

**AIR FORCE INTERNAL CONTROL PLAN
FOR 2005 BASE REALIGNMENT AND CLOSURE PROCESS**
(Change 4, Incorporated 5 Jan 2005)

PURPOSE

The Air Force Base Realignment and Closure (BRAC) 2005 Internal Control Plan (ICP) provides a consistent set of management controls designed to provide an “unbroken chain” of accountability for each sub-element of information and analysis used in the Air Force BRAC 2005 process. The goal is to ensure the accuracy, completeness, and integration of all information and analytical processes upon which the Secretary of the Air Force’s BRAC 2005 recommendations to SECDEF are based, and to limit the possibility of premature disclosure of BRAC 2005 information. This ICP further refines the requirements established in Appendix B, “Office of the Secretary of Defense Internal Control Plan for the 2005 Base Realignment and Closure Process,” in the USD (AT&L) memo of 16 April 2003, *Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum Number One – Policy, Responsibilities, and Procedures*.

AUTHORITY

Part A, Title XXIX of Public Law (PL) 101-510, the Defense Base Closure and Realignment Act of 1990 (DBCRA), as amended, establishes the exclusive procedures under which the Secretary of Defense may pursue the closure or realignment of major military installations inside the United States, its territories and possessions, until April 15, 2006. Consistent with that law, the Secretary of Defense has directed that base closure, realignment, or consolidation studies that could result in a recommendation for a base closure or realignment must: be based on the force structure plan required by Section 2912 of the DBCRA; be based on final criteria, established by the Secretary of Defense, for recommending bases for closure and realignment under Section 2913 of the DBCRA; and consider all military installations inside the United States and its territories, not previously selected for closure, on an equal footing without regard to prior consideration for closure or realignment. The Secretary of Defense created two senior groups to oversee and operate the BRAC 2005 process, the Infrastructure Executive Council (IEC) and the Infrastructure Steering Group (ISG). These deliberative bodies are responsible to ensure the policies, procedures, and responsibilities support and produce highly accurate analysis for the BRAC 2005 recommendations. The Secretary of Defense has also directed that DoD components establish internal control plans for base realignment and closure or consolidation studies to ensure the accuracy of data collection and analyses.

The Secretary of the Air Force has:

- Designated the Assistant Secretary of the Air Force for Installations, Environment and Logistics (SAF/IE) as the focal point for the 2005 BRAC process.
- Appointed the Deputy Assistant Secretary of the Air Force for Basing and Infrastructure Analysis (SAF/IEB) and named him as the Co-Chairman of the Base Closure Executive Group (BCEG).
- Designated the Assistant Deputy Chief of Staff for Base Realignment and Closure (AF/XP) as the Co-Chairman of the BCEG.

- Appointed the members of and chartered the BCEG, under SAF/IE, as the exclusive deliberative body responsible for conducting the Air Force base closure and realignment analyses and for ensuring compliance with all requirements established by base closure law, Department of Defense, and Air Force policies and procedures.

SAF/IE has established the SECAF approved policies, procedures, and responsibilities set forth in this Internal Control Plan. The purpose is to ensure that the Secretary of the Air Force and Air Force Chief of Staff are provided a highly accurate analysis as a basis for their base closure and realignment recommendations to the Secretary of Defense.

APPLICABILITY

This ICP applies to all Air Force organizations and their contractors that provide, or have access to, information or analyses used in the development of Air Force BRAC 2005 recommendations.

CONTENTS

This ICP provides guidance on the BRAC 2005 responsibilities of Air Force organizations, organizational and documentation control mechanisms to safeguard Air Force BRAC information, and guidance on interactions with community groups and other stakeholders.

GENERAL

The responsibilities assigned by this Internal Control Plan are designed to provide an "unbroken chain" of accountability for each element of information used by the Air Force in the base realignment and closure process. This systematic approach provides:

- Uniform guidance defining data requirements and sources.
- Systems for verifying accuracy of data at all levels of command.
- Documentation justifying changes made to data received from subordinate levels of command.

This plan also specifies the process and required documentation to be used in developing the 2005 base closure and realignment recommendations. The Air Force has incorporated comprehensive auditor participation to ensure a thorough assessment of the data and process. Scheduled audits will assess specific applications of the base questionnaire and accuracy of the data collection process in accordance with this internal control plan.

RESPONSIBILITIES

Base Closure Executive Group (BCEG). The BCEG serves as the advisory body to the Secretary of the Air Force, providing him with its assessment of the individual bases and units as required by the established Air Force base closure and realignment process. The BCEG is the Air Force focal point for all base realignment and closure information and issues. The BCEG Co-Chairmen and members are designated by the Secretary of the Air

Force. BCEG activities are primarily deliberative and analytical, with the Co-Chairmen presiding over all meetings. To ensure compliance with the base closure law, Department of Defense policy guidance, and Secretary of the Air Force direction, the BCEG will:

- Ensure the development and use of a standard base questionnaire designed to provide uniform data for appropriate analysis of each selection criterion, element, and sub-element. Additional questionnaires may be developed for specific categories to capture specialized data elements unique to that mission area.
- Resolve or approve the resolution of all disagreements over data. The rationale for BCEG resolution of data disagreements or approval of data changes at lower levels shall be reflected in the minutes.
- Adopt a discriminating analytically based rating scale to serve as the baseline for analysis.
- Evaluate opportunities to consolidate or relocate Active and Reserve Components onto any base that is retained in the base structure and on any enclave of realigning and closing bases where such locations make operational and economic sense to the Department.
- Ensure the Air Force Reserve Component has completed recruiting demographic studies in accordance with DoD Directive 1225.7 to assure the impact on the reserve components of specific realignments and closures are considered.
- Maintain documentation of written correspondence or meetings with local government officials regarding requests to consider installations in their vicinity for realignment or closure and provide an explanation to the SECDEF for recommendations that do not support such requests.
- Support the analysis of the Joint Cross Service Groups and incorporate their recommendations when consistent with Air Force operational requirements.
- Ensure that official minutes, in synopsis form, of BCEG meetings properly document the rationale and factors used in each step of the base realignment and closure process. Copies of all briefings made to the Secretary of the Air Force and/or the Chief of Staff by the BCEG on base closure and realignment issues will be maintained for the record.
- Prepare the Air Force Detailed Analysis describing how the Secretary of the Air Force's base closure and realignment recommendations were the most suitable based on the final selection criteria, the final force structure plan, and infrastructure inventory.
- Approve military construction projects, plans, and other potential closure and/or realignment costs, which will be funded from the base closure account.

Base Closure Working Group (BCWG). The BCWG serves as the staff-working group responsible to the BCEG for preparing standard and unbiased data for all eligible

installations. The BCWG activities include the validation and organization of all data supporting base closure and realignment analysis. The BCWG will:

- Process the base questionnaire and ensure uniformity and consistency of questionnaire data and documentation throughout all levels of the Air Force. The base questionnaire will be the web-based data collection tool and, to ensure consistency/uniformity in data collected, will identify a specific data source to be used by all respondents for answering the majority of questions.
- Validate all data provided to the BCEG supporting the analysis of selection criteria elements. This will be done by distributing appropriate portions of the completed questionnaires, received from the MAJCOMs, to the HAF functional experts for validation. An electronic record will be maintained documenting the HAF functional expert's validation of this data, including comments and changes if any.
- Resolve discrepancies between the MAJCOM-provided data and the HAF functional expert's analysis if possible, and document the resolution before providing the data to the BCEG. Where resolution of a discrepancy is not possible between the BCWG and a MAJCOM, the conflicting data will be presented to the BCEG for resolution. The BCEG will be the final decision authority.
- Ensure that when data for a selection criterion element is prepared by the HAF, the originating office maintains a written record documenting the source, method/rationale, conclusion, and certification of each element. The data will be provided electronically to and verified by the appropriate MAJCOM and base. This record will be centrally located, but accessible at each level (base, MAJCOM, and HQ USAF) and be available upon request by an appropriate authority. Signed hard copies of certified data will be maintained at the respective installation.
- Develop a discriminating analytically based rating scale, using the base questionnaire data, with discrepancies and/or disagreements resolved (by the BCEG if necessary), for each element, for use during BCEG analysis.
- Validate the results of all MAJCOM surveys, analyses and documents, which identify one-time implementation costs of a base realignment and/or closure recommendation.
- Maintain records of all data/access provided to the GAO.
- Brief the BCEG on criteria sub-elements for their respective functional area.
- Ensure uniformity in source and/or methods used by the bases in developing and documenting the base questionnaire responses.
- Maintain permanent electronic files of BRAC documents including minutes, briefings, correspondence, and data received, including disputes and resolutions thereof in accordance with the National Archiving and Records Act (NARA) and Air Force

policies and procedures for this type of record. Computer databases will be developed for use by the BCEG and DBCRC for the 2005 process. In addition, the capability to utilize the files and databases (i.e. retain appropriate hardware and software) will be maintained as specified above.

- Develop and document cost savings/avoidance and return on investment for each recommended closure and realignment, taking into account the effect of the proposed action on the costs of any other DoD activity or federal agency as well as *associated* environmental considerations.

Major Command Deputy Chief of Staff for Plans and Programs (or equivalent). Serves as the MAJCOM central point of contact for all base realignment and closure information and issues. Major commands will:

- Review the base questionnaire responses and certify the accuracy of all data provided to the HAF by their command. Discrepancies between the base-provided data and the MAJCOM functional offices will be resolved by the MAJCOM and the resolution documented. A complete record must be available upon request by an appropriate authority (i.e. Air Force Audit Agency, IG DoD, or General Accounting Office auditors).
- Perform the necessary surveys, analyses and document preparation required to properly identify all one-time implementation costs, including construction costs, of a base closure and/or realignment recommendation. The one-time implementation costs must take into account the effect of the proposed action on the costs of any other DoD activity or federal agency located on the installation. This information will be provided to the BCWG for validation. For bases ultimately selected for closure or realignment, this data will form the basis for funding from the Defense Base Closure Account.

NOTE: Recurring costs and savings resulting from a base realignment and/or closure recommendation will be presented to the appropriate HAF resource allocation team and the AF Corporate Structure by the respective MAJCOM and included in the appropriate MAJCOM Program Objective Memorandum (POM) and budget.

- Provide any additional information and/or briefings that may be required to support the Air Force base realignment and closure process.
- Task the installation-level command authority as the responsible agent for ensuring compliance with the provisions of this internal control plan. In most cases, this should be the installation commander; however, recognizing that some installations have unique command arrangements, MAJCOMs may designate another commander as the responsible authority.
- Ensure specified data sources are used for each questionnaire sub-element of information

Base-Level Command Authority. Serves as the base central point of contact for all realignment and closure information and issues. In this capacity, the commander will:

- Certify the accuracy of all base-oriented data requested by the MAJCOM and/or HAF in support of the base closure and realignment process and the BCEG. This data will normally be collected via a BCEG-approved web-based questionnaire or through periodic HQ Air Force and/or MAJCOM requests for information/updates. Following certification by the installation commander, the base questionnaire data becomes available to the responsible MAJCOM for review and validation.
- Ensure maximum use of HAF or MAJCOM specified data sources in responding to the base questionnaire. A paper copy of the reference source for each answer page must be maintained for each certified question page or change adjudication page at each installation for easy access of the auditors. When written reference sources are not available, the method/rationale for determining the answer will be thoroughly documented in the source box of the questionnaire.
- Ensure paper copies of all question pages, change adjudication pages, and source references are maintained in an installation master record as documentation and are made available on request by an appropriate authority, including Air Force, DoD, or GAO auditors.

Trusted Agent. Individual designated at each installation, MAJCOM, and HAF to perform administrative functions associated with supporting, organizing, and managing the base questionnaire data gathering process for their respective organization. Assigns login accounts and IDs to question answerers and reviewers. A question can be accessed only by an individual with a login account and ID for that specific question.

- Manages access to web-based base questionnaire for their respective organization.
- Assures all questions on base questionnaire have been assigned, answered, reviewed, and certified.
- Organizes and maintains installation master record for their organization.

Other organizations support the Air Force in BRAC 2005 efforts and have specific responsibilities in the implementation of internal controls.

Air Force Audit Agency (AFAA). AFAA will assist the BCEG in ensuring that the data and analytical processes used by the Air Force comply with this ICP. Quality assurance audits will be conducted to ensure statistical consistency and accuracy. AFAA will evaluate the validity, integrity, and supporting documentation of all data collected and submitted to the BCEG. AFAA will evaluate all models and analytical processes in the Air Force BRAC 2005 process to ensure that algorithms and logic employed are reasonable. AFAA will have access to all BRAC data and BCEG deliberations.

Inspector General of the Department of Defense (IG DoD). The IG DoD is available to assist the Air Force by providing advice on the development and implementation of its ICP and in reviewing the accuracy of Air Force BRAC 2005 data and the certification process. Full and open access to the Air Force

BRAC 2005 process and data will be granted to the Inspector General of the Department of Defense. Such activities will be coordinated by AFAA.

General Accounting Office (GAO). The Comptroller General is required to submit a report to Congress and the Commission containing a detailed analysis of the Secretary of Defense's recommendations and selection process shortly after the Secretary provides his BRAC recommendations to the Commission. To facilitate the GAO review, GAO auditors will have full and open access to all elements of the Air Force BRAC 2005 process, except for deliberative meetings, and to all data supporting the Secretary of the Air Force's final recommendations as they are developed and implemented. Copies of the deliberative meeting minutes will be made available to the GAO as they become available. GAO, the IG DOD, and AFAA will coordinate their efforts to avoid duplication of effort.

Contractors. Contractors and other agents employed in support of the Air Force BRAC 2005 effort are subject to the same internal control mechanisms prescribed by the internal control plan as the Department of the Air Force organizations that hired them.

PROCESS

The following process is designed to provide a structured, systematic approach to supporting the Secretary of the Air Force in developing recommendations for base closures and realignments in preparation for the 2005 DBCRC. All eligible military installations shall be considered equally, without regard to prior consideration for closure or realignment. The base closure and realignment analysis and recommendations resulting from this process will be based on the infrastructure inventory, force structure plan, and the DoD selection criteria. The final Air Force recommendations will be based on the fiscal year 2005 President's Budget force structure plan, infrastructure inventory, and the final published selection criteria.

Bases Considered. All Air Force-owned and leased installations, to which Title 10 USC Section 2687 applies, will be included in a preliminary screening for base closure and realignment process applicability. Section 2687 applies to bases with 300 or more DoD direct-hire civilian authorizations, regardless of the unit, military department, or Defense agency employing them. **NOTE:** Guard and Reserve technicians count as DoD direct-hire civilian authorizations. Air Force units and military and civilian manpower authorizations at installations owned or leased by other military departments will be identified for that department's use, and may be considered for realignment by the Air Force independent of action by the host department. (*Non-appropriated fund employees do not count against the Title 10, Section 2687 mandated guidelines*).

Questionnaire/Data Gathering. Each base will fill out a standard base questionnaire to gather objective, detailed data describing the base, its mission capability, environmental issues and community attributes. The DoD selection criteria provide the framework for the specific elements of data contained in the questionnaire. Input is normally received from the respective base, its MAJCOM headquarters, and various HAF offices. To add flexibility for the analysis, data is gathered for all elements for all installations, as approved by the BCEG. Questionnaire development and data gathering operations are iterative, with changes incorporated as data is updated or additional elements are added, modified, and/or deleted. All changes to the data

inputs must be documented with an explanation for the change, and certified. In collecting data to support the 2005 process, the documentation requirements established in Appendix A to this plan shall be followed unless otherwise specified in a limited non-WIDGET data-call (Appendix C). There may be multiple data calls during BRAC 2005. Each will have a separate designation and suspense. There may be data-calls where the required information must be gathered from an organization structure that does not strictly conform to the standard review structure (installation, MAJCOM, HAF). In these instances, the data gathering, review, and certification process will follow appendix A or C as closely as possible. If the question is answered at a headquarters level, there may be fewer levels of review required, however, there must always be an answerer, a reviewer and a certifying official. Organizations/offices identified with these responsibilities will be specified in further appendixes as needed.

Data Protection. All data, files, information, CDs, electronic communication, etc. associated with an UNCLASSIFIED non-WIDGET, special data call, must be labeled **Draft Deliberative Document - For Discussion Purposes Only - Do Not Release Under FOIA** and must be handled and stored as sensitive material. CDs containing questions and answers must be transferred via registered mail to appropriate reviewing office (See Appendix C). Classified data calls must not use WIDGET and must gather data using the procedures in Appendix C. All data, files, information, CDs, etc. associated with a CLASSIFIED special data call, must be labeled, stored, transported, and handled in accordance with DoD 5200.1-R (Top SECRET and below) and DoDS 5105.21-M-1 (SCI). TOP SECRET and SCI material must be transmitted through Defense Courier Service. SECRET and below data must be sent via registered mail (See attachment C). Note: If there is a cover sheet stamped with the deliberative language, the documents under that cover that are not otherwise nondisclosure protected are not required to be individually stamped. This is analogous to an unclassified slide in a classified briefing.

Closure/Realignment Analysis (By Mission Area). The BCEG performs analyses required for SECAF to develop closure and realignment recommendations. The extent of these recommendations is determined by the infrastructure inventory, force structure plan, or efficiencies in base utilization. Mission areas serve as units for decisional analysis. The coded ratings assigned to the selection criteria and elements provide the basis for the analysis. The analysis will consider each installation, not already selected for closure in previous BRAC rounds, on an equal footing, without regard to prior consideration for closure or realignment.

Inter-mission area/Inter-service Utilization Analysis and Coordination. Additional economies and more efficient use opportunities may be identified through analysis among mission areas and with other military departments. This type analysis may be explored throughout the process, but must be completed prior to submission of the Air Force Base Closure and Realignment Report to OSD. The BCEG is responsible for coordinating with appropriate Joint Executive Agencies and working groups concerning those proposed closure and /or realignment recommendations that may have inter-service impact.

Base Closure and Realignment Report. The Air Force Base Closure and Realignment Report recommends to the SECDEF, actions to close or realign bases. These recommendations must be approved by the Secretary of the Air Force, Secretary of Defense, 2005 Defense Base Closure and Realignment Commission, and the President, and not rejected by the Congress before they will be considered approved in law for action. The Air Force will begin to act on approved recommendations only after the period of time for Congress to enact a joint resolution has

expired.

Cross-Service Analysis. In addition to the Air Force analysis as described herein, the Secretary of Defense (SECDEF) has established and chartered the Infrastructure Steering Group (ISG) and the Infrastructure Executive Council (IEC) as the deliberative bodies responsible to the SECDEF for base closure direction and guidance. Also, Joint Cross-Service Groups (JCSG) will be established to analyze data in support of common business oriented functions of the Military Departments and Defense Agencies. The ISG will recommend the specific functions to receive joint analysis and the metrics for that analysis for SECDEF approval. The Military Departments will subsequently be called upon to provide data for analysis by the JCSGs. All data and information provided to the JCSGs must be certified as accurate and complete in accordance with this Internal Control Plan.

Installation Visualization Tool (IVT). The Air Force is the lead Service for IVT, which is a planned capability to enhance DoD's overall ability to manage its infrastructure. Responsibility for management controls of the IVT in the BRAC process fall under the USD (AT&L) IPT as delineated in the "Charter for BRAC 2005 Installation Visualization Tool IPT". The IVT Quality Assurance Plan (QAP) defines data and metadata content specifications, data handling procedures, and validation methodology for the Installation Visualization Tool to supplement Base Realignment and Closure (BRAC) 2005 analysis.

Non-Disclosure Agreements. BCEG members, BCWG members, and Air Force representatives to the JCSGs and their teams, BRAC 2005 trusted agents, and BRAC 2005 functional points-of-contact must sign a BRAC 2005 non-disclosure agreement. Additionally, all other individuals working or participating within the process or providing support to the process (including the original source of certified data and all those in the chain of custody of certified data) must sign BRAC 2005 non-disclosure agreements (Appendix B).

BCEG Voting. The BCEG must have a quorum to conduct business. A total of seven members are required of which five voting members must be present to form a quorum. (See BCEG Charter for BCEG membership and voting designation.) Decisions will be determined by using a simple majority vote of the voting members. If approved by a BCEG co-chairman, alternates or substitutes of a General Officer or Senior Executive Service grade may vote.

Amendments to the ICP. The authority of the SECAF to approve amendments to this ICP is delegated to the Assistant Secretary of the Air Force for Installations, Environment, & Logistics (SAF/IE).

Certification. The internal control plan is established to provide an unbroken chain of accountability for base closure data starting at the lowest level at which the data was prepared. Installations, MAJCOMs and HAF must certify that base questionnaire data is "accurate and complete to the best of their knowledge and belief." This certification is an indication that the work was done professionally, that it used sound methodology, that reasonable inquiries were made, and that the certifier does not know of exceptions or omissions that would make the data inaccurate. It is not a certification of perfection; rather that the certifier is satisfied that he or she has done sound professional work and any errors or omissions that turn up are not the result of

negligence or knowing misstatements, but of factors beyond the certifier's knowledge or control.

Releasability. All information (files, data, correspondence, documents and materials including electronic media) in support of the Air Force base realignment and closure process are deemed deliberative and/or sensitive and will have the following statements either as a header and/or footer, as appropriate, and is not releasable outside Air Force and DoD channels:

Draft Deliberative Document - For Discussion Purposes Only

Do Not Release Under FOIA

or

Deliberative Document - For Discussion Purposes Only

Do Not Release Under FOIA

The base questionnaire, its answers, and any other documents/data/correspondence are considered sensitive and are not releasable to the public, until DoD forwards its recommendations to the Defense Base Closure and Realignment Commission (DBCRC). Forward any requests for release of documents to SAF/IEB for action.

The DBCRC can be expected to make requests for additional base data after they receive the SECDEF's base realignment and closure recommendations. Most of the Commission's inquiries will be addressed to SAF/IEB, who in turn will route the requests to the BCWG. Upon receipt of an inquiry, the BCWG will assign an index number to each request, and take appropriate action. These inquiries will be handled individually using a paper process and not with the web-based data collection tool. Headquarters Air Force agencies will answer those inquiries that can be answered with existing certified data and normally no action would be required of the MAJCOMs or installations. If the request involves specific base data that has not been previously certified, it will be forwarded to the focal point at the appropriate MAJCOM. The additional information collected to answer the inquiry will be documented and certified by the MAJCOM and installation procedures provided with each request.

Installations and MAJCOMs may receive inquiries directly from the Defense Base Closure and Realignment Commission (e.g., members on a site visit). These questions will be answered immediately without awaiting higher headquarters tasking. If an inquiry can be answered with data that has already been certified, (e.g., 2005 Base Closure Questionnaire data), no additional documentation actions are required. If an inquiry cannot be answered with certified data, the response must be certified and documented on paper and a copy maintained with the installation master record. A copy of the inquiry and response will be forwarded by FAX to the SAF/IEB and to the appropriate MAJCOM as soon as possible. In some situations (i.e. time compressed deadline), MAJCOMs may provide responses concerning specific bases prior to coordinating the response at installation level. In these cases, installations are still required to validate the MAJCOM responses and forward to the MAJCOMs documentation validating the inquiry response. If after responding to any inquiry, an error is found in the response, the agency finding the error shall immediately notify the SAF/IEB and the DBCRC of the error, and provide the correct information and documentation to their respective installation, MAJCOM, or SAF/IEB as appropriate.

Once the SECDEF's recommendations are forwarded to the DBCRC, unclassified information used in the closure process will be made readily available to members of Congress, local public officials, and their respective staffs. Installation commanders will notify their appropriate MAJCOM of all requests for information, and the MAJCOMs, in turn, will notify the SAF/IEB of the requests. Inquiries by the press will be handled under normal procedures required for public release of information.

Attachments (4)

Appendix A Documentation Requirements for AF BRAC

Internal Control Plan Implementation (Non-WIDGET)

Appendix B Nondisclosure Agreement

Appendix C Documentation Requirements for AF BRAC

Internal Control Plan Implementation (Non-WIDGET) (2 Atch)

Appendix D National Capitol Region Data Call Review Structure

Internal Control Plan Implementation

APPENDIX A
DOCUMENTATION REQUIREMENTS
FOR
AIR FORCE BASE REALIGNMENT AND CLOSURE INTERNAL CONTROL PLAN
IMPLEMENTATION

This document defines HAF, MAJCOM and base-level command authority responsibilities, and provides procedures and instructions for implementing Air Force Base Closure Internal Control Plan documentation requirements. These procedures and instructions will ensure standardization of all MAJCOM documentation for each installation and establish an auditable trail for information associated with the closure and realignment process. This documentation is an integral part of the Air Force Base Closure Internal Control Plan. It is designed to provide an "unbroken chain" of accountability for each element of information used by the Air Force in the base closure and realignment process. The data, any information, and any subsequent changes to the data or information must be fully documented, and files of the documentation maintained, at all levels in this process.

Air Force Base Questionnaire. The Air Force Base Questionnaire is the primary means of collecting data for use in the base realignment and closure process. Data collection for the base questionnaire will be accomplished via a web-based data collection tool (WIDGET). Use of this tool will ease the data collection, review, and certification process and reduce requirements for handling, mailing, and storage of large volumes of paper during BRAC 2005. This is an unclassified system. **Do not put classified information in WIDGET.** There may be multiple data calls during BRAC 2005. Each will have a separate designation and suspense. Some paper copies will still be necessary to document certification signatures and provide a master record for audit review at each installation. Access to the base questionnaire will be restricted to only those individuals assigned to answer or review specific questions. These individuals will be assigned login accounts and login IDs for specific questions. Separate detailed instructions and training will be provided for the web-based questionnaire. In certain circumstances, limited or subject specific data-calls may be required and it is considered not practical to use the WIDGET tool to gather data. In these cases, a paper process or other electronic means may be used to gather the required data. Separate documentation and certification procedures will be provided with each such request (See Appendix C).

Question Page. Each question in the Base Questionnaire has a separate question page that must be completed for each installation and is identified by a separate reference number. Brief descriptions for the question page follow:

- **STATUS.** Displays the identification code # that identifies the individual assigned to answer the specific question. It also displays the installation code #, the current level of review, and the status of the question.

- **QUESTION.** Each question is identified by its respective question #. Functional POCs will assign specific individuals to answer each question within their assigned functional area. These "answerers" will be assigned a login account and ID # for only those questions they are assigned

to answer.

- **SOURCE.** The Source Box on the question page is used to show how the answer was derived. In most cases the source box will direct the answerer to use a specific approved source to answer the question. When the source is not directed, the answerer should provide the name of the document/database/source and publication date used to arrive at the answer. If there is no specific source document, the answerer should explain the steps and/or thought processes and methodology used in arriving at the answer. "Professional judgment" is not considered an acceptable source and should be avoided. A copy of the source document should be attached to the printed question page and maintained with the installation master record when possible.
- **CONCLUSION** is a concise, complete answer to the question that can be extracted and inserted into the base questionnaire with little or no editing. When a question is answered, the answerer will "lock" the answer. When each question page is locked, the answerers login ID # and office symbol will be displayed with the time/date the question was locked. This answer cannot be changed unless the assigned reviewer with an assigned access code initiates a change.
- **ANSWERER** is the person at any level who initially answers the question (assigned access code for specific question page), and may not necessarily be the source of information.
- **REVIEWER** is any individual assigned, at any level, to review and approve the accuracy of the answers to the questions on the base questionnaire. Reviewers must be assigned an access code to access the questions they are authorized to review. If required, installation reviewers will correct any inaccurate answers to questions they have been assigned to review. Reviewer will negotiate with the answerer or appropriate approval authority to assure their concurrence. Once the reviewer makes a change and it is locked, the web-based questionnaire will record the change made to an answer and document who made it and when.
- **CERTIFICATION** is the signature of the answerer, reviewer and certifying official to signify that the data they are responsible for is "accurate and complete" to the best of their knowledge.
- **DATE** is the date the question page is completed/locked by the answerer.

Certification Page. The computer generated page that is printed and signed by the individual who answered and the functional POC who reviewed and approved an answer to a question or group of questions in the base questionnaire. The answerer and functional POC reviewer will sign a certification page for every question they answer/review and approve.

Certification Letter. The letter signed by the certifying official, usually the installation commander or MAJCOM XP, to certify that their area of responsibility has completed the required actions and the data is accurate and complete to the best of their knowledge and belief. The certification letter will be forwarded to the next higher level of review (i.e. installation to MAJCOM and MAJCOM to HAF).

Change Adjudication Page. The page used to change and document any answer requiring a correction after the installation commander locks the base questionnaire for his installation. It shows the previous answer, the corrected answer, and provides a block where the reviewer

provides rationale for the change and documents with whom (login ID # only) and when the new answer was negotiated. Completion is mandatory for any answer that is changed once an installation commander has certified his installations responses. **A copy of the source document should be attached to the printed change adjudication page and maintained with the installation master record when possible.**

Master Record. The paper copy record of the questionnaire data that reflects the certified answers and other pertinent BRAC data gathering information for a specific installation. Each installation will maintain a master record for audit purposes. The installation master record must be maintained at the installation for six years after the BRAC commission recommendations are enacted into law. As a minimum, a master record will include the following documents for its respective organization: all certified question pages and attached source documents, commander and TA login account letter, base user accounts letters, all change adjudication pages and attached source documents, installation commander certification letter.

Review and Certification Procedures

Installation

- Trusted Agent (TA) creates and assigns login accounts for functional POCs. A question can only be accessed by individuals possessing a login account and login ID for that question.
- Functional POC creates and assigns login accounts for answerers assigned to answer questions.
- Answerer completes answer on question page and activates “lock” button. This locks the answer into the database.
- Functional POC reviews answer pages assigned to them. If POC concurs with answer they activate the approve button. If answer is not accurate and requires change, the POC activates the change button. POC must then negotiate a new answer with the original answerer. When resolution is reached, the reviewer corrects the answer and documents within the “change” section of the question page, the rationale for the change and with whom (login ID # only) and when the resolution was negotiated. When POC/reviewers have approved answers to all questions assigned to them, they will lock their section and print a certification page for each question page assigned to them. The answerer and POC reviewer will sign the certification page for each question they answered or reviewed. A copy of the source document should be attached to each printed certification page when possible and maintained with the installation master record.
- If for any reason an answer has to be corrected after the POC has locked his section(s) in the database, the TA must input the change to the question. The TA will make the change, print a new certification page and the POC and TA will re-certify the page as described above. It will then replace the incorrect page in the installation master record.

- The TA assembles all signed answer pages into an installation master record, reviews package to insure all questions have been answered completely and that the package is complete, and then locks the database for the base.
- After review and approval of the installation master record the installation commander will certify the base using the online Cmdr Certification Password. The installation commander and the installation TA will sign a Base Certification Letter certifying the base questionnaire is accurate and complete to the best of his knowledge. The installation commander certification letter will be forwarded to owning MAJCOM/XP with a copy maintained in the installation master record.

MAJCOM

- MAJCOM TA assigns login accounts and IDs to designated functional POCs.
- MAJCOM functional POCs assign questions and login accounts and IDs to MAJCOM reviewers.
- MAJCOM reviewers review answers to questions assigned to them. If an answer requires no change, the approve button is activated. If a change is required, the reviewer activates the change button to create a change adjudication page. The reviewer then must initiate a negotiation with the affected installation to resolve the discrepancy. When resolution is reached, a thorough explanation of the change will be placed in the "Explanation/Reason" section of the Activity Log on the adjudication page. This section must also include with whom (login ID # only) and when the change was negotiated.
- The MAJCOM functional area POC will review each question. If a change is required, a change adjudication page is initiated using the same procedure as above. When all questions assigned to the reviewer have been approved, the POC will lock their section. If an answer requires a change to be made after the POC has approved and locked his section, the MAJCOM TA must make the change using change adjudication page procedures.
- The MAJCOM TA assembles all answer pages, change adjudication pages, and certification pages into an installation master record, reviews package to insure all questions have been answered completely and that the package is complete. A paper copy of all change adjudication pages (with associated source documents if necessary) generated by the MAJCOM will be forwarded to the affected base to be maintained with their master records.
- After review and approval of all question pages and change adjudication pages, the MAJCOM certifying official (XP or higher) and MAJCOM TA will sign the MAJCOM Certification Letter and activate the approval/certification online button.

HAF

- HAF TA assigns login accounts and IDs to designated Base Closure Working Group (BCWG) functional experts for review.
- BCWG functional experts (POCs) will assign questions and login accounts and IDs to HAF reviewers.
- HAF reviewers review answers to questions assigned to them. If an answer requires no change, the approve button is activated. If change is required, the reviewer activates the change button to create a change adjudication page. The reviewer then must initiate a negotiation with the affected MAJCOM to resolve the discrepancy. When resolution is reached, a thorough explanation of the change will be placed in the "Explanation/Reason" section of the Activity Log on the adjudication page. When and with whom (login ID# only) the change was negotiated must also be included in this section. A paper copy of the change adjudication page (with associated source documents if necessary) will be promptly forwarded to the applicable MAJCOM and installation to be maintained with the installation master records. All players (installations, MAJCOM, and HAF) must be privy to the same data.
- When HAF reviewer has approved the answers to all questions assigned to them the BCWG POC will review the questions assigned to their section following the same procedures used by the MAJCOM POC above. When their section is approved, they activate the online lock button for their respective section.
- If an answer has to be corrected after the POC has locked their section, a change adjudication page must be implemented and completed by the HAF TA. Hard copy of the change adjudication page and source document must be promptly sent to the applicable MAJCOM and installation to update the installation master record.
- The HAF TA reconciles all change adjudication pages and source documents and reviews package to insure all questions have been answered completely and change adjudication pages generated at the HAF have been sent to appropriate installations and MAJCOMs. When complete, the questionnaire data will be presented to the BCEG for approval.
- The BCEG will be the final determining authority on all discrepancies that cannot be resolved between the MAJCOM and BCWG.
- Changes to the database directed by the BCEG, will be documented in the BCEG minutes. The change will be made via a change adjudication page initiated by the HAF TA. When approved by the BCEG, SAF/IEBB will lock the database.
- If the BCEG directs a change to the database for any reason after the database has been locked, a post-certification change will be required. The HAF TA will coordinate the change with appropriate installation/MAJCOM. SAF/IEB opens the question page in the questionnaire database and in the analysis database if necessary and enters the change. Change adjudication pages are printed and signed by SAF/IEB and the HAF TA and sent to the appropriate installation/MAJCOM (with associated source documents if

necessary).

- BCEG deliberations will be reflected, in synopsis form, in the official BCEG minutes
- The final BCEG recommendation will be approved by the CSAF and SECAF.

SAF/IEB is the POC for this plan. If changes or questions arise, contact SAF/IEBB at DSN 227-7005.

APPENDIX B
NONDISCLOSURE AGREEMENT
Nondisclosure Agreement

My duties include work assignments and responsibilities in which I may acquire personal knowledge of or access to information concerning the development of recommendations relating to potential closure or realignment of military installations in the Base Realignment and Closure (BRAC) 2005 process. I understand and agree that it is my duty and obligation to comply with the provisions of this agreement respecting such information, and that my violation of this agreement may result in disciplinary action.

1. I understand that the development of any BRAC 2005 information, written or oral, pursuant to the Defense Base Closure and Realignment Act of 1990, as amended, is an official, sensitive, and deliberative process. "Written" information includes all electronic and hard copy forms of communication. I further understand that the development of such information is not limited to final documents or products, but also includes all draft and feeder documents, briefings and notes, as well as any other related oral or written communication.
2. The public and all levels of federal, state, and local government have a right to expect and trust that the BRAC 2005 process will be conducted objectively and impartially. Any unauthorized disclosure of BRAC information undermines that expectation and trust and is therefore prohibited. Unauthorized disclosures may also constitute a violation of law and DoD or Military Department directives, regulations, instructions, policies, or guidance. I promise not to disclose any BRAC information, except as specifically authorized.
3. I further understand that any document or any other written communication, whether draft or final, is the official property and record of the Department of Defense and shall be retained, disseminated, released, and destroyed in accordance with requirements of law and applicable DoD or Military Department directives, regulations, instructions, policies or guidance.
4. I understand that the provisions of this agreement bind me personally until the Secretary of Defense transmits BRAC recommendations to the Commission and Congress even if I am reassigned to other duties or stations, retire, or otherwise cease employment or any contract, agency, or other relationship or association with the Department of Defense.

Signature/
Printed Name, Title and Organization

Date

APPENDIX C
DOCUMENTATION REQUIREMENTS
FOR
AIR FORCE BASE REALIGNMENT AND CLOSURE INTERNAL CONTROL PLAN
(Non-WIDGET)

In certain cases special or limited subject matter data calls may be required where it is not practical to use WIDGET. In these cases, questions will be distributed and data gathered via electronic means (such as compact disc (CDs) or the AF Portal) using the procedures described below.

Review and Certification Procedures for Non-WIDGET Data Calls

Installation (not applicable if questions are answered at the MAJCOM)

- Questions will be provided to the installation via electronic means (e.g. CD or AF Portal) as directed by HAF.
- Trusted Agents (TA) create and assign identification account numbers (ID#) for functional POCs. A question can only be answered and reviewed by individuals possessing an ID# for that question.
- Functional POCs create and assign ID# for answerers assigned to answer questions.
- Answerers complete answers to assigned question sheets and provide to their functional POC for review along with a copy of the source information.
- Functional POCs review answers for questions assigned. If POC concurs with the answer, they approve it. If the POC deems the answer is not correct and requires change, the POC must then coordinate a new answer with the answerer. When resolution is reached, the reviewer corrects the answer.
- When the POCs have approved answers to all questions assigned, POCs will print and complete a certification sheet for each answer. Answerers and POCs will sign the certification sheet for each question assigned to them. The certification sheets will specify the source of the answer and the methodology used to determine the answer. A paper copy of each question (with answer), a copy of the source document, and the signed certification sheet will be maintained with the installation master record.
- If for any reason an answer must be corrected after the POC has approved questions, the POC must accomplish a change adjudication page for the question. The POC will coordinate and make the change, print a new certification page and the POC and TA will re-certify the page as described above. It will then be updated as the new current answer sheet in the installation master record.
- The TA assembles all signed paper copies of questions and answers, answer certification sheets, and change adjudication pages (if any) into an installation master record, reviews package to insure all questions have been answered completely and that

the package is complete. (A copy of the original certification statement and documentation must still be maintained in the master record after a certified answer is changed.) The TA will then copy all answers for the base onto 2 “read only” CDs saved in PDF format. The TA will ensure the CDs accurately reflect the paper copies in the master record. Under circumstances where submission in PDF format is not practical, hard paper copy may be submitted with permission from SAF/IEBB.

- After review and approval of the installation master record, the installation commander will certify the data. The installation commander will sign an Installation Certification Letter certifying the base questionnaire is accurate and complete to the best of their knowledge. The installation commander certification letter, with one CD/paper copy will be forwarded to the owning MAJCOM/XP. The second CD/paper copy will be maintained in the installation master record.

MAJCOM

- MAJCOM TA assigns ID#s to the designated functional POCs.
- MAJCOM functional POCs assign questions and ID#s to MAJCOM reviewers.
- MAJCOM reviewers review answers to questions assigned to them. If a change is required, the reviewer must coordinate with the associated installation to resolve the discrepancy. Resolution will be thoroughly documented in a change adjudication page. The functional area POCs will then review each answer assigned to them. When all questions assigned to the POCs have been approved, all POCs will forward their answers to the MAJCOM TA.
- Any answer changed during the MAJCOM review requires the individual making the change to accomplish a change adjudication page. All change adjudication pages must be provided to the appropriate installation and the MAJCOM TA for inclusion in their master records.
- The MAJCOM TA assembles all signed paper copies of the change adjudication sheets, sources (if any), certification letters, and identification account #s into a master record, reviews package to insure all questions have been answered completely and that the package is complete. A paper copy of all change adjudication pages (with associated source documents if necessary) generated by the MAJCOM will be forwarded to the affected base to be maintained with their master records. (A copy of the original certification statement and documentation must still be maintained in the master record after a certified answer is changed.) Installation receipt must be confirmed prior to MAJCOM certification. The MAJCOM TA will also make a “read only” CD with approved updated answers for each installation that had answers changed from their original input. Under circumstances where submission in PDF format is not practical, hard paper copy may be submitted with permission from SAF/IEBB.
- After review and approval of all answers and change adjudication pages, the MAJCOM certifying official (XP or higher) and MAJCOM TA will sign the MAJCOM Certification Letter and forward it with an updated “read only” CD/paper copy to the HAF (CD not required if AF Portal is used). MAJCOM will retain a copy of the

CD/paper copy for their master record.

HAF

- HAF TA assigns ID#s to the designated Base Closure Working Group (BCWG) functional experts for review.
- BCWG functional experts (POCs) will assign questions and ID#s to HAF reviewers.
- The HAF will review MAJCOM certified answers using the same methodology as the MAJCOM review above.
- The HAF TA reconciles all change adjudication pages and source documents and reviews the package to insure all questions have been answered completely and change adjudication pages generated at the HAF have been sent to appropriate installations through their MAJCOMs. (A copy of the original certification statement and documentation must still be maintained in the master record after a certified answer is changed.)
- When complete, the questionnaire data will be presented to the BCEG for approval. When approved by the BCEG, SAF/IEBB will forward the data to OSD for dissemination to the appropriate JCSG and if necessary, input into the Air Force analysis database.
- Any answer changed during the HAF review requires the individual making the change to accomplish a change adjudication page. All change adjudication pages must be provided to the appropriate installation through their associated MAJCOM TA for inclusion in their master records.

Scenario Data Calls

- During the Scenario data call phase of BRAC, there will be a large number of small data calls with very short suspenses. The AF Portal may be used as a secure means to transmit questions and answers between the HAF and the field expeditiously. In this event, HAF will assign specific MAJCOM/installation folders on the Portal with restricted access for security. HAF will notify the tasked MAJCOM/installations when data call questions have been uploaded in their MAJCOM Portal folder. When the answers are derived, the tasked MAJCOM/installation will upload final answers into the appropriate file on the AF Portal and notify the designated HAF POC that the answers are uploaded. Hard paper copy of answers, including required certification memos, will be transmitted to the HAF in accordance with Attachment 3 to this Appendix and the detailed instructions included with each data call.

Change Adjudication Sheet

- When a change adjudication sheet is required, a thorough explanation of the change will be placed in the "Explanation/Reason" section of the Activity Log on the

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adjudication page. When and with whom (ID# only) the change was negotiated must also be included in this section. A paper copy of the change adjudication page (with associated source documents if necessary) will be promptly forwarded to the applicable MAJCOM and installation to be maintained with their installation master records. All players (installations, MAJCOM, and HAF) must be privy to the same data.

Data Protection

- All data, files, information, CDs, electronic communication, etc. associated with an UNCLASSIFIED special data call, must be labeled **Draft Deliberative Document - For Discussion Purposes Only - Do Not Release Under FOIA** and must be handled and stored as sensitive material. CDs containing questions and answers must be transferred via registered mail to appropriate reviewing office.

CLASSIFIED QUESTIONNAIRES

- Classified data calls must not use WIDGET.
- Classified data calls must gather data using the above procedures.
- Classified data call information must be handled via DoD classified system, SIPRNET, and/or JWICS systems.
- All data, files, information, CDs, etc. associated with a CLASSIFIED special data call, must be labeled, stored, transported, and handled in accordance with DoD 5200.1-R (Top SECRET and below) and DoDS 5105.21-M-1 (SCI). TOP SECRET and SCI material must be transmitted through Defense Courier Service to AF/XOI, Attention: SECRET and below data must be sent via registered mail to SAF/IEBB, Attn. 1665 Air Force Pentagon, Washington D.C. 20330-1665.

Attachment 1 Question Certification Sheet
Attachment 2 Change Adjudication Sheet

AF ICP Appendix C Attachment 1

Functional Point of Contact Certification

In accordance with Section 2903(c)(5) of Defense Base Closure and Realignment Act of 1990, Public Law 101-510 as amended, I certify to the best of my knowledge and belief the information provided herein is accurate and complete.

Data Call/Question ID # _____

POC Account ID: _____ **Office Symbol:** _____

Signature: _____ **Date:** _____

Printed Name, Phone, Title: _____

Answer Provider Certification

In accordance with Section 2903(c)(5) of Defense Base Closure and Realignment Act of 1990, Public Law 101-510 as amended, I certify to the best of my knowledge and belief the information provided herein is accurate and complete.

Answerer Account ID: _____ **Office Symbol:** _____

Signature: _____ **Date:** _____

Printed Name, Phone, Title: _____

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AF ICP Appendix C Attachment 2

Change Adjudication Page

1. Question #: _____

2. Initial Answer:

3. Base Answerer ID #: _____ Date answered: _____

4. Approved by POC ID#: _____ Date approved: _____

5. Source:

6. New answer:

7. Reason for Change (Do not use base name or contact names!):

8. New Answer Coordinated with:

Who(ID #): _____

When (Date): _____

Office Symbol: _____

Reason: _____

Source: _____

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AF ICP Appendix C Attachment 3

Scenario Data General Procedures

The following states the general procedures that will be used to gather data during the Scenario Data Call phase of 2005 BRAC. These procedures apply to both Air Force and Joint Cross Service Group Scenario Data Calls. Minor adjustments to these procedures may be required and will be spelled out in detailed instructions with each data call.

1. JCSG Scenario data call questions will be posted on the AF Portal for each MAJCOM in the MAJCOM Working folder.
2. Notification of JCSG Scenario data call questions will be sent from SAF/IEBJ or SAF/IEBB to MAJCOM Help Desks using the Microsoft "task" function of Windows.
3. When received, MAJCOM will activate the "ACCEPT" button or reply by e-mail to acknowledge receipt.
4. MAJCOM responses to data calls will be electronically posted on the Air Force Portal under MAJCOM Final folder within 48 hours.
5. Answers will be certified in accordance with procedures in Air Force Internal Control Plan (Change 4 dated 30 Dec 2004), Appendix C.
6. The answer source should be annotated on the certification sheet.
7. Hard copy answers and certification sheets/memos for each associated data call will be forwarded to the HAF within 2 weeks of posting via overnight mail (e.g. UPS, FEDEX) or fax. Faxes for JCSG Scenario Data Calls will be sent to IEBJ DSN 224-9133, Comm. 707-614-9133. Air Force Scenario Data Calls will be sent to SAF/IEBB DSN 225-2815, Comm 703-695-2815.
8. All pages should be annotated clearly with data call # for ease of identification.
9. MAJCOMs will verbally confirm fax receipt with the HAF tasking POC listed in their specific data call instructions.
10. When receipt is confirmed, MAJCOM help desk will activate the "completed" function for the assigned task in Windows or notify the HAF POC via e-mail.

APPENDIX D
National Capitol Region Data Call Review Structure
FOR

AIR FORCE BASE REALIGNMENT AND CLOSURE INTERNAL CONTROL PLAN

This appendix applies to The National Capitol Region data call to collect information on leased space. WIDGET will be used for this data call. The review structure for this questionnaire is as follows:

Certifying Official office: SAF/AA.

Reviewer: Colonel or equivalent from office list below.

Answerer: Action officer identified by each office below.

AF/CCC	AF/CV	AF/CX
AF/DP	AF/HC	AF/HO
AF/IL	AF/JA	AF/RE
AF/SB	AF/SE	AF/SG
AF/ST	AD/TE	AF/XI
AF/XO	AF/XP	AFAA/DO
AF-CIO	AFSAA/SAPI	HAF/CZ
NGB/CF	SAF/AA	SAF/AG
SAF/AQ	SAF/FM	SAF/GC
SAF/IA	SAF/IE	SAF/IG
SAF/LL	SAF/MR	SAF/OS
SAF/PA	SAF/SB	SAF/US
POLAD		

APPENDIX E
Headquarters Air Force (HAF) Level Answer Process
FOR

AIR FORCE BASE REALIGNMENT AND CLOSURE INTERNAL CONTROL PLAN

This appendix applies to data call questions to be answered from a central source at the HAF-level (or as designated by the HAF). The WIDGET procedures identified in Appendix A will be followed for answering, reviewing, and certifying responses to data call questions except as noted in the procedures identified in this appendix. The process for HAF-level answering is as follows:

Certifying Official office: SAF/IEBB.

Reviewer: HAF-level Functional POC (FPOC).

Answerer: HAF-level functional action officer identified by the respective HAF office. (List in SAF/IEBB)

Overview: For certain data call questions, HAF offices or organization designated by the HAF will be identified as the central source of information to answer the question. Installations will have read-only access to the HAF responses entered into WIDGET for this data call.

Procedures:

SAF/IEBB:

- Preloads N/A answers to all questions for all installations.
- Sets installation and MAJCOM status to certified. Preloaded N/As do not constitute actual "Certified" answers from installations or MAJCOMs.

HAF Answerers:

- Enter changes to preloaded N/As and enter the new central source information into WIDGET. HAF answerers must enter the required change information (see WIDGET instructions).
- Answers must be printed and signed by the HAF-level answerer and FPOC along with a copy of the appropriate source documentation.
- Copies of the HAF signed answers and source documents will be maintained in the HAF Master Record located in SAF/IEBB under controlled access.

HAF Functional POCs:

- Functional POCs (FPOCs) review answers for questions under the sections assigned to them.
- FPOCs sign all approved answers and forward to the HAF Trusted Agent for inclusion in the HAF Master Record.