of this instruction should also be familiar with other Air Force 32-(Civil Engineer) and 65-(Budget) series publications. (AFI 65-601, Volume I, *Finance Management, Budget Guidance and Procedures*, is particularly important for determining funded and unfunded costs for all projects.) Forward any issue not fully addressed by this instruction to the major command (MAJCOM) or Air Staff for clarification. MAJCOMs may supplement this instruction to include command-unique requirements.

Records Disposition. Maintain and dispose of all records created by processes prescribed in this publication IAW AFMAN 37-139, *Records Disposition Schedule*.

Summary of Revisions

This document is substantially revised and must be completely reviewed. Interim change (IC) 2001-01 replaces real property maintenance (RPM) references with more appropriate sustainment, restoration and modernization (SRM) terminology throughout the AFI. This IC

provides definitions of the sustainment, restoration and modernization work categories, updates the Element of Expense Investment Code (EEIC) table, and provides examples of SRM in Attachment 3 to the AFI. A (I) indicates revision from previous edition.

Note: A Revision mark (I) is not applicable to Deskbook web edition

Chapter 1

Overview

1.1. Purpose. The purpose of this instruction is to provide instruction and guidance for those responsible for planning, programming, and executing cost-effective O&M-funded unspecified minor military construction projects and maintenance and repair projects for real property in compliance with law and Department of Defense (DoD) and Air Force policies.

1.2. Responsibilities:

1.2.1. Deputy Assistant Secretary of the Air Force (Installations), (SAF/IEI). SAF/IEI establishes and provides oversight of policies relating to real property, real property systems and components, and engineering services, and grants waivers to those policies in appropriate circumstances. SAF/IEI is the approval authority for facility projects exceeding a certain size or of a certain type.

1.2.2. The Civil Engineer, HQ USAF/ILE. HQ USAF/ILE provides programming guidance, oversight, and policy as required. HQ USAF/ILE reviews, validates, and approves O&M-funded projects classified as repair or unspecified minor military construction exceeding the Active Air Force MAJCOM commander's delegated approval authority. HQ USAF/ILE, through the Installation Support Panel, makes recommendations to the Assistant Secretary of the Air Force for Financial Management (SAF/FM), and the Air Force Group, Board, and Council on requirements for, and appropriate allocation of, resources.

1.2.3. MAJCOMs. MAJCOMs provide oversight to ensure compliance with law and DoD and Air Force policies. MAJCOMs are responsible for establishing quality standards; providing command-unique guidance to supplement Air Force policies, procedures, and instructions; validating requirements identified by their installations; developing and advocating command budgets for SRM projects; promoting timely obligation of funds; project approval within delegated approval authorities; and execution of projects. ANG/CE performs these MAJCOM functions for ANG installations.

1.2.4. United States Property and Fiscal Officer (USPFO).

1.2.4.1. The USPFO is accountable for all ANG property with a federal interest.

1.2.4.2. The USPFO may approve funding projects as shown in Table 1.1., Project Approval Authority, of ANGI 32-8001. Submit projects greater than these limits to

ANG/CEP. The USPFO may delegate some or all of this authority to the installation commander.

1.2.5. Air Force Civil Engineer Support Agency (AFCESA) and the Air Force Center for Environmental Excellence (AFCEE). AFCESA and AFCEE provide technical engineering guidance, assistance, and services.

1.2.6. Installation Commander. The Installation Commander has overall responsibility and accountability for the operation of an Air Force installation. The Installation Commander, assisted by the Base Civil Engineer (BCE), is responsible and accountable to ensure all work accomplished for the Air Force on Air Force owned/controlled real property is properly authorized and funded in accordance with all laws, policies, and regulations. The Commander is also responsible for (1) ensuring the effective and efficient use of Air Force real property; and (2) planning and programming all O&M-funded unspecified minor military construction and maintenance and repair for real property requirements necessary to properly support assigned missions and people (including tenants) and to care for and preserve Air Force real property.

1.2.7. The Surgeon General, HQ USAF/SG:

1.2.7.1. HQ USAF/SG advocates for and distributes resources to MAJCOM/SGs for O&M-funded unspecified minor military construction and maintenance and repair of medical facilities.

1.2.7.2. Air Force Medical Support Agency/Health Facilities Division (HQ AFMSA/SGSF) provides technical and functional design guidance for medical facilities.

1.2.7.3. Air Force Medical Logistics Office/Engineering, Facilities, Equipment & Procurement Branch (AFMLO/FOM) provides Planning, Programming, and Budgetary guidance, direction and oversight as required to the MAJCOMs for using appropriated funds for medical SRM projects.

1.3. Scope. This instruction provides general procedures for planning, programming, and executing O&M-funded projects for real property classified as maintenance, repair or unspecified minor military construction. It applies to all projects, including, but not limited to, those planned for accomplishment by organic forces (which includes overhires and temporary duty augmentees), troop labor, or contract (including Simplified Acquisition of Base Engineer Requirements (SABER)). This instruction addresses only O&M-funded unspecified minor military construction projects and maintenance and repair projects for real property. These funds are normally in the 3400 appropriation (3740 for Air Force Reserve (AFRES), 3840 for Air National Guard (ANG)), but may include 3600, Research, Development, Test and Evaluation (RDT&E), WCF, or Defense SRM accounts when available for O&M functions. See AFI 32-1031, *Operations Management*, for guidance on functions at the installation level.

1.3.1. A project is unspecified minor military construction or a plan of maintenance and repair work necessary to produce complete and usable real property or real property systems or components or a complete and usable improvement to real property or real property systems or components. (Projects are not defined by a dollar amount, but commands may

find it useful to designate a limit for work management purposes.) This instruction does not address:

1.3.1.1. Construction work funded by Military Construction Appropriations (MCA), including MCA-funded unspecified minor military construction. See AFI 32-1021, *Planning and Programming of Facility Construction Projects*.

1.3.1.2. Nonappropriated Fund Instrumentalities work. See AFI 32-1022, *Planning and Programming Nonappropriated Fund Facility Projects*.

1.3.1.3. Military family housing work. See AFI 32-6002, Family Housing Planning, Programming, Design and Construction.

1.3.2. Maintenance and repair are types of work that are different from construction, whether O&M-funded unspecified minor military construction, MCA-funded unspecified minor military construction, or MILCON. Not only do funding sources at times differ, but the nature of work is different. As noted in Chapter 4, maintenance and repair do not change the nature of a facility but simply ensure it can continue to be used effectively. Repair does not normally increase the volume or footprint of a building or change its function, although it may result in greater usable floor space due to reconfiguration of the interior.

1.4. Approval Levels. By Secretary of the Air Force Order (SAFO), 715.2 for the Active Component and 714.1 for the Reserve Components, the Secretary's authorities under 10 U.S.C.2805 (10 U.S.C.18233 for Reserve Components) and 10 U.S.C.2811 have been delegated to SAF/IE, who has further delegated them to SAF/IEI. Table 1.1. and Table 1.2. provide the approval levels hereby delegated by SAF/IEI for O&M-funded unspecified minor military construction, maintenance, and repair projects.

1.4.1. AF/ILE may, by memorandum, further delegate its approval authority for O&M-funded unspecified minor military construction and repair projects. Delegations for ANG and AFR are accomplished by the Chief, National Guard Bureau and the Chief of the Air Force Reserves respectively.

1.4.2. SAF/IE and SAF/IEI may, for particular projects, reduce or otherwise impose restrictions on the approval levels delegated by Table 1.1. and Table 1.2.

Table 1.1. -- O&M Funded Unspecified Minor Military Construction Approval Levels.

	SAF/IE	SAF/IEI	AF/ILE ¹	MAJCOMS	Installations
Life, Health, or safety-threatening deficiencies. ⁴	\$1,000,000	\$1,000,000	\$500,000	As delegated.	As delegated.
All others.	\$500,000	\$500,000	\$500,000	As delegated.	As delegated.

Table 1.2. -- Maintenance and Repair Approval Levels.

	SAF/IE	SAF/IEI	AF/ILE ¹	MAJCOMS	Installations
Maintenance	Unlimited	Unlimited	Unlimited ⁵	Unlimited ⁶	Unlimited ⁶
Repair	Unlimited ²	Unlimited ²	NTE \$5,000,000 ^{2,3}	As delegated.	As delegated.

NOTES:

- 1. Includes the Director, Secretary of the Air Force Space Launch, Air Force Reserve, and Chief, Air National Guard.**
- 2. Repair projects over \$7,500,000 require Congressional notification.**
- 3. See approval limitations in paragraph 4.4.**
- 4. Does not apply to Reserve Components**
- 5. For Reserve Components, NTE \$5,000,000**
- 6. For Reserve Components, as delegated**

Chapter 2

Planning

2.1. Planning Defined. Planning is the identification of a scope of work to satisfy current and future mission requirements. It should address the ultimate goal to be achieved as well as including the specific work required. Only by identifying the ultimate goal for a facility can planners successfully plan multi-year phased maintenance and repair projects and any needed construction projects.

2.2. Facility Requirement Identification and Approval. The BCE uses a variety of methods to identify facility requirements, including, but not limited to: projections of mission changes; base comprehensive planning; space utilization surveys; installation condition surveys (pavements, roofs, etc.); assessments of compliance with environmental, safety, security, and other laws, codes, and regulations; energy conservation surveys and audits; and user or occupant identified requirements. The installation commander

approves facility requirements.

2.3. Planning Determinations. After user requirements are defined, the BCE determines: (1) special technical engineering requirements; (2) project cost estimates; (3) most life-cycle cost-effective solutions; (4) energy conservation projects (see paragraph 6.4.), and (5) work classification (see paragraph 3.3.).

Chapter 3

Programming

3.1. Programming Defined. Programming is the process of acquiring both the authority and the resources necessary to accomplish planned work. (See AFI 32-7001, *Environmental Budgeting*, for additional guidance on programming environmental projects.)

3.2. Prioritization. After facility requirements are identified, the BCE will develop facility project programming proposals and present them for approval by the proper authority.

Prioritizations will normally be based on local policy. See AFD 32-10, *Installations and Facilities*, for prioritization guidance. (For ANG, prioritization of facilities is done by the Base Facilities Board (FB). Activities of the FB are covered by ANGETL 96-2, *Facilities Board*. Additionally, the Joint Service Reserve Component Facility Board, reference AFI 32-1012, *Reserve Component Facilities Programs*, is also used for prioritization.)

3.3. Work Classification. One of the keys to properly program facility requirements is work classification. Work authorization and approval levels and appropriate funding sources vary with work classification, i.e., with the type of work necessary to accomplish facility requirements in the most life-cycle cost-effective manner. Most often, SRM O&M work will be classified as maintenance or repair. However, there may be instances when work that could be classified as maintenance or repair will be accomplished as construction either because it is part of a very large project or because a decision has been made to use other available funding mechanisms, such as MCA-funded unspecified minor military construction.

3.3.1. Demolition. The removal of a facility (or portion of a facility) unrelated to any O&M-funded unspecified minor military construction project or maintenance or repair project is not considered to be a special class of real property maintenance work. Contract costs for such independent facility removal work should be charged to PE***93F, Element of Expense Investment Code (EEIC) 592, Miscellaneous Contract Services, and cost account code 60000. If demolition work is required to accomplish an O&M-funded unspecified minor military construction project or a maintenance or repair project, the cost for demolition or removal work is a cost of the associated project and will be funded as an integral part of the associated project. See AFI 32-9004, *Disposal of Real Property*, for Air Force property disposal procedures.

3.3.2. Non-Construction/Repair Work. The BCE may perform other types of work which are not directly related to O&M-funded unspecified minor military construction or repair and which do not fit the work categories described in this instruction. Examples include burying communication cables, work on non-real property equipment (e.g., equipment listed on the Equipment Authorization Inventory Data (EAID) account), or installing raised flooring or non-capitalized air conditioning to support computer equipment (see AFI 65-601, Volume 1, paragraph 4.6). This type of work is not subject to the limitations placed on O&M-funded unspecified minor military construction or repair work.

3.3.3. Work on non-DoD property. 10 U.S.C.2012 authorizes certain support and services to eligible organizations and activities outside the Department of Defense for the purpose of addressing community and civic needs when such assistance is incidental to military training or otherwise authorized by law. The purpose is to build upon the long-standing tradition of the Armed Forces, acting as good neighbors at the local level, in applying military personnel to assist worthy civic and community needs. See DoD Directive 1100.20, *Support and Services for Eligible Organizations and Activities Outside the Department of Defense*.

3.4. Planning, Programming, and Accomplishing Projects: Plan and program projects to effectively support the mission. Each O&M-funded unspecified minor military construction, maintenance, or repair project must provide a complete and usable facility or improvement to a facility.

3.4.1. Phasing. A project may be phased to minimize the impact of work on a facility's mission. **Do not split projects into increments to circumvent approval authorities, reporting requirements, or programming policy.**

3.4.2. Work on New Facilities. As a matter of policy, do not modify newly constructed facilities within 12 months of beneficial occupancy date (BOD) unless the modification is necessitated by a mission or equipment change which was unforeseen prior to BOD. Do not use O&M funds to correct deficiencies in MCA-funded projects.

3.4.3. Concurrent Work. To the extent possible, construction, maintenance, and repair requirements for a particular facility should be accomplished concurrently to take advantage of economies of scale.

3.4.3.1. Each concurrent project in a facility must result in a complete and usable improvement without being dependent on another project. The programming documents for concurrent projects must be cross-referenced.

3.4.3.2. There may be instances when it is cost effective or otherwise prudent to have a particular type of construction, maintenance, or repair work accomplished on several facilities at the same time even though one or more of those facilities may also have other, concurrent construction, maintenance, or repair requirements; e.g., a multi-facility asbestos abatement program might be desirable even though one or more affected facilities also is in need of other repair.

3.4.4. Facility Security. Force protection will be a primary consideration in the planning, programming, and design of Air Force facilities and utilities. Advice and assistance of security specialists and numerous references governing threat assessment, force protection, and physical security will guide programmers and designers in the preparation of facility criteria and final plans and specifications for all Air Force facilities and utilities. Refer to DoDD 2000.12, *DoD Combating Terrorism*, DoDD 5200.8, *Security of DoD Installations and Resources*, DoDI-O-2000.16, *Combating Terrorism Program Standards*, AFI 65-601, para 8.21.5, AFH 32-1084, *Standard Facility Requirements Handbook*, AFJMAN 32-1071 (Vol. 1, 2, 3), *Security Engineering*, and the *USAF Installation Force Protection Guide* for additional information.

3.4.5. Obsolete Facilities. Limit construction, maintenance, and repair work in facilities identified for disposal to the minimum required to ensure safety and security, to protect health and the environment, and to permit the facility to accomplish its mission.

3.4.6. Temporary Facilities. Site work (foundations, utilities, parking, walkways, patios and other recreational support structures) for temporary facilities, to the extent it is not permanent and will be removed when the project is complete, will be funded as maintenance or repair if it supports a maintenance or repair project and as unspecified minor military construction if it supports an unspecified minor military construction project. If it will not be removed when the project is complete, it will be funded as construction. Site work is not a separate project when it is accomplished to support temporary facilities that are supporting a maintenance, repair, or unspecified minor military construction project.

3.4.7. Communications Prewiring. Refer to policy contained in ETL 87-9 and AFI 65-601, Volume I, para 9.8.3.

3.5. Project Documentation. The BCE will prepare appropriate project documentation based on the work classification and total funded cost of a facility project.

3.5.1. Document projects within installation approval authority on AF Form 332, **Civil Engineering Work Request**, AF Form 327, **Civil Engineering Work Order** or DD Form 1391, **FY ___ Military Construction Project Data**. All projects exceeding Installation Commander approval authority must be documented on a DD Form 1391. See Attachment 2 for guidance on preparing DD Forms 1391/1391c.

3.5.2. Project documents (DD Form 1391 or AF Form 332 or 327) must be signed by an appropriate approving official and must include an approval date.

3.5.3. All project documents must be sufficient to allow an independent reviewer to understand the requirement, the benefit, the classification of work, the total cost (funded and unfunded), the impact if not provided, and the timing of project requirements, including all potential phases.

3.5.4. User organizations must help develop a project's scope and justification (e.g., mission requirement and impact if the project is not accomplished) for user originated projects.

3.5.5. The appropriate approval authority must verify that a project is programmed according to this instruction before signing and dating the approval document. DD Forms 1391 forwarded to AF/ILE for approval must contain the following signed certification from the Base Civil Engineer: **"I have reviewed this document and certify it is complete and accurate. I have validated the project's primary and supporting costs and work classification. It has been fully coordinated with the user and other appropriate agencies and approved by the Installation Commander."**

3.6. Fund Sources. Projects are funded into two ways, Sustainment and Restoration & Modernization (R&M) (O&M).

3.6.1. Definitions:

3.6.1.1. Sustainment. Includes annual maintenance and scheduled repair activities to maintain the inventory of real property assets through its expected service life. Includes regularly scheduled adjustments and inspections, preventive maintenance tasks, and emergency response and service calls for minor repairs. Also includes major repairs or replacement of facility components (usually accomplished by contract) that are expected to occur periodically throughout the life cycle of facilities. This work includes regular roof replacement, refinishing of wall surfaces, repairing and replacement of heating and cooling systems, replacing tile and carpeting and similar types of work. All projects in this category will be in the sustainment class of work. Assign these projects to EEIC 521 (Sustainment Maintenance) or EEIC 524 (Sustainment Repair). All costs for this work should be charged to Program Element ***78F.

3.6.1.2. Restoration and Modernization (R&M) Using O&M Funds: Restoration includes repair and replacement work to restore facilities damaged by inadequate sustainment, excessive age, natural disaster, fire, accident, or other causes. Modernization includes alteration of facilities solely to implement new or higher standards (including regulatory changes), to accommodate new functions, or to replace building components that typically last more than 50 years (such as foundations and structural members). Projects in this category will be classified as repair and/or minor construction. Assign these projects to EEIC 522 (Repair) or EEIC 529 (Minor Construction O&M). All costs for this work should be charged to PE ***76F. R&M can also be funded from the MILCON appropriation (3300).

3.6.1.3. Examples: Detailed examples of both categories of work are in Attachment 3.

3.6.2. Programming for Different Categories: Sustainment and R&M work must always be identified by separate project documents, even if the work will be accomplished in the same contract or at the same time, and even if the sustainment and R&M projects are dependent on each other for the facility to be complete and useable. Rules for dependent projects within the SRM category are in para 4.1.2.2.5.

3.6.3. Element of Expense Investment Code (EEIC) Table. Table 3.1. lists the EEICs assigned to the classes of work.

Table 3.1. -- Element of Expense Investment Code (EEIC) Table.

Type of Work	EEIC	Category
Sustainment (Maintenance)	521	Sustainment
Sustainment (life Cycle Repair)	524	Sustainment
Repair	522	R&M
Minor Construction < \$500K	529	R&M

Chapter 4

Maintenance and Repair

4.1. Maintenance and Repair Authority.

4.1.1. Maintenance (EEIC 521). *Maintenance* is work required to preserve real property and real property systems or components and prevent premature failure or wearing out of the same. Maintenance includes work to prevent and arrest component deterioration, as well as landscaping or planting work which is not capitalized.

4.1.2. Repair (EEIC 522 and 524). *Repair* means to restore real property and real property systems or components to such condition that they may effectively be used for their designated functional purposes. Real property and real property systems or components need not have failed to permit a repair project. Repair includes work to restore facilities damaged by inadequate sustainment.

4.1.2.1. Existing components of a facility may be repaired by replacement, and replacements may be up to current Industry, Federal, DoD or AF standards or codes. As examples, repair may include the following:

4.1.2.1.1. Existing heating, ventilation, and air conditioning equipment can be replaced with functionally sized, state-of-the-art equipment.

4.1.2.1.2. Interior rearrangements (except for load-bearing members) and restorations of an existing facility, including provision of mezzanines to increase usable floor space, can be classified as repair if they allow for effective use of existing space or to meet current building standards and code requirements (for example, accessibility, health, safety, seismic, security, and fire).

4.1.2.1.3. Environmental restoration by removal or treatment of hazardous substances, unless the work is required to support a construction project.

4.1.2.1.4. Replacement of one type of roof system, e.g., a flat roof, with another more reliable or economical type of roof, e.g., sloped roof.

4.1.2.1.5. Installation of exterior appurtenances as a means of complying with building codes and access laws; for instance, fire escapes and elevators (even if enclosed), ramps directly adjoining facilities, and reservoirs, pipes, and pumps that are integral parts of interior fire protection system installations.

4.1.2.1.6. Installation of force protection measures outside the foundation footprint of the facility they protect if specific to that facility. Unlike other aspects of a facility's infrastructure, force protection (security) measures often must extend beyond the foundation of the facility to be effective. To the extent that the force protection measures are installed for the protection of a particular facility, they may still be considered repair of that facility, though they are located outside the footprint of the facility.

4.1.2.2. Although repair and construction overlap to some degree, there is a line constituting construction beyond which repair may not go. As examples, repair does not include the following:

4.1.2.2.1. Expansion of any part of a facility's foundation system beyond its current footprint and elevation or expansion of functional space, including, but not limited to, ground level landings and sidewalk systems, balconies, and new basement areas.

4.1.2.2.2. Increases to a facility's total volume, although increases in usable floor space and interior volume are properly classified as repair if they result from reorganizing the existing space within a facility.

4.1.2.2.3. Installation of types of equipment not presently installed (e.g., upgrading an existing ventilation system with air conditioning), unless required to comply with accessibility, health, safety, seismic, security, or fire standards and codes.

4.1.2.2.4. All work required to relocate a facility, including transportation, site work at the new location, and restoration of the vacated site.

4.1.2.2.5. Work which is dependent on construction to be complete and usable. When repair work is to be done in a facility and a companion construction project is also necessary to allow the work to be complete and usable, both the repair and the minor construction work must be programmed as a single project with the repair classified as EEIC 522 or 524 appropriately and the minor construction classified as EEIC 529. For example, if a dormitory repair (reconfiguration) requires construction of balconies to be complete and usable, a single project with the reconfiguration work classified as repair and the balcony work classified as construction will be programmed. This is as opposed to separate companion projects. The individual classes of work remain subject to appropriate statutory limitations. For those projects where the repair and minor construction are independent, separate repair and minor construction projects are appropriate. Approval authority for these projects is subject to limitations applicable to each class of work.”

4.1.2.2.6. Upgrading the surface of unpaved roads, walks, trails, parking areas, driveways, runways, and taxiways. For instance, converting from compacted soil to crushed rock/gravel or from crushed rock/gravel to asphalt pavement.

4.1.2.2.7. Increasing the dimensions of paved surfaces, except to comply with applicable code(s) or Air Force standard(s).

4.1.2.2.8. Changing the permanent route of roads, walks, trails, or other real property transportation systems, except when done solely to reduce the cost of or avoid unacceptable traffic disruption during repair. Costs to temporarily reroute traffic during repair projects are an integral part of the repair and should be classified as repair.

4.1.2.2.9. Installation of real property walkways.

4.1.2.2.10. Installation of roadway curbs, gutters and underground storm water conveyance systems.

4.1.2.2.11. Installation of bicycle or jogging paths and related benches, lighting, and other real property support structures.

4.1.2.2.12. Repair which entails complete replacement of a vertical section of any building, including a substantial portion of its foundation system. For instance, replacement to the same dimensions and in the same footprint of a 1,000 SF wing of a 10,000 SF facility, including a substantial portion of that wing’s foundation, is properly classified as construction. This does not apply to utility systems.

4.1.2.3. *Replacement.* The decision to replace, rather than repair, a facility should be based on sound engineering judgment, economic analysis, and be in the long term best interests of the Air Force.

4.2. Maintenance Funding. Maintenance is funded using O&M funds. There is no limitation on the amount of O&M funds that may be used for maintenance. For Reserve Components, see Table 1.2. for approval levels.

4.3. Repair Funding. Repair of facilities, or functional areas of multipurpose facilities, using O&M funds is authorized by 10 U.S.C.2811. There is no limitation on the amount of O&M funds that may be used for repair, but there are approval and notification requirements, depending on the amount being spent.

4.4. Approval and Notification Levels.

4.4.1. Section 2811 of Title 10, United States Code (10 U.S.C.2811), requires Secretary of the Air Force approval for O&M-funded repair projects costing more than \$5,000,000; that authority has been delegated to SAF/IEI. Failure to obtain SAF/IEI's approval before funds are committed on any phase of such a project may expose personnel to an Anti-Deficiency Act violation.

4.4.1.1. 10 U.S.C.2811 requires all *current repair requirements* in a facility be considered when determining the appropriate approval authority for a repair project. To make that determination, the estimated cost of all phases of a repair project and the estimated cost of all other current repair requirements for the same facility must be totaled to determine if the \$5,000,000 limit has been reached. The cost to design repair projects and O&M-funded unspecified minor military construction will not be included in this total.

4.4.1.1.1. For the purposes of 10 U.S.C.2811, the phrase *current repair requirements* used in this paragraph 4.4. means: all phases of projects and other anticipated repair requirements in a facility that have not been executed (no funds committed) but which are needed and planned for accomplishment (the funded program) during the current or following fiscal year.

Table 4.1. -- Example of Combining O&M Repair Costs

BUILDING XXX --

- Current FY -- \$1,500,000 five-phase, five-year plumbing project.
- \$1,500,000 HVAC repair contract awarded but work has not begun.
- Next FY -- \$4,000,000 of other repair requirements (\$2,000,000 of which had received earlier approval by SAF/IEI) which are planned to be executed before the end of the FY.

In this case the \$1,500,000 plumbing project must be approved by SAF/IEI before funds are committed for any part of the effort because *current repair requirements* for the facility total \$5,500,000:

The Current FY HVAC project has been executed because funds are committed. Therefore, it does not fit the definition of *current repair requirements* in paragraph 4.4.1.1.1. It is not added in determining whether the \$5,000,000 limit has been reached.

The \$1,500,000 plumbing project is a single project with multiple phases. Though four phases

extend beyond the Next FY, all five phases are added in determining whether the \$5,000,000 limit has been reached.

The \$4,000,000 planned to be funded and executed Next FY, including the \$2,000,000 of those requirements already approved by SAF/IEI, have not been executed. Therefore, those requirements must be included when determining the approval level for the plumbing project.

The DD Form 1391 for the plumbing project must document the cost of each of its phases as well as other *current repair requirements*, whether or not the plumbing project and the other requirements had been approved for accomplishment previously. As demonstrated in this example, repair approval levels specified in Table 1.2. are not applied just to individual projects; they are also applied to multiple repair requirements in a facility.

4.4.1.1.2. Do not time manage the programming of a repair project or ignore repair requirements to influence a project's appropriate approval level.

4.4.1.2. Once approval for a scope of work is obtained in accordance with this paragraph 4.4.1., repairs may proceed without further review under 10 U.S.C.2811. However, if the project's cost increases for any reason to the point where it, in combination with other *current repair requirements* in the same facility, exceeds \$7,500,000, see paragraph 4.4.2.

4.4.1.3. Since failure to obtain SAF/IEI's approval, where required, prior to the commitment of funds is a statutory violation, repairs must not be started until after SAF/IEI's approval is obtained if additional phases of the same project are likely or other *current repair requirements* in the same facility may collectively cost more than \$5,000,000.

4.4.1.4. The limitations of this paragraph 4.4.1. do not apply to emergency repairs required solely to correct a life, health, or safety threatening deficiency, except when the emergency repair project

4.4.2. O&M-funded repair projects estimated to exceed \$7,500,000 must be reported to Congress. Requests for SAF/IEI approval of over \$5,000,000 projects that are estimated to exceed \$7,500,000 will be reported to Congress at the same time they are reviewed by SAF/IEI. If, after SAF/IEI approves an over \$5,000,000 but less than \$7,500,000 O&M-funded repair project, it becomes obvious project costs will, for any reason, exceed \$7,500,000, no further phases of the project will be begun until after SAF/IEI has made the necessary report to Congress. Additionally, if the current phase will itself cause the project to exceed \$7,500,000, increased expenditures on that phase should be kept under \$7,500,000, while avoiding unnecessary delay claims, pending a report to Congress.

4.5. Project Cost Increases. As a matter of policy intended to help provide prudent oversight of major repairs to facilities, a repair project approved by SAF/IEI at a cost in excess of \$5,000,000 may not exceed 125% of the approved amount without reapproval by SAF/IEI.

Chapter 5

Unspecified Minor Military Construction

5.1. *Unspecified Minor Military Construction Authority (EEIC 529).*

5.1.1. Construction. Construction means to build, develop, convert, or extend real property and real property systems or components. The product of a construction project must be complete and independently functional for its intended purpose. Refer to AFI 32-1021, *Planning and Programming of Facility Construction Projects*, for more detailed information on the classification of work as construction.

5.1.2. Unspecified Minor Military Construction. O&M-funded unspecified minor military construction projects are authorized by 10 U.S.C.2805(c) (10 U.S.C.18233a(b) for Reserve Components). MCA-funded unspecified minor military construction projects are authorized by 10 U.S.C.2805(a) (10 U.S.C.18233(a) for Reserve Components) and are unlike O&M-funded unspecified minor military construction projects both in funding source and permissible project size.

5.1.2.1. O&M-funded unspecified minor military construction projects may not exceed \$500,000 in cost, except for Active Component projects intended solely to correct a deficiency that is life, health, or safety threatening, in which case the cost may not exceed \$1,000,000. (There is no special provision for Reserve Component projects to correct deficiencies that are life, health, or safety threatening). Projects solely to correct a life, health, or safety threatening deficiency and that cost more than \$500,000 must have the prior approval of SAF/IEI and require prior Congressional notification. Failure to obtain this prior approval or provide this prior notification is an Anti-Deficiency Act violation.

5.1.2.2. Unspecified minor military construction projects may not be used to construct new military family housing units.

5.1.2.3. In addition to the examples provided in paragraph 4.1.2.2. of this instruction, the following will, as a minimum, be classified as construction and, subject to the other limitations in this instruction, will qualify as unspecified minor military construction:

5.1.2.3.1. Creating new or enlarging existing real property facilities (volume or footprint) or expanding the coverage of real property facility systems or components which are not inside a building. However, during repair, these systems may be resized to current requirements (for example, replacing 8-inch pipe with 12-inch pipe) plus some allowance for possible future growth is repair.

5.1.2.3.2. Conversion of a facility or portion of a facility from one primary function to another

(NOTE: repair work required regardless of a conversion may still be repair; e.g., roof repair needed irrespective of a change in functional use).

5.1.2.3.3. Repair work which would exceed 70 percent of a facility's replacement cost; SAF/IEI may waive this limit in appropriate circumstances. This is a matter of policy and will not apply where a facility is being repaired in lieu of replacement because it is on the national or state historic register.

5.1.2.3.4. Purchase and installation of real property installed equipment (RPIE) when part of a construction project.

5.2. *Unspecified Minor Military Construction Funding.* The source of funds for unspecified minor military construction can be either O&M or MCA. This instruction only covers unspecified minor military construction funded with O&M funds. MCA-funded unspecified minor military construction is covered in AFI 32-1021, *Planning and Programming of Facility Construction Projects*.

5.3. *Consolidating Projects:*

5.3.1. As a matter of policy, all known unspecified minor military construction work required for a facility within the next 24 months, whether O&M or MCA-funded, should be planned and programmed for accomplishment as a single unspecified minor military construction project. Do not combine funds from different appropriations (i.e., O&M, P-341-Unspecified Minor Military Construction funded from the Military Construction Program appropriations, NAF) for a single unspecified minor military construction project. HQ USAF/ILE will consider exceptions to this general policy. (See also paragraph 3.4., but note that resource availability is never a justification for phasing a construction project.)

5.3.2. *Multiple Unspecified Minor Military Construction Projects in a Single Building.*

5.3.2.1. Program multiple unspecified minor military construction projects, without regard to funding source, in a single building for accomplishment within a 24-month period only if:

5.3.2.1.1. The requirement for an additional unspecified minor military construction project in a 24-month period could not have been reasonably anticipated at the time the previous unspecified minor military construction project was initiated; or

5.3.2.1.2. The requirement for an additional unspecified minor military construction project is for a distinctly different purpose or function from the previously initiated unspecified minor military construction project and each can be independently complete and usable.

5.3.2.2. This 24-month programming period begins upon contract award for contract projects, including SABER, or upon the start of construction for non-contract projects.

5.3.2.3. For multiple unspecified minor military construction projects, the appropriate authority must approve and sign the individual programming documents.

5.3.2.4. Large medical, academic, and industrial (depot maintenance, laboratory, and testing exceeding 100,000 square feet) facilities deserve special consideration. Clearly

unrelated and noncontiguous construction requirements in such facilities which also have differing category codes should be programmed as separate projects. Prior written approval by HQ USAF/ILE must be obtained when the total, combined cost of such projects exceeds \$500,000. MAJCOM/CEs may approve multiple projects within their delegated approval authority.

5.3.3. Project Documentation. Project documents for multiple unspecified minor military construction projects in a building within a 24-month period, which exceed MAJCOM approval level, must be signed and dated by the appropriate MAJCOM approval authority before submitting to HQ USAF/ILEO for processing to HQ USAF/ILE or SAF/IEI.

Chapter 6

Special Programming Considerations

6.1. *Troop Labor:*

6.1.1. *Use of Troop Labor.* The government work force should not necessarily compete with the private sector for facility work. As a matter of policy, AF/ILE must approve minor construction or repair projects in the United States, including Guam, Puerto Rico, and the Virgin Islands planned for accomplishment with RED HORSE or Prime BEEF if total funded and unfunded costs exceed \$500,000. Retain documentation for such projects totaling over \$100,000 at the installation. This policy does not apply to facilities whose construction fund source is nonappropriated funds. (For ANG, SAF/IEI approval is required.)

6.1.2. *Augmenting In-House Work Force (not applicable to the ANG).* Also as a matter of policy, AF/ILE must approve repair projects over \$500,000 planned for accomplishment by augmenting the in-house workforce with civilian overhires or temporary duty personnel. Furthermore, to use civilian overhires or temporary duty augmentees in the U.S., the Installation Commander must certify at least one of the following conditions exists: (1) use of troop labor or overhires is required as a consequence of a labor strike which precludes work being done on schedule and delay will seriously impede the Air Force mission; (2) there are no responsive bids to an Air Force invitation for bids; (3) security clearance requirements prevent contractor accomplishment; (4) there is an overriding urgency for completion of the project by a specified date, not allowing time to prepare detailed plans and specifications; or, (5) the safety and health of workers or the public is jeopardized.

6.1.2.1. Projects with scopes of work limited to demolition and asbestos and lead based paint abatement may be accomplished by organic, temporary duty, overhire, or contract labor so long as the choice is made to achieve best value for the Air Force while continuing to recognize the imperatives of mission accomplishment and adherence to the principles and provisions of Office of Management and Budget Circular A-76. This limited authority will not be used in conjunction with repair projects and must be supported by an economic analysis that compares contract accomplishment to other options considered.

6.2. Host-Tenant Relationships and Responsibilities. General responsibilities are outlined in AFI 25-201, *Support Agreement Procedures*, and AFI 65-601, Volume 1.

6.2.1. Host Base Planning Responsibility. Tenants will provide appropriate input to hosts in the preparation, implementation, and maintenance of the Base Comprehensive Plan (BCP). The host will work with tenants to integrate tenant plans into the BCP. Establish support for programming and accomplishing tenant required work per AFI 32-7062, *Base Comprehensive Planning*.

6.2.2. Tenant Programming Responsibility. A tenant is responsible for providing the host with the tenant's requirements and justification data to support construction and repair projects.

6.2.3. O&M Funding Responsibility:

6.2.3.1. Air Force Tenants (Intraservice). An Air Force host is responsible in Air Force buildings for funding construction costing up to \$2,000 (if over \$2,000, the tenant is responsible) and all routine maintenance and repair. Nothing precludes a tenant from funding facility support it deems necessary. The tenant's permit and Interservice Support Agreement may provide for reimbursement for support provided by the host. (See AFI 65-601, Volume I, Chapter 7, for additional guidance on host-tenant funding responsibilities.)

6.2.3.2. Contractor, Interservice, Interdepartmental, and Interagency Tenants. The permit, license, lease, or other outgrant to the tenant and the Interservice Support Agreement with the tenant provide guidance for determining when a tenant will provide reimbursement for support provided by the host.

6.2.3.3. The tenant is responsible for funding those repair projects which are unique to the operation of the tenant such as rearrangement of interior partitions to improve operations or force protection measures necessitated by the nature of the tenant's operation.

6.2.3.4. For ANG. The ANG is responsible for all costs of exclusive use facilities including those used by ANG units which are tenants on military installations. When the ANG is a tenant, the host is responsible for all O&M costs of jointly used areas which are not licensed to the ANG. O&M costs for unlicensed facilities used by ANG personnel performing an active duty mission shall be provided by the MAJCOM responsible for the mission.

6.3. Air National Guard Facilities Considerations:

6.3.1. Program Submission. The BCE will update and submit the sustainment, restoration and modernization (SRM) program to ANG/CEP each year as requested. A current DD Form 1391 is required for each project included in the submission which requires ANG approval. Submit a new DD Form 1391 each year. A current DD Form 1391 is necessary to ensure the scope, requirements, and costs are updated and revalidated. In addition, include an updated certificate of compliance and an SRM checklist for each project.

6.3.2. ANG Facilities on Other Component Installations. The ANG is responsible for authorizing and funding all repair projects for licensed, exclusive use ANG facilities per AFI 32-1012, *Reserve Components Facilities Programs*. The host installation engineer must review all ANG-funded construction and repair projects for potential conflict with other installation work.

6.3.3. ANG Cooperative Agreements:

6.3.3.1. Real Property Services (RPS). RPS includes the Master Cooperative Agreements resources that provide Federal support for services provided by a state military department for authorized facilities, associated leases, real property operations, and SRM costs. This Federal support requires State matching funds. The ratio of State matching funds is determined based upon unit missions.

6.3.3.2. ANG SRM. ANG SRM projects outside Air Force owned or leased property require an agreement between the ANG and local authority. This is done via a Military Construction Cooperative Agreement (MCCA).

6.3.4. Design and Execution of RPM Projects. Refer to ANGI 32-1023, *Criteria and Standards for Air National Guard Construction*.

6.4. Energy Conservation. Consider energy efficiency to the maximum extent possible in all construction and repair projects. Energy Technical Letter (ETL) 94-4, *Energy Usage Criteria for Facilities in the Military Construction Program*, defines the requirements to be implemented for new work and repair projects. Additionally, ETL 95-4, *Mandatory Energy/Water performance Standards for Replaced or Modified Equipment*, provides the minimum energy requirements for upgrading existing equipment. To help meet the mandated energy goals, several funding avenues are available to the designers/programmers. Energy Savings Performance Contracts (ESPC) and Demand Side Management (DSM) should be investigated as potential sources to provide funds to retrofit or repair the Air Force facility infrastructure out of energy savings produced. Certificates of compliance are required from the designers (as part of final design) and construction agents (at acceptance) verifying that energy efficient equipment and systems are included. Forward these certificates through HQ AFCESA/CES (for technical review) and the MAJCOM/CEs to HQ USAF/ILEC. ANG will submit to ANGRC/CEC for processing (See AFI 32-8001).

6.5. POL Systems. Defense Energy Support Center (DESC) is responsible for approving and funding all projects on Air Force installations (including ANG installations) for the aircraft fuel systems and related appurtenances which process DESC owned fuels. Prepare project submittals in accordance with DESC guidance.

6.6. Working Capital Fund (WCF). WCF activities are responsible for costs associated with SRM projects in accordance with DoD Regulation 7000.14R, the *DoD Financial Management Regulation*, Vol. 11B, Chapter 62, Section F. WCF activities use WCF funds to reimburse host installations for such work. When a WCF activity partially occupies a building, WCF will, as established above, fund costs in support of the space occupied by the WCF activity. WCF projects are subject to the same statutory limitations as O&M-funded projects.

6.7. Accessibility. The scope of each construction and repair project will be carefully reviewed with respect to applicable accessibility standards. Refer to the *Uniform Federal Accessibility Standards and the Americans with Disabilities Act Accessibility Guidelines* for additional information.

6.8. Sustainability. Incorporate sustainable principals and concepts to the fullest extent possible, consistent with budget constraints and customer requirements, on all construction and repair projects. Refer to the *USAF Environmentally Responsible Facilities Guide*, for further information.

MICHAEL E. ZETTLER, Lt General, USAF
DCS/Installations & Logistics

Attachment 1

Glossary of References and Supporting Information

References

10 U.S.C.2811

10 U.S.C.18233

10 U.S.C.18233a

10 CFR 435

DoD Directive 1100.20, *Support and Services for Eligible Organizations and Activities Outside the Department of Defense*

DoDD 2000.12, *DoD Combating Terrorism*

DoDI-O-2000.16, *Combating Terrorism Program Standards*

DoDD 5200.8, *Security of DoD Installations and Resources*

DoD 7000.14R, *DoD Financial Management Regulation*

AFI 25-201, *Support Agreements Procedures*

AFPD 32-10, *Installations and Facilities*

AFI 32-1012, *Reserve Components Facilities Programs*

AFI 32-1021, *Planning and Programming of Facility Construction Projects*

AFI 32-1022, *Planning and Programming Nonappropriated Fund Facility Projects*

AFI 32-1031, *Operations Management*

AFI 32-6002, *Family Housing Planning, Programming, Design and Construction*

AFI 32-7001, *Environmental Budgeting*

AFI 32-7062, *Base Comprehensive Planning*

AFI 32-9004, *Disposal of Real Property*

AFI 65-601, *Volume 1, US Air Force Budget Policies and Procedures*

ANGETL 96-2, *Facilities Board*

ANGI 32-1023, *Criteria and Standards for Air National Guard Construction.*

ANGI 32-8001, *Planning and Programming of Air National Guard Facility Construction Projects.*

AFH 32-1084, *Standard Facility Requirement Handbook*

AFMAN 32-1071, *Security Engineering*

ETL 94-4, *Energy Usage Criteria for Facilities in the Military Construction Program*

ETL 95-4, *Mandatory Energy/Water performance Standards for Replaced or Modified Equipment*

NGR 5-1/ANGI 63-101, *National Guard Grants and Cooperative Agreements*

Americans with Disabilities Act Accessibility Guidelines

Uniform Federal Accessibility Standards

USAF Environmentally Responsible Facilities Guide

USAF Installation Force Protection Guide

Abbreviations and Acronyms

AF	Air Force
AFI	Air Force Instruction
AFPD	Air Force Policy Directive
AFRES	Air Force Reserve
ANG	Air National Guard
BCE	Base Civil Engineer
BCP	Base Comprehensive Plan
DFSC	Defense Fuels Supply Center
DoD	Department of Defense

EEIC	Element of Expense Investment Code
FOMA	Facilities Operations and Maintenance
MAJCOM	Major Command
MCA	Military Construction Appropriations
MILCON	Military Construction
NTE	Not to exceed
O&M	Operation & Maintenance
OH&P	Overhead and Profit
RDT&E	Research, Development, Test, and Evaluation
RPIE	Real Property Installed Equipment
SIOH	Supervision, Inspection and Overhead
SRM	Sustainment, Restoration and Modernization
USPFO	United States Property and Fiscal Officer
WCF	Working Capital Fund

Attachment 2

Preparing DD Forms 1391

A2.1. *Preparing DD Forms 1391 and 1391c, FY ___ Military Construction Project Data.* Use the following directions to prepare DD Forms 1391 for all projects funded from funds available for operation and maintenance. Since the DD Form 1391 is the basis on which individual projects and some Air Force-wide programs are justified and approved, they must be carefully prepared to provide complete, accurate, and essential information. The project documents must provide a complete word picture of the work planned and the reason for the work. For phased work, a clear description of the ultimate goal of the phased program should be included. Appropriate authority must approve project documents on the front sheet DD Form 1391 for each facility project. Project documents for operation and maintenance funded projects should follow the same format as those for MILCON projects to the maximum extent possible.

A2.2. *Item 1, Component.* Enter “AF” followed by the MAJCOM (or “ANG” or “AFRES”) requesting the project.

A2.3. *Title Block.* Enter the fiscal year of the funds paying for the project. Strike over “MILITARY CONSTRUCTION” from the title to prevent confusion with MILCON programming documents.

A2.4. *Item 2, Date.* Enter date of current project document.

A2.5. *Item 3, Installation and Location.* Put the name of the installation and the state or country where located. Also, enter the name of the installation where work will be done if it is an off-base site.

A2.6. *Item 4, Project Title.* First word will be “Maintain” or “Repair”. Make it clear what the work is to do. If more than one class of work, say so.

A2.7. Item 5, Program Element Number. Indicate the five-digit number INCLUDING SUFFIX (“F” IF Air Force) corresponding to the source of funds to be spent and the corresponding EEIC.

A2.8. Item 6, Category Code. Show the six-digit code for the facility or component involved.

A2.9. Item 7, Project Number (Active Forces). This number is locally assigned and should be consistent with the Project by Contract Management System. Enter the types of funds to be used for the work such as O&M, RDT&E, Medical O&M, Defense SRM, etc.

A2.9.1. Item 7, Project Number (ANG & AFRES). This ten character, alphanumeric number consists of the four character installation identifier, two-digit fiscal year of planned execution followed by the number “2” (SRM) and a three-digit locally assigned number.

A2.10. Item 8, Project Cost. Show element of expense investment code and total funded project cost, for example EEIC 529 -- \$000K. Round project cost to the nearest thousand. Sustainment and Restoration & Modernization projects should be identified on separate project documents, as well as companion repair and minor construction projects that are not dependent upon each other.

A2.11. Item 9, Cost Estimates. This section provides for a breakout of costs by identifiable elements of work such as electrical, mechanical, etc. Use these or other useful measures to provide a summary of the project cost. This area also provides the opportunity to show elements that are part of the costs of the overall effort but which are funded from other sources such as equipment. Refer to AFI 65-601, Volume 1, for detailed breakout of funded versus unfunded costs. Show Overhead and Profit (OH&P) expenses here as funded costs (when appropriate). Use local experience for amount. Show Supervision, Inspection, and Overhead (SIOH) when applicable. Design costs, when paid from operation and maintenance funds, are unfunded. Use current inflation indices to bring project to cost in the year of expected execution.

A2.11.1. Foreign Currency Exchange Rate. Enter the rate used, when applicable.

A2.11.2. Contingency Costs. Identify contingencies as a percent of total, when appropriate.

A2.12. Item 10, Description of Proposed Work. Cross out the word “Construction” in the item 10 heading and replace with the word “WORK.” Describe the major work planned. When combining maintenance, repair, and unspecified minor military construction projects, describe each work class separately. Unspecified minor military construction should be on a separate project. For phased work, describe the work included in each phase.

A2.13. Item 11, Requirement. Tell why the project is being done, including the ultimate goal for a phased project. This will include age of the facility or associated components; general conditions of the items requiring work; energy conservation or environmental considerations, etc., which help describe the current situation. Include any information which helps form a word picture of why this project is being done. If rented or leased facilities are involved, provide the following information:

A2.13.1. Location. City, State (or Country), and street address.

A2.13.2. Occupied By. Official name of agency using facility.

A2.13.3. Lease Number. Official lease number under which facility is being used.

A2.13.4. Annual Rental. Annual rent paid for use of the property.

A2.13.5. Companion Projects. Clearly identify, by project number and title, any companion projects associated with this work. (Companion projects are those being accomplished simultaneously but with a different work class.)

A2.14. DD Form 1391c (Not applicable to ANG & AFRES). When submitting repair projects to the MAJCOM and HQ USAF, submit the following:

A2.14.1. Single Line Drawing. Provide a drawing of the facility to show its general layout and all areas of work in the project. “Before” and “after” site or floor plans are required for repair projects.

A2.14.2. Site Plan. This plan will show only immediate areas involved in the project.

A2.14.3. Certificates. (See AFI 32-1021, figure 2-1.)

A2.14.4. Cost Estimate DD Form 1391c. Provide a cost estimate in enough detail to complete a word picture of the proposed work. Include a separate entry for SIOH (when applicable) and OH&P.

A2.14.5. Unique Requirements for Airfield Pavements:

A2.14.5.1. Furnish a single line drawing to clearly show the pavement configuration of the runways, taxiways, aprons, and other airfield pavements and the project location. Include a drawing providing a detailed before and after pavement cross section.

A2.14.5.2. Projects submitted for approval to the MAJCOM must include a current Pavement Condition Index and must indicate the project was developed using the MICROPAVER Pavement Maintenance Management System procedure. Include the pavement questionnaire and photographs describing the project. A current pavement evaluation report is also good justification for project funding. Provide a copy of the project documents concurrently to HQ AFCESA/CES for review and concurrence in the technical aspects of the project.

Attachment 3

Examples of Sustainment, Restoration and Modernization

A3.1. Sustainment. This category of work provides resources for annual maintenance and scheduled repair activities to maintain the inventory of real property assets through its expected service life. It includes regularly scheduled adjustments and inspections, preventive maintenance tasks, and emergency response and service calls for minor repairs. It also includes major repairs

or replacement of facility components (usually accomplished by contract) that are expected to occur periodically throughout the facility life cycle. This work includes regular roof replacement, refinishing of wall surfaces, repairing and replacement of heating and cooling systems, replacing tile and carpeting, and similar types of work. Not included is the repair or replacement of non-attached equipment or furniture, or building components that typically last more than 50 years (such as foundations and structural members). Sustainment does not include restoration, modernization, environmental compliance, historical preservation or costs related to unexpected events, which are funded elsewhere.

A3.1.1. *Examples of sustainment projects include, but are not limited to:*

A3.1.1.1. Repairing a roof on a cyclic basis (built up roof, standing seam metal roof, etc)

A3.1.1.2. Replacing telephone poles periodically

A3.1.1.3. Re-balancing an HVAC system

A3.1.1.4. Inspecting/repairing fire detection/suppression systems

A3.1.1.5. Repainting the exterior or interior of facilities

A3.1.1.6. Performing small repair or crack sealing on the airfield

A3.1.1.7. Cleaning out storm drainage systems on a periodic basis

A3.1.1.8. Repairing a water line break (emergency response)

A3.1.1.9. Replacing the floor covering in a facility

A3.1.1.10. Chip sealing a road surface

A3.1.1.11. Re-stripping base parking lots

A3.2. *Restoration and Modernization (R&M).* *Restoration* includes repair and replacement work to restore facilities damaged by inadequate sustainment, excessive age, natural disaster (storm damage), fire, accident, or other causes. *Modernization* includes alteration of facilities solely to implement new or higher standards (including regulatory changes), to accommodate new functions, or to replace building components that typically last more than 50 years (such as foundations and structural members). R&M also includes mission beddowns.

A3.2.1. *Examples of Restoration and Modernization projects include, but are not limited to:*

A3.2.1.1. Repairing damage to a facility (i.e. collapsed ceiling, drywall, floor, etc) caused by a leaking roof (resulting from lack of sustainment)

A3.2.1.2. Repairing damage to a facility caused by a natural disaster (fire, tornado, hurricane, flood, etc)

- A3.2.1.3. Replacing a section of water line that has exceeded life expectancy
- A3.2.1.4. Repairing a facility (to include structural members) as a result of an explosion
- A3.2.1.5. Complete replacement of an existing road due to failure
- A3.2.1.6. Replacing a HVAC system that was poorly designed and never worked properly
- A3.2.1.7. Replacing the existing lighting with more energy efficient system
- A3.2.1.8. Converting a former commissary into an orchestra performance hall
- A3.2.1.9. Renovating a facility to accommodate new modular furniture
- A3.2.1.10. Replacing a runway or taxiway that has exceeded it's life expectancy
- A3.2.1.11. Altering a facility (new walls, ceiling, floor covering, etc) to house a new function (administrative, shop, etc)
- A3.2.1.12. Altering a facility (new walls, ceiling, floor covering, etc) to bed-down a new mission
- A3.2.1.13. Replacing the roof trusses or floor joists of a facility after 50 years
- A3.2.1.14. Installing a new fire suppression system to comply with a new fire code
- A3.2.1.15. Constructing a new road

Attachment 4

IC 2001-1 TO AFI 32-1032, Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects

25 SEPTEMBER 2001

OPR: HQ USAF/ILEOP (Robert P. Doerschner)

This instruction implements Air Force Policy Directive (AFPD) 32-10, *Installations and Facilities*. It provides guidance and instruction for planning and programming projects for real property classified as maintenance, repair or unspecified minor military construction using funds available for operation and maintenance (O&M). To ensure a full understanding of the process of providing unspecified minor military construction and maintenance and repair support to real property, users of this instruction should also be familiar with other Air Force 32-(Civil Engineer) and 65-(Budget) series publications. (AFI 65-601, Volume I, *Finance Management, Budget Guidance and Procedures*, is particularly important for determining funded and unfunded

costs for all projects.) Forward any issue not fully addressed by this instruction to the major command (MAJCOM) or Air Staff for clarification. MAJCOMs may supplement this instruction to include command-unique requirements.

SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed. Interim change (IC) 2001-01 replaces real property maintenance (RPM) references with more appropriate sustainment, restoration and modernization (SRM) terminology throughout the AFI. This IC provides definitions of the sustainment, restoration and modernization work categories, updates the Element of Expense Investment Code (EEIC) table, and provides examples of SRM in Attachment 3 to the AFI. A (I) indicates revision from previous edition.

Note: A Revision mark (I) is not applicable to Deskbook web edition

Table of contents, add paragraph “3.6..... Fund Sources....10”

Table of contents, add “**Attachment 3-Sustainment and Restoration & Modernization Examples**”

1.1. Purpose. The purpose of this instruction is to provide instruction and guidance for those responsible for planning, programming, and executing cost-effective O&M-funded unspecified minor military construction projects and maintenance and repair projects for real property in compliance with law and Department of Defense (DoD) and Air Force policies.

1.2.1. Deputy Assistant Secretary of the Air Force (Installations), (SAF/IEI). SAF/IEI establishes and provides oversight of policies relating to real property, real property systems and components, and engineering services, and grants waivers to those policies in appropriate circumstances. SAF/IEI is the approval authority for facility projects exceeding a certain size or of a certain type.

1.2.2. The Civil Engineer, HQ USAF/ILE. HQ USAF/ILE provides programming guidance, oversight, and policy as required. HQ USAF/ILE reviews, validates, and approves O&M-funded projects classified as repair or unspecified minor military construction exceeding the Active Air Force MAJCOM commander’s delegated approval authority. HQ USAF/ILE, through the Installation Support Panel, makes recommendations to the Assistant Secretary of the Air Force for Financial Management (SAF/FM), and the Air Force Group, Board, and Council on requirements for, and appropriate allocation of, resources.

1.2.3. MAJCOMs. MAJCOMs provide oversight to ensure compliance with law and DoD and Air Force policies. MAJCOMs are responsible for establishing quality standards; providing command-unique guidance to supplement Air Force policies, procedures, and instructions; validating requirements identified by their installations; developing and advocating command budgets for SRM projects; promoting timely obligation of funds; project approval within delegated approval authorities; and execution of projects. ANG/CE performs these MAJCOM functions for ANG installations.

1.2.6. Installation Commander. The Installation Commander has overall responsibility and accountability for the operation of an Air Force installation. The Installation Commander, assisted by the Base Civil Engineer (BCE), is responsible and accountable to ensure all work accomplished for the Air Force on Air Force owned/controlled real property is properly authorized and funded in accordance with all laws, policies, and regulations. The Commander is also responsible for (1) ensuring the effective and efficient use of Air Force real property; and (2) planning and programming all O&M-funded unspecified minor military construction and maintenance and repair for real property requirements necessary to properly support assigned missions and people (including tenants) and to care for and preserve Air Force real property.

1.2.7.3. Air Force Medical Logistics Office/Engineering, Facilities, Equipment & Procurement Branch (AFMLO/FOM) provides Planning, Programming, and Budgetary guidance, direction and oversight as required to the MAJCOMs for using appropriated funds for medical SRM projects.

1.3. Scope. This instruction provides general procedures for planning, programming, and executing O&M-funded projects for real property classified as maintenance, repair or unspecified minor military construction. It applies to all projects, including, but not limited to, those planned for accomplishment by organic forces (which includes overhires and temporary duty augmentees), troop labor, or contract (including Simplified Acquisition of Base Engineer Requirements (SABER)). This instruction addresses only O&M-funded unspecified minor military construction projects and maintenance and repair projects for real property. These funds are normally in the 3400 appropriation (3740 for Air Force Reserve (AFRES), 3840 for Air National Guard (ANG)), but may include 3600, Research, Development, Test and Evaluation (RDT&E), WCF, or Defense SRM accounts when available for O&M functions. See AFI 32-1031, Operations Management, for guidance on functions at the installation level.

1.4. Approval Levels. By Secretary of the Air Force Order (SAFO), 715.2 for the Active Component and 714.1 for the Reserve Components, the Secretary’s authorities under 10 U.S.C.2805 (10 U.S.C.18233 for Reserve Components) and 10 U.S.C.2811 have been delegated to SAF/IE, who has further delegated them to SAF/IEI. Table 1.1. and Table 1.2. provide the approval levels hereby delegated by SAF/IEI for O&M-funded unspecified minor military construction, maintenance, and repair projects.

1.4.2. SAF/IE and SAF/IEI may, for particular projects, reduce or otherwise impose restrictions on the approval levels delegated by Table 1.1. and Table 1.2.

Table 1.1. -- O&M Funded Unspecified Minor Military Construction Approval Levels.

	SAF/IE	SAF/IEI	AF/ILE ¹	MAJCOMS	Installations
Life, Health, or safety-threatening deficiencies. ⁴	\$1,000,000	\$1,000,000	\$500,000	As delegated.	As delegated.
All others.	\$500,000	\$500,000	\$500,000	As delegated.	As delegated.

Table 1.2. -- Maintenance and Repair Approval Levels.

	SAF/IE	SAF/IEI	AF/ILE ¹	MAJCOMS	Installations
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Maintenance	Unlimited	Unlimited	Unlimited ⁵	Unlimited ⁶	Unlimited ⁶
Repair	Unlimited ²	Unlimited ²	NTE \$5,000,000 ^{2,3}	As delegated.	As delegated.

NOTES:

- 1. Includes the Director, Secretary of the Air Force Space Launch, Air Force Reserve, and Chief, Air National Guard.**
- 2. Repair projects over \$7,500,000 require Congressional notification.**
- 3. See approval limitations in paragraph 4.4.**
- 4. Does not apply to Reserve Components**
- 5. For Reserve Components, NTE 5,000,000**
- 6. For Reserve Components, as delegated**

3.3. Work Classification. One of the keys to properly program facility requirements is work classification. Work authorization and approval levels and appropriate funding sources vary with work classification, i.e., with the type of work necessary to accomplish facility requirements in the most life-cycle cost-effective manner. Most often, SRM O&M work will be classified as maintenance or repair. However, there may be instances when work that could be classified as maintenance or repair will be accomplished as construction either because it is part of a very large project or because a decision has been made to use other available funding mechanisms, such as MCA-funded unspecified minor military construction.

3.6. Fund Sources. Projects are funded into two ways, Sustainment and Restoration & Modernization (R&M) (O&M).

3.6.1. Definitions:

3.6.1.1. Sustainment. Includes annual maintenance and scheduled repair activities to maintain the inventory of real property assets through its expected service life. Includes regularly scheduled adjustments and inspections, preventive maintenance tasks, and emergency response and service calls for minor repairs. Also includes major repairs or replacement of facility components (usually accomplished by contract) that are expected to occur periodically throughout the life cycle of facilities. This work includes regular roof replacement, refinishing of wall surfaces, repairing and replacement of heating and cooling systems, replacing tile and carpeting and similar types of work. All projects in this category will be in the sustainment class of work. Assign these projects to EEIC 521 (Sustainment Maintenance) or EEIC 524 (Sustainment Repair). All costs for this work should be charged to Program Element ***78F.

3.6.1.2. Restoration and Modernization (R&M) Using O&M Funds: Restoration includes repair and replacement work to restore facilities damaged by inadequate sustainment, excessive age, natural disaster, fire, accident, or other causes. Modernization

includes alteration of facilities solely to implement new or higher standards (including regulatory changes), to accommodate new functions, or to replace building components that typically last more than 50 years (such as foundations and structural members). Projects in this category will be classified as repair and/or minor construction. Assign these projects to EEIC 522 (Repair) or EEIC 529 (Minor Construction O&M). All costs for this work should be charged to PE ***76F. R&M can also be funded from the MILCON appropriation (3300).

3.6.1.3. Examples: Detailed examples of both categories of work are in Attachment 3.

3.6.2. Programming for Different Categories: Sustainment and R&M work must always be identified by separate project documents, even if the work will be accomplished in the same contract or at the same time, and even if the sustainment and R&M projects are dependent on each other for the facility to be complete and useable. Rules for dependent projects within the SRM category are in para 4.1.2.2.5.

3.6.3. Element of Expense Investment Code (EEIC) Table. Table 3.1. lists the EEICs assigned to the classes of work.

Table 3.1. -- Element of Expense Investment Code (EEIC) Table.

Type of Work	EEIC	Category
Sustainment (Maintenance)	521	Sustainment
Sustainment (life Cycle Repair)	524	Sustainment
Repair	522	R&M
Minor Construction < \$500K	529	R&M

4.1.2. Repair (EEIC 522 and 524). Repair means to restore real property and real property systems or components to such condition that they may effectively be used for their designated functional purposes. Real property and real property systems or components need not have failed to permit a repair project. Repair includes work to restore facilities damaged by inadequate sustainment.

4.1.2.2.5. Work which is dependent on construction to be complete and usable. When repair work is to be done in a facility and a companion construction project is also necessary to allow the work to be complete and usable, both the repair and the minor construction work must be programmed as a single project with the repair classified as EEIC 522 or 524 appropriately and the minor construction classified as EEIC 529. For example, if a dormitory repair (reconfiguration) requires construction of balconies to be complete and usable, a single project with the reconfiguration work classified as repair and the balcony work classified as construction will be programmed. This is as opposed to separate companion projects. The individual classes of work remain subject to appropriate statutory limitations. For those projects where the repair and minor construction are independent, separate repair and minor construction projects are appropriate. Approval authority for these projects is subject to limitations applicable to each class of work.”

4.4.1. Section 2811 of Title 10, United States Code (10 U.S.C.2811), requires Secretary of the Air Force approval for O&M-funded repair projects costing more than \$5,000,000; that authority has been delegated to SAF/IEI. Failure to obtain SAF/IEI's approval before funds are committed on any phase of such a project may expose personnel to an Anti-Deficiency Act violation.

Table 4.1. -- Example of Combining O&M Repair Costs

BUILDING XXX --

Current FY -- \$1,500,000 five-phase, five-year plumbing project.
-- \$1,500,000 HVAC repair contract awarded but work has not begun.
Next FY -- \$4,000,000 of other repair requirements (\$2,000,000 of which had received earlier approval by SAF/IEI) which are planned to be executed before the end of the FY.

In this case the \$1,500,000 plumbing project must be approved by SAF/IEI before funds are committed for any part of the effort because *current repair requirements* for the facility total \$5,500,000:

The Current FY HVAC project has been executed because funds are committed. Therefore, it does not fit the definition of *current repair requirements* in paragraph 4.4.1.1.1. It is not added in determining whether the \$5,000,000 limit has been reached.

The \$1,500,000 plumbing project is a single project with multiple phases. Though four phases extend beyond the Next FY, all five phases are added in determining whether the \$5,000,000 limit has been reached.

The \$4,000,000 planned to be funded and executed Next FY, including the \$2,000,000 of those requirements already approved by SAF/IEI, have not been executed. Therefore, those requirements must be included when determining the approval level for the plumbing project.

The DD Form 1391 for the plumbing project must document the cost of each of its phases as well as other *current repair requirements*, whether or not the plumbing project and the other requirements had been approved for accomplishment previously. As demonstrated in this example, repair approval levels specified in Table 1.2. are not applied just to individual projects; they are also applied to multiple repair requirements in a facility.

4.4.1.2. Once approval for a scope of work is obtained in accordance with this paragraph 4.4.1., repairs may proceed without further review under 10 U.S.C.2811. However, if the project's cost increases for any reason to the point where it, in combination with other *current repair requirements* in the same facility, exceeds \$7,500,000, see paragraph 4.4.2.

4.4.1.3. Since failure to obtain SAF/IEI's approval, where required, prior to the commitment of funds is a statutory violation, repairs must not be started until after SAF/IEI's approval is obtained if additional phases of the same project are likely or other *current repair requirements* in the same facility may collectively cost more than \$5,000,000.

4.4.1.4. The limitations of this paragraph 4.4.1. do not apply to emergency repairs required solely to correct a life, health, or safety threatening deficiency, except when the emergency repair project standing alone is in excess of \$5,000,000, in which case that emergency repair project must be approved in advance by SAF/IEI (without regard to other pending non-emergency repair projects).

4.4.2. O&M-funded repair projects estimated to exceed \$7,500,000 must be reported to Congress. Requests for SAF/IEI approval of over \$5,000,000 projects that are estimated to exceed \$7,500,000 will be reported to Congress at the same time they are reviewed by SAF/IEI. If, after SAF/IEI approves an over \$5,000,000 but less than \$7,500,000 O&M-funded repair project, it becomes obvious project costs will, for any reason, exceed \$7,500,000, no further phases of the project will be begun until after SAF/IEI has made the necessary report to Congress. Additionally, if the current phase will itself cause the project to exceed \$7,500,000, increased expenditures on that phase should be kept under \$7,500,000, while avoiding unnecessary delay claims, pending a report to Congress.

4.5. *Project Cost Increases.* As a matter of policy intended to help provide prudent oversight of major repairs to facilities, a repair project approved by SAF/IEI at a cost in excess of \$5,000,000 may not exceed 125% of the approved amount without reapproval by SAF/IEI.

5.1.2.1. O&M-funded unspecified minor military construction projects may not exceed \$500,000 in cost, except for Active Component projects intended solely to correct a deficiency that is life, health, or safety threatening, in which case the cost may not exceed \$1,000,000. (There is no special provision for Reserve Component projects to correct deficiencies that are life, health, or safety threatening). Projects solely to correct a life, health, or safety threatening deficiency and that cost more than \$500,000 must have the prior approval of SAF/IEI and require prior Congressional notification. Failure to obtain this prior approval or provide this prior notification is an Anti-Deficiency Act violation.

5.1.2.3.3. Repair work which would exceed 70 percent of a facility's replacement cost; SAF/IEI may waive this limit in appropriate circumstances. This is a matter of policy and will not apply where a facility is being repaired in lieu of replacement because it is on the national or state historic register.

5.3.3. *Project Documentation.* Project documents for multiple unspecified minor military construction projects in a building within a 24-month period, which exceed MAJCOM approval level, must be signed and dated by the appropriate MAJCOM approval authority before submitting to HQ USAF/ILEO for processing to HQ USAF/ILE or SAF/IEI.

6.1.1. *Use of Troop Labor.* The government work force should not necessarily compete with the private sector for facility work. As a matter of policy, AF/ILE must approve minor construction or repair projects in the United States, including Guam, Puerto Rico, and the Virgin Islands planned for accomplishment with RED HORSE or Prime BEEF if total funded and unfunded costs exceed \$500,000. Retain documentation for such projects totaling over \$100,000 at the installation. This policy does not apply to facilities whose construction fund source is nonappropriated funds. (For ANG, SAF/IEI approval is required.)

6.3.1. Program Submission. The BCE will update and submit the sustainment, restoration and modernization (SRM) program to ANG/CEP each year as requested. A current DD Form 1391 is required for each project included in the submission which requires ANG approval. Submit a new DD Form 1391 each year. A current DD Form 1391 is necessary to ensure the scope, requirements, and costs are updated and revalidated. In addition, include an updated certificate of compliance and an SRM checklist for each project.

6.3.3.1. Real Property Services (RPS). RPS includes the Master Cooperative Agreements resources that provide Federal support for services provided by a state military department for authorized facilities, associated leases, real property operations, and SRM costs. This Federal support requires State matching funds. The ratio of State matching funds is determined based upon unit missions.

6.3.3.2. ANG SRM. ANG SRM projects outside Air Force owned or leased property require an agreement between the ANG and local authority. This is done via a Military Construction Cooperative Agreement (MCCA).

6.6. Working Capital Fund (WCF). WCF activities are responsible for costs associated with SRM projects in accordance with DoD Regulation 7000.14R, the *DoD Financial Management Regulation*, Vol. 11B, Chapter 62, Section F. WCF activities use WCF funds to reimburse host installations for such work. When a WCF activity partially occupies a building, WCF will, as established above, fund costs in support of the space occupied by the WCF activity. WCF projects are subject to the same statutory limitations as O&M-funded projects.

Attachment 1, Abbreviations And Acronyms.

Delete "RPM -- Real Property Maintenance"

Add "SRM -- Sustainment, Restoration and Modernization"

Attachment 2

A2.9. Item 7, Project Number (Active Forces). This number is locally assigned and should be consistent with the Project by Contract Management System. Enter the types of funds to be used for the work such as O&M, RDT&E, Medical O&M, Defense SRM, etc.

A2.9.1. Item 7, Project Number (ANG & AFRES). This ten character, alphanumeric number consists of the four character installation identifier, two-digit fiscal year of planned execution followed by the number "2" (SRM) and a three-digit locally assigned number.

A2.10. Item 8, Project Cost. Show element of expense investment code and total funded project cost, for example EEIC 529 -- \$000K. Round project cost to the nearest thousand. Sustainment and Restoration & Modernization projects should be identified on separate project documents, as well as companion repair and minor construction projects that are not dependent upon each other.

Add attachment 3

Attachment 3

Examples of Sustainment, Restoration and Modernization

A3.1. Sustainment. This category of work provides resources for annual maintenance and scheduled repair activities to maintain the inventory of real property assets through its expected service life. It includes regularly scheduled adjustments and inspections, preventive maintenance tasks, and emergency response and service calls for minor repairs. It also includes major repairs or replacement of facility components (usually accomplished by contract) that are expected to occur periodically throughout the facility life cycle. This work includes regular roof replacement, refinishing of wall surfaces, repairing and replacement of heating and cooling systems, replacing tile and carpeting, and similar types of work. Not included is the repair or replacement of non-attached equipment or furniture, or building components that typically last more than 50 years (such as foundations and structural members). Sustainment does not include restoration, modernization, environmental compliance, historical preservation or costs related to unexpected events, which are funded elsewhere.

A3.1.1. Examples of sustainment projects include, but are not limited to:

A3.1.1.1. Repairing a roof on a cyclic basis (built up roof, standing seam metal roof, etc)

A3.1.1.2. Replacing telephone poles periodically

A3.1.1.3. Re-balancing an HVAC system

A3.1.1.4. Inspecting/repairing fire detection/suppression systems

A3.1.1.5. Repainting the exterior or interior of facilities

A3.1.1.6. Performing small repair or crack sealing on the airfield

A3.1.1.7. Cleaning out storm drainage systems on a periodic basis

A3.1.1.8. Repairing a water line break (emergency response)

A3.1.1.9. Replacing the floor covering in a facility

A3.1.1.10. Chip sealing a road surface

A3.1.1.11. Re-stripping base parking lots

A3.2. Restoration and Modernization (R&M). Restoration includes repair and replacement work to restore facilities damaged by inadequate sustainment, excessive age, natural disaster (storm damage), fire, accident, or other causes. Modernization includes alteration of facilities solely to implement new or higher standards (including regulatory changes), to accommodate new functions, or to replace building components that typically last more than 50 years (such as foundations and structural members). R&M also includes mission beddowns.

A3.2.1. Examples of Restoration and Modernization projects include, but are not limited to:

A3.2.1.1. Repairing damage to a facility (i.e. collapsed ceiling, drywall, floor, etc) caused by a leaking roof (resulting from lack of sustainment)

A3.2.1.2. Repairing damage to a facility caused by a natural disaster (fire, tornado, hurricane, flood, etc)

A3.2.1.3. Replacing a section of water line that has exceeded life expectancy

A3.2.1.4. Repairing a facility (to include structural members) as a result of an explosion

A3.2.1.5. Complete replacement of an existing road due to failure

A3.2.1.6. Replacing a HVAC system that was poorly designed and never worked properly

A3.2.1.7. Replacing the existing lighting with more energy efficient system

A3.2.1.8. Converting a former commissary into an orchestra performance hall

A3.2.1.9. Renovating a facility to accommodate new modular furniture

A3.2.1.10. Replacing a runway or taxiway that has exceeded it's life expectancy

A3.2.1.11. Altering a facility (new walls, ceiling, floor covering, etc) to house a new function (administrative, shop, etc)

A3.2.1.12. Altering a facility (new walls, ceiling, floor covering, etc) to bed-down a new mission

A3.2.1.13. Replacing the roof trusses or floor joists of a facility after 50 years

A3.2.1.14. Installing a new fire suppression system to comply with a new fire code

A3.2.1.15. Constructing a new road