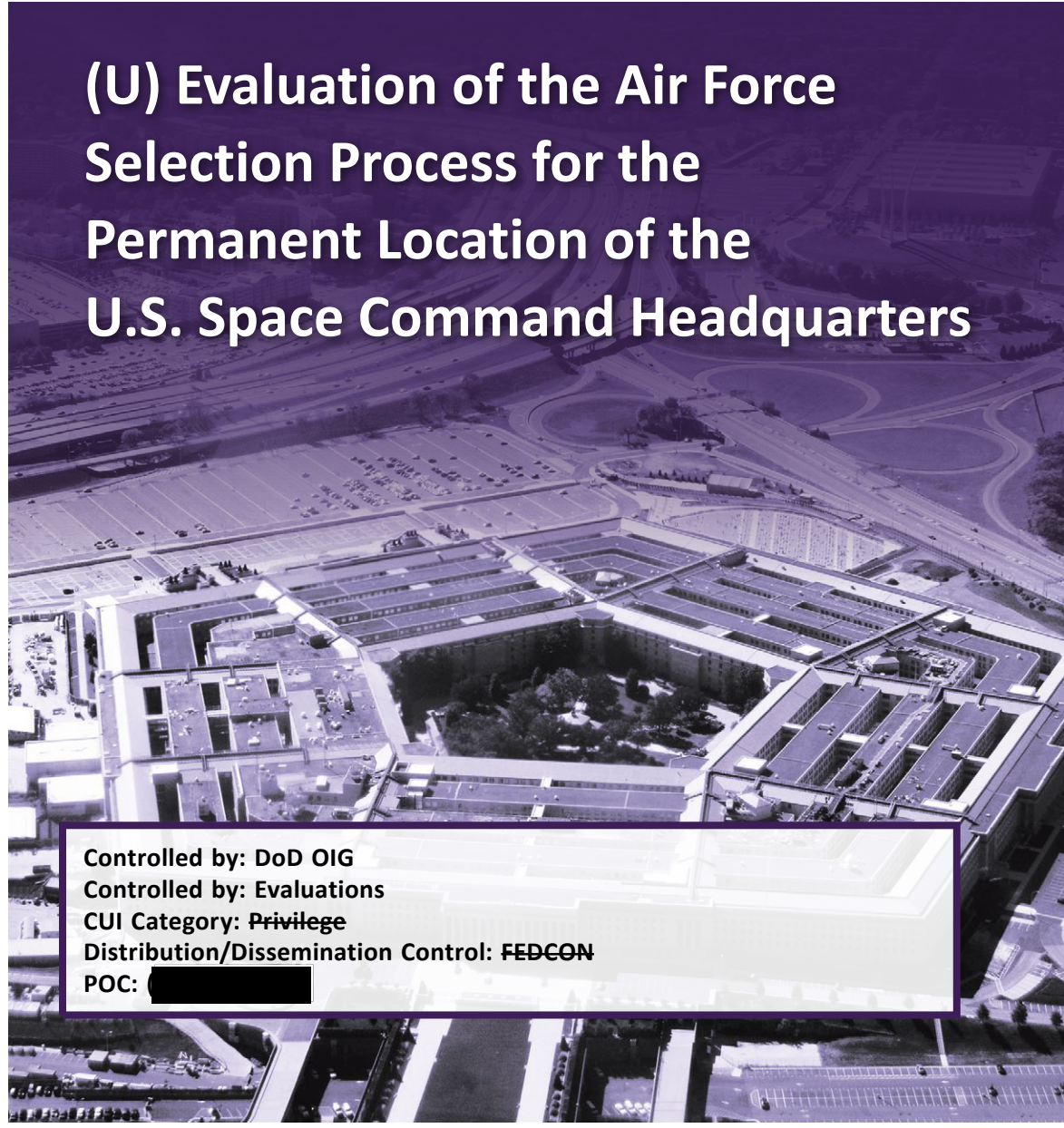


CUI

# INSPECTOR GENERAL

*U.S. Department of Defense*

MAY 11, 2022



## (U) Evaluation of the Air Force Selection Process for the Permanent Location of the U.S. Space Command Headquarters

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CUI





**INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500**

May 11, 2022

(U) MEMORANDUM FOR SECRETARY OF DEFENSE  
SECRETARY OF THE AIR FORCE  
COMMANDER, UNITED STATES SPACE COMMAND

(U) SUBJECT: Evaluation of the Air Force 2020 Basing Action Process for the Permanent Location of the U.S. Space Command Headquarters  
(Report No. DODIG-2022-096)

(U) This final report provides the results of the DoD Office of Inspector General's evaluation. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. The comments are included in the report.

(U) Overall, we determined that the 2020 Basing Action directed by the SECDEF complied with Federal Law and DoD policy and that the Basing Action process was reasonable. We make four recommendations to the Secretary of Defense and Secretary of the Air Force to address the findings in this report.

(U) First, we recommend that the Secretary of Defense establish policy and procedures for implementing basing actions of a unified combatant command. As discussed in the Recommendations, Management Comments, and Our Response section of this report, this recommendation remains unresolved.

(U) Second, we recommend that the Secretary of Defense should review the concerns expressed by the Vice Chairman of the Joint Chiefs of Staff, the United States Space Force Chief of Space Operations, and the Commander of United States Space Command pertaining to the "Full Operational Capability" of the United States Space Command discussed in this report. As discussed in the Recommendations, Management Comments, and Our Response section of this report, we consider this recommendation resolved and open.

(U) Third, we recommend that the Secretary of the Air Force consider issuing a memorandum to the Basing Office emphasizing the requirement that Basing Office personnel retain all records of basing actions in accordance with Air Force Instruction 33-322. As discussed in the Recommendations, Management Comments, and Our Response section of this report, we consider this recommendation resolved and open.

(U) Finally, we recommend that the Secretary of the Air Force review the Air Force Basing Office's analysis of the criteria of "Childcare," "Housing Affordability," and "Access to Military/Veteran Support" to verify that the United States Space Command Headquarters basing decision was supported. As discussed in the Recommendations, Management Comments, and Our Response section of this report, we consider this recommendation resolved and open.

(U) DoD Instruction 7650.03 requires that our recommendations be resolved promptly. Therefore, please provide us, within 30 days, your response concerning the unresolved recommendation. We will close the three resolved recommendations when you provide us documentation showing the recommended actions are completed. Therefore, please provide us, within 90 days, your response concerning the three recommendations. Please send your responses to either [REDACTED] if classified SECRET.

(U) We appreciate the cooperation and assistance received during our evaluation. Specifically, we would like to extend our gratitude to the personnel in the Office of the Secretary of Defense, the Office of the Secretary of the Air Force, the Joint Chiefs of Staff, the offices of the Assistant Secretary of the Air Force for Energy, Installation, and Environment, the USSF, and the USSPACECOM for their cooperation in this matter. If you have any questions, please contact [REDACTED]



Randolph R. Stone  
Assistant Inspector General for Space,  
Intelligence, Engineering & Oversight

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## I. (U) Introduction

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(U) The DoD Office of Inspector General (OIG) evaluated the process followed by United States Air Force (Air Force) officials to select the preferred permanent location for the United States Space Command (USSPACECOM) Headquarters (HQ).<sup>1</sup> On January 13, 2021, the Secretary of the Air Force Public Affairs Office issued a press release publicly announcing the Secretary of the Air Force (SECAF) selection of Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ, pending the results of an environmental study expected in spring 2023.

(U) USSPACECOM is the DoD unified combatant command responsible for all military operations 62 miles above sea level and higher.<sup>2</sup> As a unified combatant command, USSPACECOM employs forces from each of the Military Services to accomplish missions in the space domain.

(U) The Acting Deputy Secretary of Defense (SECDEF) delegated the responsibility for selecting the preferred permanent location for the USSPACECOM HQ to the SECAF. The Assistant Secretary of the Air Force for Energy, Installations, and Environment (SAF/IE) has overall responsibility for installations strategy and strategic basing processes for the Department of the Air Force. For this basing action, the Office of the Deputy Assistant Secretary of the Air Force for Installations (SAF/IEI) and its subordinate groups (hereafter referred to as the Basing Office) evaluated candidate locations and provided a recommendation to the SECAF.<sup>3</sup> The SECAF made the decision on the preferred permanent location for the USSPACECOM HQ based, in part, on the results of the evaluation performed by the Basing Office personnel.

(U) On January 19, 2021, the DoD OIG received a letter from two members of the U.S. House Committee on Armed Services (HASC) requesting that the DoD OIG review the USSPACECOM HQ basing decision out of concern that there was undue political influence on the decision. On January 26, 2021, Colorado's congressional delegation sent a letter to the President and requested the SECDEF review the appropriateness of the USSPACECOM HQ basing decision. On February 19, 2021, the DoD OIG announced this evaluation. On the same day, the DoD OIG received another similar

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<sup>1</sup> (U) The location will not be considered permanent until post-environmental surveys and other associated actions are complete and the SECAF makes the final decision.

<sup>2</sup> (U) According to the USSPACECOM website "Frequently Asked Questions," a unified combatant command is a command with a broad continuing mission under a single commander and is composed of significant assigned Components of two or more Military Departments that the President establishes and designates, through the SECDEF, with the advice and assistance of the Chairman of the Joint Chiefs of Staff.

<sup>3</sup> (U) For this report, we define candidate locations as all locations that submitted self-nomination packages for consideration to host the USSPACECOM HQ. The Air Force used the terms "Self-Nominated Communities" for the Nomination Phase, "Nominees" for the Evaluation Phase, "Candidates" for the Selection Phase, and "Preferred Location" and "Reasonable Alternatives" after the SECAF's decision.

(U) request from the Ranking Member of the HASC Readiness Subcommittee.<sup>4</sup> This evaluation focused on the USSPACECOM HQ basing action that began in March 2020, and we refer to it in this report as the 2020 Basing Action.

(U) Our report describes in detail the actions taken by Air Force officials to select Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ. We determined that the 2020 Basing Action process was reasonable in identifying Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ. However, as will be discussed in the report, we could not fully verify the accuracy of the rankings of the six candidate locations due to the lack of documentation.

## (U) DOD OIG Evaluation

(U) On January 13, 2021, the SAF/IE notified Congress of the selection of Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ. In response to congressional requests, on February 19, 2021, the DoD OIG announced an evaluation to review the Air Force's basing action process for selecting Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ.

(U) To conduct this evaluation, we assembled a multi-disciplinary team of more than 20 DoD OIG personnel, including auditors, special agents, an engineer, and an attorney. The team conducted 34 interviews, including interviews of the Acting SECDEF, the SECAF, the Vice Chairman of the Joint Chiefs of Staff (VCJCS), the USSPACECOM Commander, the U.S. Space Force (USSF) Chief of Space Operations (CSO), the SAF/IE, and other DoD personnel involved in the basing action process.<sup>5</sup> We developed a detailed chronology of events related to the USSPACECOM HQ basing action, included as Part III of this report.

(U) We reviewed the National Defense Authorization Act (NDAA) for FY 2021, DoD policy, and Air Force policies concerning basing actions. We also reviewed memorandums that documented SECDEF and SECAF direction for the basing action.

(U) We obtained, reviewed, and analyzed numerous documents relevant to this evaluation, including e-mail correspondence of Air Force officials involved in the basing action process. We obtained and reviewed memorandums signed

<sup>4</sup> (U) After the DoD OIG announced this evaluation, the SECAF, the SECDEF, and the DoD OIG each received similar letters from members of Congress pertaining to our evaluation.

<sup>5</sup> (U) Christopher C. Miller was the Acting SECDEF between November 2020 and January 2021. Barbara M. Barrett was the SECAF between October 2019 and January 2021. General John E. Hyten was the VCJCS between November 2019 and November 2021. General James H. Dickinson is the USSPACECOM Commander as of August 2020. General John W. Raymond is the USSF CSO as of December 2019 and USSPACECOM Commander between August 2019 and August 2020. John W. Henderson was the SAF/IE between January 2018 and January 2021. While not interviewed, Mark T. Esper was the SECDEF between July 2019 and November 2020.



(U) by DoD senior officials, as well as location self-nomination letters and location and installation questionnaire responses submitted to the Basing Office from communities interested in hosting the USSPACECOM HQ. In addition, we reviewed records from in-person location site visits conducted by the Basing Office subject matter experts, community virtual visits led by SAF/IE, site plan documents, and the publicly available data used by the Basing Office personnel during the 2020 Basing Action.

(U) This report provides the results of our evaluation. We have divided the report into 13 parts.

(U) This section, Part I, contains the introduction.

(U) Part II provides detailed background information on the phases of the USSPACECOM HQ basing action process and on significant input to the process received from senior officials.

(U) Part III contains a chronology of the significant events related to this evaluation to place those events in context.

(U) Part IV contains our analysis of Federal law, DoD policy, and Air Force policy that was applicable to the USSPACECOM HQ basing action.

(U) Part V is the main part of this report. It describes our analysis of the Air Force's basing action process that culminated in the SECAF's decision to select Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ. First, we discuss our analysis of the development, implementation, and results of the Self-Nomination Phase. Second, we discuss our analysis of the development, implementation, and results of the Evaluation Phase. Finally, we discuss our analysis of the development, implementation, and results of the Selection Phase.

(U) Part VI contains our overall conclusions.

(U) Part VII contains four recommendations to the SECDEF and the SECAF based on the findings of this evaluation. It also contains management comments received and our response to those comments.

(U) Part VIII is Appendix A, which provides details of our scope and methodology used in this evaluation.

(U) Part IX is Appendix B, which provides the January 12, 2021, DoD Action Memorandum to the SECAF recommending Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ and the attached Decision Matrix.

(U) Part X is Appendix C, which provides the Self-Nomination Phase Results (in alphabetical order by state) for the 2020 Basing Action.

(U) Part XI is Appendix D, which provides the USSPACECOM HQ Strategic Basing Update to our report.

(U) Part XII is Appendix E, which provides the management comments to our report.

(U) Part XIII is Appendix F, which provides the acronyms and abbreviations used within our report.

## II. ~~(CUI)~~ Background

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(U) This section of the report provides detailed background on the facts and circumstances that led to the SECAF's decision to select Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ. It discusses the basing action process followed by the Air Force, including the requirements and criteria used in making the determination. It also discusses the involvement of DoD senior officials, Congress, and the President of the United States.

### A. (U) United States Space Command

(U) As stated above, USSPACECOM is a unified combatant command of the DoD. As a unified combatant command, the mission of the USSPACECOM is to:

- (U) conduct operations in, from, and through space to deter conflict;
- (U) defeat aggression;
- (U) deliver space combat power for the joint and combined force; and
- (U) defend U.S. vital interests with allies and partners.

(U) USSPACECOM operated from Peterson Air Force Base (AFB) in Colorado Springs, Colorado, from 1985 to 2002. On October 1, 2002, USSPACECOM merged with the United States Strategic Command (USSTRATCOM) near Omaha, Nebraska. On December 18, 2018, the President directed the SECDEF to reestablish USSPACECOM as a unified combatant command. As a result, on August 29, 2019, the SECDEF reestablished USSPACECOM as a unified combatant command. On January 15, 2020, the SECAF signed a memorandum approving Peterson AFB in Colorado Springs, Colorado, as the provisional HQ for USSPACECOM pending the selection of a preferred permanent location.

### B. (U) 2019 Basing Action

(U) On December 19, 2018, the day after the President directed the reestablishment of USSPACECOM as a unified combatant command, the Basing Office initiated a basing action for the preferred permanent location of the USSPACECOM HQ (hereafter referred to as the 2019 Basing Action). According to Basing Office personnel, the 2019 Basing Action followed the Air Force Strategic Basing Process outlined in Air Force Instruction (AFI) 10-503.<sup>6</sup> To initiate the 2019 Basing Action,

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<sup>6</sup> (U) Air Force Instruction 10-503, "Strategic Basing," October 14, 2020. The SAF/IE, the SAF/IEIB, and the Basing Office Operations Branch Chief told us that the 2019 Basing Action followed the process outlined in AFI 10-503.

(U) the Joint Force Space Component Command submitted a Basing Action Request to the Basing Office.<sup>7</sup> The Basing Action Request outlined the requirements and criteria for the USSPACECOM HQ basing action.<sup>8</sup>

(U) On April 15, 2019, the Acting Deputy SECDEF designated the SECAF as the Interim Combatant Command Support Agent (CCSA), in accordance with DoD Directive (DoDD) 5100.03.<sup>9</sup> The designation of Interim CCSA gave the SECAF authority to make a decision on the preferred permanent location for the USSPACECOM HQ.

(U) On May 7, 2019, the SECAF approved the following six military installations as the candidate locations for the USSPACECOM HQ:

- (U) Buckley AFB, Aurora, Colorado;
- (U) Cheyenne Mountain Air Force Station, Colorado Springs, Colorado;
- (U) Peterson AFB, Colorado Springs, Colorado;
- (U) Redstone Arsenal, Huntsville, Alabama;
- (U) Schriever AFB, Colorado Springs, Colorado; and
- (U) Vandenberg AFB, Lompoc, California.

(U) In the SECAF's May 7, 2019 memorandum, the SECAF approved the six military installations as candidate locations because each qualified as a DoD space installation that was co-located with another USSPACECOM component or center.<sup>10</sup> On May 15, 2019, the SAF/IEI notified congressional delegates on the selection of the candidate locations. The notification included the Basing Office's plan to complete a site survey report and an environmental assessment of each candidate location before recommending a preferred permanent USSPACECOM HQ to the SECAF.

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<sup>7</sup> (U) The Joint Force Space Component Command submitted the basing action request on behalf of USSTRATCOM and the Air Force Space Command. The Joint Force Space Component Command's two mission areas were space effects support for terrestrial missions and the defense of on-orbit assets. The Air Force Space Command became the Combined Force Space Component Command immediately after the establishment of USSPACECOM on August 29, 2019. The Combined Force Space Component Command is a subordinate command of USSPACECOM.

<sup>8</sup> (U) A Basing Action Request is a formal request that initiates the Air Force Strategic Basing Process. The key stakeholder of a proposed basing action completes and submits the request to the Basing Office.

<sup>9</sup> (U) DoDD 5100.03, "Support of the Headquarters of Combatant and Subordinate Unified Commands," February 9, 2011 (Incorporating Change 1, September 7, 2017).

<sup>10</sup> (U) For this report, we define a DoD space installation as an installation that has a mission related to space operations.

(U) On August 16, 2019, and November 7, 2019, Air Force personnel issued the site survey report and environmental assessment, respectively. The site survey report and the environmental assessment concluded that five of the six candidate locations were qualified to host USSPACECOM HQ.<sup>11</sup>

(U) However, from November 2019 through March 2020, the SECDEF, SECAF, and Basing Office personnel held discussions on the need to restart the basing action based on concerns expressed by Congress regarding the 2019 Basing Action.

### **C. (U) Secretary of Defense Testimony Before Congress and the Army Futures Command Basing Action**

(U) On March 4, 2020, the SECDEF testified before the U.S. Senate Committee on Armed Services (SASC) that he directed a “different approach” to the USSPACECOM HQ basing action, an approach that was fair and transparent. The SECDEF directed the different approach to expand the number of candidate locations that could participate in the USSPACECOM HQ basing action, as was done in the 2018 Army Futures Command basing action. The Army Futures Command basing action used a phased approach with objective site selection criteria for narrowing the list of candidate locations. The SECDEF’s testimony indicated that he believed that the Army Futures Command’s basing action was “iterative” and transparent and gave confidence that the process was fair without politics. After the SECDEF’s testimony, he directed that the Air Force use a “transparent” process that would earn the public’s confidence in the site selected for the USSPACECOM HQ. Our evaluation focused on the revised basing action that began in March 2020 (hereafter referred to as the 2020 Basing Action).

### **D. ~~(CUI)~~ 2020 Basing Action**

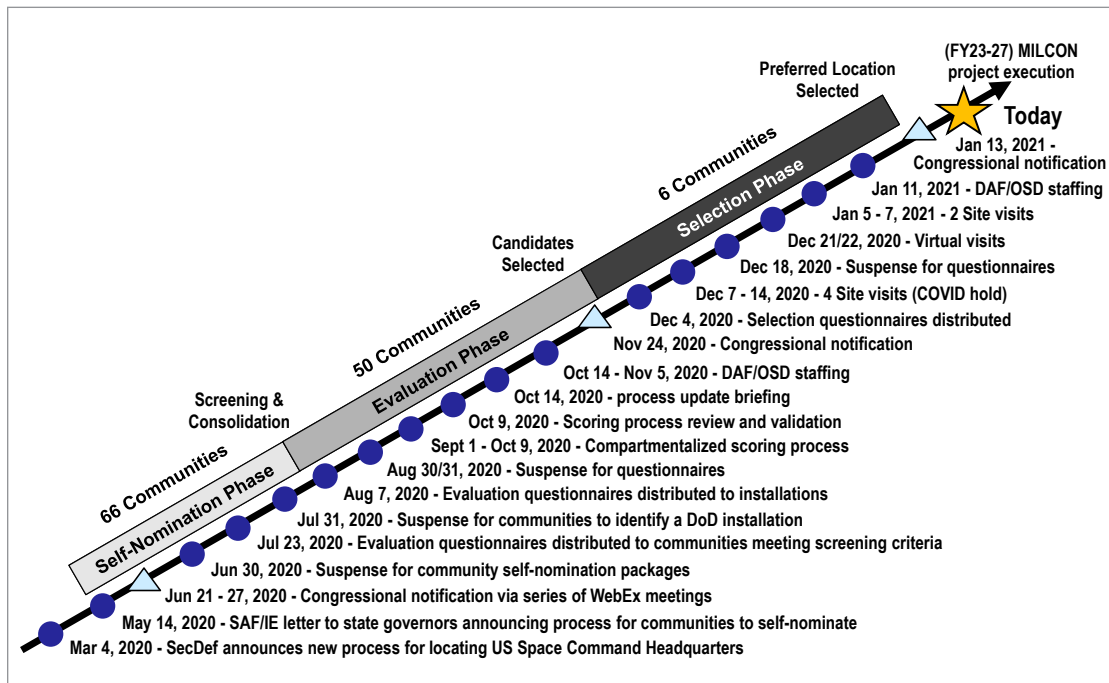
(U) Following the SECDEF’s March 4, 2020 testimony, the SECAF sent the SECDEF a memorandum, dated March 25, 2020, explaining that the Air Force was proceeding with the 2020 Basing Action. The memorandum indicated that the first phase of the 2020 Basing Action would have minimal requirements in order to expand the number of potential candidate locations to host the USSPACECOM HQ. The memorandum further stated that the “overarching engagement strategy” for the 2020 Basing Action “incorporates best practices/lessons learned from Army Futures Command.” Additionally, the memorandum stated that the SECAF would propose the basing requirements, criteria, and engagement strategy to the SECDEF for

<sup>11</sup> (U) On January 3, 2019, the Commander of Cheyenne Mountain Air Force Station, Colorado, sent a memorandum to the Basing Office stating that it did not have an adequate facility or the land needed to host the USSPACECOM HQ. Because of this memorandum, Basing Office personnel removed Cheyenne Mountain Air Force Station, Colorado, from consideration to host the USSPACECOM HQ.

(U) approval in April 2020.<sup>12</sup> On April 27, 2020, the SECDEF and the SECAF met to discuss the 2020 Basing Action, and the SECDEF approved the requirements and criteria presented by the SECAF.

(U) As directed by the SECDEF, the Air Force developed the 2020 Basing Action based on the best practices of the Army Futures Command basing action. Specifically, the 2020 Basing Action used publicly available data, incorporated site visits conducted by the Basing Office personnel, and provided periodic status updates to Congress. Based on the Army Futures Command basing action and the standard Air Force Strategic Basing process described in AFI 10-503, the 2020 Basing Action developed by the Basing Office personnel involved three phases: Self-Nomination, Evaluation, and Selection. Figure 1 depicts the timeline of events that occurred in each phase.

(U) Figure 1. Timeline of 2020 Basing Action Phases and Events



(U) Note: The SAF/IE identified that the figure provided to us contained a typographical error. The June 21 - 27, 2020, entry for Congressional notification via series of WebEx meetings should reflect that those meetings occurred between May 21 - 27, 2020.

(U) Source: The Basing Office.

<sup>12</sup> (U) The SECAF planned to send the criteria for the Self-Nomination and Evaluation Phases to the SECDEF for approval in April 2020. For this report, we refer to Self-Nomination Phase criteria as requirements.

## **1. ~~(CUI)~~ Self-Nomination Phase (May 14 to July 22, 2020)**

(U) Basing Office personnel developed the Self-Nomination Phase requirements in March and April 2020, based on the Army Futures Command basing action. The purpose of the Self-Nomination Phase was to allow locations to submit proposals for consideration to host the USSPACECOM HQ. To comply with the SECDEF's direction, the Basing Office implemented the Self-Nomination Phase to expand the number of candidate locations that could apply to host the USSPACECOM HQ.<sup>13</sup>

(U) On April 27, 2020, the SECDEF and the SECAF met to discuss the 2020 Basing Action and the SECDEF approved the Self-Nomination Phase requirements presented by the SECAF, which self-nominating candidate locations would need to satisfy to advance to the Evaluation Phase. The four Self-Nomination Phase requirements and the description of the requirements are:

**(U) Nomination** - Be nominated by the Mayor, or Mayor's equivalent, and endorsed by the state Governor.

**(U) Metropolitan Statistical Areas (MSAs)** - Be within one of the 150 largest MSAs in the United States, based on census bureau 2019 population estimates. This ensures that eligible candidate locations can support the expected increase in staff and their families.

**(U) Proximity to a Military Base** - Be within 25 miles or less of a military base to ensure eligible candidate locations can support Service members and their families with key support services like military housing, health care, childcare, commissary, and personnel and logistics support.

**(U) Livability Index** - Have a Livability Index score of 50 points out of 100 or higher, as determined by the American Association of Retired Persons Public Policy Institute. This requirement ensures that eligible candidate locations can provide a quality of life that enables USSPACECOM to competitively attract and retain a skilled workforce.

~~(CUI)~~ On May 14, 2020, Basing Office personnel solicited self-nomination proposals from locations interested in hosting the USSPACECOM HQ. Basing Office personnel received self-nomination proposals from 66 candidate locations in 26 states. Basing Office personnel determined that 50 of 66 candidate locations satisfied the four self-nomination requirements for this phase and advanced those candidates to the Evaluation Phase (~~(CUI)~~ withdrew their nomination and ~~(CUI)~~ did not satisfy all four requirements).

<sup>13</sup> (U) For this report, candidate locations are communities that submitted a letter signed by the mayor, or mayor's equivalent, and that the state Governor endorsed.

## **2. ~~(CUI)~~ Evaluation Phase (July 23 to November 18, 2020)**

(U) After completion of the Self-Nomination Phase, Basing Office personnel initiated the Evaluation Phase. The Evaluation Phase began on July 23, 2020, when the SAF/IE issued a letter to the 50 candidate locations notifying them that they satisfied the Self-Nomination Phase requirements. The purpose of the Evaluation Phase was to assess the ability of the candidate locations to host, employ, and sustain the USSPACECOM HQ. To comply with the SECDEF's direction, Basing Office personnel implemented the Evaluation Phase to assess each self-nominated candidate location's suitability to host the USSPACECOM HQ.

(U) Basing Office personnel developed the four evaluation factors of "Mission," "Capacity," "Community," and "Costs to the DoD" to assess each candidate location's suitability to host the USSPACECOM HQ. The Basing Office personnel's definitions of the four evaluation factors were:

1. (U) Mission: Assessment of the available qualified workforce, proximity to mutually supporting space entities, and the ability of the eligible locations to provide emergency and incident response requirements, and enable mobility.<sup>14</sup>
2. (U) Capacity: Infrastructure requirements to include: facility and parking space; communications bandwidth and redundancy; special access communications; anti-terrorism, force protection, and security requirements; energy resilience; and the nearest active duty installation's base operating support to Service members to include medical care, childcare, military housing, and transportation.
3. (U) Community: Support to military facilities as measured by the quality of schools, professional licensure portability, cost of living, housing affordability, and access to military/veteran support programs.
4. (U) Costs to the DoD: One-time infrastructure and transportation costs, area construction cost factor, basic housing allowance rate, and area locality pay.

(U) Each evaluation factor included associated criteria, which consisted of requirements that Basing Office personnel and USSPACECOM officials determined were important for hosting the USSPACECOM HQ and guidance from the SECDEF.

(U) On April 27, 2020, the SECDEF approved the 4 evaluation factors and 21 associated criteria as presented by the SECAF. The SAF/IE established point values for each evaluation factor and its associated criteria. The total point values for the four evaluation factors added up to 100 points. Basing Office personnel structured the evaluation factors, criteria, and point values as shown in Figure 2.

<sup>14</sup> (U) "Enabling Mobility" is the assessment of the candidate location's proximity to the nearest airport that provides domestic travel and the ability to support military aircraft for distinguished visitor transportation.




(U) Figure 2. Evaluation Factors and Criteria Overview

OVERVIEW

## EVALUATION FACTORS AND THEIR CRITERIA


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**Mission (40 points)**

- Available qualified workforce (20 points)
- Proximity to mutually supporting space entities (10 points)\*
- Emergency and incident response (5 points)\*
- Enable mobility (5 points)\*


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**Capacity (30 points)**

- Facility and parking space (10 points)\*
- Communications bandwidth and redundancy (4 points)\*
- Anti-terrorism/force protection and security requirements (4 points)\*
- Energy resilience (4 points)\*
- Nearest installation support
  - Medical care (2 points)
  - Childcare (2 points)
  - Military housing (3 points)
  - Transportation (1 points)


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**Community (15 points)**

- Support available to military families
  - Quality of schools (4 points)
  - Professional licensure portability (2 points)
- Cost of living (3 points)
- Housing affordability (3 points)
- Access to military/veteran support (3 points)\*

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**Costs to the Department of Defense (15 points)**

- One-time infrastructure costs (5 points)
- Area construction factors (4 points)
- Basic allowance for housing rate (3 points)
- Area locality pay (3 points)

**\* Requires nominee input from the questionnaire**

Department Of The Air Force Strategic Basing Office | Instructions for Basing Evaluation Phase 3

(U) Source: The Basing Office.

(U) On July 23, 2020, the SAF/IE sent a letter, location questionnaire, and location questionnaire instructions to the 50 candidate locations that met the requirements for the Self-Nomination Phase.<sup>15</sup> The SAF/IE letter explained that Basing Office personnel would assess the ability of the candidate locations to host, employ, and sustain the USSPACECOM HQ. The letter also contained instructions for completing a location questionnaire, which included questions about the proposed site, existing infrastructure, and available community support. The SAF/IE letter required each candidate location to respond to the location questionnaire by August 30, 2020.

(U) On August 7, 2020, the SAF/IEI issued a letter to the supporting DoD installations identified by the 50 candidate locations. The letter included instructions to the supporting DoD locations for completing a DoD installation questionnaire. The supporting DoD installation questionnaire included questions about medical care, childcare, military housing, and transportation support. The SAF/IEI's letter required each supporting DoD installation to respond to the supporting DoD installation questionnaire by August 31, 2020.<sup>16</sup>

(U) Between September 1, 2020, and October 13, 2020, five teams of subject matter experts (SMEs) assessed and scored candidate locations based on the completed questionnaires from the candidate location and supporting DoD installation, publicly available data, cost estimates, and information obtained from research of DoD databases.<sup>17</sup> On October 14, 2020, Basing Office personnel provided the SECAF with a list of the 15 candidate locations that scored highest out of the 50 candidate locations.

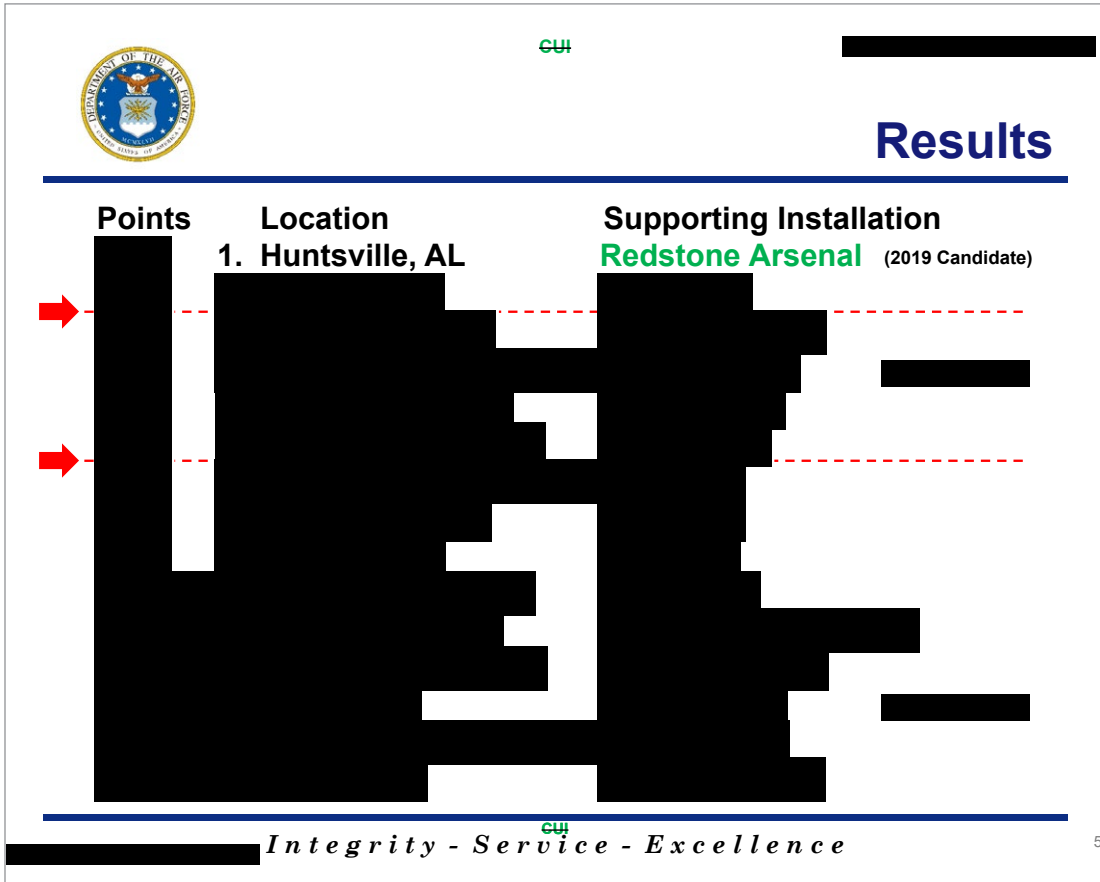
(U) On November 6, 2020, the SECAF notified the SECDEF that she intended to select the top six candidate locations that scored the highest to advance to the Selection Phase. Figure 3 shows the 15 highest scoring candidate locations from the Evaluation Phase.

<sup>15</sup> (U) In the Self-Nomination Phase, Basing Office personnel assessed the candidate locations on a pass or fail basis.

<sup>16</sup> (U) For this report, we define a supporting DoD installation as a DoD facility that can support Service members and their families with key support services, including military housing, health care, childcare, commissary, and personnel and logistics support.

<sup>17</sup> (U) For this report, we define a subject matter expert as a person regarded as an authority on a particular area or topic. The five teams of SMEs consisted of personnel from the Air Force and USSPACECOM.

(U) Figure 3. Evaluation Phase: 15 Highest Scored Candidate Locations



(U) Source: The Basing Office.

(U) On November 19, 2020, the Air Force publically announced the six candidate locations that scored highest in the Evaluation Phase and advanced to the Selection Phase.<sup>18</sup>

### 3. (U) Selection Phase (November 19, 2020, to January 13, 2021)

(U) After completion of the Evaluation Phase, Basing Office personnel initiated the Selection Phase. The Selection Phase began on November 19, 2020, when the SAF/IE notified the six candidate locations’ congressional representatives and state Governors that their locations had progressed to the Selection Phase. The purpose of the Selection Phase was to conduct a qualitative comparison of the six candidate locations and select a preferred permanent location for the USSPACECOM HQ, in accordance with the SECDEF’s direction.

<sup>18</sup> (U) The November 19, 2020 announcement did not include the candidate location scores.

(U) Before the start of the Selection Phase, the Basing Office Operations Branch Chief coordinated with the USSPACECOM Deputy Chief of Staff (COS) numerous times (on October 23, October 26, October 29, November 5, and November 12, 2020) to ensure that Basing Office personnel considered USSPACECOM input on the 4 evaluation factors and 21 associated criteria. E-mailed comments from the USSPACECOM Deputy COS to the Basing Office Operations Branch Chief revised how Basing Office personnel would assess 2 of the 21 criteria. Specifically, Basing Office personnel revised the requirements for the “Available Qualified Workforce” and the “Proximity of Mutually Supporting Space Entities” criteria to allow for the commander’s assessment of military and space expertise.<sup>19</sup>

(U) On December 7, 2020, Basing Office personnel e-mailed the six candidate locations a site visit schedule and agenda for the site visits planned in the Selection Phase. Additionally, on December 4, 2020, Basing Office personnel e-mailed an additional questionnaire to the DoD installations supporting the six candidate locations, with a suspense date of December 18, 2020. The supporting DoD installation questionnaire included questions about the “Available Qualified Workforce,” “Proximity to Mutually Supporting Space Entities,” and “Emergency and Incident Response” criteria.

(U) A team of SMEs from the Air Force, the USSPACECOM HQ, and the Basing Office used the 4 evaluation factors and 21 associated criteria developed in the Evaluation Phase to rank each of the six remaining candidate locations. The SME team performed site visits at the six candidate locations between December 8, 2020, and January 7, 2021. The purpose of the site visits was to validate data collected from the six candidate locations and the supporting DoD installations, conduct more in-depth assessments at each candidate location, and refine cost estimates. At the conclusion of the six site visits, the SME team wrote the “USSPACECOM HQ Site Visit Report,” which documented the teams’ conclusions for each of the six candidate locations. The SME teams submitted the report to the SAF/IE, the SAF/IEI, the Air Force Director of Strategic Basing (SAF/IEIB), and the Basing Office Operations Branch Chief for review and approval.

<sup>19</sup> (U) In the Evaluation Phase, a candidate location received a score for the “Available Qualified Workforce” criterion using the United States Bureau of Labor 2019 Occupational Employment Statistics, and a candidate location received a score for the “Proximity to Mutually Supporting Space Entities” criterion based on space entities near the nominated location and relevant to the USSPACECOM HQ mission.

(CUI) On January 7, 2021, Basing Office personnel completed their analysis of the six candidate locations. Basing Office personnel documented their rankings for the six candidate locations for each of the 4 evaluation factors and 21 associated criteria in a document referred to as the Color Chart (Figure 4).<sup>20</sup>

(CUI) Figure 4. Color Chart

Factors & Criteria	Top Third		Middle Third		Bottom Third	
	Albuquerque, NM	Bellevue, NE	Cape Canaveral, FL	Colorado Springs, CO	Huntsville, AL	San Antonio, TX
Decision						
Available qualified workforce						
Proximity to space entitie						
Emergency & incident response						
Enable mobility						
Capacity						
Facility & parking space						
Communications infrastrucur						
AT/FP & security requirement						
Energy resilience						
Medical support						
Childcare						
Military housing						
Transportation						
Support						
Quality of schools						
Professional licensure portability						
Cost of living						
Housing Affordability						
Access to mil/veteran support						
Costs to the Department of Defense (Note: One-time infrastructure cost includes capacity increases and MILCON estimate or ** Net Present Value of lease)						
One-time cost (excluding potential avoidance)						
Area construction factors						
Basic allowance housing (O-4 w/D)						
Area locality pay						
Potential cost avoidance (up-to)						

(U) Note: The basic allowance for housing was based on the O-4 pay grade with dependents.

(U) LEGEND:

(U) AT/FP Anti-terrorism/Force Protection

(U) MILCON Military Construction

(U) Source: The Basing Office.

<sup>20</sup> (CUI) According to the Basing Office Operations Branch Chief, the Air Force basing process typically presents the results with a “watermelon” chart, which uses red, yellow, and green colors. The colors in the “watermelon” chart indicate whether a candidate location meets specified criteria. Basing Office personnel revised the “watermelon” chart to compare locations against each other, changed the colors used, and named it the Color Chart.

[Redacted text block] . The Color Chart was included as one of several briefing slides in the Selection Phase Results Briefing.

(U) The first and second highest ranked candidate locations were considered to be in the “top third” ranking and identified by the color blue in the Color Chart. The third and fourth ranked candidate locations were considered to be in the “middle third” ranking and identified by the color green in the Color Chart. Finally, the fifth and sixth ranked candidate locations were considered to be in the “bottom third” ranking and were colored yellow in the Color Chart. Basing Office personnel considered two candidate locations ranked with the same color in the Color Chart to be approximately equal.<sup>21</sup>

(U) As previously discussed, Basing Office personnel evaluated the candidate locations on 4 evaluation factors using 21 criteria:

1. (U) Mission: four criteria;
2. (U) (Infrastructure) Capacity: eight criteria;
3. (U) Community (Support): five criteria; and
4. (U) Costs to the DoD: four criteria.

(U) Basing Office personnel ranked each of the six candidate locations against each other using the 21 criteria as follows. First, Basing Office personnel assigned a color code to each candidate location in the Color Chart based on its ranking by thirds. Basing Office personnel then refined the rankings by assigning the numbers 1 or 2 to the first and second highest ranked candidate locations identified with the color blue in the Color Chart. Basing Office personnel assigned the numbers 3 or 4 to the third and fourth ranked candidate locations identified with the color green in the Color Chart. Finally, Basing Office personnel assigned the numbers 5 or 6 to the fifth and sixth ranked candidate locations identified with the color yellow in the Color Chart.

~~(CUI)~~ Basing Office personnel then used the Color Chart to determine the overall rankings for the six candidate locations.<sup>22</sup> Basing Office personnel ranked the candidate locations in the following order:

1. (U) Huntsville, Alabama
2. ~~(CUI)~~ [REDACTED]
3. ~~(CUI)~~ [REDACTED]
4. ~~(CUI)~~ [REDACTED]
5. ~~(CUI)~~ [REDACTED]
6. ~~(CUI)~~ [REDACTED]

<sup>21</sup> (U) Basing Office personnel assigned a ranking of first through sixth for the “Costs to the DoD” evaluation factor’s associated criteria but did not assign a color to these rankings.

<sup>22</sup> (U) We could not determine how the Color Chart translated into the recommended rankings for the six candidate locations.



(~~CUI~~) personnel began to document their comparison of the six candidate locations in the Decision Matrix using five Decision Factors: “Mission,” “Infrastructure Capacity,” “Community Support,” “Costs to DoD,” and “Mission Impacts to FOC.” The first four Decision Factors of “Mission,” “Infrastructure Capacity,” “Community Support,” and “Costs to DoD” were the four evaluation factors previously approved by the SECDEF. The SAF/IE added a fifth Decision Factor, “Mission Impacts to FOC,” [REDACTED]

(~~CUI~~) On January 10, 2021, the SAF/IE hosted another meeting with senior leaders to prepare for the January 11, 2021, meeting with the President.<sup>26</sup> During the preparation meeting, the attendees discussed a briefing document (Appendix D) and the Decision Matrix dated January 10, 2021, [REDACTED]

See Figure 5 below.



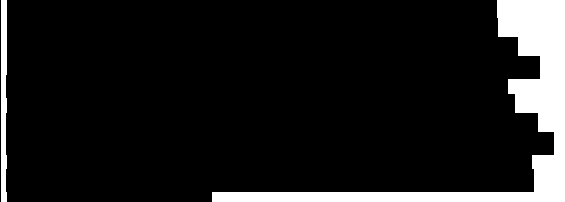
(~~CUI~~) Figure 5. Decision Matrix, Dated January 10, 2021

Decision Factors	Rating Pros (+) Cons (-) Baseline (0)	Assessment
<p><b>Mission:</b> The two most important criteria used to determine a permanent location for USSPACECOM HQ are the availability of a qualified workforce and proximity to mutually supporting space entities. The other mission-related factors assessed were emergency response capabilities and support of mission related travel.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Infrastructure Capacity:</b> While these essential mission support factors are less important than the mission factors, these criteria assess each site’s ability to accommodate the USSPACECOM HQ building, accessibility, parking, AT/FP, military housing, medical support, childcare, resiliency and redundancy of communications and energy. The most important of these criteria is the ability to accommodate the HQs building to include critical communications and ATFP infrastructure.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Community Support:</b> This factor is essential to recruiting and retaining a highly skilled and experienced workforce. It compares each location’s impact on the lives of assigned personnel and their families by measuring the quality of schools (including school choice provisions and public school alternatives), professional licensure portability, cost of living, availability of affordable quality housing, and access to military and veteran support programs. The most impactful areas measured here include the quality of schools and the location’s overall employment opportunities for military spouses.</p>	AL CO FL NE NM TX	[REDACTED]

<sup>26</sup> (U) The January 10, 2021 meeting attendees included the SECAF, the CSAF, the Under Secretary of the Air Force, the SAF/IE, the SAF/IE Principal Deputy, the VCJCS, the USSF CSO, and the USSPACECOM Commander.

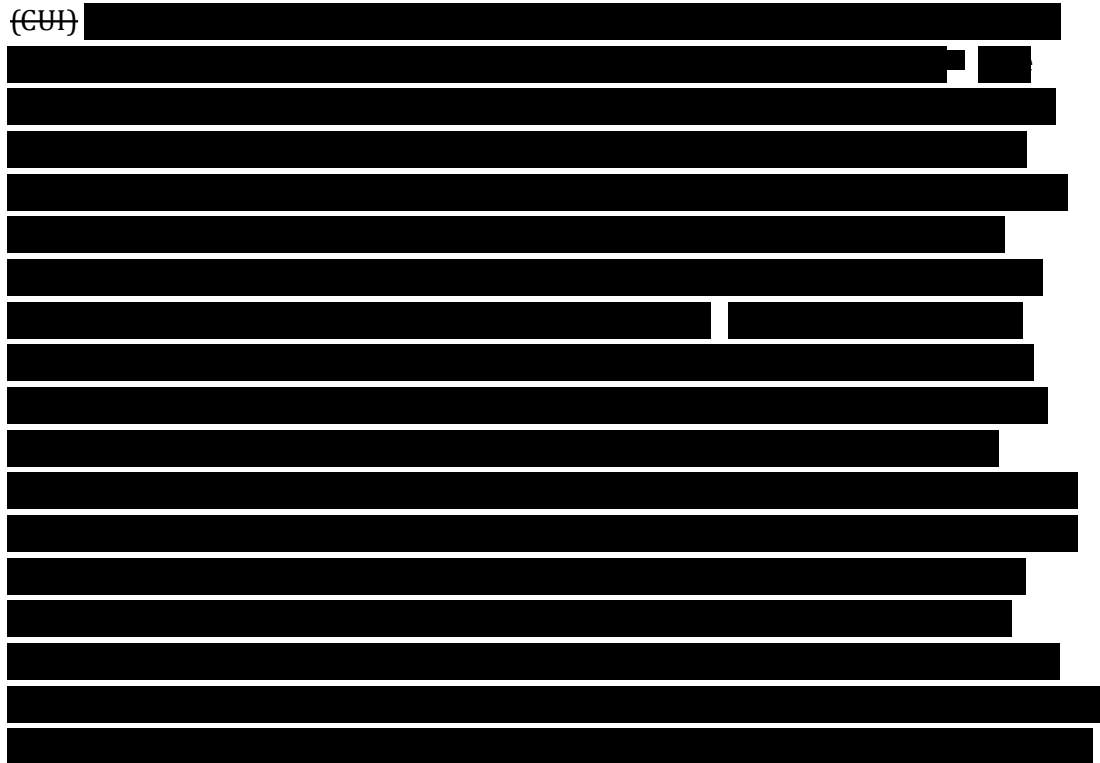


(U) Figure 5. Decision Matrix, Dated January 10, 2021 (cont'd)

<p><b>Costs to DoD:</b> This is an estimate of one-time costs for constructing the USSPACECOM HQ building, parking, and required capacity increases. Additionally, the recurring costs for the assigned personnel's basic allowance for housing and area locality pay were considered. Any community partnering efforts or proposed contributions were considered. The largest one-time cost drivers here were the cost to build/renovate/lease a HQs facility and the long-term cost of living factors.</p>	<p>AL CO FL NE NM TX</p>	
<p><b>Mission Impacts to Full Operational Capability (FOC):</b> Combatant Commander's assessment of the mission impacts due to the time required for each proposed location to reach full operational capability.</p>	<p>AL CO FL NE NM TX</p>	
<p><b>Summary:</b> The numerical values in this section for each location summarizes the net "pros" and "cons" for each location. This assessment supports the selection of Colorado Springs as the preferred alternative and Huntsville as the feasible alternative.</p>	<p>AL CO FL NE NM TX</p>	

(U) Note: The Rating symbols (+, -, and 0) indicate if the factor was ranked as a positive or advantage ("pro"), negative or disadvantage ("con"), or had no impact or was neutral ("baseline") on the candidate location's suitability to host the USSPACECOM HQ.

(U) Source: The Basing Office

(U) 

<sup>27</sup> (U) Our evaluation did not assess the President of the United States' legal authorities as Commander-in-Chief under Article II of the U.S. Constitution. According to Article II, Section 2 of the U.S. Constitution, the President is the Commander-in-Chief of the Army and Navy of the United States.

(CUI) [Redacted]

### F. (CUI) Selection of the Preferred Permanent Location for the U.S. Space Command Headquarters

(U) On January 12, 2021, the SECAF approved and signed a memorandum recommending Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ, pending completion of an environmental study.<sup>28</sup> The memorandum identified the remaining five candidate locations as reasonable alternatives. The memorandum also included a revised version of the Decision Matrix, dated January 12, 2021, shown below as Figure 6.

(CUI) Figure 6. Decision Matrix, Dated January 12, 2021

Controlled Unclassified Information (CUI)

Decision Factors	Rating Pros (+) Cons (-) Baseline (0)	Assessment
<b>Mission:</b> <u>The two most important criteria used to determine a permanent location for USSPACECOM HQ are the availability of a qualified workforce and proximity to mutually supporting space entities.</u> The other mission-related factors assessed were emergency response capabilities and support of mission related travel.	AL CO FL NE NM TX	[Redacted]
<b>Infrastructure Capacity:</b> While these essential mission support factors are less important than the mission factors, these criteria assess each site's ability to accommodate the USSPACECOM HQ building, accessibility, parking, AT/FP, military housing, medical support, childcare, resiliency and redundancy of communications and energy. <u>The most important of these criteria is the ability to accommodate the HQs building to include critical communications and ATRP infrastructure.</u>	AL CO FL NE NM TX	[Redacted]
<b>Community Support:</b> This factor is essential to recruiting and retaining a highly skilled and experienced workforce. It compares each location's impact on the lives of assigned personnel and their families by measuring the quality of schools (including school choice provisions and public school alternatives), professional licensure portability, cost of living, availability of affordable quality housing, and access to military and veteran support programs. <u>The most impactful areas measured here include the quality of schools and the location's overall employment opportunities for military spouses.</u>	AL CO FL NE NM TX	[Redacted]

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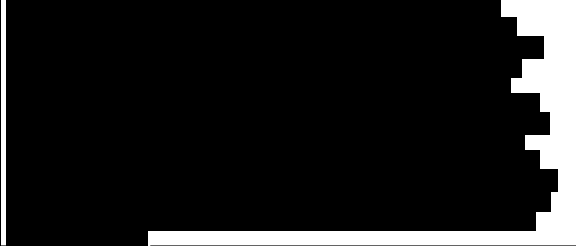
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<sup>28</sup> (U) The January 12, 2021 memorandum originated with the SAF/IE. The SAF/IE sent the memorandum to the SECAF for approval. The environmental study is expected to be completed in spring 2023.

~~(U)~~ Figure 6. Decision Matrix, Dated January 12, 2021 (cont'd)

Controlled-Unclassified Information (CUI)


<p><b>Costs to DoD:</b> This is an estimate of <u>one-time</u> costs for constructing the USSPACECOM HQ building, parking, and required capacity increases. Additionally, the <u>recurring</u> costs for the assigned personnel's basic allowance for housing and area locality pay were considered. Any community partnering efforts or proposed contributions were considered. <u>The largest one-time cost drivers here were the cost to build/renovate/lease a HQs facility and the long-term cost of living factors.</u></p>	<p>AL CO FL NE NM TX</p>	
<p><b>Mission Impacts to Full Operational Capability (FOC):</b> Combatant Commander's assessment of the mission impacts due to the time required for each proposed location to reach full operational capability.</p>	<p>AL CO FL NE NM TX</p>	
<p><b>Summary:</b> The numerical values in this section for each location summarizes the net "pros" and "cons" for each location. This assessment supports the <u>selection of Huntsville as the preferred location and the other locations as reasonable alternatives.</u></p>	<p>AL CO FL NE NM TX</p>	

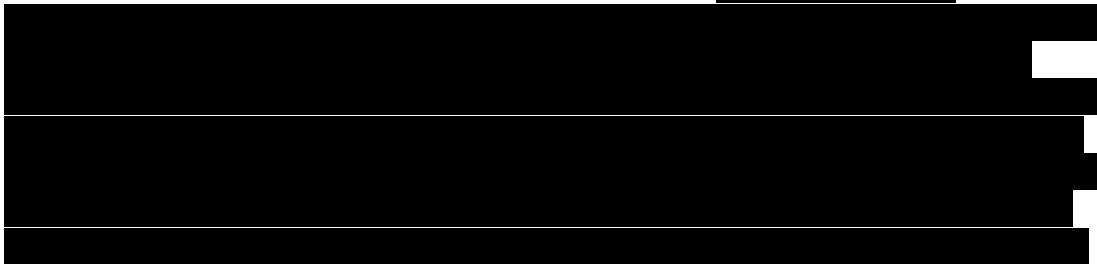
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(U) Source: The Basing Office

~~(U)~~ There were two primary differences between the January 10, 2021, and the January 12, 2021, versions of the Decision Matrixes. 



(U) On January 13, 2021, the Air Force Office of Legislative Liaison (SAF/LL) e-mailed congressional delegates and Defense committees briefing slides that detailed the 2020 Basing Action process and the SECAF's USSPACECOM HQ decision. The slide presentation stated that the SECAF selected Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ and that the five other candidate locations were reasonable alternatives. On the same day, the Secretary of the Air Force Public Affairs Office issued a press release publicly announcing the SECAF's selection of Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ.

### III. ~~(CUI)~~ Chronology of Events

(U) The following table provides a chronological list of events related to the USSPACECOM HQ Basing Actions.

~~(CUI)~~ Table 1. Chronology of Events

(U) Dates	(U) Events
(U) August 13, 2018	(U) The FY 2019 NDAA directs the President, through the SECDEF, to establish USSPACECOM as a subordinate unified command under USSTRATCOM.
(U) December 18, 2018	(U) The President directs the SECDEF to establish USSPACECOM as a functional unified combatant command.
(U) December 19, 2018	(U) The 2019 Basing Action begins for USSPACECOM HQ.
(U) April 15, 2019	(U) The Acting Deputy SECDEF issues a memorandum designating the SECAF as Interim CCSA for USSPACECOM. <sup>1</sup>
(U) August 29, 2019	(U) The SECDEF establishes USSPACECOM as the eleventh unified combatant command.
(U) December 20, 2019	(U) The FY 2020 NDAA establishes the USSF, within the Department of the Air Force, as a branch of the Armed Forces. The SECAF, under the guidance and direction of the SECDEF, has overall responsibility for the USSF.
(U) January 15, 2020	(U) The SECAF approves Peterson AFB, Colorado, to serve as the provisional HQ for USSPACECOM until the preferred permanent location is determined.
(U) February 11, 2020	(U) The SECDEF issues a memorandum directing the Secretaries of the Military Departments to consider quality of schools, difficulty assimilating into schools after a move, and the ability of spouses to obtain jobs and sustain careers as factors to consider in all future basing actions, including USSPACECOM HQ.
(U) March 4, 2020	(U) The SECDEF testifies in a hearing before the U.S. Senate Committee on Armed Services (SASC) that he has revised the approach for the USSPACECOM HQ basing action to ensure confidence that the selection is fair and not a political decision. The 2020 Basing Action begins.
(U) March 27, 2020	(U) The SECDEF approves a March 25, 2020 SECAF memorandum that describes the 2020 Basing Action process, including a description of the Self-Nomination and Evaluation Phases.
(U) April 27, 2020	(U) The SECDEF and the SECAF meet to establish the overarching engagement strategy for the 2020 Basing Action. <sup>2</sup> The SECDEF approves the overarching engagement strategy, the requirements for the Self-Nomination Phase, and the 4 evaluation factors and 21 associated criteria for the Evaluation Phase.
(U) May 13, 2020	(U) SAF/IE briefs SECAF and USSF CSO on the public rollout plan for the 2020 Basing Action.
(U) May 13, 2020	(U) The SECAF participates in a teleconference with select members of the House of Representatives Space Power Caucus to discuss the USSF organization and answer questions about the 2020 Basing Action.
(U) May 14, 2020	(U) The Self-Nomination Phase for the 2020 Basing Action begins.

~~(U)~~ Table 1. Chronology of Events (cont'd)

(U) Dates	(U) Events
(U) May 14, 2020	(U) The SAF/IE sends a letter to the 50 state Governors requesting nominations from states interested in becoming the preferred permanent location of the USSPACECOM HQ. The letter advises state Governors of the four requirements (Nomination by Mayor or equivalent and endorsed by state Governor, Metropolitan Statistical Areas (MSAs), Proximity to a Military Base, and Livability Index) candidate locations must meet. The SAF/IE notifies the White House Office of Intergovernmental Affairs on the public rollout plan for the 2020 Basing Action.
(U) May 15, 2020	(U) The SECAF and SAF/IE hold conversations about the 2020 Basing Action process with select congressional representatives for the states of Alabama, Colorado, Florida, Tennessee, Ohio, and California. The Air Force issues a public announcement on the 2020 Basing Action process. The public announcement includes a letter to the 50 state Governors as an attachment. The letter includes the template to self-nominate, the self-nomination requirements, and the Evaluation Phase criteria.
(U) May 20, 2020, to May 27, 2020	(U) The SAF/IE, SAF/LL, and the Director for Budget and Appropriations Liaison for the Air Force coordinate four teleconferences for SAF/IE to brief attendees on the Self-Nomination Phase requirements and the Evaluation Phase criteria and to answer attendee questions. Attendees include staff members for the offices of 31 Representatives and 9 Senators from, among others, the states of Alabama, Colorado, Florida, New Mexico, and Texas.
(U) June 1, 2020	(U) The SAF/IEI meets with the Colorado Congressional Delegation to answer questions about the 2020 Basing Action.
(U) June 25, 2020	(U) The SECAF provides a memorandum to the SECDEF updating him on the 2020 Basing Action milestones and the status of the Self-Nomination and Evaluation Phases.
(U) June 30, 2020	(U) Deadline for the candidate locations to submit the self-nomination letters to the Basing Office.
(U) July 1, 2020, to July 22, 2020	(U) Basing Office personnel evaluate proposals from the self-nominated candidate locations to ensure compliance with the Self-Nomination Phase requirements.
(U) July 23, 2020	(U) The Evaluation Phase for the 2020 Basing Action begins.
(U) July 23, 2020	(U) The SAF/IE issues a letter to the 50 candidate locations that met the Self-Nomination Phase requirements. The letter states that the Air Force will assess each candidate location's ability to host, employ, and sustain the USSPACECOM HQ and contains instructions for completing the Evaluation Phase location questionnaire.
(U) July 29, 2020	(U) The Chief of Force Structure and Strategic Basing, SAF/LL, provides eight professional staff members from the U.S. House Committee on Armed Services (HASC) an update on the status of the 2020 Basing Action.
(U) July 31, 2020	(U) Deadline for the candidate locations to identify a supporting DoD installation to the Basing Office.

~~(U)~~ Table 1. Chronology of Events (cont'd)

(U) Dates	(U) Events
(U) August 7, 2020	(U) The SAF/IEI issues a letter to the supporting DoD installations identified by self-nominated candidate locations. The letter includes instructions for completing the Evaluation Phase installation questionnaire.
(U) August 30, 2020	(U) Deadline for the self-nominated candidate locations to submit responses to the Basing Office's Evaluation Phase location questionnaire.
(U) August 31, 2020	(U) Deadline for the DoD installations to submit responses to the Basing Office's installation questionnaire.
(U) September 1, 2020, to November 5, 2020	(U) Basing Office personnel evaluate the responses to the location and installation questionnaires, score the candidate locations, and identify the top candidate locations.
(U) October 14, 2020	(U) The SAF/IE provides the SECAF with a list of the 15 candidate locations that scored highest in the Evaluation Phase.
(U) October 26, 2020	(U) The USSPACECOM Deputy Chief of Staff (COS) informs the Basing Office Operations Branch Chief, in an e-mail, that USSPACECOM considered "Available Qualified Workforce" and "Proximity to Mutually Supporting Space Entities" to be the most significant criteria.
(U) November 6, 2020	(U) The SECAF meets with the SECDEF to discuss the USSPACECOM HQ. The SECAF notifies the SECDEF she intends to select the six candidate locations that scored the highest in the Evaluation Phase to advance to the Selection Phase. The SECDEF approves the criteria and methodology for the Selection Phase of the 2020 Basing Action.
(U) November 9, 2020	(U) The SECDEF leaves the DoD and the President appoints an Acting SECDEF.
(U) November 13, 2020	(U) The SAF/IE briefs the HASC and SASC professional staff members on the selection of the six candidate locations advancing to the Selection Phase. The six candidate locations are Albuquerque, New Mexico; Bellevue, Nebraska; Colorado Springs, Colorado; Huntsville, Alabama; San Antonio, Texas; and Cape Canaveral, Florida.
(U) November 18, 2020	(U) The SECAF meets with the Vice President to discuss the status of the 2020 Basing Action.
(U) November 19, 2020	(U) The Department of the Air Force publicly announces the six candidate locations for the USSPACECOM HQ. The SAF/IE briefs HASC professional staff members about the six candidate locations and the Selection Phase.
(U) November 19, 2020	(U) The Selection Phase for the 2020 Basing Action begins.
(U) November 19, 2020	(U) The SAF/IE calls candidate locations' congressional representatives and, according to the SAF/IEIB, state Governors. The SAF/LL provides a SAF/IEIB notification to Congress. The notification includes the phases, background, criteria, and Selection Phase process.
(U) November 24, 2020	(U) Basing Office personnel e-mail the six candidate locations, informing them that they advanced to the Selection Phase.
(U) December 4, 2020	(U) Deadline for the candidate locations to submit documents for the Selection Phase to the Basing Office.
(U) December 4, 2020	(U) The SAF/LL provides the SASC professional staff members the Selection Phase information packet for committee use.

~~(U)~~ Table 1. Chronology of Events (cont'd)

(U) Dates	(U) Events
(U) December 4, 2020	(U) Basing Office personnel distribute the Selection Phase questionnaires to the six candidate locations supporting DoD installations.
(U) December 7, 2020	(U) Basing Office personnel e-mail the Selection Phase information packet to the candidate locations.
(U) December 8, 2020	(U) According to the Basing Office Operations Branch Chief, Basing Office personnel distribute Child and Youth services questionnaires by e-mail to supporting DoD installations.
(U) December 8, 2020	(U) Basing Office personnel conduct a site visit to candidate location Space Coast Spaceport in Cape Canaveral, Florida.
(U) December 10, 2020	(U) Basing Office personnel conduct a site visit to candidate location Redstone Arsenal in Huntsville, Alabama.
(U) December 12, 2020	(U) Basing Office personnel conduct a site visit to candidate location Port San Antonio in San Antonio, Texas.
(U) December 14, 2020	(U) Basing Office personnel conduct a site visit to candidate location Offutt AFB in Bellevue, Nebraska.
(U) December 16, 2020	(U) Basing Office personnel conduct a virtual site visit to candidate location Peterson AFB in Colorado Springs, Colorado.
(U) December 18, 2020	(U) Basing Office personnel conduct a virtual site visit to candidate location Kirtland AFB in Albuquerque, New Mexico.
(U) December 18, 2020	(U) Deadline for the six candidate locations and supporting DoD installations to submit completed Selection Phase questionnaires to the Basing Office.
(U) December 19, 2020, to January 12, 2021	(U) Basing Office personnel evaluate the six candidate locations based on responses to the Selection Phase questionnaires, site visits, virtual site visits, and input from senior officials.
(U) December 21, 2020	(U) Basing Office personnel conduct community virtual visits of candidate locations in Cape Canaveral, Florida; Albuquerque, New Mexico; and San Antonio, Texas.
(U) December 22, 2020	(U) Basing Office personnel conduct community virtual visits of candidate locations in Huntsville, Alabama; Bellevue, Nebraska; and Colorado Springs, Colorado.
(U) January 5, 2021	(U) Basing Office personnel conduct a site visit of candidate location Peterson AFB in Colorado Springs, Colorado.
(U) January 6, 2021	<del>(U)</del> [REDACTED]
(U) January 7, 2021	(U) Basing Office personnel conduct a site visit of candidate location Kirtland AFB in Albuquerque, New Mexico.

Part III

~~(CUI)~~ Table 1. Chronology of Events (cont'd)

(U) Dates	(U) Events
(U) January 7, 2021	(U) Basing Office personnel issue the "USSPACECOM HQ Site Visit Report" that summarizes and documents the observations made by the team during the site visits of the six candidate locations.
(U) January 7, 2021	<del>(CUI)</del> Basing Office personnel complete the Selection Phase briefing, which includes the Color Chart. Basing Office personnel rank the six candidate locations in the following order: (1) Huntsville, Alabama; [REDACTED]
(U) January 7, 2021	<del>(CUI)</del> [REDACTED]
(U) January 8, 2021	(U) At the direction of the SAF/IE, Basing Office personnel begin to develop the Decision Matrix to compare the six candidate locations using five Decision Factors: Mission, Infrastructure Capacity, Community Support, Costs to DoD, and Mission Impacts to FOC.
(U) January 8, 2021	<del>(CUI)</del> The SAF/IE hosts a meeting to prepare the SECAF for the January 11, 2021, meeting with the President. [REDACTED]
(U) January 10, 2021	<del>(CUI)</del> The SAF/IE hosts another meeting to prepare the SECAF for the January 11, 2021 meeting with the President. <sup>3</sup> [REDACTED]
(U) January 10, 2021	<del>(CUI)</del> [REDACTED]
(U) January 11, 2021	<del>(CUI)</del> The President holds a meeting at the White House with DoD and White House senior officials to discuss the 2020 Basing Action. The meeting attendees, which include the Acting SECDEF, the VCJCS, the SECAF, and the SAF/IE, [REDACTED]



~~(CUI)~~ Table 1. Chronology of Events (cont'd)

(U) Dates	(U) Events
(U) January 12, 2021	<del>(CUI)</del> [REDACTED] The decision documents include the January 12, 2021 version of the draft Action Memorandum and Decision Matrix. These documents identify Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ and the other five candidate locations as reasonable alternatives. The SECAF approves and signs the action memorandum.
(U) January 13, 2021	(U) The SAF/LL e-mails professional staff members briefing slides that detail the 2020 Basing Action process and the SECAF’s decision for the USSPACECOM HQ location. The presentation states that the SECAF selects Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ and that the five other candidate locations are reasonable alternatives.
(U) January 13, 2021	(U) The Secretary of the Air Force Public Affairs Office issues a press release publicly announcing the SECAF’s selection of Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ.
(U) January 19, 2021	(U) John Garamendi and James Cooper, Members of Congress, send a letter to the DoD OIG. The letter details concerns about the process for selecting the preferred permanent location for the USSPACECOM HQ and requests an investigation into the selection.
(U) January 26, 2021	(U) Nine Members of Congress—Michael Bennet, Lauren Boebert, Ken Buck, Jason Crow, Diana DeGette, John Hickenlooper, Doug Lamborn, Joe Neguse, and Ed Perlmutter—send a letter to the President. The letter requests a review of the decision to move the USSPACECOM HQ from Colorado Springs, Colorado, to Huntsville, Alabama.
(U) February 1, 2021	(U) Representative Doug Lamborn, Ranking Member of the HASC Readiness Subcommittee, sends a letter to the Government Accountability Office (GAO) requesting an examination of the methodology and scoring used in the basing decision.
(U) February 19, 2021	(U) The DoD OIG announces this “Evaluation of the Air Force Selection Process for the Permanent Location of the USSPACECOM HQ.”
(U) February 19, 2021	(U) The DoD OIG receives a letter from Representative Doug Lamborn, Ranking Member of the HASC Readiness Subcommittee, that requests an analysis of the scoring process used in the basing decision.

<sup>1</sup> (U) DoDD 5100.03, “Support of the Headquarters of Combatant and Subordinate Unified Commands,” defines a CCSA as the Secretary of a Military Department to whom the SECDEF or the Deputy SECDEF has assigned administrative and logistical support of the headquarters of a combatant command.

<sup>2</sup> (U) We were not able to verify the complete list of meeting attendees.

<sup>3</sup> (U) The January 10, 2021 meeting attendees included the SECAF, the CSAF, the Under Secretary of the Air Force, the SAF/IE, the SAF/IE Principal Deputy, the VCJCS, the USSF CSO, and the USSPACECOM Commander.

<sup>4</sup> ~~(CUI)~~ [REDACTED]

## IV. (U) Federal Law and DoD Basing Policy Requirements

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(U) We reviewed the applicable Federal laws, DoD policy, and Air Force policy that established the requirements for basing actions. We then determined the Air Force's required actions to comply with these Federal laws and policies during the 2020 Basing Action.

### A. (U) Federal Law

(U) In this section of the report, we discuss the applicable Federal laws that are relevant to DoD basing actions. We also discuss the authorities of the SECDEF, Chairman of the Joint Chiefs of Staff, and SECAF for DoD basing actions. Additionally, the FY 2021 NDAA includes reporting requirements and identifies criteria that officials must consider when conducting DoD basing actions.

#### 1. (U) United States Code

(U) The United States Code (U.S.C.) is a consolidation and codification by subject matter of the general and permanent laws of the United States. Title 10 of the United States Code (10 U.S.C.) identifies the laws that pertain to the Armed Forces. Multiple sections within 10 U.S.C. establish the authorities, including the establishment of the DoD chain of command, the functions of the SECDEF, the Joint Chiefs of Staff, and the SECAF. The following sections of 10 U.S.C. pertain specifically to the Air Force's selection of the preferred permanent location for the USSPACECOM:

(U) Section 113 (10 U.S.C. § 113 [2020]) states, "(b) The Secretary [of Defense] is the principal assistant to the President in all matters relating to the Department of Defense. Subject to the direction of the President and to this title and Section 2 of the National Security Act of 1947 (50 U.S.C. 3002) he has authority, direction, and control over the Department of Defense."

(U) Section 151 (10 U.S.C § 151 [2020]) states, "The Chairman of the Joint Chiefs of Staff is the principal military adviser to the President, the National Security Council, the Homeland Security Council, and the Secretary of Defense."

(U) Section 162 (10 U.S.C § 162 [2020]) states, “Unless otherwise directed by the President, the chain of command to a unified or specified combatant command runs-

(U) (1) from the President to the Secretary of Defense; and

(U) (2) from the Secretary of Defense to the commander of the combatant command.”

(U) Section 9013 (10 U.S.C. § 9013 [2020]) states, “the Secretary of the Air Force is responsible for, and has the authority necessary to conduct, all affairs of the Department of the Air Force.”

## **2. (U) National Defense Authorization Act for Fiscal Year 2021**

(U) The NDAA is a Federal law, passed annually by Congress, that provides authorization of appropriations for the DoD. The FY 2021 NDAA includes reporting requirements and identifies criteria that must be considered when conducting DoD basing actions.<sup>29</sup> Specifically, the FY 2021 NDAA requires the following:

(U) Section 2871 requires the DoD to submit reports to Congress regarding the decision-making process of a new basing action that include:

- (U) a description of the planned decision-making process;
- (U) a timeline identifying the decision authority for each decision; and
- (U) the plan to engage the Committees on Armed Services of the House of Representatives and the Senate and interested Members of Congress at key points throughout the process.

(U) Section 2883 requires the DoD to consider military family readiness issues in making basing decisions. Specifically, the DoD is required to consider portability of licensure, housing, and health care at the location where the HQ will be established.

- (U) Portability of licensure refers to the transferability of occupational licensure and certification credentials granted by other states.
- (U) Housing refers to the availability at the new location of housing, including military family housing, which meets DoD requirements.
- (U) Health care refers to the extent that primary healthcare and specialty healthcare is available and accessible to dependents of members of the Armed Forces.

<sup>29</sup> (U) On January 1, 2021, the FY 2021 NDAA was enacted into law. Section 2871 required a report on basing decisions by March 1, 2021. Section 2883 required criteria for basing decisions made after the date of enactment.

## **B. (U) DoD and Air Force Policies and Requirements**

(U) In this section of the report, we discuss the memorandums from the SECDEF and SECAF implementing the requirements applicable to all basing actions. The following SECDEF memorandum applied to all future basing actions, including the 2020 Basing Action. The following SECAF memorandums were specific to the 2020 Basing Action. Additionally, a number of DoD and Air Force policies apply to basing actions.

### **1. (U) Secretary of Defense and Secretary of the Air Force Memorandums**

(U) The SECDEF issued a memorandum on February 11, 2020, that directed the Secretaries of the Military Departments to consider quality of schools, difficulty assimilating into schools after a move, and the ability of spouses to obtain jobs and sustain careers as factors to consider in all future basing actions, including the 2020 Basing Action. Specifically, the memorandum states:

(U) At a minimum, your revised basing decision processes should be supported by quantifiable criteria from reputable sources and should focus on professional licensure portability, school system performance and capacity, as well as the school system's support for unique needs of military dependents.

(U) In addition, the SECAF sent four memorandums to the SECDEF documenting the requirements for the 2020 Basing Action.

(U) On March 25, 2020, the SECAF sent a memorandum to the SECDEF, which stated that the Air Force would proceed with the SECDEF's direction on the 2020 Basing Action.<sup>30</sup> In the memorandum, the SECAF informed the SECDEF that the Air Force's overarching engagement strategy for the 2020 Basing Action would be to incorporate best practices and lessons learned from the Army Futures Command basing action. The memorandum also stated that the Air Force was committed to a fair, transparent, and deliberate process for the 2020 Basing Action. On March 27, 2020, the SECDEF approved and signed the 2020 Basing Action described in the memorandum. Specifically, the memorandum states:

(U) We will propose for your approval updated basing criteria and engagement strategy...that incorporates best practices/lessons learned from Army Futures Command for transparent engagement with Congress and local communities... . We are committed to ensuring a fair, transparent and deliberate process for the USSPACECOM basing decision.

<sup>30</sup> (U) We confirmed that the SECDEF provided feedback on the memorandum dated March 27, 2020. However, we could not confirm that the SECDEF provided feedback on the April 27, June 25, and November 6, 2020 memorandums from the SECAF. The memorandum from the SECAF to the SECDEF dated June 25, 2020, referenced the SECDEF's verbal approval of the April 27, 2020 memorandum.

(U) On April 27, 2020, the SECAF met with the SECDEF to provide an update on the 2020 Basing Action and to request the SECDEF's direction on the Self-Nomination and Evaluation Phases. During the meeting, the SECAF provided the SECDEF a memorandum describing the Self-Nomination Phase requirements, Evaluation Phase criteria, and overall basing strategy. The overall strategy, as described in the memorandum, included milestones; key engagements, such as notifications to Congress and the public; and site visits of the top candidate locations. On April 27, 2020, the SECDEF orally approved the four requirements for use in the Self-Nomination Phase and the 4 evaluation factors and 21 associated criteria for use in the Evaluation Phase of the 2020 Basing Action. Specifically, the memorandum requests SECDEF approval for:

(U) Proposed screening criteria to establish minimum eligibility requirements for locations to be considered for hosting the USSPACECOM HQs.

(U) Proposed evaluation criteria to assess eligible locations on their relative ability to support key mission requirements for the USSPACECOM HQs.

(U) Proposed engagement Strategy which incorporates the best practices from the U.S. Army Futures Command and [subsequent] guidance for engagements with Congress, States, communities, and the media in an open/transparent way.

(U) On June 25, 2020, the SECAF sent a memorandum to the SECDEF, which stated that during the Evaluation Phase, the Air Force would use standardized questionnaires to collect data, conduct follow ups to questionnaire responses as needed, and use the information collected to assign each candidate location a score for each of the four evaluation factors' associated criteria. Specifically, the memorandum stated that in the Evaluation Phase, the Basing Office:

(U) (W)ill coordinate directly with nominees to collect the data needed for relative assessments against approved evaluation criteria. We will use standardized questionnaires and follow up as needed to assign scores for each area.

(U) On November 6, 2020, the SECAF met with the SECDEF to provide an update on the 2020 Basing Action. During the meeting, the SECAF provided the SECDEF a memorandum to inform him of the top six candidate locations and the Selection Phase criteria.<sup>31</sup> The memorandum also stated that the Air Force would conduct site visits to validate all data collected to date, conduct an in-depth assessment of each candidate location, and refine the cost estimates. The SECDEF approved the 4 evaluation factors and 21 associated criteria for use in the Selection Phase of the 2020 Basing Action. Specifically, the memorandum stated that in the Selection Phase, the:

(U) (C)riteria will not change. However, site visits will validate all data collected to-date, conduct more in-depth, qualitative assessments at each location, and refine cost estimates to inform a decision on the final location.

(U) In summary, the four memorandums from the SECAF to the SECDEF established the requirements in the 2020 Basing Action. Specifically, the memorandums established the overarching engagement strategy and stated that the Air Force was committed to a fair, transparent, and deliberate process for the 2020 Basing Action; described the Self-Nomination Phase requirements; described the Evaluation Phase process and criteria; and described the Selection Phase process and criteria.

## **2. (U) DoD and Air Force Policies for Basing Actions**

(U) In this section, we discuss the DoD and the Air Force policies applicable to DoD basing actions, more specifically to the 2020 Basing Action.<sup>32</sup> First, we discuss the DoD directives (DoDD) that establish the authority of the SECDEF and the authority granted to the SECAF by the Acting Deputy SECDEF in the 2020 Basing Action. Then, we discuss the DoD instructions (DoDIs) that establish the retention of records and assign responsibilities to DoD Components, including combatant commands. Finally, we discuss the Air Force policies that apply to the 2020 Basing Action.

(U) DoDD 5100.01 establishes the functions of the DoD and its major Components to support the core mission areas of the Armed Forces, which include military operations and activities required to achieve strategic objectives.<sup>33</sup> The Directive states that the:

(U) Secretary of Defense is the principal assistant and advisor to the President on Defense matters and serves as the leader and chief executive officer of the Department.

<sup>31</sup> (U) The SAF/EIB told us that the November 6, 2020 memorandum from SECAF to SECDEF was labeled incorrectly as an Action Memorandum and was corrected to be an Information Memorandum during the Staffing Process. Unlike an Action Memorandum, an Information Memorandum does not require a signature.

<sup>32</sup> (U) The DoD does not have policy for the basing actions of a unified combatant command.

<sup>33</sup> (U) DoDD 5100.01, "Functions of the Department of Defense and Its Major Components," December 21, 2010 (Incorporating Change 1, September 17, 2020).

(U) Furthermore, the Directive states that the SECDEF:

(U) (1) Exercises authority, direction, and control over the Department of Defense.

(U) The Directive also states that the Chairman of the Joint Chiefs of Staff:

(U) (I)s the principal military advisor to the President, the National Security Council (NSC), the Homeland Security Council (HSC), and the Secretary of Defense.

(U) Additionally, the Directive states that:

(U) Subject to the authority, direction, and control of the President and the Secretary of Defense, the Chairman of the Joint Chiefs of Staff shall:

(U) (1) Advise and assist the President and the Secretary of Defense in performing their command function.

(U) DoDD 5100.03 establishes policy and assigns responsibilities for the administrative and logistical support of a combatant command headquarters.<sup>34</sup> The Directive states that the CCSA, usually the Secretary of a Military Department, provides support for a combatant command headquarters. In the 2020 Basing Action, the Acting Deputy SECDEF appointed the SECAF as the Interim CCSA for the USSPACECOM.

(U) DoDI 5015.02 establishes policy and assigns responsibilities for the management of DoD records in all media, including electronic records.<sup>35</sup> The Instruction defines a record as:

(U) All recorded information, regardless of form or characteristics, made or received by a federal agency under federal law or in connection with the transaction of public business and preserved or appropriate for preservation by that agency or its legitimate successor as evidence of the organization, functions, policies, decisions, procedures, operations, or other activities of the USG or because of the informational value of the data in them... . A DoD record also includes operational logistics, analysis, support, and other materials created or received by the DoD Components in training, contingency, and wartime operations as well as in all routine and peacetime business.

<sup>34</sup> (U) DoDD 5100.03, "Support of the Headquarters of Combatant and Subordinate Unified Commands," February 9, 2011 (Incorporating Change 1, September 7, 2017).

<sup>35</sup> (U) DoDI 5015.02, "DoD Records Management Program," February 24, 2015 (Incorporating Change 1, August 17, 2017).

(U) In the 2020 Basing Action, the documents created and received by Basing Office personnel would be considered DoD records, according to the above definition.

(U) DoDI 6055.06 requires that a comprehensive fire and emergency service program be maintained as an element of the overall DoD Environmental, Safety, and Occupational Health Program.<sup>36</sup> Additionally, DoDI 6055.06 establishes policy and assigns responsibilities for DoD Components, including combatant commands, in operational planning and execution. The policy also establishes the required emergency and incident response times, which supported the “Mission” Decision Factor criteria (see Figure 2) in the 2020 Basing Action Decision Matrix.

a) (U) Air Force Strategic Basing Policy

(U) Air Force Instruction (AFI) 10-503 provides standardized, repeatable, transparent, and deliberate processes and procedures for the Air Force strategic basing process.<sup>37</sup> The process described in AFI 10-503:

(U) all strategic basing actions involving Air Force units and associated missions follow environmental guidance, considers the overall fiscal ramifications of the proposed action, and optimizes use of Air Force land, facilities, infrastructure, and air space.

(U) AFI 10-503 also requires the Air Force to ensure that records created as a result of the basing process be maintained in accordance with AFI 33-322.<sup>38</sup>

b) (U) Air Force Records Management Policy

(U) The AFI 33-322 establishes the Air Force records management program. The purpose of AFI 33-322 is to ensure that important information is available to support effective decision-making. Specifically, AFI 33-322 states that:

(U) Records serve a vital role in documenting the Air Force mission: providing evidence and accountability of the organization, function, policy and procedures to the public, congress, and the Department of Defense; ensuring important information is available to support effective decision making, thus enhancing readiness and lethality; protecting the legal rights of the Air Force and the public. Records are created and received by military, civilian, and contractor personnel to document official business, serve as memory of the organization, provide a record of past events, and serve as the basis for future actions.

<sup>36</sup> (U) DoDI 6055.06, “DoD Fire and Emergency Services Program,” October 3, 2019.

<sup>37</sup> (U) AFI 10-503, “Strategic Basing,” October 14, 2020.

<sup>38</sup> (U) AFI 33-322, “Records Management and Information Governance Program,” March 23, 2020 (Incorporating Change 1, July 28, 2021).



(U) According to AFI 33-322, Air Force units at all levels are required to document their organization's functions, policies, procedures, and activities and such documents are considered records. AFI 33-322 states that these records must be preserved by implementing effective life cycle management procedures and must be managed consistently to ensure they are complete, accurate, trustworthy, easily accessible, and retained for the required length of time, based on the type of record.<sup>39</sup> AFI 33-322 further states that a record includes all recorded information, regardless of form or characteristic, made or received by a Federal agency under Federal law that serves as evidence of the organization's decisions and procedures. Specifically, AFI 33-322 states that:

(U) Records include all recorded information, regardless of form or characteristic, made or received by a federal agency under federal law. In addition, records are created and received in connection with the transaction of public business and preserved or appropriate for preservation an agency or its legitimate successor as evidence of the organizations functions, policies, decisions, procedures, operations, or other activities of the United States Government or because of the informational value of data in them.

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<sup>39</sup> (U) The Air Force Records Disposition Schedule establishes the length of time a record must be retained before disposal. According to the SAF/IEIB, the applicable portion of the Air Force Records Disposition Schedule in regards to records produced in basing decisions is Table 33, Rule 42. This states that communications and information, including correspondence, messages, and project files, are considered permanent records and should be transferred to the National Archives in 5-year blocks when the latest record is 25 years old.

## V. ~~(CUI)~~ Analysis of the U.S. Space Command Headquarters 2020 Basing Action Process

(U) In this section of the report, we analyze the Air Force's 2020 Basing Action for the preferred permanent location of the USSPACECOM HQ. Specifically, we analyze the actions the Air Force took to ensure that it complied with the DoD policy requirements, the Air Force policy requirements, and the SECDEF's direction.

(U) On December 18, 2018, the President directed the SECDEF to establish USSPACECOM as a functional unified combatant command. According to the Air Force, on December 19, 2018, the Joint Force Space Component Command, on behalf of USSTRATCOM and the Air Force Space Command, submitted a Basing Action Request for determining a location to host the USSPACECOM HQ.

(U) Section 113, title 10, U.S.C. and DoDD 5100.01 state that the SECDEF has the authority to direct and control the DoD, which includes the authority to direct the basing actions for the USSPACECOM HQ. On March 4, 2020, the SECDEF testified before the SASC that he directed the Air Force to restart the USSPACECOM HQ basing process.<sup>40</sup> In his testimony, the SECDEF stated:

(U) I'm the responsible party. ... I took a briefing on it [the 2019 Basing Action], along with Deputy Secretary Norquist, and we did not feel, as well, that it was transparent enough, that enough States, members, et cetera, had a chance to participate. So, we directed that it be revisited and a different approach be taken.

(U) The SECDEF's direction became the principal guidance in the development of requirements for the 2020 Basing Action. We determined that the DoD does not have a Department-wide policy for combatant command basing actions. In making this determination, we searched policy directories maintained by the DoD Directives Division within the Washington Headquarters Services Executive Services Directorate.<sup>41</sup> We further confirmed that the DoD does not have a Department-wide policy for combatant command basing actions through discussions with Basing Office personnel and officials from the:

- (U) Office of the Assistant Secretary of Defense (Space Policy),
- (U) Military Assistant to the Assistant Secretary of Defense (Acquisition),
- (U) Office of the Under Secretary for Defense for Personnel and Readiness,

<sup>40</sup> (U) As discussed in the Background section of this report, from December 2018 through March 2020, the 2019 Basing Action followed the Air Force Strategic Basing Process outlined in AFI 10-503. The 2019 Basing Action was not the subject of our evaluation.

<sup>41</sup> (U) Washington Headquarters Services Executive Services Directorate, Directives Division website (no date available).

- (U) DoD Senior Associate General Counsel for Installations, and
- (U) Principal Deputy Legal Counsel to the Chairman of the Joint Chiefs of Staff.

(U) Additionally, we reviewed Air Force policies and procedures applicable to basing actions. We determined that the basing policy applicable to the Air Force is AFI 10-503. This instruction provides procedures for all basing requests on Air Force real property, including real property on Joint Bases where the Air Force is the supporting Component, and Air Force leased property. This publication applies to Active Duty (or Regular) Air Force, Air Force Reserve, and Air National Guard component of the National Guard Bureau (NGB) and other Services or agencies requesting basing actions on Air Force property of 1 year or longer. It also applies to Air Force units requesting basing actions on non-Air Force real property.

(U) However, USSPACECOM is a combatant command, responsible to the President and the SECDEF. USSPACECOM is not an Air Force organization, nor did the 2020 Basing Action require that the USSPACECOM HQ be located on Air Force real property; therefore, compliance with AFI 10-503 was not a requirement.<sup>42</sup> We determined that there was no DoD or Air Force policy for combatant command basing actions.<sup>43</sup>

(U) Because there was no DoD or Air Force policy for combatant command basing actions, we interviewed the DoD senior officials and Air Force personnel involved in the 2020 Basing Action to determine how they developed the 2020 Basing Action process and requirements. The Acting SAF/IEI told us that Basing Office personnel followed the SECDEF's direction to expand the number of locations considered to host the USSPACECOM HQ. Specifically, the Acting SAF/IEI told us that the SECDEF directed Basing Office personnel to expand the number of candidates by "mirroring" the process implemented for the Army Futures Command basing action. The SAF/IEIB told us that, in response to the SECDEF's direction, Basing Office personnel created the 2020 Basing Action by merging the Army Futures Command basing process and the AFI 10-503 process. The SAF/IE told us that Basing Office personnel drafted memorandums to document the SECDEF's direction. The Basing Office Operations Branch Chief told us that the SECAF and the SECDEF met to discuss the memorandums and that the SECDEF provided feedback during the meetings.

<sup>42</sup> (U) According to AFI 10-503, Air Force Real Property is any right, title, or interest in land, buildings, fixed improvements, utilities, and other permanent additions to land. Examples include equipment attached to, and made part of, buildings and structures (such as heating systems), but not movable equipment (such as plant equipment).

<sup>43</sup> (U) Although not specific to combatant command basing actions, AFI 33-322 requires Air Force units at all levels to preserve records in accordance with effective life cycle procedures.

(U) The Air Force developed an approach for the 2020 Basing Action that used the SECDEF's February 11, 2020 memorandum and Air Force requirements in the four memorandums from the SECAF to the SECDEF. The requirements documented in the SECAF memorandums contained aspects from the basing action process in AFI 10-503, the Army Futures Command basing action, and input from USSPACECOM officials. This resulted in a basing action process organized into the following three phases, which the SECDEF approved:

1. (U) Self-Nomination Phase,
2. (U) Evaluation Phase, and
3. (U) Selection Phase.

(U) As discussed above, the SECDEF had the authority to direct the 2020 Basing Action. The DoD lacked policy for combatant command basing actions, and Air Force policy did not apply to combatant command basing actions, including the basing action for the USSPACECOM HQ. Therefore, the SECDEF's direction became the principle guidance the Air Force used to develop the requirements for the 2020 Basing Action. We discuss our analysis of the 2020 Basing Action in detail below.

## A. ~~(CUI)~~ Self-Nomination Phase

(U) The purpose of the 2020 Basing Action Self-Nomination Phase was to allow candidate locations to submit proposals for hosting the USSPACECOM HQ. The Self-Nomination Phase implemented the SECDEF's direction to expand the number of candidate locations that could apply to host the USSPACECOM HQ. The SECDEF also required that the 2020 Basing Action be transparent and that the Air Force provide periodic status updates to Congress throughout the 2020 Basing Action. In the Self-Nomination Phase, 66 candidate locations submitted Self-Nomination letters to the SAF/IE.

### 1. (U) Development of Self-Nomination Phase Requirements

(U) In March and April 2020, Basing Office personnel developed four requirements for the Self-Nomination Phase based on USSPACECOM officials' input, the Army Futures Command basing action, and the SECDEF's requirements communicated in his March 4, 2020 SASC testimony.<sup>44</sup> Specifically, the "Proximity to a Military Base" was a USSPACECOM requirement to ensure support for military families. Basing Office personnel derived the "Metropolitan Statistical Areas (MSAs)" and

<sup>44</sup> (U) On March 4, 2020, the SECDEF testified before the SASC that he directed a "different approach" to the USSPACECOM HQ basing action, as was done in the Army Futures Command basing action. The SECDEF further testified that the "different approach" would involve outlined criteria that nominated locations would need to meet to qualify to host the USSPACECOM HQ.

(U) “Livability Index” requirements from the Army Futures Command basing action. As we discussed earlier in this report, on April 27, 2020, the SECDEF orally approved these requirements for use by Basing Office personnel in the Self-Nomination Phase. The SAF/IE added the Nomination requirement to ensure endorsement by the Mayor (or equivalent) and Governor for each location. The four Self-Nomination Phase requirements were:

1. (U) Nomination,
2. (U) MSAs,
3. (U) Proximity to a Military Base, and
4. (U) Livability Index.

(U) We interviewed the SECAF and the Principal SAF/IE and asked them about the requirements development and methodology used for the Self-Nomination Phase. The SECAF told us that the Air Force incorporated the SECDEF’s input into the 2020 Basing Action. Specifically, the SECAF and the Principal SAF/IE told us that the SECDEF wanted to increase the number of candidate locations for consideration to host the USSPACECOM HQ by having “broad” requirements that allowed for more participation in the 2020 Basing Action. Additionally, we interviewed the SAF/IEI and the Air Force Director of Installation Planning (SAF/IEIP), both of whom told us that the SECDEF directed the team to use a process similar to the Army Futures Command basing action process. The SAF/IE told us that Basing Office personnel incorporated what they considered the best parts of the Army Futures Command basing action into the 2020 Basing Action, as directed by the SECDEF.<sup>45</sup>

(U) We reviewed the Basing Office Self-Nomination process documentation and determined that the process that Basing Office personnel developed for the 2020 Basing Action was responsive to the SECDEF’s direction and the needs of the USSPACECOM HQ. We evaluated the four Self-Nomination Phase requirements as follows:

1. (U) Nomination by a Mayor, or equivalent, and endorsed by the state Governor: We determined that this requirement was relevant to the 2020 Basing Action because it addressed the SECDEF’s guidance from his March 4, 2020, SASC testimony that the 2020 Basing Action would allow locations to self-nominate to host the USSPACECOM HQ. Thus, the requirement would expand the number of locations for consideration to host the USSPACECOM HQ because there were minimum requirements

<sup>45</sup> (U) The memorandum approved by the SECDEF on March 27, 2020, does not specify which best practices or lessons learned that Basing Office personnel incorporated in the 2020 Basing Action. Additionally, the memorandum does not specify in which phases to incorporate the best practices or lessons learned. As a result, we were unable to determine the extent to which the Air Force incorporated the best practices and lessons learned from the Army Futures Command basing action in the Evaluation and Selection Phases.

- (U) and it was open to every state. We determined that this requirement was objective because candidate locations from all 50 states could self-nominate, and Basing Office personnel could not influence the self-nomination proposals.
2. (U) MSAs: We determined that this requirement was relevant to the 2020 Basing Action because it increased the likelihood that the self-nominated candidate location could provide qualified personnel to fulfill the USSPACECOM mission. We determined that this requirement was objective because Basing Office personnel used U.S. Census Bureau data to determine whether each self-nominated candidate location satisfied the requirement of being one of the 150 largest MSAs in the United States.<sup>46</sup>
  3. (U) Proximity to a military base: We determined that this requirement was relevant to the 2020 Basing Action because it ensured that the self-nominated candidate location could provide support services to the Service members and their families. We determined that this requirement was objective because Basing Office personnel used publicly available geographic data to determine whether self-nominated candidate locations satisfied the requirement of being within 25 miles of a military base.
  4. (U) Livability Index: We determined that this requirement was relevant to the 2020 Basing Action because it ensured that the self-nominated candidate location could provide a quality of life that would enable USSPACECOM to attract and retain a skilled workforce. We determined that this requirement was objective because Basing Office personnel used publicly available data published by the American Association of Retired Persons Public Policy Institute to determine if the self-nominated candidate location satisfied the requirement of having a Livability Index score of 50 points out of 100 or higher.<sup>47</sup>

(U) In addition to the SECDEF approving the evaluation factors and criteria in April 2020, we identified meetings where the Air Force notified Members of Congress on the evaluation factors and criteria. The meeting minutes documented conversations that Air Force personnel, including the SECAF, the SAF/IE, and others, had with professional staff members and Members of the HASC and SASC.

## **2. (U) Implementation of the Self-Nomination Phase**

(U) The SAF/IE initiated the Self-Nomination Phase on May 14, 2020, by sending a letter to all 50 state Governors, announcing that locations could self-nominate to serve as the host location for the USSPACECOM HQ. The letter specified

<sup>46</sup> (U) U.S. Census Bureau, Annual Estimates of the Resident Population: April 1, 2010, to July 1, 2019, "Metropolitan Statistical Area; and for Puerto Rico," March 2020.

<sup>47</sup> (U) American Association of Retired Persons, Public Policy Institute, "Livability Index," (no date available). We did not evaluate the accuracy of the American Association of Retired Persons Public Policy Institute data.

(U) the four requirements for consideration to be eligible to apply to host the USSPACECOM HQ.<sup>48</sup> In addition, on May 15, 2020, the Air Force posted a letter on the USSF website from the SAF/IE to the state Governors for candidate locations to self-nominate for consideration to host the USSPACECOM HQ. The deadline for candidate locations to submit the Self-Nomination letters to the Basing Office was June 30, 2020. From July 1 to July 22, 2020, Basing Office personnel reviewed and assessed the self-nomination letters and used publicly available data to determine whether the candidate locations satisfied the four requirements.

(U) We interviewed the SECAF and the SAF/IE and asked them how they ensured that the Self-Nomination Phase requirements met the SECDEF's direction to expand the number of candidate locations that could apply to host the USSPACECOM HQ. The SECAF told us that the Air Force publicly announced the four Self-Nomination Phase requirements. Additionally, the SECAF and SAF/IE told us that Basing Office personnel validated the information collected in the candidate locations' Self-Nomination responses to ensure that the information was consistent and accurate.

(U) We reviewed the USSF website and determined that the Air Force publicly announced the four requirements for the Self-Nomination Phase.<sup>49</sup> Specifically, we determined that the Air Force posted a letter on the USSF website on May 15, 2020, from the SAF/IE to the state Governors for candidate locations to self-nominate. We determined that the letter included the four requirements for the Self-Nomination Phase (and the criteria for the Evaluation Phase). We also obtained and reviewed the Self-Nomination letters submitted by three of the six candidate locations that advanced to the Selection Phase and determined that the Self-Nomination letters satisfied the Self-Nomination requirement of being endorsed by the Mayor (or equivalent) and the Governor.<sup>50</sup>

(U) We reviewed the document provided by Basing Office personnel that documented the results of their assessment for each candidate location that submitted a Self-Nomination letter. Additionally, we reviewed the publicly available data to ensure that 6 of the 50 candidate locations satisfied the Self-Nomination

<sup>48</sup> (U) We describe the four Self-Nomination Phase requirements in Part II of this report. The candidate locations were required to satisfy the Nomination, MSAs, Proximity to a Military Base, and Livability Index requirements in order to advance to the Evaluation Phase.

<sup>49</sup> (U) Department of the Air Force, Office of the Assistant Secretary of the Air Force for Installations, Environment, and Energy, "Department of the Air Force expands potential basing locations for U.S. Space Command Headquarters," May 15, 2020. The May 15, 2020 public announcement includes the Nomination Letter dated May 14, 2020.

<sup>50</sup> (U) The Basing Office provided the self-nomination letters for Huntsville, Alabama; Albuquerque, New Mexico; and San Antonio, Texas. The Basing Office could not provide the self-nomination letters for the remaining three candidate locations because they were unable to retrieve them from their electronic files.

(U) requirements.<sup>51</sup> Based on our review, we determined that Basing Office personnel accurately assessed that the six candidate locations satisfied the four requirements. Based on the briefing slides that we received and reviewed, the SECAF and the SAF/IEI held conversations and at least four virtual meetings with various Members of Congress or their representatives between May 15 and June 27, 2020, to discuss the 2020 Basing Action process.

(U) Based on our review, we determined that the Air Force implemented the Self-Nomination Phase in accordance with the SECDEF's direction to expand the number of candidate locations that could apply to host the USSPACECOM HQ and commit to a fair process for the 2020 Basing Action.

### **3. ~~(CUI)~~ Results of the Self-Nomination Phase**

~~(CUI)~~ Of the 66 candidate locations in 26 states that submitted Self-Nomination letters, [REDACTED] withdrew their nomination and [REDACTED] did not satisfy all four requirements. Basing Office personnel determined that 50 candidate locations satisfied the four Self-Nomination Phase requirements and advanced those candidate locations to the Evaluation Phase. Appendix C contains the Self-Nomination Phase results in alphabetical order by state.

(U) Additionally, we obtained and reviewed e-mails from SAF/LL, meeting minutes, and press releases from the Secretary of the Air Force Public Affairs Office to confirm that the Air Force notified Members of Congress on the status of the 2020 Basing Action process as directed by the SECDEF. Based on the data we obtained, we determined that the Air Force communicated with Congress and the public in accordance with the SECDEF's direction to use a more transparent process.

### **B. ~~(CUI)~~ Evaluation Phase**

(U) The purpose of the 2020 Basing Action Evaluation Phase was to assess the ability of the candidate locations to host, employ, and sustain the USSPACECOM HQ. In the Evaluation Phase, Basing Office personnel assessed the 50 candidate locations using the 4 evaluation factors and 21 associated criteria. Basing Office personnel e-mailed community and installation questionnaires to the 50 candidate locations and the supporting DoD installations respectively. Basing Office personnel then assessed the responses to the questionnaires and used publicly available data to assess each candidate location's ability to host the USSPACECOM HQ.

<sup>51</sup> (U) As stated in our announcement memorandum for this evaluation, our evaluation included the extent to which Basing Office personnel accurately and consistently assessed the six candidate locations that advanced to the Selection Phase. Therefore, we limited our review of the self-nomination letters to the six candidate locations that eventually advanced to the Selection Phase. The publicly available data that the Air Force used in its analysis and that we reviewed included geographical data available on Google Maps, Metropolitan Statistical Area data published by the U.S. Census Bureau, and the Livability Index published by American Association of Retired Persons.



## 1. ~~(CUI)~~ Development of the Evaluation Phase Requirements

(U) In March and April 2020, Basing Office personnel developed 4 evaluation factors and 21 associated criteria for the Evaluation Phase. On April 27, 2020, the SECDEF orally approved the 4 evaluation factors and 21 associated criteria for use by Basing Office personnel in the Evaluation Phase. Basing Office personnel based the 4 evaluation factors and 21 associated criteria on input from the following sources:

- (U) the SECDEF's February 11, 2020 memorandum,
- (U) USSPACECOM officials, and
- (U) DoDI 6055.06.

(U) Specifically, the SECDEF's February 11, 2020 memorandum required that military basing decisions include consideration of the "quality of schools, difficulty assimilating into schools after a move, and the ability of spouses to obtain jobs and sustain careers." Additionally, USSPACECOM officials required a "joint operations support airlift center capable airfield."<sup>52</sup> In addition, the USSPACECOM HQ required a "basing location" for a staff of 1,450 personnel. Finally, DoDI 6055.06 required that the supporting DoD installation be able to meet a standard for responses to emergencies and other incidents.

(U) The SAF/IE established point values for each of the 4 evaluation factors and 21 associated criteria based on his determination of importance. The point values for the 21 associated criteria added up to 100 points. For example, the SAF/IE assigned a maximum of 20 points to the "Available Qualified Workforce" criterion, whereas he assigned the "Transportation" criterion a maximum of 1 point. Basing Office personnel structured the evaluation factors, criteria, and point values as shown in Figure 2.

(U) We interviewed the SAF/IE to determine how Basing Office personnel integrated the 4 evaluation factors and 21 associated criteria, and the assignment of point values for each criterion, into the Evaluation Phase process. The SAF/IE told us that he developed the Evaluation Phase process in consultation with the SAF/IEI and the Deputy Assistant Secretary of the Air Force. The SAF/IE also told us that USSPACECOM officials provided Basing Office personnel with USSPACECOM mission requirements to incorporate into the 4 evaluation factors and 21 associated criteria. Additionally, we interviewed the Basing Office Operations Branch Chief, who told

<sup>52</sup> (U) According to the U.S. Transportation Command, the use of operations support airlift aircrafts is restricted to the transport of DoD personnel, Government property, other official Government passengers, or other passengers or cargo as authorized by DoD directives, regulations, and policies. The Basing Office Operations Branch Chief stated that in most cases, this is and can be a civilian airport.

(U) us that the development of the Evaluation Phase process was a collaborative effort involving discussions about the 4 evaluation factors and 21 associated criteria with the USSPACECOM HQ officials and assigned SMEs.

~~(CUI)~~ We interviewed the USSPACECOM COS, who told us that his office coordinated with Basing Office personnel to ensure consideration of the USSPACECOM requirements in the 4 evaluation factors and 21 associated criteria. For example, the USSPACECOM COS told us that [REDACTED]

[REDACTED]  
[REDACTED].<sup>53</sup>

(U) We reviewed the Basing Office Evaluation Phase process documentation and determined that Basing Office personnel developed relevant and objective evaluation factors and associated criteria to evaluate the candidate locations for the 2020 Basing Action. Specifically, we determined that the 4 evaluation factors and 21 associated criteria were relevant and objective as follows.

- (U) Mission evaluation factor: Figure 2 describes the four criteria in this evaluation factor. For example, the “Available Qualified Workforce” criterion was the highest valued criterion in the Mission evaluation factor and was valued up to 20 points overall. We determined that the “Available Qualified Workforce” criterion was relevant because USSPACECOM officials required that the USSPACECOM HQ would have a “Joint Staff of 1,450 personnel.” Thus, the candidate location required a large “pool of relevant professionals” with the desired skillsets for the USSPACECOM HQ requirements (see Figure 7). Additionally, the “Available Qualified Workforce” criterion was objective because the process developed by the SAF/IE for this criterion used publicly available labor data published by the U.S. Bureau of Labor Statistics.<sup>54</sup>
- (U) Capacity evaluation factor: Figure 2 describes the eight criteria in this evaluation factor. For example, the “Facility and Parking Space” criterion was the highest valued criterion in the Capacity evaluation factor and was valued up to 10 points overall. We determined that the “Facility and Parking Space” criterion was relevant and objective because USSPACECOM provided its requirement for a total of 708,625 square feet of facility and parking space. That total included 421,000 square feet for office space,

<sup>53</sup> (U) According to the Evaluation Phase Scoring Sheet provided by Basing Office personnel that we reviewed, “Mission” was the evaluation factor with the most points attributed to it.

<sup>54</sup> (U) U.S. Bureau of Labor Statistics, “May 2019 Metropolitan and Nonmetropolitan Area Occupational Employment and Wage Estimates,” March 31, 2020. In the Selection Phase, Basing Office personnel incorporated additional USSPACECOM officials’ input to develop the criteria. For example, the USSPACECOM Deputy COS coordinated with the USSPACECOM Commander, who recommended changes in the requirements for the “Available Qualified Workforce” criterion. The SAF/IE incorporated the suggested USSPACECOM change. In the Evaluation Phase, the “Available Qualified Workforce” criterion focused on publicly available occupational data, whereas the Selection Phase focused on warfighting experience, as assessed by the DoD installation commanders.

(U) shared common space, special purpose space, and an administrative area and 287,625 square feet for parking space.<sup>55</sup> Additionally, the “Facility and Parking Space” criterion was objective because the square footage was based on the USSPACECOM HQ requirement to have space for a Joint Staff of 1,450 personnel. The 287,625 square feet of space for parking was based on 325 square feet per vehicle for 870 personnel (60 percent of 1,450 personnel) plus 15 visitor spaces.

- (U) Community evaluation factor: Figure 2 describes the five criteria in this evaluation factor. For example, “Support Available to Military Families–Quality of Schools” was the highest valued criterion in the Community evaluation factor and was valued up to 4 points overall. We determined that the “Support Available to Military Families–Quality of Schools” criterion was relevant and objective to the 2020 Basing Action because the SECDEF’s February 11, 2020 memorandum required consideration of this criterion in the 2020 Basing Action.<sup>56</sup> Additionally, the methodology developed by the SAF/IE for scoring these criteria used teams of independent SMEs to score the candidate locations. Furthermore, the “Support Available to Military Families–Quality of Schools” criterion was objective because the process developed for it by the SAF/IE used publicly available data published by the Department of Education and applied the Support of Military Families Assessment framework.<sup>57</sup>
- (U) Costs to the DoD evaluation factor: Figure 2 describes the four criteria in this evaluation factor. For example, the “One-Time Infrastructure Costs” criterion was the highest valued criterion in the Costs to the DoD evaluation factor and was valued up to 5 points overall. We determined that the “One-Time Infrastructure Costs” criterion was relevant to the 2020 Basing Action because the costs associated with the USSPACECOM HQ requirements needed to be compared equally for each

<sup>55</sup> (U) USSPACECOM HQ officials determined that “Facility and Parking Space,” “Communications Bandwidth and Redundancy,” “Anti-Terrorism/Force Protection and Security Requirements,” “Energy Resilience,” and “Nearest Installation Support–Medical Support” were required elements of the 2020 Basing Action. The FY 2021 NDAA required that the basing decision consider licensure portability, housing, and health care. The FY 2021 NDAA also required that the basing decision-making process be comparatively analyzed among candidate military installations, including consultation with appropriate state officials and officials of units of local government in which each installation is located regarding matters affecting the local community, such as transportation, utility infrastructure, housing, education, and family support activities.

<sup>56</sup> (U) The SECDEF’s February 11, 2020 memorandum required that “Support Available to Military Families–Quality of Schools” and “Support Available to Military Families–Professional Licensure Portability” be included as criteria of the 2020 Basing Action.

<sup>57</sup> (U) Department of the Air Force, “Support of Military Families–2019,” (no date available).

(U) candidate location.<sup>58</sup> Furthermore, we determined that the “One-Time Infrastructure Costs” criterion was objective because the SMEs considered geographic location to assign points for the “Area Construction Factor.” Specifically, the SMEs assigned up to four points to candidate locations with lower construction cost factors based on geographic location.

(U) In addition to the SECDEF approving the evaluation factors and criteria in April 2020, we identified meetings where the Air Force notified Members of Congress on the evaluation factors and criteria. We reviewed the meeting minutes for four teleconferences, conducted from May 20 to May 27, 2020, where the SAF/IE, Air Force Office of Legislative Liaison (SAF/LL), and the Director for Budget and Appropriations Liaison for the Air Force briefed attendees on the 4 evaluation factors and 21 associated criteria and answered questions asked by the attendees. The meeting minutes listed the attendees, including congressional staff members from the offices of 31 Representatives and 10 Senators from 17 states. Attendees included congressional staff members from five of the six candidate locations that eventually advanced to the Selection Phase. We found no evidence that congressional staff members from the state of Nebraska attended any of the briefings from May 20 to May 27, 2020. The meeting minutes show that the SAF/LL notified the attendees on the 4 evaluation factors and 21 associated criteria and afforded them an opportunity to voice any concerns with the evaluation factors and criteria. Based on the meeting minutes we obtained, there was no evidence that any attendees expressed disagreement with the 4 evaluation factors and 21 associated criteria for the Evaluation Phase.

## **2. ~~(U)~~ Implementation of the Evaluation Phase**

(U) As we discussed earlier in this report, on July 23, 2020, the SAF/IE initiated the Evaluation Phase by e-mailing a letter to the 50 candidate locations that satisfied the four Self-Nomination Phase requirements. The letter specified that Basing Office personnel would assess the ability of the candidate locations to host, employ, and sustain the USSPACECOM HQ. The letter also contained instructions for completing

<sup>58</sup> (U) In determining the “One-Time Infrastructure Cost,” an SME Team was responsible for determining a cost per square foot for facility, parking, communications, anti-terrorism/force protection, energy resilience, and general officer housing plans proposed by the candidate locations. Specifically, a facility cost was based on \$830 per square foot for new construction or \$250 per square foot for a renovation. A parking cost was based on at \$7 per square foot for new construction or \$2 per square foot for a renovation. A communications cost was based on \$12 per square foot for new construction or \$4 per square foot for a renovation. An anti-terrorism/force protection cost was based on \$8 per square foot for new construction or \$3 per square foot for a renovation. An energy resilience cost was based on \$15 per square foot for new construction or \$5 per square foot for a renovation. A general officer housing cost was based on \$1 million per house for new construction or \$300,000 per house for a renovation. Another criterion in this evaluation factor was “Area Construction Cost Factor,” which was valued up to four points. This criterion assigned the most points to the candidate locations with the lower construction cost factors based on geographic location. “Area Construction Factors” is required for DoD projects by Unified Facilities Criteria 3-701-01, “DoD Facilities Pricing Guide,” May 23, 2018 (Change 7, September 24, 2020). The Unified Facilities Criteria provides planning, design, construction, sustainment, restoration, and modernization criteria.

(U) a candidate location questionnaire. The candidate location questionnaire included questions about proximity to mutually supporting space entities; emergency and incident response; enabling mobility; facility and parking space; communications bandwidth and redundancy; anti-terrorism/force protection and security requirements; energy resilience; and access to military/veteran support.

(U) On August 7, 2020, the SAF/IEI e-mailed a memorandum to the supporting DoD installations identified by the self-nominated candidate locations. The memorandum provided instructions for the installation points of contact to complete a supporting DoD installation questionnaire. The supporting DoD installation questionnaire included questions about medical care, childcare, military housing, and transportation support.

(U) Basing Office personnel assigned five teams of SMEs to assess the responses and to score candidate locations based on the candidate location and installation questionnaire responses, publicly available data, cost estimates, and research of DoD databases as described below.<sup>59</sup>

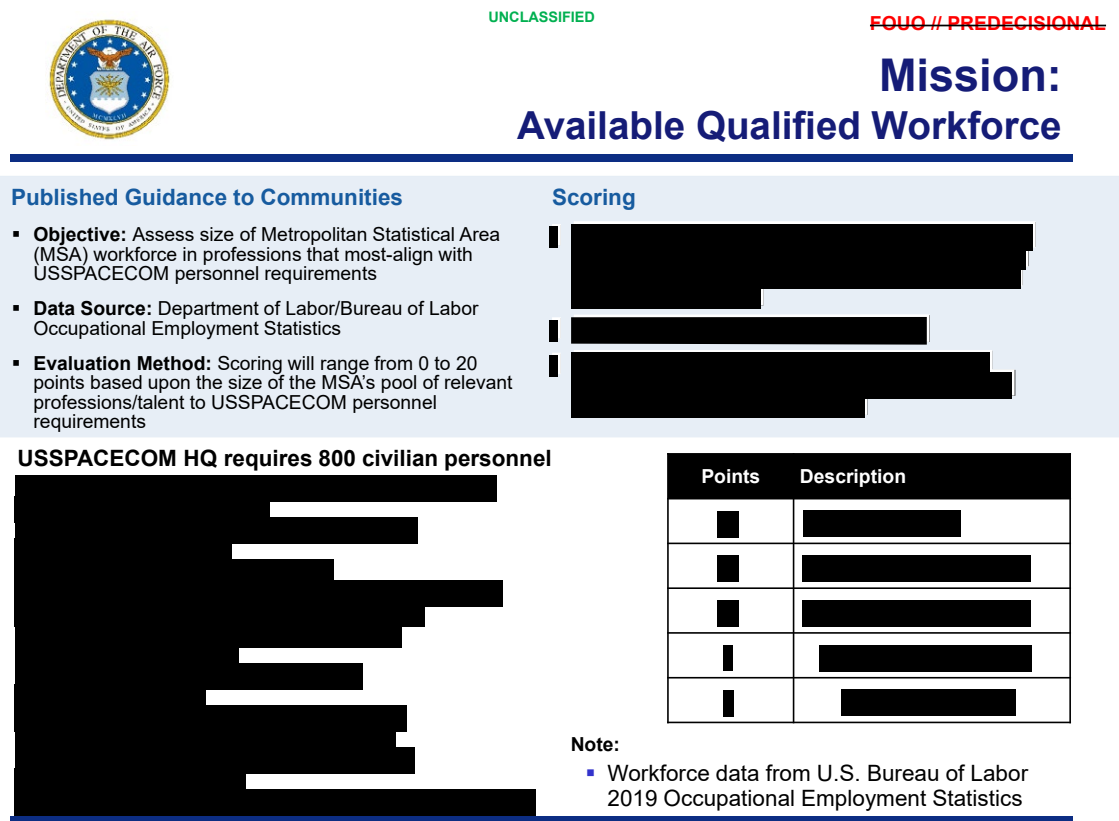
- (U) SME Team A consisted of five Basing Office personnel who evaluated the following criteria, which were valued at 42 points overall:
  - (U) Available Qualified Workforce, Support Available to Military Families (includes Quality of Schools and Professional Licensure Portability), Cost of Living, Housing Affordability, Area Construction Factors, Basic Allowance for Housing Rate, and Area Locality Pay.
- (U) SME Team B consisted of four personnel from the Air Force Logistics, Engineering, and Force Protection and the Air Force Office of Information Dominance and the Chief Information Officer, who evaluated the following criteria, which were valued at 23 points overall:
  - (U) Facility and Parking Space, Communications Bandwidth and Redundancy, Anti-Terrorism/Force Protection and Security Requirements, and Emergency and Incident Response.
- (U) SME Team C consisted of three personnel from the Air Force Office of Environment, Safety, and Infrastructure; the Air Force Office of Operational Energy; and USSF officials, who evaluated the following criteria, which were valued at 19 points overall:
  - (U) Proximity to Supporting Space Entities, Energy Resilience, and Enable Mobility.
- (U) SME Team D consisted of three personnel from the Air Force Office of Logistics, Engineering, and Force Protection and the Air Force Office of Manpower and Reserve Affairs, who evaluated the following criteria, which were valued at 11 points overall:

<sup>59</sup> (U) The five teams of SMEs consisted of personnel from the Air Force and USSPACECOM.

- (U) Access to Military/Veteran Support, Medical Support, Childcare, Military Housing, and Transportation.
- (U) SME Team E consisted of two personnel from the Air Force Civil Engineering Center and the Air Force Logistics, Engineering and Force Protection who evaluated the following criteria, which was valued at 5 points overall:
  - (U) One-Time Infrastructure Costs.

(U) We interviewed the SAF/IE, who told us that, to ensure consistency, he approved and issued a process to the five SME teams. Specifically, the SMEs used the SAF/IE process to assess the candidate location and installation questionnaire responses and to score the candidate locations based on the 4 evaluation factors and 21 associated criteria. For an example of the SAF/IE process for the “Available Qualified Workforce” criterion, see Figure 7.<sup>60</sup>

~~(CUI)~~ Figure 7. Scoring Methodology for Available Qualified Workforce



(U) Source: The Basing Office.

<sup>60</sup> (U) In this illustration, the scoring methodology for the “Available Qualified Workforce” criterion was valued at up to 20 points and Basing Office personnel considered it the most important of the 21 criterion in deciding the candidate location to host the USSPACECOM HQ.

(U) From September 1 to October 13, 2020, the five teams of SMEs reviewed and scored the 50 candidate location and supporting DoD installation questionnaire responses using the 4 evaluation factors and 21 criteria approved by the SECDEF. Each SME team was responsible for assessing a specific subset of the 21 criteria as described above. We asked each of the five team leaders how they assessed the candidate locations for the criteria assigned to them during the 2020 Basing Action. The SME team leads told us that they received the written guidance (an example of which is shown in Figure 7) from Basing Office personnel explaining the 21 criteria and the scoring of points for each of the 50 candidate locations.

(U) The five SME teams documented the results of their assessments and submitted score sheets to the Basing Office Operations Branch Chief, who compiled the results for SAF/IEI approval.<sup>61</sup>

(U) We obtained the scoring sheets prepared by the five SME teams, as well as the candidate location and supporting DoD installation questionnaire responses, to determine whether the SME teams applied the SAF/IE's scoring methodology and accurately scored the candidate locations. Specifically, we reviewed the six candidate location and supporting DoD installation questionnaire responses and publicly available data, and used the SAF/IE's scoring methodology, to ensure that the SME team assessed the correct amount of points for the six candidate locations.<sup>62</sup> Additionally, we reviewed the SME score sheet and SME notes that documented the results of the SME teams' assessment. Further, we verified that the SMEs accurately and consistently scored the six candidate locations that eventually advanced to the Selection Phase by conducting interviews of the SME team leaders and some SME team members. We also verified that Basing Office personnel accurately compiled the results of the SME team assessments. Finally, based on our review we determined that Basing Office personnel accurately compiled the scores of the 50 candidate locations in the Evaluation Phase.

(U) Based on our review, we determined that the SAF/IE developed an appropriate process for scoring the 50 candidate locations and that Basing Office personnel followed that process during the implementation of the Evaluation Phase of the 2020 Basing Action.

<sup>61</sup> (U) The teams documented their findings on individual scoresheets for the 21 criteria for the 50 locations.

<sup>62</sup> (U) The publicly available data that the Air Force used in its analysis and that we reviewed included the Council for Community and Economic Research Cost of Living Index, the National Association of Realtor's Metro Area Affordability and Job Growth Home Affordability Index, the Defense Travel Management Office Basic Allowance for Housing Data, the Office of Personnel Management GS Locality Pay Tables, and the U.S. Bureau of Labor Statistics Occupational Employment Statistics.

### 3. ~~(CUI)~~ Results of the Evaluation Phase

~~(CUI)~~ On October 14, 2020, Basing Office personnel provided the SECAF with a list of the 15 candidate locations (selected from the 50 candidate locations) that scored highest in the Evaluation Phase. On November 6, 2020, the SECAF notified the SECDEF that she intended to select 6 candidate locations (selected from the 15 candidate locations) that scored the highest in the Evaluation Phase to advance to the Selection Phase. The SECAF explained to the SECDEF the reason she chose the top six candidate locations to advance to the Selection Phase. [REDACTED]

[REDACTED]

(U) The SECAF's November 6, 2020 memorandum to the SECDEF stated:

(U) Proposed Candidates:

~~(CUI)~~ a. Self-nominations – Sixty-six communities submitted self-nominations in June. Fifty communities returned assessments in August ([REDACTED] was disqualified; [REDACTED] self-eliminated).

(U) b. Scoring process – Five teams of cross-functional SMEs evaluated 50 nomination packages. Teams were sequestered; information was compartmentalized; members signed NDAs [non-disclosure agreements]. Scores were independently reviewed/vetted prior to consolidation. Scores were aggregated to create an order of merit list of locations.

(U) c. Results – Break points in scoring occurred after the top 2, 6, and 15 candidates. Recommend selecting the top 6 most-qualified candidates for further consideration and more comprehensive site visits to inform a final decision. The top six locations are [in alphabetical order]:

(U) i. Albuquerque, NM (Kirtland AFB)

(U) ii. Bellevue, NE (Offutt AFB)

(U) iii. Cape Canaveral, FL (Patrick AFB)

(U) iv. Colorado Springs, CO (Peterson AFB)

(U) v. Huntsville, AL (Redstone Arsenal)

(U) vi. San Antonio, TX (Joint Base San Antonio)

<sup>63</sup> (U) On October 14, 2020, Basing Office personnel provided the SECAF with a list of the 15 candidate locations (selected from the 50 candidate locations) that scored highest in the Evaluation Phase.



(U) On November 6, 2020, the SECDEF approved the selection of the six top-scoring candidate locations to advance to the Selection Phase. Additionally, we reviewed meeting minutes to confirm that, between November 13 and 19, 2020, the SAF/IE held conversations with the HASC, SASC, and other Members of Congress to discuss the results of the Evaluation Phase. Based on the data we obtained, we found no evidence that Members of Congress expressed disagreement with the selection of the six candidate locations that advanced to the Selection Phase.

(U) We determined that the development and implementation of the criteria in the Evaluation Phase met the requirements of the SECDEF’s February 11, 2020 memorandum, USSPACECOM officials, and DoDI 6055.06.

~~(CUI)~~ The USSPACECOM Commander told us [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED] However, the SAF/IE told us that [REDACTED]  
[REDACTED]  
[REDACTED]

(U) We confirmed, through the Air Force website, that on November 19, 2020, the Air Force publicly announced the six candidate locations that scored highest in the Evaluation Phase and advanced to the Selection Phase.<sup>64</sup>

### C. ~~(CUI)~~ Selection Phase

(U) As stated in the SECAF’s November 6, 2020 memorandum, the purpose of the Selection Phase was to conduct a qualitative comparison of the six candidate locations and select a preferred permanent location for the USSPACECOM HQ, in accordance with the SECDEF’s direction.

#### 1. ~~(CUI)~~ Development of the Selection Phase Requirements

(U) Basing Office personnel used the same 4 evaluation factors and 21 associated criteria from the Evaluation Phase for the Selection Phase. Although Basing Office personnel used the same 4 evaluation factors and 21 associated criteria, they did not use the points or scores from the Evaluation Phase. They also did not use points for the Selection Phase assessment because they based this phase on qualitative analysis.<sup>65</sup> Instead, Basing Office personnel started from the premise that all six candidate locations were capable of hosting the USSPACECOM HQ.

<sup>64</sup> (U) We identify the six candidate locations in Figure 3. Department of the Air Force, Secretary of the Air Force Public Affairs, “Department of the Air Force selects six candidate locations for U.S. Space Command Headquarters,” November 19, 2020.

<sup>65</sup> (U) The SECAF’s November 6, 2020 memorandum referred to this as the “qualitative assessments.”

(U) In October and November 2020, Basing Office personnel coordinated with the USSPACECOM Deputy COS to consider USSPACECOM input on the factors and criteria. Specifically, USSPACECOM offered input on the requirements of the “Available Qualified Workforce” and “Proximity to Mutually Supporting Space Entities” criteria.

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) [Redacted]

(CUI) We interviewed the USSPACECOM COS and the SAF/IE, who told us that the Basing Office, with input from USSPACECOM officials, developed the requirements for the criteria in the Selection Phase.<sup>66</sup> The USSPACECOM COS told us [Redacted]

[Redacted]

[Redacted] Additionally, the SAF/IE told us that [Redacted]

[Redacted]

[Redacted]. We interviewed the

<sup>66</sup> (CUI) [Redacted]

~~(U)~~ USSPACECOM Deputy COS [REDACTED]  
[REDACTED]  
[REDACTED]

(U) As previously discussed, we reviewed the documentation that the Basing Office used during the Evaluation Phase and determined that Basing Office personnel developed relevant and objective evaluation factors and associated criteria to assess the candidate locations for the 2020 Basing Action. During the Selection Phase, Basing Office personnel assessed the six candidate locations using the 4 evaluation factors and 21 associated criteria from the Evaluation Phase, but used the revised requirements for the “Available Qualified Workforce” and “Proximity to Mutually Supporting Space Entities” criteria, as shown in Figure 8.

~~(U)~~ Figure 8. Site Visit Criteria

Site Visit Criteria	Description
Available qualified workforce (Mission)	[REDACTED]
Proximity to mutually supporting space entities (Mission)	[REDACTED]
Communications infrastructure (Capacity)	[REDACTED]

~~(U)~~ *Integrity - Service - Excellence* 1

(U) Note: The words in red are updates to the “Available Qualified Workforce” and “Proximity to Mutually Supporting Space Entities” requirements that resulted from USSPACECOM officials’ input.

(U) Source: The Basing Office.

(U) We evaluated the two criteria, including the revised requirements, and determined that these were relevant and objective as follows.

- ~~(CUI)~~ Available Qualified Workforce: We determined that the revised requirements for the “Available Qualified Workforce” criterion was relevant because it incorporated the recommendations in an e-mail from the USSPACECOM Deputy COS. Additionally, the revised requirements for the “Available Qualified Workforce” criterion was objective because the process developed by Basing Office personnel for this criterion used the [REDACTED]
- ~~(CUI)~~ Proximity to Mutually Supporting Space Entities: We determined that the revised requirements for the “Proximity to Mutually Supporting Space Entities” criterion was relevant because it incorporated the recommendations in an e-mail from the USSPACECOM Deputy COS. Additionally, the revised requirements for the “Proximity to Mutually Supporting Space Entities” criterion was objective because the process developed by Basing Office personnel for this criterion used the [REDACTED]

**2. ~~(CUI)~~ Implementation of the Selection Phase**

(U) On November 19, 2020, the SAF/IE telephoned the six candidate locations’ Members of Congress and Governors to inform them that the candidate location they endorsed had advanced to the Selection Phase. On November 24, 2020, Basing Office personnel e-mailed the six candidate locations, informing them that they had advanced to the Selection Phase. The e-mail included a site visit schedule and an agenda for the site visits planned in the Selection Phase. Additionally, on December 4, 2020, Basing Office personnel e-mailed an additional questionnaire to the DoD installations supporting the six candidate locations. The supporting DoD installation questionnaires included questions only about the “Available Qualified Workforce,” “Proximity to Mutually Supporting Space Entities,” and “Emergency and Incident Response” criteria.<sup>67</sup> The DoD installations returned their questionnaires to the Basing Office before the December 18, 2020, deadline.

<sup>67</sup> (U) The “Available Qualified Workforce” and “Proximity to Mutually Supporting Space Entities” criteria included the revised requirements from USSPACECOM.

(U) The SAF/IEI designated the SAF/IEIP as lead for the site visits to the six candidate locations. The SAF/IEIP coordinated with the Basing Office Operations Branch Chief, leaders from Air Force Installation and Mission Support Center and the Air Force Civil Engineer Center, and USSPACECOM officials to identify a team of SMEs to conduct the site visits. The team of six SMEs consisted of individuals with expertise in fields including communications, mobility, facilities, installations, and costs. The SME team conducted site visits from December 8, 2020, to January 7, 2021, to validate the six candidate locations' responses to the questionnaires and validate information about the candidate locations' infrastructure that the SME team could do only during an on-site visit.<sup>68</sup> After the six site visits, the SME team wrote the "USSPACECOM HQ Site Visit Report," which formally documented the team's conclusions for each of the six candidate locations. The SME team submitted the report to the SAF/IE, the SAF/IEI, the SAF/IEIB, and the Basing Office Operations Branch Chief for review and consideration in ranking the locations. As discussed earlier in our report, the SAF/IEI, the SAF/IEIB, and the Basing Office Operations Branch Chief used the data in the "USSPACECOM HQ Site Visit Report" to create the Color Chart shown in Figure 4.

(U) We interviewed the SAF/IE, the SAF/IEI, and the Basing Office Operations Branch Chief to determine what they did to ensure the accuracy of the information the SME team obtained during the site visits to the six candidate locations. The SAF/IE told us that Basing Office personnel (to include the SAF/IEI, the SAF/IEIB, and the Basing Office Operations Branch Chief and all of their staff) had weekly meetings with the SME team to make sure that the data the teams collected were accurate and objective. Additionally, the SAF/IEI and Basing Office Operations Branch Chief told us that the SAF/IE validated the work of the SMEs during the Selection Phase.

(U) The SAF/IEIB told us that Basing Office personnel did not retain, create, or request the creation of working documents that would allow validation of the basing action decision. Specifically, the SAF/IEIB stated in an e-mail:

(U) The Basing Office did not create or request the creation of the intermediate working documents needed to allow a third party to corroborate validation of Selection Phase Community Questionnaire responses because it was not required to make the decision. The amount of documentation necessary to corroborate validation exceeds the level necessary to complete a 1/3 ranking

<sup>68</sup> (U) Basing Office personnel planned for one team of SMEs to conduct all six site visits. However, due to one member testing positive for the coronavirus disease-19, site visits to Peterson AFB, Colorado, and Kirtland AFB, New Mexico, were conducted first virtually by the whole team in December 2020, then validated physically by SAF/IEIP and another SME at later dates in January 2021. The areas the SME team validated onsite were "Emergency Response," "Enable Mobility," "Facility and Parking," "Communications Infrastructure," "Transportation," "Capacity Increases," "General Officer Housing," and "MILCON (Military Construction) Cost Estimate."

(U) comparison. The administrative record allows for retracing the 1/3 ranking process through milestones, and documents the selection of Redstone Arsenal as the preferred location.

(U) He also told us that the Air Force only required retention of the 2020 Basing Action administrative records that showed the selection of Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ.<sup>69</sup>

(U) Basing Office personnel told us, and the SMEs confirmed, that to conduct the qualitative analysis, the SME team discussed and assessed the candidate locations using the approved criteria during the site visits. For example, we asked the cost estimator, who was part of the SME team, how he estimated the cost to host the USSPACECOM HQ at each candidate location. The cost estimator told us that he used the same template to estimate costs and asked the same questions at each candidate location. The cost estimator determined an estimated cost based on a cost per square foot, using the DoD pricing guide, if a candidate location proposed new construction.<sup>70</sup> The cost estimator told us that if he identified any deficiencies in the existing infrastructure that a candidate location proposed, he determined the magnitude of the deficiency, and estimated the cost to remediate the deficiency using the DoD pricing guide.

(U) In addition to the SME team performing site visits at the six candidate locations, Basing Office personnel assessed specific criteria that they could assess without traveling to a candidate location. For example, Basing Office personnel assessed the “Available Qualified Workforce” and “Proximity to Mutually Supporting Space Entities” criteria and ranked the six candidate locations. Basing Office personnel then provided their input to the Basing Office Operations Branch Chief.

(U) The Basing Office Operations Branch Chief created the Color Chart (shown in Figure 4) using the SME team and Air Force personnel rankings. The Basing Office Operations Branch Chief used the data collected by the SMEs to identify advantages of one candidate location over another. The Color Chart included the results of the process developed for the Selection Phase and documented in the SECAF’s

<sup>69</sup> (U) Basing Office personnel identified its administrative records as the Basing Action Request, the memorandums signed by the SECAF and the SECDEF, briefings prepared for Congress, Air Force Public Affairs Office guidance, and the “USSPACECOM HQ Site Visit Report.”

<sup>70</sup> (U) The Unified Facilities Criteria 3-701-01, “DoD Facilities Pricing Guide,” provides planning, design, construction, sustainment, restoration, and modernization criteria applicable to DoD construction projects. The DoD Facilities Pricing Guide identifies area cost factors to adjust unit costs to specific locations. For example, the area cost factor for Redstone Arsenal, Alabama, is 0.83 and in Peterson AFB, Colorado, is 1.04. Therefore, new construction in Alabama would cost less than new construction in Colorado.

(U) November 6, 2020 memorandum. The Basing Office Operations Branch Chief and other Basing Office personnel documented in the Color Chart the rankings for the six candidate locations for each of the 4 evaluation factors and 21 associated criteria.

~~(CUI)~~ On January 7, 2021, Basing Office personnel completed their analysis of the six candidate locations and documented its conclusions in the Color Chart. [REDACTED]

(U) The Color Chart documented Basing Office personnel’s rankings of the six candidate locations. Basing Office personnel ranked each of the six candidate locations using the 21 criteria, which were grouped into the 4 evaluation factors. As discussed above, Basing Office personnel’s four evaluation factors were:

- (U) Mission: four criteria;
- (U) Capacity: eight criteria;
- (U) Community: five criteria; and
- (U) Costs to the DoD: four criteria.

~~(CUI)~~ [REDACTED]

~~(CUI)~~ Basing Office personnel then used the Color Chart to document the overall rankings for the six candidate locations. Basing Office personnel ranked the candidate locations in the following order.

1. (U) Huntsville, Alabama
2. ~~(CUI)~~ [REDACTED]
3. ~~(CUI)~~ [REDACTED]
4. ~~(CUI)~~ [REDACTED]



5. (CUI) [REDACTED]
6. (CUI) [REDACTED]

(U) We performed an analysis of the Color Chart rankings to ensure their accuracy. Specifically, we reviewed the available documentation associated with the 4 evaluation factors and 21 associated criteria to determine whether it accurately reflected Basing Office personnel's rankings in the Color Chart. Basing Office personnel provided us the "USSPACECOM HQ Site Visit Report" and the supporting DoD installation questionnaire responses.

(U) We requested that Basing Office personnel provide their analysis and supporting documentation that were used in the Selection Phase for each of the 4 evaluation factors and 21 associated criteria in the Color Chart. Specifically, we requested that Basing Office personnel provide the documentation they obtained about the candidate locations and their explanation for how they used the data to develop a ranking. However, Basing Office personnel were not able to provide us with sufficient supporting documentation because they had not generally created or retained documentation to support their analysis and ranking. As a result, we had to:

- (U) conduct an extensive analysis of:
  - (U) data in each candidate location briefing, and
  - (U) responses to questionnaires and the "USSPACECOM HQ Site Visit Report;"
- (U) conduct extensive discussions with Basing Office personnel and SMEs; and
- (U) research applicable DoD guidance and publicly available data.

(U) We determined that the rankings for the six candidate locations in 10 of the 21 criteria in the Color Chart were reasonable and accurate. For example, we reviewed the "Cost of Living" criterion and interviewed Basing Office personnel to determine how they assessed the six candidate locations for this criterion. Basing Office personnel told us that they ranked the candidate locations using the data released by the Council for Community and Economic Research. Specifically, they used data on the average Cost of Living Index of U.S. cities released in May 2020. Therefore, we obtained that Cost of Living Index data for the six candidate locations.<sup>71</sup> We identified the score per location and confirmed that the Basing Office properly ranked the locations based on the Cost of Living Index score. As a result, we determined that the Basing Office's ranking for this criterion was accurate.

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<sup>71</sup> (U) The Council for Community and Economic Research, "Cost of Living Index, Quarter 1, 2020," May 2020.

(U) We also determined that the rankings for the six candidate locations in 8 of the 21 criteria in the Color Chart were reasonable, but we could not fully verify the accuracy of those rankings due to the lack of supporting documentation. For example, we reviewed the “Energy Resilience” criterion and interviewed Basing Office personnel to determine how they assessed the six candidate locations for this criterion. Basing Office personnel told us that they did not retain the supporting documentation or their analysis to rank the six candidate locations for this criterion. Therefore, we interviewed the electrical infrastructure SME, who told us that she based the rankings on the responses to the questions asked at each candidate location and her professional engineering judgment. After extensive discussions between the DoD OIG’s engineering SME and the Basing Office’s electrical infrastructure SME, we determined that the Basing Office’s ranking for this criterion was reasonable. However, without the supporting documentation, we cannot fully verify the Basing Office’s ranking.

(U) In another example, we reviewed the “Available Qualified Workforce” criterion and interviewed Basing Office personnel to determine how they assessed the six candidate locations for this criterion. Basing Office personnel told us that they did not retain the source documentation that contained the number of personnel assigned to each candidate location, which Basing Office personnel used to support their analysis and rankings. Therefore, we requested that the Basing Office perform additional analyses to demonstrate how they developed the rankings. Basing Office personnel provided the additional analysis to demonstrate their process for the rankings for the six candidate locations and the supporting documentation.<sup>72</sup> Based on the Basing Office analysis, we determined that the ranking for this criterion was reasonable. However, without the original supporting documentation, we cannot fully verify this ranking.

(U) Lastly, we could not determine the reasonableness or verify the accuracy of the rankings for the six candidate locations in 3 of the 21 criteria in the Color Chart. Specifically, Basing Office personnel could not provide all of the supporting documentation used for analysis of three criteria of “Childcare,” “Housing Affordability,” and “Access to Military/Veteran Support.” Furthermore, Basing Office personnel could not explain how they ranked the six candidate locations for the three criteria. For example, Basing Office personnel could not provide data to show the capacity, quality, and availability of local childcare at the six candidate locations for the “Childcare” criterion. In another example, Basing Office personnel could not provide data to show the level of safety at the six candidate locations for

<sup>72</sup> (U) Due to the lack of retention of supporting documentation, the Basing Office could not re-create the exact analyses used during the 2020 Basing Action. For example, the Basing Office analysis used data from 2021 and not the data they would have used in the 2020 Basing Action. Based on the information the Basing Office provided, we did not identify significant concerns with consistency in the process Basing Office personnel followed.

(U) the “Housing Affordability” criterion. In a final example, Basing Office personnel could not provide data to show the availability, quality, and proximity of community programs to support active duty military personnel and families at the six candidate locations for the “Access to Military/Veteran Support” criterion. Table 2 summarizes the results of our analysis of the reasonableness and accuracy of the color chart rankings.

(U) Table 2. Reasonableness and Accuracy of Color Chart Rankings from Selection Phase

(U) Selection Phase Criteria		(U) Color Chart Ranking		
		(U) Reasonable and Accurate	(U) Reasonable but Could Not Fully Verify the Accuracy	(U) Could not Determine Reasonableness or Accuracy
1	(U) Available Qualified Workforce		X	
2	(U) Proximity to Mutually Supporting Space Entities	X		
3	(U) Emergency and Incident Response	X		
4	(U) Enable Mobility	X		
5	(U) Facility and Parking Space	X		
6	(U) Anti-Terrorism/Force Protection and Security Requirements		X	
7	(U) Communications Bandwidth and Redundancy		X	
8	(U) Energy Resilience		X	
9	(U) Medical Support		X	
10	(U) Childcare			X
11	(U) Military Housing		X	
12	(U) Transportation		X	
13	(U) Quality of Schools	X		
14	(U) Professional Licensure Portability	X		
15	(U) Cost of Living	X		
16	(U) Housing Affordability			X
17	(U) Access to Military/Veteran Support			X
18	(U) One-Time Infrastructure Costs		X	
19	(U) Area Construction Factors	X		
20	(U) Basic Allowance for Housing Rate	X		
21	(U) Area Locality Pay	X		
<b>(U) Total</b>		<b>10</b>	<b>8</b>	<b>3</b>

(U) Source: The DoD OIG.

(U) In sum, we determined that the Basing Office rankings for 10 of the 21 criteria for the six candidate locations on the Color Chart were both reasonable and accurate. We determined that an additional 8 of the 21 criteria for the six candidate locations on the Color Chart were reasonable, but we could not fully verify the accuracy. Finally, we could not determine the reasonableness or the accuracy for the remaining 3 of the 21 criteria.<sup>73</sup> We could not fully verify the accuracy of the rankings because Basing Office personnel did not create or retain all supporting documentation as required by AFI 33-322.

### 3. ~~(CUI)~~ Results of the Selection Phase

(U) Between January 4 and 8, 2021, the SAF/IE provided the Color Chart to DoD senior officials for comment or discussed the chart with them.<sup>74</sup> Based on their review of the Color Chart, on January 5 and January 8, 2021, the USSPACECOM Commander and the USSF CSO provided their concerns about the Color Chart to the SECAF or SAF/IE. Specifically, the USSPACECOM Commander and USSF CSO provided the following concerns to the SECAF or SAF/IE:

- ~~(CUI)~~ [REDACTED]
- ~~(CUI)~~ [REDACTED]
- ~~(CUI)~~ [REDACTED]

~~(CUI)~~ Furthermore, the VCJCS told us that he recommended that instead of the Color Chart, the SAF/IE develop a narrative-based document for the meeting with the President scheduled for January 11, 2021.<sup>76</sup> The VCJCS recommended to the SAF/IE that the Color Chart not be presented to the President because the VCJCS thought it should show the conclusions in narrative form. Therefore, the SAF/IE used the data from the Color Chart and developed a document named the Decision Matrix.<sup>77</sup> However, the Decision Matrix had five Decision Factors instead

<sup>73</sup> (U) Although we could not determine the reasonableness or the accuracy for the three criteria, the Air Force placed less importance on these three criteria in selecting the host location for USSPACECOM HQ.

<sup>74</sup> (U) The DoD senior officials included the SECAF, the Senior Advisor and COS to the SECAF, the CSAF, the Acting Under Secretary of the Air Force, the VCJCS, the USSPACECOM Commander, and the USSF CSO.

<sup>75</sup> ~~(CUI)~~ [REDACTED]

<sup>76</sup> (U) Neither Federal law nor DoD policy prevents the President, as the Commander-in-Chief, from requesting meetings with senior DoD officials to discuss basing actions.

<sup>77</sup> (U) The SECAF did not use the Color Chart to make any decisions for the 2020 Basing Action. When Basing Office personnel created the Decision Matrix, the Color Chart became outdated.

(~~CUI~~) of the Color Chart’s four evaluation factors.<sup>78</sup> The fifth Decision Factor, “Mission Impacts to FOC,” [REDACTED]

(U) Specifically, the five Decision Factors in the Decision Matrix were:

1. (U) Mission,
2. (U) Infrastructure Capacity,
3. (U) Community Support,
4. (U) Costs to DoD, and
5. (U) Mission Impacts to FOC.

(U) The first four Decision Factors of “Mission,” “Infrastructure Capacity,” “Community Support,” and “Costs to DoD” were the four evaluation factors previously approved by the SECDEF.

(~~CUI~~) The SAF/IEI told the SAF/IE that [REDACTED]

[REDACTED] Specifically, [REDACTED]

[REDACTED] The SAF/IEI notified the SAF/IE, in a series of e-mails between January 6 and January 8, 2021, of the potential impact of incorporating the USSPACECOM Commander and USSF CSO’s concerns into the 2020 Basing Action process. Specifically, the e-mails stated the following.

(~~CUI~~) [REDACTED]

(~~CUI~~) [REDACTED]

(~~CUI~~) [REDACTED]

<sup>78</sup> (U) On January 8, 2021, the SAF/IE developed the Decision Matrix, which included a fifth Decision Factor called “Mission Impacts to FOC.” On January 9, 2021, the SAF/IE e-mailed the SECAF informing her of the development of the Decision Matrix, which included a fifth Decision Factor.

<sup>79</sup> (U) Additionally, the SAF/IEIB and the Basing Office Operations Branch Chief expressed similar concerns about the data to the SAF/IEI.

(CUI) [REDACTED]

1. (CUI) [REDACTED]
2. (CUI) [REDACTED]
3. (CUI) [REDACTED]
4. (CUI) [REDACTED]
5. (CUI) [REDACTED]
6. (CUI) [REDACTED]

(CUI) [REDACTED]

<sup>80</sup> (CUI) [REDACTED]

<sup>81</sup> (CUI) We interviewed the USSPACECOM Commander, who reiterated [REDACTED] could not provide Basing Office personnel evidence that the USSPACECOM HQ would achieve FOC sooner at one candidate location over another.

<sup>82</sup> (U) The January 10, 2021 meeting attendees included the SECAF, the CSAF, the Under Secretary of the Air Force, the SAF/IE, the SAF/IE Principal Deputy, the VCJCS, the USSF CSO, and the USSPACECOM Commander.







(U) On January 12, 2021, the SECAF signed an Action Memorandum (Appendix B), selecting Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ.

(U) On January 13, 2021, the SAF/LL e-mailed professional staff members briefing slides that detailed the 2020 Basing Action process and the SECAF’s USSPACECOM HQ decision. The briefing slides stated that the SECAF selected Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ and that the five other candidate locations were reasonable alternatives. Additionally, the Secretary of the Air Force Public Affairs Office issued a press release publicly announcing the SECAF’s selection of Huntsville, Alabama, as the preferred permanent location for the USSPACECOM HQ.

(U) We obtained the SECAF’s January 12, 2021 Action Memorandum, the January 10 and January 12, 2021 Decision Matrixes, the USSPACECOM HQ Strategic Basing Update briefing slide, and the e-mails between DoD senior official and Basing Office personnel to determine the accuracy of the information that led the SECAF to select Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ. Specifically, we reviewed these documents to determine whether the:

- (U) descriptions of the factors and criteria documented by the Air Force in the Decision Matrix were accurately reflected,
- (U) assertions documented by the Air Force in the narrative section of the Decision Matrix accurately reflected the Selection Phase results, and
- (U) ratings of the candidate locations were accurate and based on the Selection Phase results.

(U) We determined that the addition of the “Mission Impacts to FOC” Decision Factor was reasonable because it addressed how a candidate location could accelerate USSPACECOM’s operational capability to meet its stated mission of conducting operations in, from, and to space.<sup>88</sup>

~~(CUI)~~ We reviewed the Decision Matrix dated January 10, 2021, and determined that with the exception of two ratings, the Decision Matrix was consistent with the rankings in the Color Chart. [REDACTED]

[REDACTED]

<sup>88</sup> (U) The Air Force Basing Action Request estimated that USSPACECOM would achieve FOC in FY 2025.

(~~CUI~~) [REDACTED]  
[REDACTED]  
[REDACTED]

(~~CUI~~) First, we determined that [REDACTED] Decision Factor in the Decision Matrix dated January 10, 2021 (Figure 5), had [REDACTED] in favor of Colorado Springs, Colorado, that was not consistent with the Color Chart (Figure 4).<sup>89</sup> After reviewing the Color Chart, the USSPACECOM Commander provided his opinion to the SAF/IE that [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED] According to Air Force officials, the USSPACECOM Commander and the USSF CSO could not provide Basing Office personnel evidence that [REDACTED]

[REDACTED] Furthermore, the USSPACECOM COS told us that [REDACTED] Therefore, [REDACTED] for Colorado Springs, Colorado, in [REDACTED] Decision Factor in the January 10, 2021 Decision Matrix is not supportable.

(~~CUI~~) Second, we determined that [REDACTED] Decision Factor in the Decision Matrix dated January 10, 2021 (Figure 5), had [REDACTED] in favor of Colorado Springs, Colorado, that was not consistent with the Color Chart (Figure 4). [REDACTED]

[REDACTED] During coordination between the Basing Office Operations Branch Chief and the USSPACECOM Deputy COS at the start of the

<sup>89</sup> (~~CUI~~) [REDACTED]  
[REDACTED]

<sup>90</sup> (U) During the Selection Phase, the SAF/IEIB informed the candidate locations in an e-mail dated November 24, 2020, that if desired, the candidate location could provide a substitute, more suitable location, so long as the Basing Office received this change by December 4, 2020. In an additional clarification e-mail on December 2, 2020, the SAF/IEIB stated, "During the candidate selection process, the Department of the Air Force (DAF) asked communities to submit only one location for evaluation, unless several locations are required to provide the full facility and parking space requirements. We understand that candidates have conducted additional due diligence in this phase of the process and may desire to provide a substitute, more suitable location. During this final stage of the process the DAF will evaluate the site presented by the community, so long as that site is as or more beneficial than the site in the initial proposal. The DAF will evaluate locations against the same criteria used in the enterprise screening phase and evaluation phase but with greater scrutiny to better understand the condition of the site. This includes determining the environmental, real estate, utilities, and other site conditions. Any modifications, meeting the above guidance, to the location or clarifications of the site location should be annotated and provided by December 4, 2020, as requested in the November 24, 2020, e-mail announcing your site visit date."

~~(CUI)~~ Selection Phase, on November 12, 2020, the USSPACECOM Deputy COS [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]

According to Air Force officials, the USSPACECOM Commander and the USSF CSO could not provide Basing Office personnel evidence [REDACTED]  
 [REDACTED]

Therefore, this [REDACTED] for Colorado Springs, Colorado, [REDACTED]  
 [REDACTED] Decision Factor in the January 10, 2021 Decision Matrix is not supportable.

~~(CUI)~~ Overall, we determined that [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]. Therefore, the ranking of Colorado Springs, Colorado, as the preferred permanent location to host the USSPACECOM HQ in the January 10, 2021 Decision Matrix was not supportable.

~~(CUI)~~ As discussed above, on January 12, 2021, the SECAF signed an Action Memorandum (Appendix B), selecting Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ. On January 12, 2021, Basing Office personnel made two revisions to the Decision Matrix. [REDACTED]

[REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]  
 [REDACTED]

[REDACTED] Therefore, Huntsville, Alabama, became the preferred permanent location to host the USSPACECOM HQ in the January 12, 2021 Decision Matrix.

(U) In sum, the SECAF's January 12, 2021 Action Memorandum, which included the Decision Matrix dated January 12, 2021, identified Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ and identified the other five candidate locations as reasonable alternatives. We evaluated the Decision Matrix dated January 12, 2021, and determined that it was consistent with the rankings in the Color Chart, which identified Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ. As discussed earlier in the report, we determined that the rankings of the six candidate locations for 18 of the 21 criteria in the Color Chart were reasonable.<sup>91</sup> However, we could not fully verify the accuracy of the Basing Office's rankings of the six candidate locations in the Color Chart for 11 of the 21 criteria because Basing Office personnel did not create or retain the supporting documentation, as required by AFI 33-322.<sup>92</sup>

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<sup>91</sup> (U) The SECAF placed less importance on the three criteria ("Childcare," "Housing Affordability," and "Access to Military/Veteran Support") where we could not determine reasonableness or accuracy of the ranking in the Color Chart.

<sup>92</sup> (U) For 3 of the 11 criteria, we were not able to determine the reasonableness or accuracy of the Basing Office's rankings for the six candidate locations in the Color Chart.

## VI. ~~(CUI)~~ Overall Conclusions

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(U) Overall, we determined that the 2020 Basing Action process directed by the SECDEF complied with Federal Law and DoD policy and that the process was reasonable. Additionally, the Air Force complied with the SECDEF's requirements for the 2020 Basing Action. However, as we discuss below, Basing Office personnel did not fully comply with Air Force records retention requirements contained in AFI 33-322.

(U) Basing Office personnel developed relevant and objective criteria to assess candidate locations in the Self-Nomination Phase, score candidate locations in the Evaluation Phase, and rank the six candidate locations in the Selection Phase. The 4 evaluation factors and 21 associated criteria, which the SECDEF approved, were a reasonable and objective means of assessing, scoring, and ranking the candidate locations for hosting the USSPACECOM HQ. We determined that the SAF/IE and Basing Office personnel also sought input from stakeholders, including USSPACECOM officials. Furthermore, the SAF/IE and Basing Office personnel notified DoD senior officials and Members of Congress or their representatives on the 4 evaluation factors and 21 associated criteria that Basing Office personnel used during each of the three phases of the 2020 Basing Action.

(U) Basing Office personnel accurately assessed whether the candidate locations satisfied the Self-Nomination requirements. Additionally, Basing Office personnel accurately assessed and scored the candidate locations during the Evaluation Phase. However, during our analysis of the Selection Phase, Basing Office personnel could not provide us with all of the documentation used to support their analysis and ranking of candidate locations because they had generally not created or retained it. As a result, we had to conduct an extensive analysis of data for each candidate location briefing and responses to questionnaires as well as the "USSPACECOM HQ Site Visit Report," conduct extensive discussions with Basing Office personnel and SMEs, and research applicable DoD guidance and publicly available data. After extensive analysis, we determined that the rankings for the six candidate locations in 18 of the 21 criteria in the Color Chart were reasonable. However, we could not fully verify the accuracy of the Basing Office's rankings of the six candidate locations in the Color Chart for 11 of the 21 criteria because Basing Office personnel did not create or retain the supporting documentation, as required by AFI 33-322 (see Table 2).

(U) Specifically, regarding the 21 criteria we determined:

- (U) 10 of the 21 criteria were reasonable and accurate because either Basing Office personnel and SMEs generally had the supporting documentation or we were able to verify the information using publicly available data;
- (U) 8 of the 21 criteria were reasonable based on extensive discussions with the Basing Office personnel and SMEs. However, we could not fully verify the accuracy of those rankings due to the lack of supporting documentation; and
- (U) 3 of the 21 criteria we could not determine the reasonableness or accuracy of the ranking because either Basing Office personnel or the SME was not available or there was no supporting documentation. The SECAF placed less importance on these three criteria in selecting the host location for USSPACECOM HQ.

(U) According to the SAF/IEIB, the Basing Office did not retain a record of the analyses they performed or the data they used to determine rankings in a basing action. However, retaining sufficient records of a basing action is required by AFI 33-322 and is important for demonstrating that Basing Office personnel used a transparent process that would earn the confidence of interested parties, including senior DoD officials, Congress, and the public.

~~(CUI)~~ We determined that the January 8, 2021, addition of the “Mission Impacts to FOC” Decision Factor to the Decision Matrix was reasonable. The SAF/IE added the Decision Factor on behalf of the USSPACECOM Commander and it addressed how the USSPACECOM could achieve FOC sooner at a candidate location to meet its stated mission of conducting operations in, from, and to space. [REDACTED]

[REDACTED]

(U) Therefore, the Air Force process for the 2020 Basing Action was reasonable. We were able to verify the reasonableness of the results for 18 of the 21 criteria used in the process, and we were further able to verify the accuracy of the results for 10 of the 18 criteria used in the process. However, we were unable to determine the reasonableness or the accuracy of the results for 3 of the 21 criteria used in the process. As a result, we could not fully verify the accuracy of the rankings of the six candidate locations in the Color Chart, which was the basis for the Decision Matrix. However, we interviewed multiple officials who each provided similar testimonial evidence, which allowed us to determine that the ratings and narrative described in the January 12, 2021 Decision Matrix and the ultimate decision by the SECAF to choose Huntsville, Alabama, as the preferred permanent location to host the USSPACECOM HQ was reasonable.

(U) Finally, we make four recommendations to the SECDEF and the SECAF to address the findings in this report.

## VII. (U) Recommendations, Management Comments, and Our Response

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(U) We provided the Secretary of Defense (SECDEF), the Secretary of the Air Force (SECAF), and the Commander of the United States Space Command (USSPACECOM) a copy of our draft report. The SECDEF and Acting Assistant Secretary of the Air Force for Energy, Installations, and Environment (SAF/IE), responding on behalf of the SECAF, provided comments on our report. The Acting SAF/IE and the USSPACECOM Inspector General, responding on behalf of the USSPACECOM Commander, provided editorial comments. We considered these comments and made appropriate edits to our report. See Appendix E for the SECDEF's comments, Acting SAF/IE comments, and for the Acting SAF/IE's and USSPACECOM Inspector General's editorial comments.

### ***(U) Recommendation 1***

**(U) We recommend that the Secretary of Defense establish policy and procedures for implementing basing actions of a unified combatant command. The policy should include potential internal controls to ensure that basing action decisions are transparent and based on verified data. The policy should direct that a candidate location's ability to achieve "Full Operational Capability" within a specific timeframe or other appropriate measurement be incorporated for all future basing actions.**

### ***(U) Secretary of Defense Comments***

(U) The SECDEF partially agreed and stated that the controls we recommended exist through the incorporation of Military Department policies and procedures, which require transparency and data-based decisions during the basing action process. The SECDEF stated that DoD policy for combatant command basing actions flows from DoDD 5100.03, and that the DoD has an existing practice of relying on the CCSA's Military Department basing policies, procedures, and internal controls. The SECDEF agreed that the DoD would continually assess the effectiveness of the Military Departments basing policies and procedures and will issue additional DoD-wide policy and guidance where necessary and appropriate.



### ***(U) Our Response***

(U) Comments from the SECDEF partially addressed the recommendation; therefore, the recommendation is unresolved and remains open. We agree with the SECDEF that DoDD 5100.03 designates a CCSA for each combatant command and assigns the responsibility to provide administrative and logistical support to the combatant command headquarters.

(U) The SECDEF stated that the DoD has an existing practice of including combatant command basing decisions within the responsibilities of a CCSA and relying on the respective Military Department CCSA to use its own basing policies, procedures, and internal controls for those basing decisions. However, as described in our report, the Air Force was the designated CCSA, but did not exclusively use its standard basing policies and procedures described in AFI 10-503 to complete the USSPACECOM HQ basing action. Instead, the Air Force primarily relied on the SECDEF's guidance to develop and execute the USSPACECOM HQ basing action. DoDD 5100.03 does not require the CCSA to use their own Military Department's policies, procedures, and internal controls. We request that the SECDEF provide additional comments on how the DoD plans to establish a DoD-wide policy to require the designated CCSA to use their own Military Department's policies, procedures, and internal controls in future combatant command basing actions.

### ***(U) Recommendation 2***

**(U) We recommend that the Secretary of Defense direct a review of the concerns expressed by the Vice Chairman of the Joint Chiefs of Staff, the United States Space Force Chief of Space Operations, and the Commander of United States Space Command regarding the "Full Operational Capability" of the United States Space Command discussed in this report.**

### ***(U) Secretary of Defense Comments***

(U) The SECDEF agreed and stated that he would direct the SECAF to conduct a review of the concerns regarding the USSPACECOM FOC, and to take such steps as the SECAF deems appropriate.

### ***(U) Our Response***

(U) Comments from the SECDEF addressed the intent of the recommendation; therefore, this recommendation is resolved but remains open. We will close the recommendation once we verify that the SECAF reviewed the USSPACECOM FOC concerns.

***(U) Recommendation 3***

(U) We recommend that the Secretary of the Air Force issue a memorandum to the Basing Office emphasizing the requirement that Basing Office personnel retain all records of basing actions in accordance with Air Force Instruction 33-322 and make it clear in the memorandum that the Basing Office must maintain all data, documentation, or other records used in ongoing and future basing decisions.

***(U) Acting Assistant Secretary of the Air Force for Energy, Installations, and Environment Comments***

(U) The Acting SAF/IE, responding for the SECAF, agreed and stated that the Air Force will issue a directive emphasizing the requirement to retain records of basing actions in accordance with Air Force policy, as well as conduct recurring oversight to ensure sustained compliance in ongoing and future basing decisions.

***(U) Our Response***

(U) The Acting SAF/IE addressed the intent of the recommendation; therefore, this recommendation is resolved but remains open. We will close the recommendation once we verify that the SECAF has issued the Air Force directive.

***(U) Recommendation 4***

(U) We recommend that the Secretary of the Air Force review the Air Force Basing Office's analysis of the criteria of "Childcare," "Housing Affordability," and "Access to Military/Veteran Support" to verify that the United States Space Command Headquarters basing decision was supported.

***(U) Acting Assistant Secretary of the Air Force for Energy, Installations, and Environment Comments***

(U) The Acting SAF/IE, responding for the SECAF, agreed and stated that prior to finalizing this basing decision, the Air Force will conduct further analysis for the criteria of "Childcare," "Housing Affordability," and "Access to Military/Veteran Support."

***(U) Our Response***

(U) The Acting SAF/IE addressed the intent of the recommendation; therefore, this recommendation is resolved but remains open. We will close the recommendation once we verify the Air Force has completed the additional analysis of "Childcare," "Housing Affordability," and "Access to Military/Veteran Support" criteria.

## VIII. (U) Appendix A

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### (U) Scope and Methodology

(U) We conducted this evaluation from February 2021 through October 2021 in accordance with the “Quality Standards for Inspection and Evaluation,” published in January 2012 by the Council of Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to meet the objectives and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence we obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

(U) This report was reviewed by the DoD Components associated with this oversight project to identify whether any of their reported information, including legacy For Official Use Only information, should be safeguarded and marked in accordance with the DoD Controlled Unclassified Information (CUI) Program. In preparing and marking this report, we considered any comments submitted by the DoD Components about the CUI treatment of their information. If the DoD Components failed to provide any or sufficient comments about the CUI treatment of their information, we marked the report based on our assessment of the available information.

(U) To achieve the objectives of this evaluation, we evaluated the process followed and the data gathered by Basing Office personnel to select Huntsville, Alabama, as the preferred permanent location of the USSPACECOM HQ on January 13, 2021. The Basing Office falls under the SAF/IE.

(U) As stated in our announcement memorandum for this evaluation, our evaluation included the extent to which Basing Office personnel calculated the cost and other scores (which were based on 4 factors and 21 associated criteria) accurately and consistently among the six candidate locations. Overall, we determined that Basing Office personnel accurately and consistently scored the six candidate locations. Based on this determination, we elected not to expand our evaluation of the other 44 candidate locations that Basing Office personnel scored in the Evaluation Phase.

(U) First, we reviewed laws, DoD policies, and Air Force policies to identify authorities and requirements related to basing actions. We also reviewed SECDEF and SECAF direction documented in memorandums that provided direction for the 2020 Basing Action. Then, we met with Basing Office personnel, reviewed publicly available records, and reviewed documentation provided by Basing Office personnel

(U) to understand the process followed for the 2020 Basing Action. Next, we compared the 2020 Basing Action to relevant authorities and requirements and determined whether the 2020 Basing Action complied with these requirements.

(U) Second, we obtained from Basing Office personnel a description of the 4 factors and the 21 associated criteria used in the 2020 Basing Action. Then, we reviewed documents and conducted interviews of Basing Office personnel and USSPACECOM officials to identify what was necessary for the USSPACECOM HQ to operate. We then compared the factors and criteria used to the operational needs of the USSPACECOM HQ. Next, we analyzed the methodology developed by Basing Office personnel for each of the 4 factors and 21 criteria to determine whether the methodology allowed for an impartial assessment. We analyzed the information obtained to determine whether all factors and criteria used for the 2020 Basing Action were relevant and objective.<sup>93</sup>

(U) Third, we gathered and evaluated records retained by Basing Office personnel to score and rank the six candidate locations. Specifically, we obtained and reviewed memorandums signed by DoD senior officials, as well as candidate location self-nomination letters and location and installation questionnaire responses. In addition, we reviewed records from in-person location site visits conducted by the Basing Office SMEs, community virtual visits led by SAF/IE, site plan documents, and the publicly available data used by Basing Office personnel during the 2020 Basing Action. We also interviewed the SMEs responsible for analyzing the data and recommending a score or ranking. Next, we evaluated the scores and ranking to determine whether Basing Office personnel had assigned these correctly and followed the same methodology. We analyzed the information obtained to determine whether Basing Office personnel accurately and consistently scored and ranked the candidate locations.

(U) As previously mentioned, we interviewed personnel involved in the 2020 Basing Action. Specifically, we conducted 34 interviews that included DoD senior officials, Basing Office personnel, and SMEs. DoD senior officials interviewed were the Acting SECDEF, the SECAF, VCJCS, USSPACECOM Commander, the USSF CSO, and the SAF/IE.

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<sup>93</sup> (U) We used pre-decisional documents obtained from the Air Force to reach some conclusions in our report. When possible, we corroborated the information in the pre-decisional documents with testimonial evidence and publicly available data.

**(U) Use of Computer-Processed Data**

(U) We did not use computer-processed data to perform this evaluation.

**(U) Prior Coverage**

(U) During the last 5 years, the Government Accountability Office (GAO) and the DoD Office of Inspector General (OIG) issued two reports discussing DoD basing decisions.

(U) Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/reports>.

**(U) GAO**

(U) Report No. GAO-18-231, “DoD Should Address Challenges with Communication and Mission Changes to Improve Future Base Realignment and Closure Rounds,” March 30, 2018

(U) The GAO determined that the DoD Components generally did not measure the achievement of goals-reducing excess infrastructure, transforming the military, and promoting joint activities among the military departments for the 2005 Base Realignment and Closure (BRAC) round.

**(U) DoD OIG**

(U) Report No. DODIG-2018-003, “Report of Investigation on Allegations Related to the Department of Defense’s Decision to Relocate a Joint Intelligence Analysis Complex,” October 30, 2017

(U) The DoD OIG determined that DoD officials provided partially inaccurate information to Congress. However, none of the inaccuracies were intentional, nor would they have changed the decision, based on cost comparisons to relocate a Joint Intelligence Analysis Complex at Royal Air Force Station, United Kingdom.

# IX. (CUI) Appendix B

## (CUI) DoD Action Memorandum to the SECAF

~~CUI~~

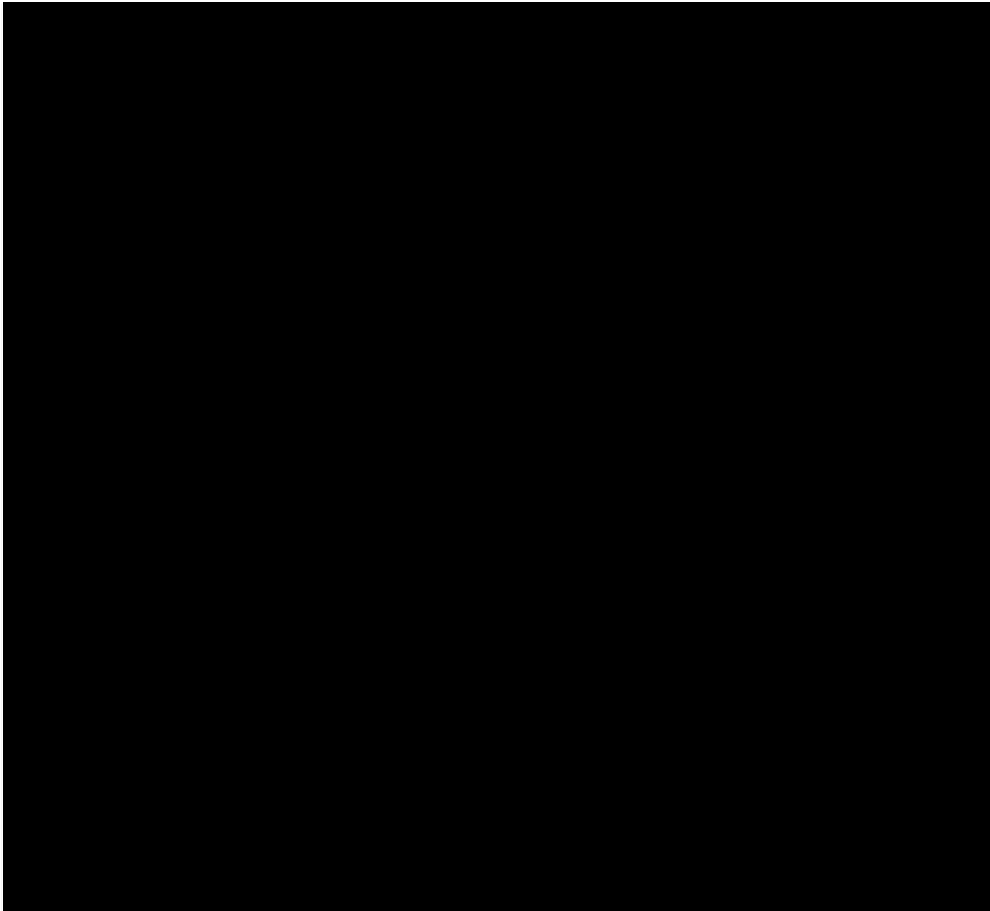
ACTION MEMO

JAN 12 2021

FOR: Secretary of the Air Force

FROM: Assistant Secretary of the Air Force for Installations, Environment, and Energy

SUBJECT: USSPACECOM HQs Basing Action – Recommend Approving a Preferred Location and Reasonable Alternative Locations and Engagement Strategy



Approve  Disapprove  Other  Comments \_\_\_\_\_

*Sam Baum*  
Attachments: Decision Support Matrix

**EXEMPT FROM MANDATORY DISCLOSURE under the FOIA. Exemption 5, deliberative process applies. Further distribution is prohibited without the approval of the Air Force Strategic Basing Office, SAF/IEIB, (703) 692-1476.**

Controlled by: SAF/IE  
CUI Category: Various  
Limited Dissemination Control: FEDCON  
[Redacted]

CUI

# (CUI) DoD Action Memorandum to the SECAF (cont'd)

Controlled-Unclassified Information (CUI)

Decision Factors	Rating Pros (+) Cons (-) Baseline (0)	Assessment
<p><b>Mission:</b> The two most important criteria used to determine a permanent location for USSPACECOM HQ are the availability of a qualified workforce and proximity to mutually supporting space entities. The other mission-related factors assessed were emergency response capabilities and support of mission related travel.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Infrastructure Capacity:</b> While these essential mission support factors are less important than the mission factors, these criteria assess each site's ability to accommodate the USSPACECOM HQ building, accessibility, parking, AT/FP, military housing, medical support, childcare, resiliency and redundancy of communications and energy. The most important of these criteria is the ability to accommodate the HQs building to include critical communications and ATPP infrastructure.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Community Support:</b> This factor is essential to recruiting and retaining a highly skilled and experienced workforce. It compares each location's impact on the lives of assigned personnel and their families by measuring the quality of schools (including school choice provisions and public school alternatives), professional licensure portability, cost of living, availability of affordable quality housing, and access to military and veteran support programs. The most impactful areas measured here include the quality of schools and the location's overall employment opportunities for military spouses.</p>	AL CO FL NE NM TX	[REDACTED]

Pre-decisional Not for Public Dissemination  
EXEMPT FROM MANDATORY DISCLOSURE under the FOIA.  
Exemption 5, deliberative process applies.  
Further distribution is prohibited without the approval of the  
Air Force Strategic Basing Office, SAF/IEIB, (703) 692-1476.

Controlled by: USAF  
 Controlled by: SAF/IE  
 CUI Category: Various  
 Distribution/Dissemination Control: FEDCON

Controlled-Unclassified Information (CUI)

Controlled-Unclassified Information (CUI)

<p><b>Costs to DoD:</b> This is an estimate of one-time costs for constructing the USSPACECOM HQ building, parking, and required capacity increases. Additionally, the reoccurring costs for the assigned personnel's basic allowance for housing and area locality pay were considered. Any community partnering efforts or proposed contributions were considered. The largest one-time cost drivers here were the cost to build/renovate/lease a HQs facility and the long-term cost of living factors.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Mission Impacts to Full Operational Capability (FOC):</b> Combatant Commander's assessment of the mission impacts due to the time required for each proposed location to reach full operational capability.</p>	AL CO FL NE NM TX	[REDACTED]
<p><b>Summary:</b> The numerical values in this section for each location summarizes the net "pros" and "cons" for each location. This assessment supports the selection of Huntsville as the preferred location and the other locations as reasonable alternatives.</p>	AL CO FL NE NM TX	[REDACTED]

Pre-decisional Not for Public Dissemination  
EXEMPT FROM MANDATORY DISCLOSURE under the FOIA.  
Exemption 5, deliberative process applies.  
Further distribution is prohibited without the approval of the  
Air Force Strategic Basing Office, SAF/IEIB, (703) 692-1476.

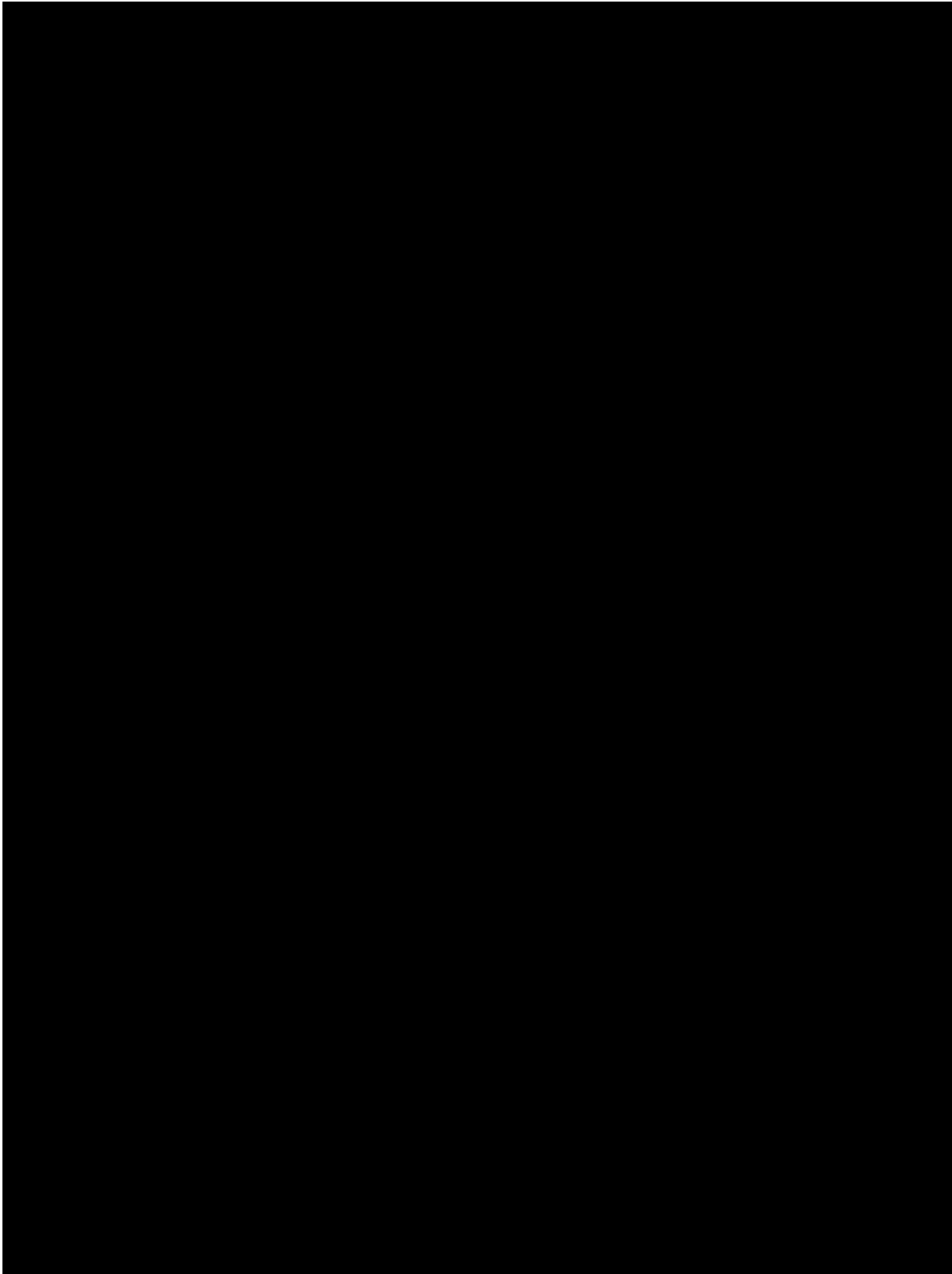
Controlled by: USAF  
 Controlled by: SAF/IE  
 CUI Category: Various  
 Distribution/Dissemination Control: FEDCON

Controlled-Unclassified Information (CUI)

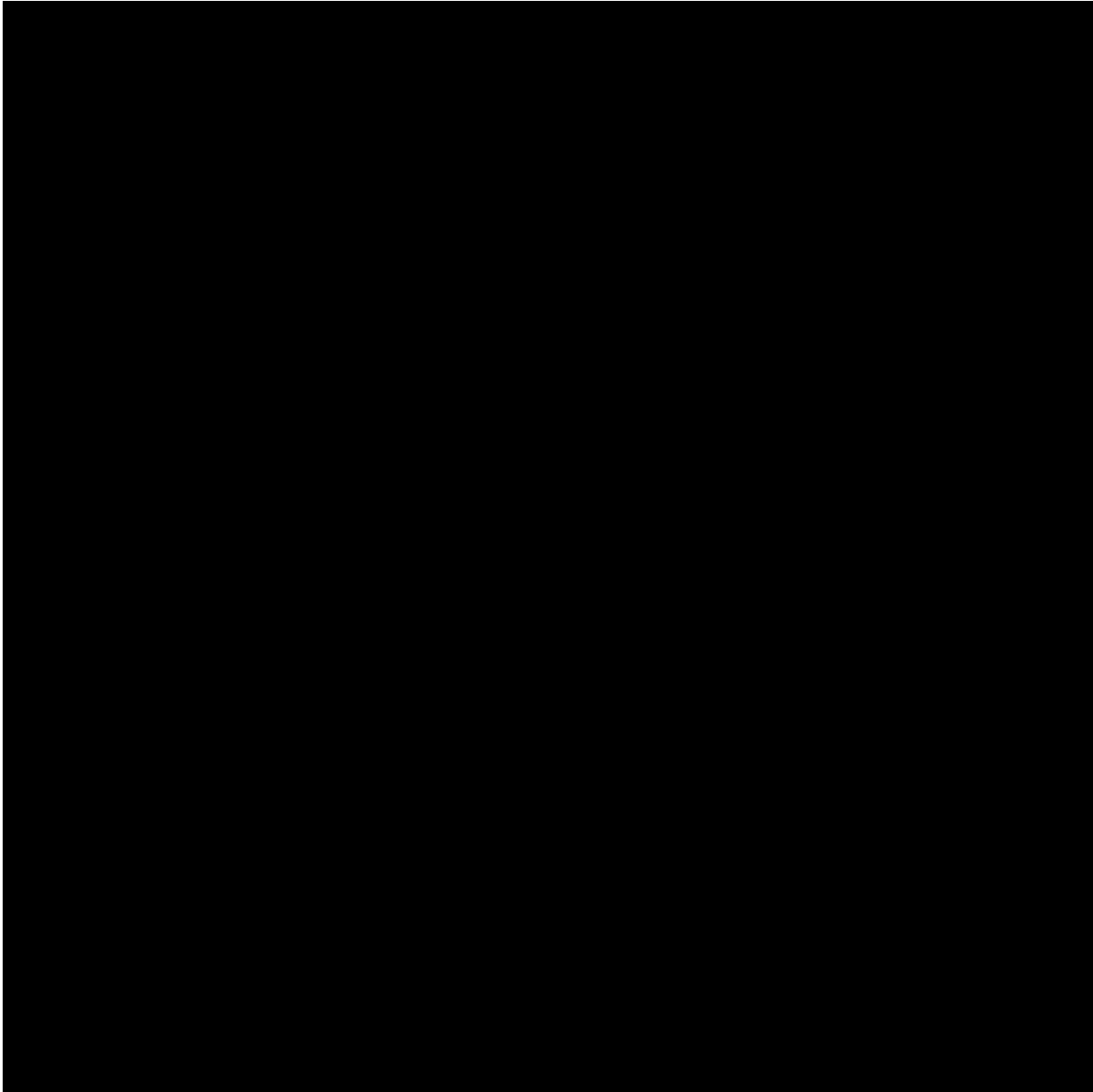
## X. ~~(CUI)~~ Appendix C

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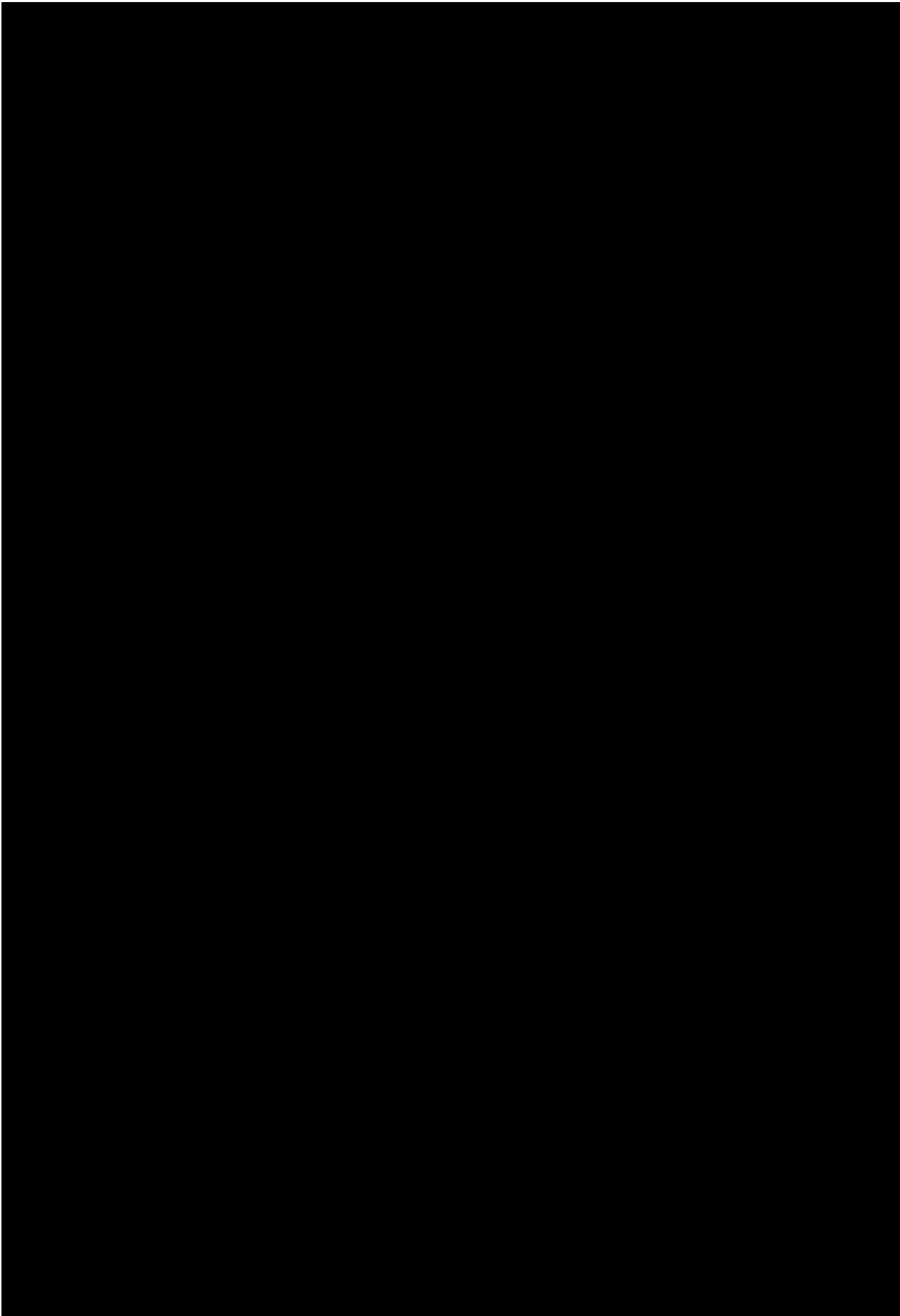
### (U) Self-Nomination Phase Results







(U) Source: The Basing Office.



## XII. (U) Appendix E

### (U) Management Comments, Secretary of Defense

(U) The SECDEF partially agreed with Recommendation 1 and agreed with Recommendation 2.



SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

MAY - 4 2022

MEMORANDUM FOR INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE

SUBJECT: Response to Project No. D2021-DEV0SO-0099.000, "Evaluation of the Air Force Selection Process for the Permanent Location of the U.S. Space Command Headquarters"

As requested, I am providing responses to the general content and recommendations contained in the subject report.

**Recommendation 1:**

We recommend that the Secretary of Defense establish policy and procedures for implementing basing actions of a unified combatant command. The policy should include potential internal controls to ensure that basing action decisions are transparent and based on verified data. The policy should direct that a candidate location's ability to achieve "Full Operational Capability" within a specific timeframe or other appropriate measurement be incorporated for all future basing actions.

**Response:**

I concur in part with this recommendation. Although the draft Department of Defense Inspector General (DoDIG) report states that "the DoD does not have a Department-wide policy for combatant command basing actions," see Draft DoDIG Report at 34, Department of Defense's (DoD) policy for Combatant Command (COCOM) basing actions flows from DoD Directive (DoDD) 5100.03, "Support of the Headquarters of Combatant and Subordinate Unified Commands." DoDD 5100.03 assigns a Military Department (MilDep) to act as the Combatant Command Support Agent (CCSA) for each COCOM. The CCSA is responsible for, among other things, the administrative and logistical support of the COCOM headquarters, and the details of the CCSA responsibilities, functions, and authorities are "prescribed at the time of assignment or in keeping with existing agreements and practices." See DoDD 5100.03, Enclosure 3. DoD has an existing practice of including COCOM basing decisions within the responsibilities of a CCSA and relying on the respective MilDep CCSA to use its own basing policies, procedures, and internal controls for those basing decisions.

In advance of the 2019 U.S. Space Command (USSPACECOM) basing decision, the Deputy Secretary of Defense assigned the Air Force as the interim CCSA for USSPACECOM. Thus, consistent with DoDD 5100.03, the Air Force was responsible for executing this basing action, using its existing basing decision-making process. As acknowledged on pages 4-5 of the Draft DoDIG report, the Air Force conducted the 2019 basing decision pursuant to the Air Force Strategic Basing Process outlined in Air Force Instruction (AFI) 10-503.

## (U) Management Comments, Secretary of Defense (cont'd)

As to the IG Report's recommendation that DoD issue a COCOM basing policy that includes internal controls for transparency and data verification, we note that those controls already exist through the CCSA's incorporation of existing MilDep's policies and procedures, which require transparency and data-based decisions during the basing process. See, e.g. Army Regulation (AR) 5-10, "Stationing," at 11-13 (providing, inter alia, guidelines for standardization of documentation, databases, and information systems); Air Force Instruction (AFI) 10-503, "Strategic Basing," at 11-14 (requiring the creation and validation of basing criteria for a given basing action and the evaluation of candidate locations, based on that validated criteria, over the course of the decisional process). As to the draft report's recommendation that DoD's COCOM basing decisions specifically consider "a candidate location's ability to achieve 'Full Operational Capability' within a specific timeframe or other appropriate measurement," we note that the MilDep's basing policies and processes, by design, provide operational flexibility, allowing decision-makers to determine what specific factors are relevant to the particular basing action. This flexibility allows for fact and scenario-based determinations of the relative importance of the various criteria, including criteria for when a designated candidate location will reach full operational capability (FOC).

Notwithstanding our disagreement with certain findings in the draft DoDIG report about the absence of DoD policies and internal controls for COCOM basing decisions, we agree that DoD should continually assess and confirm the effectiveness of its internal controls to ensure transparency and analytic integrity. Because DoD is relying on the MilDeps to use their own policies and procedures to implement COCOM basing decisions, DoD will continually assess the effectiveness of those MilDep basing policies and procedures and, where necessary and appropriate, will issue additional DoD-wide policy and guidance.

### **Recommendation 2:**

We recommend the Secretary of Defense direct a review of the concerns expressed by the Vice Chairman of the Joint Chiefs of Staff, the United States Space Force Chief of Space Operations, and the United States Space Command Commander regarding the "Full Operational Capability" of the United States Space Command discussed in this report.

### **Response:**

I concur with this recommendation. As noted above, the Secretary of the Air Force, as the interim CCSA for USSPACECOM, is responsible for selecting a permanent location for USSPACECOM HQ. I will direct the Secretary of the Air Force to conduct a review of the concerns regarding the FOC of USSPACECOM and to take such steps as he deems appropriate.

Please contact [REDACTED]



# (CUI) Management Comments, Department of the Air Force

(U) The Acting SAF/IE, responding for the SECAF, agreed with Recommendations 3 and 4 and provided editorial comments for our report. We considered those comments and made the appropriate edits to our report.



DEPARTMENT OF THE AIR FORCE  
WASHINGTON, DC 20330-1665

OFFICE OF THE ASSISTANT SECRETARY

April 20, 2022

MEMORANDUM FOR DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL

FROM: SAF/IE  
1665 Air Force Pentagon  
Washington, DC 20330-1665

SUBJECT: Department of the Air Force Response to DoD Office of Inspector General Draft Report, *“Evaluation of the Air Force Selection Process for the Permanent Location of the U.S. Space Command Headquarters”*  
(Project No. D2021-DEV0SO-0099.000)

1. Please consider this to be the Department of the Air Force (DAF) response to the subject draft report. I appreciate the thorough and thoughtful evaluation conducted by your DoD OIG team, and note your draft conclusion that the 2020 Basing Action process “complied with Federal Law and DoD policy.”

2. In response to the specific recommendations in the draft report:

a. Recommendations 1 and 2 are for Secretary of Defense consideration and possible action. The DAF defers to the Secretary or his staff to address these two recommendations.

b. Recommendation 3: the draft report recommends that the Secretary of the Air Force issue a memorandum to the DAF Basing Office emphasizing the requirement to retain records of basing actions in accordance with DAF policy. We concur with the recommendation, and will both issue a directive, as well as conduct recurring oversight to ensure sustained compliance in ongoing and future basing decisions.

c. Recommendation 4: the draft report recommends that the Secretary of the Air Force review the Basing Office’s analysis of the criteria of “Childcare,” “Housing Affordability,” and “Access to Military/Veteran Support” to verify the United States Space Command Headquarters basing decision was supported. We concur with the recommendation, and will conduct further analysis prior to finalizing the United States Space Command Headquarters basing decision.

3. The SAF/IE point of contact is [REDACTED] or via email at [REDACTED]

EDWIN H. OSHIBA, SES, DAF  
Acting Assistant Secretary of the Air Force  
Energy, Installations and Environment

Attachment:  
(CUI) DD Form 818 CRM

# (CUI) Management Comments, Department of the Air Force (cont'd)

UNCLASSIFIED//~~CUI~~  
DoD ISSUANCE COORDINATION RESPONSE

## COMPONENT COORDINATOR RESPONSE

April 20, 2022

**SUBJECT:** Response To “Draft Report: Evaluation of the Air Force Selection Process for the Permanent Location of the U.S. Space Command Headquarters” (Project No. D2021-DEVOSO-0099.000)

On behalf of my Component, my formal response is: Concur with comment. Below are comments for your consideration.

My point of contact for this action is [REDACTED], who can be reached at [REDACTED] or e-mail [REDACTED]

4/20/2022

X EDWIN H. OSHIBA

Double-click the 'X' to insert a digital signature or print and sign a hard copy.

Signed by: OSHIBA,EDWIN.H [REDACTED]

**Coordinating Official's Name:** Mr. Edwin H. Oshiba

**Coordinating Official's Position Title:** Acting Assistant Secretary of the Air Force for Energy, Installations, and Environment (SAF/IE)

**Coordinating Official's Component:** Department of the Air Force

DD FORM 818, AUG 2016

UNCLASSIFIED//~~CUI~~

## (CUI) Management Comments, Department of the Air Force (cont'd)

UNCLASSIFIED// <del>CUI</del>						
DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	1	many	many	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The deliberative process to determine the permanent location for USSPACECOM HQ is still ongoing and the Secretary of the Air Force (SecAF) has not made a Final Decision. As part of this process, Huntsville, Alabama, was selected as the "Preferred Location" as documented in the Action Memo (RFI 1 Item 18 Tab 1). Using the term "Permanent Location" is incorrect and will cause confusion in the future when the permanent location is announced following the final decision. For this reason, the Air Force has been careful not to use these terms interchangeably (<a href="https://www.af.mil/News/Article-Display/Article/2471163/secaf-selects-huntsville-alabama-as-preferred-location-to-host-usspacecom/">https://www.af.mil/News/Article-Display/Article/2471163/secaf-selects-huntsville-alabama-as-preferred-location-to-host-usspacecom/</a>).</p> <p><b>Coordinator Recommended Change:</b> Please use the term "Preferred Location" and phrase "the Preferred Location to host USSPACECOM HQ" instead of "Permanent Location" throughout the report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

DD FORM 818, AUG 2016

UNCLASSIFIED//~~CUI~~

2

UNCLASSIFIED// <del>CUI</del>						
DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	2	many	many	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – Throughout the process, the Air Force has been careful to ensure all communications with the public and Congress used the approved nomenclature: "Self-Nominated Communities" for the Nomination Phase, "Nominees" for the Evaluation Phase, "Candidates" for the Selection Phase, and "Preferred Location" and "Reasonable Alternatives" following the 12 Jan 21 SecAF decision.</p> <p><b>Coordinator Recommended Change:</b> Please synchronize use of the approved process nomenclature throughout the report, to ensure there is no confusion when the public and Congress read published versions of this report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>
U	3	many	many	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – Traditionally, the Chief of Staff of the Air Force is abbreviated as (CSAF) not as "COS of the Air Force." Not using this abbreviation can cause confusion that is exacerbated by the recent addition of the abbreviation for Chief of Space Operations (CSO).</p> <p><b>Coordinator Recommended Change:</b> Please abbreviate Chief of Staff of the Air Force as "CSAF" throughout the report, to ensure there is no confusion when the public and Congress read published versions of this report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

DD FORM 818, AUG 2016

UNCLASSIFIED//~~CUI~~

3

## (CUI) Management Comments, Department of the Air Force (cont'd)

UNCLASSIFIED// <del>CUI</del>						
DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	4	many	many	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The public affairs office for the Headquarters of the Air Force is named the "Secretary of the Air Force Public Affairs Office" and is not known or referred to as the "Air Force Intergovernmental Affairs Office." Since there is no Air Force Intergovernmental Affairs Office, the use of this term may cause confusion and undermine the validity of the report.</p> <p><b>Coordinator Recommended Change:</b> Please use "Secretary of the Air Force Public Affairs Office" in place of "Air Force Intergovernmental Affairs Office" throughout the report, to ensure there is no confusion when the public and Congress read published versions of this report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	5	many	many	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The SecAF approved Peterson AFB to serve as the "provisional location" for USSPACECOM until a new headquarters facility is constructed at the permanent location yet to be determined (RFI 1 Item 1 Tab 1k). Use of the term "interim location" is not correct and may cause confusion when the correct terms "provisional location" and "Interim Combatant Command Support Agent" are used elsewhere in the report.</p> <p><b>Coordinator Recommended Change:</b> Please use "provisional location" in place of "interim location" throughout the report, to ensure there is no confusion when the public and Congress read published versions of this report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

DD FORM 818, AUG 2016

UNCLASSIFIED//~~CUI~~

4

UNCLASSIFIED// <del>CUI</del>						
DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	7	7	F1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Figure 1 has a known typographical error as originally provided by the Basing Office. Correcting the figure will increase accuracy of the report and ensure the information matches records maintained by Congress.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "<del>June 21-27, May 20-27, 2020</del> – Congressional notification via series of WebEx meetings"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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# (CUI) Management Comments, Department of the Air Force (cont'd)

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	9	9	3-4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Need to ensure consistency when listing the criteria to prevent implied meaning or confusion. If using bullet format please match the format in Figure 2 on page 10 of this report. Factors "Community" and "Costs to the DOD" need to have each criteria broken out with bullets to match the way criteria in the factors "Mission" and "Capacity" are presented.</p> <p><b>Coordinator Recommended Change:</b> Please use the same bullet format to breakout each criteria in all of the Factors to ensure there is no confusion if the public and Congress receive published versions of this report.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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UNCLASSIFIED// <del>CUI</del>						
DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	10	9	6	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The proposed change better captures the process used by SAF/IE when assigning points. This process also included tacit SECDEF approval when the point values were presented to him on April 27, 2020 and no changes were directed. (RFI 15 Item 2 Tab 1 and Tab 2)</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Following consultation with SECAF, the USSPACECOM commander, and other senior leaders, the SAF/IE established point values for each evaluation factor and its associated criteria."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	11	10	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The Evaluation Phase Package (RFI 1 Item 1 Tab 1p, Tab 1q, &amp; Tab 1r) contained a letter from SAF/IE to "Nominated Communities," a community questionnaire, and instructions. This information is publicly available.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "On July 23, 2020, the Basing Office personnel sent a SAF/IE letter, information brochure, and location questionnaire to the 50 nominated candidate locations that met the requirements for the Self-Nomination Phase.<sup>14</sup> The Basing Office SAF/IE letter..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	12	11	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Typographical error.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...SECAF with a list of the 15 candidate locations that the scored highest out of the 50 <del>Nominees-candidate locations.</del>"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	13	12	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The interactions being described were dialogs between the Basing Office Operations Branch Chief and the USSPACECOM COS that took place over several days in an iterative process captured by written correspondence (RFI 25 Tab 2). During each of the dialogs referenced in the draft DoD IG report, the communications included time for the USSPACECOM COS to present materials and gain approval from CDR USSPACECOM. Likewise, the Basing Office Operations Branch Chief was able to present materials and gain approval from SAF/IE.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Before the start of the Selection Phase, the Basing Office Operations Branch Chief coordinated with the USSPACECOM Deputy Chief of Staff (COS) <del>three times through several iterative dialogs that allowed each to gain concurrence from their leadership chain (on October 23-26, October 27-29, and November 5-6, and November 12-13, 2020)</del> to ensure..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	14	13	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Typographical error, sentence is repeated twice.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Specifically, the Basing Office personnel revised the requirements for the "Available Qualified Workforce" and the "Proximity of Mutually Supporting Space Entities" criteria to allow for the commander's assessment of military and space expertise. <del>Specifically, the Basing Office personnel revised the requirements for the "Available Qualified Workforce" and the "Proximity of Mutually Supporting Space Entities" criteria to allow for the commander's assessment of military and space expertise.</del>"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	15	13	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – During the Selection Phase, the diverse multi-disciplinary team of SMEs, from several organizations, was used to analyze the criteria (RFI 1 Item 9 Tab 1).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "A team of SMEs from the Basing Office, <del>the Air Force Services Directorate, the Air Force Civil Engineer Center (AFCEC), the Air Force Installation and Mission Support Center (IMSC), and USSPACECOM HQ, and the Air Force</del> used the 4 evaluation factors and 21 associated criteria..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	16	13	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The Selection Phase results briefing was complete at 0600L on the morning of January 7, 2021 (RFI 24 Tab 2, pages 660 - 669). The "Color Chart" is one slide in the Selection Phase results briefing.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The Basing Office personnel documented the analysis in the "Selection Phase Results Briefing" which contained their rankings for the six candidate locations for each of the 4 evaluation factors and 21 associated criteria in a document referred to as the Color Chart (Figure 4)."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>
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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	17	13	F19	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – In the traditional DAF basing process, the term "Watermelon Chart" describes the document that establishes the boundaries used to apply three color codes to each criteria. For this reason, each criteria on the "watermelon" chart has a uniform green, yellow, and red column that looks like a slice of watermelon (RFI 24 Tab 2 Pages 4 – 8). However, when the color codes are applied to the criteria for each location they form the "Chicklet Chart" because the blocks of color are generally not uniform and appear like randomly scattered pieces of chewing gum. The "Chicklet Chart" is analogous to the "Color Chart" found on page 13 of the DoD IG draft report.</p> <p><b>Coordinator Recommended Change:</b> Please change by replacing all references to "Watermelon Chart" with "Chicklet Chart."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>
U	18	15	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The names of the Factors are sometimes shortened on internal documents which might cause confusion. This should be corrected to ensure the factors can be linked to other references in the DoD IG draft report and the materials released to the public.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "2. (Infrastructure) Capacity: eight criteria;"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>
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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	19	15	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The names of the Factors are sometimes shortened on internal documents which might cause confusion. This should be corrected to ensure the factors can be linked to other references in the DoD IG draft report and the materials released to the public.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "3. Community (<u>Support</u>): five criteria; and;"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF,</p> <p>[REDACTED]</p>

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	20	15	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – Initially, candidate locations were assigned a color code based on their binning in to thirds (top third, middle third, bottom third). Later, greater fidelity was requested and candidate locations in the same color coded bin were compared against each other to establish a numeric hierarchy. This process can be seen under development and in application by reviewing the series of USSPACECOM HQ update briefings (RFI 24 Tab 2).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "First, the Basing Office personnel assigned a color code the numbers 1 through 6 to each candidate location in the Color Chart based on its ranking by thirds. The Basing Office personnel then refined the rankings by assigning the numbers 1 or 2 to the first and second highest ranked candidate locations and identified the candidate locations with the color blue in the Color Chart. The Basing Office personnel assigned the numbers 3 or 4 to the third and fourth ranked candidate locations and identified the candidate locations with the color green in the Color Chart. Finally, the Basing Office personnel assigned the numbers 5 or 6 to the fifth and sixth ranked candidate locations and identified the candidate locations with the color yellow in the Color Chart."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF,</p> <p>[REDACTED]</p>

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	21	15	F21	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – Explanation: The 0600L January 7, 2021 "Selection Phase Results" briefing has a series of bar charts (RFI 24 Tab 2 page 667) that display a graphical hierarchy by summing points applied to the rankings of the criteria shown on the "Color Chart" (RFI 24 Tab 2 page 665). The one time and recurring costs are placed above the bar charts to support cost comparisons.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: (delete Footnote 21) "<del>21 We could not determine how the Color Chart translated into the recommended rankings for the six candidate locations.</del>"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

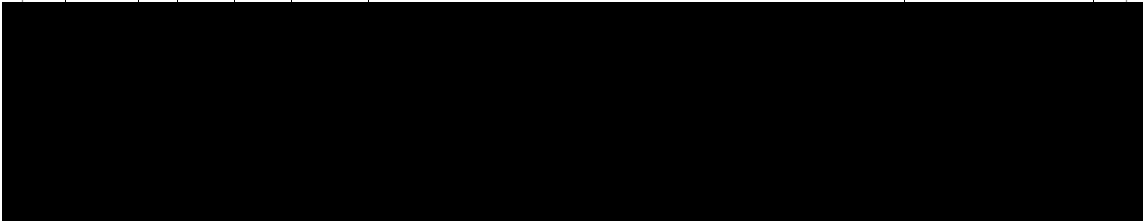
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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	22	16	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – Despite the proposed reduction for personnel, the Building 1 renovation cost estimate included the addition of 200,000 square feet in order to provide space for the reduced personnel requirements. USSPACECOM was to be reduced to 1000 personnel and SpOC was to be reduced to 500 personnel (RFI 11 Tab 2 page 13/58 "COA Analysis:1,2,3").</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "that a building renovation/expansion on Peterson AFB, Colorado, would be sufficient for the USSPACECOM HQ if the "<u>Available Qualified Workforce</u>" personnel requirement for USSPACECOM HQ and the Space Operations Command (SpOC) were decreased. <u>The SpOC was the occupant of the building considered for renovation.</u>"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	23	16	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – The context of the basing office Building 1 renovation cost estimate is important. The cost estimate was only provided after SAF/IEI and the Deputy SAF/IEIB stated their objections in writing (RFI 13 Tab 2, page 65/209).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...personnel requirement decreased. However, the Basing Office and SAF/IEI informed SAF/IE that they could not substantiate the validity of the reduction in personnel, the cost estimate was a best case scenario, and Colorado Springs had not submitted the building renovation proposal. In addition, using the reduced requirements only for Peterson AFB could call into question the objectivity of the analysis because other communities were not being given the same opportunity to revise their proposals. Nonetheless, at SAF/IE's direction, the basing office personnel computed..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>



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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	25	16	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The ability to hire and retain permanent employees was linked to the reutilization of displaced DAF Civilian employees from the proposed SpOC reductions and the hiring of retiring military personnel with space experience (RFI 11 Tab 2, page 13/58 "COA Analysis: 4").</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...including the ability to hire and retain permanent civilian employees from the proposed SpOC workforce reductions and retiring military personnel, which would accelerate the date of Full Operational Capability (FOC), eliminate..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	26	18	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – The Building 1 renovation proposed by CSO is located within 50 feet of USNORTHCOM HQ and the new facility proposed by Colorado Springs is within 1000 feet of USNORTHCOM HQ (RFI 7 Item 4 Tab 5 page 17/28). This proximity is a substantial difference from simply being located in the same city. A description of this proximity is important to ensure appropriate understanding when the public and Congress read published versions of this report.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The Acting SECDEF made this recommendation because the U.S. Northern Command HQ is located in Colorado Springs, Colorado and he did not feel that two unified combatant command HQs should be co-located." (Add a new footnote: "<u>The proposed location for USSPACECOM HQ would be within 1,000 feet of the USNORTHCOM headquarters.</u>")</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	27	24	6	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – On the early morning (0600L) of January 7, 2021 the Selection Phase Results briefing was complete and later shown to CSO and other senior leaders as part of the DAF/OSD staffing process (RFI 24 Tab 2, pages 660 - 669). The "Color Chart" is one slide in the Selection Phase results briefing.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The Basing Office personnel complete the Selection Phase Results briefing which included the Color Chart."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	28	26	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – The basing actions used to determine the permanent location of USSPACECOM HQ are nested within the National Environmental Policy Act. For this reason, it should be listed under "A. Federal Law."</p> <p><b>Coordinator Recommended Change:</b> Please insert: "<u>National Environmental Policy Act (NEPA)</u>. NEPA applies to all major federal actions which have the potential to significantly affect the environment, and this basing action is such an action. The AF's basing process is nested within NEPA. NEPA requires that agencies create an administrative record documenting their rationale for decision-making and makes those decisions reviewable; the decisions will be supported so long as they are not arbitrary and capricious standard. NEPA and the implementing regulations promulgated by the White House Council on Environmental Quality, along with the revised basing process, provide the appropriate standard of review in this instance."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	29	31	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – On April 15, 2019 the Deputy SECDEF signed a memorandum designating SECAF as the <u>Interim</u> Combatant Command Support Agent for USSPACECOM, in accordance with DoDD 5100.03, "Support of the Headquarters of Combatant and Subordinate Unified Commands" (RFI 1 Item 1 Tab 1e).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...the <u>Deputy SECDEF, on behalf of the SECDEF,</u> appointed the SECAF as the <u>Interim</u> Combatant Command Support Agent for the USSPACECOM..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	30	39	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The letter was posted on the Air Force Portal not a USSF website the location is: <a href="https://www.af.mil/Portals/1/documents/Space%20Force/Nomination%20Document.pdf?ver=2020-05-15-143723-147">https://www.af.mil/Portals/1/documents/Space%20Force/Nomination%20Document.pdf?ver=2020-05-15-143723-147</a></p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "In addition, on May 15, 2020, the Air Force posted a letter on the <u>USAF Air Force Portal (a public website)</u> from the SAF/IE to the state Governors"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	31	39	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Typographical error.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "We interviewed the SECAF, the SAF/IE, and the <del>SAF/IEP</del> SAF/IEIB and asked them how they ensured that the Self-Nomination Phase requirements"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	32	40	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – SAF/IEIB provided a Portable Digital File (PDF) of the self-nomination tracking spreadsheet and applicable documentation, please do not use the team "workbook" as that carries an implied meaning that could cause confusion when the public and Congress read published versions of this report.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "We reviewed the "<del>workbook</del>" documents provided by the Basing Office personnel that documented the results of their assessment for each candidate location that..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	33	40	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – SAF/IEIB provided documentation of at least 4 engagements between SAF/IEI and members of congress. This information is already included in the draft DoD IG report on page 44, para 3.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...the SECAF and the SAF/IEI held conversations and at least <u>four</u> virtual meetings with various Members of Congress between May 15 and June 27, 2020, to discuss the 2020 Basing Action process."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	34	41	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – SAF/IEIB worked with JFSCC DJ3/5/7, later called AFSPACE/USSF basing office (Mr. Marcus Carter) while revising the January 21, 2020 basing criteria to develop the specific requirements contained in the 4 factors and 21 associated criteria.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "In March and April 2020, the Basing Office personnel, <u>working with USSPACECOM representatives</u>, developed 4 evaluation factors and 21 associated criteria for the Evaluation Phase."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	35	41	B1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021, at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...input from the following sources: <del>the FY 2021 NDAA,</del> the SECDEF's February 11, 2020 memorandum..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	36	41	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021, at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "<del>Specifically, the FY 2021 NDAA required that matters affecting the local community, such as family support activities, should be a factor in deciding to locate a major headquarters. Additionally,</del> the SECDEF's February 11, 2020 memorandum..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	37	41	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – SAF/IE worked in coordination with the USSPACECOM Commander and other senior leaders when establishing the point values for the factors and their criteria. As stated in Footnote 31 of the DoD IG draft report, the SECDEF provided verbal approval of April 27, 2020 memorandum (which contained the point values).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "the SAF/IE, in consultation with the USSPACECOM commander and other senior leaders, established point values..." and "Specifically, the SAF/IE assigned a point value to each of the criterion based on his determination of its importance based on a determination of its importance as agreed to by the senior leaders involved."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	38	41	F53	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The statement should be re-phrased to capture the understanding that the requirement can be supported by a civilian airport (not that a civilian airport is the requirement).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Basing Office Operations Branch Chief stated that in most cases, this <del>is and can be</del> requirement can be supported by a civilian airport."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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# (CUI) Management Comments, Department of the Air Force (cont'd)

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	39	43	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021 at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "We determined that the "Support Available to Military Families–Quality of Schools" criterion was relevant and objective to the 2020 Basing Action because the FY 2021 NDAA and the SECDEF's February 11, 2020 memorandum required consideration of this criterion in the 2020 Basing Action."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	40	43	F56	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021 at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "On January 1, 2021, the FY 2021 NDAA determined that "licensure portability," "housing," and "health care" were required considerations for basing actions. Nearest Installation Support – Childcare," "Nearest Installation Support – Military Housing," and "Nearest Installation Support – Transportation," were required elements of the 2020 Basing Action."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	41	43	F57	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021, at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "On January 1, 2021, the FY 2021 NDAA required that "licensure portability," "housing," and "health care" were required considerations for basing actions. Support Available to Military Families – Quality of Schools," "Support Available to Military Families – Professional Licensure Portability," "Housing Affordability," "Cost of Living," and "Access to Military/Veteran Support" were required included as criteria of the 2020 Basing Action."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	42	44	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – While using the same framework and publically available data as the Department of the Air Force "Support of Military Families" Assessment results, the "Support Available to Military Families-Quality of Schools" results sheets only include data from the 50 nominated locations (not all DAF installations).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "developed for it by the SAF/IE used publicly available data published in the Department of the Air Force Support of Military Families Assessment results by the Department of Education and applied the Support of Military Families Assessment framework which is publicly available on the us.af.mil website." If change accepted, Footnote 58 should be deleted.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	43	45	5	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The "Support Available to Military Families" results sheets only include data from the 50 nominated locations (not all DAF installations). Therefore, it is important to differentiate the information from the "Support of Military Families" results sheets which similar in appearance and publicly available on the us.af.mil website.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Available Qualified Workforce, Support of Available to Military Families (includes Quality of Schools and Professional Licensure Portability), Cost of Living..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	44	49	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Typographical error.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "... the SECDEF approved the selection of the top six scoring six top-scoring candidate locations"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	45	49	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The FY21 NDAA assessment requirements were not used to develop the criteria for the USSPACECOM HQ basing action. The FY21 NDAA was not passed until January 1, 2021, at the end of the selection phase.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: We determined that the development and implementation of the criteria in the Evaluation Phase met the requirements of the FY 2021 NDAA signed on January 1, 2021; the SECDEF's February 11, 2020 memorandum..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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# (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	46	56	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – During the Selection Phase, candidate locations were placed into bins by thirds. Later, greater fidelity was requested and candidates were compared inside the bins to provide a hierarchical ranking.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "<del>The first and second highest ranked candidate locations were considered to be in the top third ranking, identified in blue. Additionally, the third and fourth ranked candidate locations were considered to be in the middle third, identified in green. Finally, the fifth and sixth ranked candidate locations were considered to be in the bottom third, identified in yellow.</del> The candidate locations were assigned colors of blue, green, or yellow, based on whether they were in the top third, middle third, or bottom third, respectively.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>
U	47	56	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Administrative</u> – Typographical error.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Basing Office personnel completed its analysis of the six candidate locations..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	48	56	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – During the Selection Phase, candidate locations were placed into bins by thirds. Later, greater fidelity was requested and candidates were compared inside the bins to provide a hierarchical ranking.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The Color Chart documented the Basing Office personnel's <u>rankings</u> categorizations of the six candidate locations by thirds. The Basing Office personnel <del>ranked</del> categorized each of the six candidate..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	<p>DAF, [REDACTED]</p>

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	49	57	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – During the Selection Phase, candidate locations were placed into bins by thirds. Later, greater fidelity was requested and candidates were compared inside the bins to provide a hierarchical ranking.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "In order to prepare the SAF/IE for potential questions from senior leaders, the Basing Office personnel assigned the numbers rank ordered, <u>one through six, to each the candidate locations in on the Color Chart one through six based on its ranking for within</u> each of the 21 criteria. The Basing Office personnel assigned the numbers one or two to the first and second highest ranked candidate locations <del>and identified the candidate locations</del> with the color blue in the Color Chart. The Basing Office personnel assigned the numbers three or four to the third and fourth ranked candidate locations <del>and identified the candidate locations</del> with the color green in the Color Chart. Finally, the Basing Office personnel assigned the numbers five or six to the fifth and sixth ranked candidate locations <del>and identified the candidate locations</del> with the color yellow in the Color Chart."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	50	58	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – There needs to be a discussion of the collaborative DAF meetings held in the TEAMS virtual environment as a result of restrictions caused by the CVOID-19 pandemic. This was a new process/environment that personnel were experiencing for the first time. Additionally, records of collaborative meetings were lost when the DAF migrated teams support to the Cloud Hosted Enterprise System (RFI 24 Tab 3). The color chart evolution documented in the USSPACECOM HQ update briefing has a good record of the collaborative meetings that took place with SAF/IE leadership (RFI 24 Tab 2).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "However, the Basing Office personnel were not able to provide us with sufficient supporting documentation because <u>during the remote working conditions of the Coronavirus Disease 2019 pandemic they had not generally created or retained documentation outside of the Commercial Virtual Remote Environment (CVR) to support their analysis and ranking. Basing Office personnel provided documentation of CVR data lost as a result of an enterprise wide transition to Cloud Hosted Enterprise Service, but the quantity and quality of lost information remains unknown.</u> As a result, we had to:"</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	51	59	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – SAF/IEIB provided substantial information used to document the analysis of "Childcare," "Housing Affordability," and "Access to Military/Veteran Support." This documentation included the Installation questionnaires (with data on childcare), the comprehensive housing market surveys, and the community questionnaires (with data on military and veteran support). This data directly validated some sub-criteria but not all (Example: "Housing Affordability" was only missing data from 1 of 5 sub-criteria - safety).</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Specifically, the Basing Office personnel could not provide all of the supporting documentation regarding the used for analysis of three criteria..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	52	61	1	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – AFI 33-322 does not require the creation of documents. It only requires the retention of documents that have been created, in many cases SAF/IEIB did not create documentation because discussions took place in the collaborative Teams environment or documentation was not determined to be required.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "We could not fully verify the accuracy of the rankings because the Basing Office personnel did not create or retain all supporting documentation requested as required by AFI 33-322."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	53	61	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The Selection Phase Results briefing was complete at 0600L on January 7, 2021 and was used in the DAF/OSD staffing process. The color chart is only one slide from that briefing, which included a bar chart showing the aggregate ranking of the six candidates.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Between January 4 and 8, 2021, the SAF/IE provided the <u>Color Chart Selection Phase Results briefing, that included the Color Chart</u>, to DoD senior officials for comment or discussed the chart with them."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	54	61	B2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – The Building 1 renovation proposal included the reduction of personnel. USSPACECOM was to be reduced to 1000 personnel and SpOC was to be reduced to 500 personnel (RFI 11 Tab 2 page 13/58 "COA Analysis:1,2").</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...the USSPACECOM HQ workforce could be reduced from 1,480 personnel to approximately 1,000 personnel, <u>the SpOC workforce could be reduced by 500 personnel</u>; and..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	55	61	B3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – The ability to hire and retain permanent employees was linked to the reutilization of displaced DAF Civilian employees from the proposed SPOC reductions and the hiring of retiring military personnel with space experience (RFI 11 Tab 2, page 13/58 "COA Analysis: 4").</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Colorado Springs, Colorado, provided significant advantages not reflected in the Color Chart, including the ability to hire and retain permanent <u>civilian employees from the proposed SpOC workforce reductions and retiring military personnel</u>, thereby <u>accelerating</u> the date of Full Operational Capability (FOC), <u>eliminating</u> mission disruption, and <u>saving</u> money."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	56	63	F81	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – The Building 1 renovation proposal included the reduction of personnel. USSPACECOM was to be reduced to 1000 personnel and SpOC was to be reduced to 500 personnel (RFI 11 Tab 2 page 13/58 "COA Analysis:1,2").</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...could reduce the number of personnel assigned to the USSPACECOM HQ from 1,480 personnel to 1,000 personnel, and the SpOc workforce could be reduced by 500 personnel."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	57	63	F82	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – Footnote 86 should reflect that military judgment is evidence.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "Additionally, the USSPACECOM Commander and the USSPACECOM COS could not provide the Basing Office personnel evidence <u>other than military judgment</u> that the USSPACECOM HQ would achieve FOC sooner at one candidate location over another."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	58	65-66	4	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – The text should reflect that military judgment is evidence.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The Basing Office personnel took this action because the USSPACECOM Commander and USSPACECOM COS could not provide the Basing Office personnel evidence <u>other than military judgment</u> that the USSPACECOM HQ would achieve FOC sooner at Colorado Springs, Colorado, over another candidate location."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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# (CUI) Management Comments, Department of the Air Force (cont'd)

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CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	59	65	F86	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – Footnote 86 contains important information that should be in the body of the text to more accurately reflect what happened during the meeting.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...agreed with the recommendation of Huntsville, Alabama, as the permanent location to host the USSPACECOM HQ. The SECAF declined to discuss the specifics of the January 11, 2021 meeting with the President in detail. The meeting attendees told us they were not aware of any meeting notes taken at the meeting. The SAF/IE told us that he did not give a recommendation regarding the permanent location to host the USSPACECOM HQ during the January 11, 2021 meeting with the President."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	60	67	2		<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – The text is misleading. As drafted, it infers that the USSPACECOM Commander and USSF CSO should have been able to provide evidence for something which did not exist. The reduction in personnel and building renovations were not part of the Colorado Springs, Colorado proposal.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: <del>"USSPACECOM Commander and the USSF CSO could not provide the Basing Office personnel, or the DoD OIG, evidence that the reduction in personnel and building renovations were part of the Colorado Springs, Colorado proposal."</del></p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	61	68	1		<p><b>Coordinator Comment and Justification:</b> <u>Critical</u> – The text should reflect that military judgment is evidence.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "The USSPACECOM Commander and USSF CSO could not provide Basing Office personnel, or the DoD OIG, evidence <u>other than military judgment</u> that the USSPACECOM HQ would achieve FOC sooner at Colorado Springs, Colorado, over another candidate location.</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	62	65	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – The Building 1 renovation proposed by CSO is located within 50 feet of USNORTHCOM HQ and the new facility proposed by Colorado Springs is within 1000 feet of USNORTHCOM HQ (RFI 7 Item 4 Tab 5 page 17/28). This proximity is a substantial difference from simply being located in the same city. A description of this proximity is important to ensure appropriate understanding when the public and Congress read published versions of this report.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "National Security Affairs and the National Security Advisor to the Vice President were also concerned about the implications of co-locating the USSPACECOM HQ and the U.S. Northern Command HQ at Colorado Springs, Colorado (<u>the locations are less than 1,000 feet apart</u>)."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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# (CUI) Management Comments, Department of the Air Force (cont'd)

UNCLASSIFIED//~~CUI~~

DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	63	67	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – Colorado Springs did not submit the Building 1 renovation proposed by CSO. The sentence is unclear and could lead to confusion by stating "... as originally proposed by Colorado Springs, Colorado."</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "On January 7, 2021, the USSPACECOM Commander and the USSF CSO told the SAF/IE to consider a building renovation instead of a new facility, due to a possible personnel reductions in USSPACECOM HQ and the SpOC. The renovation was not as originally proposed by Colorado Springs, Colorado."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]
U	64	68	3	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Major</u> – Neither the USSF CSO or USSPACECOM Commander provided an assessment. Instead, each verbally provided their military judgment that USSPACECOM could achieve FOC sooner if Colorado Springs was selected. Page 68 paragraph 2 of the DoD IG report verifies this when stating: "However, the USSPACECOM Commander and the USSF CSO could not provide the Basing Office personnel, or the DoD OIG, evidence that the USSPACECOM HQ would achieve FOC sooner at one candidate location over another."</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...by removing the USSPACECOM Commander's assessment military judgment that the USSPACECOM could..."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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DoD ISSUANCE COORDINATION RESPONSE: "Draft Report USSPACECOM HQ Project No. D2021-DEV0SO-0099.000"						
CLASS	#	PAGE	PARA	BASIS FOR NON-CONCUR?	COMMENTS, JUSTIFICATION, AND ORIGINATOR JUSTIFICATION FOR RESOLUTION	COMPONENT AND POC NAME, PHONE, AND E-MAIL
U	65	69	2	<input type="checkbox"/>	<p><b>Coordinator Comment and Justification:</b> <u>Substantive</u> – AFI 33-322 does not require the creation of documents. It only required the retention of documents that have been created, in many cases SAF/IEIB did not create documentation because discussions took place in the collaborative Teams environment or documentation was not determined to be required.</p> <p><b>Coordinator Recommended Change:</b> Please change as follows: "...because the Basing Office personnel could not provide did not create or retain the supporting documentation, as required by AFI 33-322."</p> <p><b>Originator Response:</b> Accept.</p> <p><b>Originator Reasoning:</b></p>	DAF, [REDACTED]

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## (CUI) Management Comments, Department of the Air Force (cont'd)

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### HOW TO FILL OUT THE DD 818 MATRIX

#### GENERAL GUIDANCE:

- **To sort table** by page/paragraph number, hover your mouse over the top of the first cell in the “page” column until a downward arrow appears; click and drag to the right to select both page and para columns. Under Paragraph on the Home ribbon, select A-Z button, set to sort by Column 3 and then Column 4, and select “OK.” **To add new rows**, copy and paste a blank row to keep consistent formatting. **To add automatic numbering to column 2**, select entire column and click on the Numbering button under Paragraph on the Home ribbon.

#### COORDINATING OSD AND DOD COMPONENTS:

- Do not use the DD Form 818-1.
- Fill in the memo indicating your Component’s position on the issuance. Fill in the authorized coordinator’s name, position, and Component. The authorized coordinator (digitally) signs the response after the comment matrix has been completed. **Making additional changes after filling in a digital signature invalidates and removes the signature.**
- Use the comment matrix to provide comments to the OSD Component that created the issuance. Complete the header and footer and Columns 1 -7:

*COLUMN 1* Enter the classification of the comment. If any material is **classified**, follow DoDM 5200.01 guidance for marking the document. If all comments are unclassified, mark the header and footer and ignore the column.

*COLUMN 2* Order comments by the pages/paragraphs that they apply to in Columns 3 and 4.

*COLUMNS 3&4* As stated.

*COLUMNS 5* Only mark this box if you non-concur with the issuance and the comment in the applicable row is part of the basis for that non-concur. A nonconcur is typically used only when an issuance contains: (a) a violation of the law or contradiction of Executive Branch policy or of existing policy in a DoDD, DoDI, or other instrument approved by the Secretary or Deputy Secretary of Defense; or (b) an unnecessary risk to safety, life, limb, or DoD materiel; waste or abuse of DoD appropriations; or unreasonable burden on a DoD Component’s resources.

*COLUMN 6* Place only one comment per row. Enter your comment, justification, and recommended changes in the first two areas provided. If any material is **classified**, follow DoDM 5200.01 guidance for marking the document.

*COLUMN 7* As stated.

- **Review** the comments, **resolve** any conflicting views, and **confirm** that the completed matrix accurately represents your Component’s position. Upload the form to the DoD Directives Program Portal in **Microsoft Word format (.docx)**, with the signed memo representing your Component’s position.

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## (U) Management Comments, United States Space Command

(U) Although not in the form of traditional management comments, the USSPACECOM Inspector General provided editorial comments. We considered those comments and made the appropriate edits to our report.

ITEM	SOURCE	PAGE	PARA	COMMENT	RATIONALE
1	USSPACECOM	1	2	Draft report states: "USSPACECOM is the DoD unified combatant command responsible for all military operations 62 miles above sea level and higher".  Revise to state: "100 kilometers (54 nautical miles) above mean sea level"	Reference Unified Command Plan (UCP) definition.
2	USSPACECOM	1 VAR	3 VAR	Draft report states in numerous places the "permanent location" for the USSPACECOM HQ...  Revise to state: "permanent" should be replaced with "preferred" based on the actual nomenclature used in the AF basing process for that step.  Consider universal change throughout document.	Correctness. The location will not be considered permanent until post-environmental surveys, etc. are complete and the SECAF makes the final decision.
3	USSPACECOM	4	2	Draft report states: "the mission of the USSPACECOM is to:"  Revise to state: "Conduct operations in, from, and through space to deter conflict, and if necessary, defeat aggression, deliver space combat power for the joint/combined force, and defend U.S. vital interest with allies and partners."	Correctness.
4	USSPACECOM	8	3	Draft report states: Basing Office personnel and USSPACECOM officials collaboratively developed four evaluation factors of "Mission," "Capacity," "Community," and "Costs to the DoD" to assess each candidate location's suitability to host the USSPACECOM HQ.  Remove: USSPACECOM officials	Correctness. We did not collaboratively determine the four evaluation factors. These factors were generated between the Basing Office and OSD as directed by the SecDef.
5	USSPACECOM	9 42	1 1	Draft report states: "Each evaluation factor included associated criteria, which consisted of requirements that the Basing Office personnel and USSPACECOM officials determined were important for hosting the USSPACECOM HQ, requirements of the FY 2021 NDAA, and guidance from the SECDEF."  Add/Revise: "USSPACECOM officials were consulted on some of the evaluation factors, but not all USSPACECOM input on requirements were accepted in the determination of evaluation factors and criteria."	Accuracy. This change more accurately describes how USSPACECOM inputs were incorporated.
6	USSPACECOM	11 13 45	Footnote 16 3 Footnote 60	Draft report states: "A team of SMEs from the Basing Office, USSPACECOM, and the Air Force used the 4 evaluation factors and 21 associated criteria developed in the Evaluation Phase to rank each of the six remaining candidate locations."  Revise to state: "A team of SMEs consisting of personnel from the Basing Office, the USAF, and a single member from USSPACECOM HQ used the 4 evaluation factors and 21 associated criteria developed in the Evaluation Phase to rank each of the six remaining candidate locations."	A single USSPACECOM member was assigned to, and acted as a trusted agent of, the Basing Office team during the site survey portion of the selection phase. This USSPACECOM member was placed on an NDA, did not discuss basing actions with USSPACECOM members, and was not involved in the subsequent scoring.

## (U) Management Comments, United States Space Command (cont'd)

ITEM	SOURCE	PAGE	PARA	COMMENT	RATIONALE
7	USSPACECOM	16	1	Draft report states: "A building renovation on Peterson AFB, Colorado, would be sufficient for the USSPACECOM HQ if the "Available Qualified Workforce" personnel requirement decreased."  Remove: "Available qualified workforce" and replace with "JMVB approved HQ manning decreased."	Correctness.
8	USSPACECOM	21 VAR	Table 1 VAR	Draft report states: "The SECAF approves Peterson AFB, Colorado, to serve as the interim location for the USSPACECOM HQ until the permanent location is determined."  Revise to state: "interim location for the USSPACECOM HQ" to "provisional HQ for USSPACECOM." Consider universal change throughout document.	Correctness. See SecAf announcement on 15 May 2020
9	USSPACECOM	34	2	Draft Report states: "On December 18, 2018, the President directed the SECDEF to establish USSPACECOM as a functional unified combatant command."  Remove the word "functional"	Correctness. See Unified Command Plan
10	USSPACECOM	49	3	Draft Report states: "USSPACECOM Commander told us that, "Mission was most important" and points for Mission should "have been greater than 40."  Add: "Although other basing actions might have mission factor rated at 40 points, for a CCMD mission is paramount."	Accuracy and relevance to CCMD mission.
11	USSPACECOM	52	1	Draft Report states: "Additionally, the SAF/IE told us that collaboration between the USSPACECOM Commander and the Basing Office personnel took the USSPACECOM HQ mission, the costs, and the factors into consideration."  Revise to state: "Basing Office personnel took <u>most</u> of the USSPACECOM HQ mission, the costs, and the factors into consideration.	Accuracy. USSPACECOM officials were consulted on some of the factors, but not all USSPACECOM input on requirements were accepted in the determination of evaluation factors and criteria.
12	USSPACECOM	62	3	Draft report states: "The SAF/IEI and the Deputy Director of SAF/IEIB told the SAF/IE that some of the data does not support the direction some senior leaders preferred."  Revise to state: "The SAF/IEI and the Deputy Director of SAF/IEIB told the SAF/IE that some of the data does not support the best military advice provided by some senior military leaders."	Word Choice. DRAFT wording insinuates a senior leader preference not based on professional knowledge, operational acumen, and the military judgement used to tender advice to civilian decision makers.

ITEM	SOURCE	PAGE	PARA	COMMENT	RATIONALE
13	USSPACECOM	63	Footnote 82	Draft report states: "Additionally, the USSPACECOM Commander and the USSPACECOM COS could not provide the Basing Office personnel evidence that the USSPACECOM HQ would achieve FOC sooner at one candidate location over another."  Revise: "could not provide" to "were in the process of developing FOC criteria and therefore had a rough estimate, but not a fully developed assessment of the differences in reaching FOC for the various candidate locations "	Accuracy. USSC senior leaders could not fully calculate the exact amount of timeline impact to FOC due to the maturity of the command and because the exact differences in FOC depend on when the final decision will be made (i.e. the timeline changes over time).
14	USSPACECOM	63 68	Footnote 82 3	Draft report states: "We interviewed the USSPACECOM Commander, who reiterated that in his military judgment, Colorado Springs, Colorado, would achieve FOC 4 to 6 years sooner than other candidate locations."  Revise to state: "would achieve FOC <u>approximately</u> 4 to 6 years sooner than other candidate locations."	Correctness. Commander has used "approximately 4 to 6 years" in other staff and external engagements.
15	USSPACECOM	65 67	4 2	Draft report states: "The Basing Office personnel took this action because the USSPACECOM Commander and the USSF CSO could not provide the Basing Office personnel evidence that the reduction in personnel and building renovations were part of the Colorado Springs, Colorado, proposal."  Revise to state: "The Basing Office personnel took this action because while the USSPACECOM Commander and the USSF CSO, based on their best military judgement, felt the final numbers for their organizations had potential to change, and that these numbers would not be available prior to the 11 January 2021 White House meeting. However, they still felt the use of a renovated facility vs. MILCON should be considered as part of the Colorado Springs, Colorado proposal to save costs."	This section describes a pre-decisional course of action that was considered based on commander input during analysis, but ultimately could not be validated and was excluded due to time constraints. Due to the fact that both USSC and USSF were 1.5 and 1 years old respectively, these organizations had not yet determined final manning numbers, nor complete costs of renovation vs. MILCON prior to 7 January 2021 and the 11 January 2021 White House decision meeting.
16	USSPACECOM	65-66 68 71	4 2 2	Draft report states: "The Basing Office personnel took this action because the USSPACECOM Commander and the USSF CSO could not provide the Basing Office personnel evidence that the USSPACECOM HQ would achieve FOC sooner at Colorado Springs, Colorado, over another candidate location."  Revise to state: "The Basing Office personnel took this action because the USSPACECOM Commander and the USSF CSO could not provide a validated staff estimate post the 11 January 21 White House meeting with information on how the USSPACECOM HQ would achieve FOC sooner at Colorado Springs, Colorado, over another candidate location.	This section describes best military advice from commanders that was considered during analysis, but ultimately could not be validated and was excluded due to time constraints driven by proposal initiation on 7 January 2021 and the 11 January 2021 White House decision meeting.
17	USSPACECOM	67	2	Draft report states: "Furthermore, the USSPACECOM COS told us that a reduction in personnel did not happen."  Replace: "did not happen" to "hasn't happened yet because the command is still growing and assessing the final manning numbers to meet mission requirements."	Accuracy.

## XIII. (U) Appendix F

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### (U) Acronyms and Abbreviations

<b>AFB</b>	Air Force Base
<b>AFI</b>	Air Force Instruction
<b>AT/FP</b>	Anti -Terrorism/Force Protection
<b>BRAC</b>	Base Realignment and Closure
<b>CCSA</b>	Combatant Command Support Agent
<b>COS</b>	Chief of Staff
<b>CSAF</b>	Chief of Staff of the Air Force
<b>CSO</b>	Chief of Space Operations
<b>CUI</b>	Controlled Unclassified Information
<b>DoDD</b>	DoD Directive
<b>DoDI</b>	DoD Instruction
<b>FOC</b>	Full Operational Capability
<b>GAO</b>	Government Accountability Office
<b>HASC</b>	U.S. House Committee on Armed Services
<b>HQ</b>	Headquarters
<b>MILCON</b>	Military Construction
<b>MSA</b>	Metropolitan Statistical Area
<b>NAS</b>	Naval Air Station
<b>NDA</b>	National Defense Authorization Act
<b>OIG</b>	Office of Inspector General
<b>SAF/IE</b>	Assistant Secretary of the Air Force for Energy, Installations, and Environment
<b>SAF/IEI</b>	Deputy Assistant Secretary of the Air Force for Installations
<b>SAF/IEIB</b>	Air Force Director of Strategic Basing
<b>SAF/IEIP</b>	Air Force Director of Installation Planning
<b>SAF/LL</b>	Air Force Legislative Liaison
<b>SASC</b>	U.S. Senate Committee on Armed Services
<b>SECAF</b>	Secretary of the Air Force
<b>SECDEF</b>	Secretary of Defense
<b>SME</b>	Subject Matter Expert
<b>U.S.C.</b>	United States Code
<b>USSF</b>	U.S. Space Force
<b>USSPACECOM</b>	U.S. Space Command
<b>USSTRATCOM</b>	U.S. Strategic Command
<b>VCJCS</b>	Vice Chairman of the Joint Chiefs of Staff

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