United States Air Force

Integrity - Service - Excellence

Exploring Ways to Leverage Underutilized Property in the Air Force



14 December 2016



EXEMPT FROM MANDATORY DISCLOSURE under the FOIA. Exemption 5, deliberative process applies.





- Introduction (Mr. Teran Judd)
- Air Force Outgrants (Ms. H. LaKenya Sartin)
- Air Force Enhanced Use Lease Program (Ms. Lisa Schmidt)
- Partnership Ideas for Underutilized Property from the AFCP Process
- Closing (Mr. Teran Judd)

Air Force Civil Engineer Center



Air Force Outgrants

Ms. H. LaKenya Sartin AFCEC/CIT-SME

Battle Ready...Built Right!



- The Air Force may allow another party to utilize Air Force property through a lease
- A lease conveys exclusive use for a specified term in exchange for rents or other consideration

10 USC 2667



Overview

- Outgrants
- Considerations
- Leasing Term
- Recommendation
- Leasing Conditions
- Requirements
- Authorities/References



What is and is not an Outgrant

- Four Types of Outgrants
 - Lease
 - License
 - Permit
 - Easement
- Not Outgrants
 - Intergovernmental Support Agreements
 - Joint Use Agreement
 - Inter Service Support Agreement (ISSA)
 - MOA & MOU
 - Contract



Considerations for Using an Outgrant

- Utilize non-utilized and under utilized land and/or facilities
- Promote national defense, economy, and public interest
- Allow non-federal use
- Protect Air Force real property
- Save O&M funds
- Improve land management
- Obtain maximum cash return



Leasing Term

- Generally leases should not exceed 5 years
 - SAF/IEI has delegated authority for longer periods
 - National defense
 - Public interest
- Options for renewals are calculated into the total term when determining approval authority
- Banks and Credit Unions
 - Leased for periods up to 25 years



Leasing Conditions

- Leases convey the largest bundle of rights of all the outgrants
- The Air Force always reserves the right to terminate at will
- Mission Compatibility drives leasing conditions
 - Hours of operation may be limited
 - Types of use may be restricted
- Never lease space for political causes/campaigns
 - The Air Force must always remain non-partisan



Leasing FMV Requirement

- The Air Force must receive, at a minimum, fair market value for leases
 - 10 USC 2667
 - Renewals should have FMV reappraised
 - Exception is public and publicly-affiliated schools
- Credit Unions are excluded
 - 95% criteria
 - **12 USC 1770**
- Privatized Housing is also excluded
 - **10 USC 2878**



Leasing Competition Requirements

All leases must be competed

- **10 USC 2667**
- Renewals without prior competition
- Promotes the public perception that Air Force openly and fairly treats all potential lessees



- Estimated annual FMV exceeds \$750K (cash or inkind)
 - 10 USC 2662
 - House Armed Services Committee (HASC)
 - 30 day paper submission-14 days electronically
- Annual consideration exceeds \$750K (cash or in-kind)
 - **10 USC 2662**
 - Senate Armed Services Committee (SASC)
 - 30 day paper submission-14 days electronically



Required Documentation

Lessee Proof of Liability Insurance

Appraisal

- FMV is required per 10 USC 2667 there are no waivers
- Environmental considerations



References

- Executive Order (EO) 13327
- 10 USC 2662 and 2667
- DODD 4165.06
- DODI, predominantly 4165.70, 4165.71, and 4165.72 AFI 32-9003
- AFCEC, Real Property Transaction Playbook (AF only)





U.S. AIR FORCE

Leasing Program Contact Info

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Air Force Civil Engineer Center

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Air Force Enhanced Use Lease Program

Ms Lisa Schmidt, GS-14 AFCEC/CIUE 14 Dec16



Overview

- Air Force Civil Engineer Center's (AFCEC's) Role in Enhanced Use Leases (EULs)
 - EUL Program Basics
 - Process Milestones
 - Project Portfolio Examples
 - Summary



AFCEC's Role in EUL

- AFCEC's mission is to provide Civil Engineering services and enterprise lifecycle leadership to Air Force installations that enable the warfighter
- AFCEC is charged by Secretary of the AF (SAF) with acquiring, managing and disposing of all Air Forcecontrolled real property worldwide
- AFCEC's asset management toolbox consists of creative Value Based Transactions (VBTs), including EULs
- EULs provide value to AF, enhance mission objectives, and can boost local/regional economies

AFCEC - The Air Force Civil Engineer Center



Overview

AFCEC's Role in EUL

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- Project Portfolio Examples

Summary



EUL Program Basics Definition

An EUL is a lease...

- By the Government (U.S. Code, Title 10, Section 2667)
- Of "non-excess" property
- Under the control of the Government
- To a public or private sector lessee



In exchange for at least fair market value (FMV) rental payments (cash or in-kind consideration)



EUL Program Basics Rent Consideration per 10 USC 2667

Through cooperation between the AF and public entities or private developers, EUL proceeds are used to <u>return</u> <u>value</u> to meet warfighter infrastructure requirements

Rent cash may be used by AF for...

- Maintenance, protection, alteration, repair, improvement, or restoration of property or facilities
- Construction of facilities
- Provision of facilities, utility services (or payment of), or real property maintenance services
- If rent is to be paid in-kind...
 - In-kind consideration or services must equal the FMV of the leasehold interest. Otherwise, the lessee must provide additional rent consideration to make up the deficiency to equal FMV or more

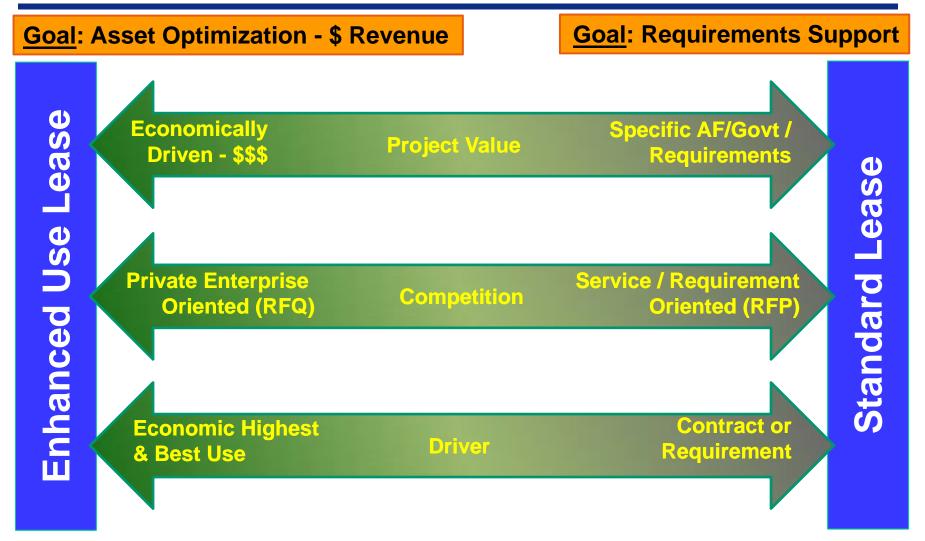
EUL Program Basics

Fundamental Differences in "Partnering"

- For AFPC partnering often means working together to mutually reduce costs/save money
 - Examples
 - Reduce duplication of efforts/assets
 - Combining to leverage contracts
 - Use of agreements to share facilities/services
 - Either/both parties realize cost avoidance &/or savings
- An EUL is a business deal, involving a real property lease, with a goal of generating rent profit
 - Partnering is used to describe the cooperation between public and private entities to construct a deal that is successfully transacted (signed lease)
 - Both parties are getting <u>Return on Investment (profit</u>)



Show Me the Money EULs vs Standard Leases





EUL Program Basics Project Stipulations

- Generally open to public use; cannot be restricted to AF use
 - Exception: In-kind consideration (rent) is for exclusive AF ownership, maintenance and use
- AF uses competitive procedures to select the lessee
 - Broad commercial development Request for Qualifications (RFQ) solicitation
- Generally, lessee responsible to obtain all needs & support (e.g. infrastructure, services) from sources other than the AF base
 - Utilities
 - Law enforcement / Fire Protection
- Project subject to all applicable taxes



Selecting the Right Property

** Facilitates Return on Investment **

(Highest-and-Best Use that will yield the highest rent/ROI)

Accommodates Variety of Commercial Uses

(Broad potential for offeror proposals)

Little to No Constraints

(No environmental or third party interest issues. Not politically charged)

Accessible to Public

(Outside the fence reaches broadest customer base; Few base security impacts)

Meets Legal Criteria

(AF owned, non-excess, mission compatible, not currently needed for AF use)



EUL in a Nutshell Why? ...Benefits for All

- Community
 - Supports base/State/local economic development
 - Increases tax base
 - Creates increased job opportunities
- Industry
 - Financially beneficial business deal
 - Potential tax incentives & proximity to utilities
 - Project site security associated with installation security
 - Supports highest-and-best use of real estate; single/stable land owner
- Air Force
 - Consideration recapitalizes, &/or provides for new, Air Force facilities/infrastructure
 - Efficient Management of Assets..."highest and best" use
 - Supports DoD's 1GW Renewable Energy Plan (energy EULs)
 - Facilitates community collaboration



Overview

AFCEC's Role in EUL

- EUL Program Basics
- Project Portfolio Examples

Summary



Project Highlight Grand Forks AFB Tech Park EUL

- Project Description
 - The AF entered in a 50 year EUL with Grand Forks County (GFC) to develop a 217 acre parcel of property on GFAFB for Grand Sky unmanned aircraft systems (UAS) tech park, including aircraft testing, training and research
- Highlights of the Deal
 - Lease signed on 6 Feb 15
 - GFC will sublease and construct, operate, and maintain 1.2M sq. ft. of improved facilities
 - First sublease was between GFC and Northrop Grumman
 - Annual rent of \$415/acre (approx \$90,055); Plus participation rent paid (\$.45 per sq. ft.)
 - Rent increases annually @ 2.9% for annual inflation rate
- Value Gained
 - Appraised FMV of \$3.28M on 18 Apr 13 (GSA); NPV of \$26.5M using OMB discount rate;
 - Value received to date is \$280K
 - UAS industry anticipated to bring an estimated 3000 new jobs to the region







EULs in the AF Portfolio

Project (Year Closed)	Forecasted NPV at Closing (Lease Term)	Value Received (to 30 Sep 16)
Eglin – Waste Reclamation Facility (WRF) (2007)	\$6,548,764	\$2,470,532
Eglin - Airport (2007)	\$5,850,893	\$2,464,710
Hill - Mixed Used (2008)	\$88,281,197	\$20,132,923
Nellis – WRF (2008)	\$34,803,405	\$24,962,041
Joint Base San Antonio – Office Space (2010)	\$47,113,560	\$1,503,045
Eglin - Emerald Breeze Hotel Phases I & II (2012)	\$18,398,210	\$1,422,372
Luke – Solar (2014)	\$3,077,915	\$325,990
Grand Forks – Mixed Use (2015)	\$26,520,222	\$280,898
Ft Dix - Solar (2015)	\$8,953,853	\$240,175
Eglin - Solar (2015)	\$1,017,406	(\$9,456)
Seymour Johnson – Sports Complex (2016)	\$579,710	\$0
Portfolio	\$241,145,135	\$53,793,230
HILL, AFB SDL#4 Retail Project	Luke AFB Solar	Nellis AFB Fitness Center
Northrop Grumman Bldg, Grand Forks AFB, ND		



Summary

- EUL Purpose = Asset Optimization to generate money for unfunded requirements
- Understand EUL project is a business transaction ROI for both sides of the deal
- Project must be viable commercial development without dependency upon AF for business
- EULs are subject to open competition
- EUL process averages 18-24 months with an active Installation Champion
- Communicate requirements and constraints as part of AFCP discussions



EUL Program Contact Info

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Lisa Schmidt – lisa.schmidt.4@us.af.mil Branch Chief, EUL Execution

David Walker – william.walker.9@us.af.mil Branch Chief, EUL Post Closing Management

http://www.afcec.af.mil/home/eul.aspx To view info videos & active solicitations

https://cs1.eis.af.mil/sites/ceportal/CEPlaybooks/EnhancedUs eLease/Pages/Overview.aspx

To view EUL Playbook on CE Portal



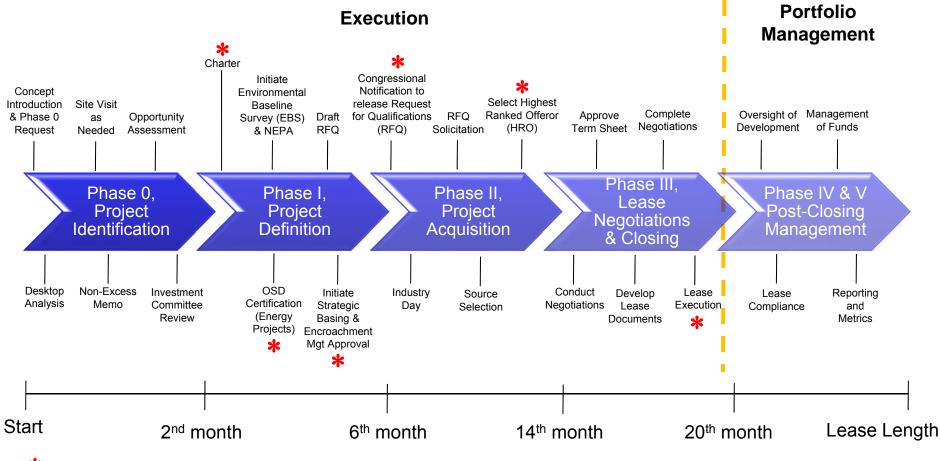
Questions/Comments?



Backup Slides



Enhanced Use Lease Process Milestones



* SAF/IEI Approval Milestones

Actual timeline from concept to lease signing varies widely and is highly subject to variation due to the nature and complexity of each project. Some actions may occur concurrently with others.



Partnership Ideas for Underutilized Property from the AFCP Process



AFCP Real Estate Partnership Concepts

Partnership Initiative	Description
Altus AFB Options for Stand-Off for Altus AFB South Fuel Farm Status : Complete POC: Chuck Butchee, charles.butchee@us.af.mil	Partnership Description : The Base and City agreed on alternative arrangements in which the base did not have to move its fuel farm, because the farm did not meet ATFP standards (fence was too close to fuel farm). The City will lease vacant land adjacent to the fuel farm to the base, and the Military Affairs Committee provided the funding to construct the fence around this area. The City is constructing the fence on behalf of the installation. The base will maintain the fence and the land within it after construction is complete. For city to install fence the base avoided approximately \$125K.
Altus AFB Partnership to Manage Development of New Housing Choices for KC-46 Bed-Down Status : Complete POC: Chuck Butchee, charles.butchee@us.af.mil	Partnership Description : Through this informal agreement, Altus AFB provided information to the Chamber of Commerce to build 135 new housing units (single family homes and rental units) for personnel required for the new KC-46 training mission. An estimated 250 new AF personnel will be brought to the area by 2023 that may result in a \$640K/yr economic impact for the community. This solution also includes the rehabilitation of depressed neighborhoods.
Buckley AFB Compatible Use Buffer Project/Recreational Trails Status : Complete POC: Kasia (Katarzyna) Kubiak-Smulka, katarzyna.kubiak-smulka.1@us.af.mil	Partnership Description : This cooperative agreement enables the Air Force to acquire land surrounding Buckley AFB in order to establish an installation encroachment buffer, wildlife corridor, and regional trails for hiking/bikes. The base and its stakeholders will leverage different real property authorities and funding mechanisms, such as REPI or land swaps to secure the property and/or easements. The installation may receive up to an estimated \$13.2M in financial benefits through partners' contributions and the REPI program.



Partnership Initiative	Description
Davis-Monthan AFB Compatible Land Use Planning: REPI Initiative Status : Priority Concept POC: Lt Col Jonathan "Scott" Findley, jonathan.findley@us.af.mil	Partnership Description : Formalize an enduring working group with Pima County and City of Tucson to identify key real estate parcels for acquisition, land swaps, easements, and enhanced use leases to prevent encroachment and improve smart land use. Other non-acquisition efforts could include rezoning areas. The installation may receive up to an estimated \$8M in financial benefits through partners' contributions and the REPI program.
Davis-Monthan AFB Compatible Land Use Planning: Lease Land Initiatives Status : Priority Concept POC: Lt Col Jonathan "Scott" Findley, jonathan.findley@us.af.mil	Partnership Description : Formalize an enduring working group with city, county and federal agencies to identify key real estate parcels for acquisition, land swaps, easements, and enhanced use leases to prevent encroachment and improve smart land use. For any parcels acquired within the fence line, Pima County would lease it back to the base for a nominal fee. Other non-acquisition efforts could include rezoning areas. Signed permit with Arizona Land Department for 133 acres within the base perimeter. The cost of the land is expected to drop from \$54K to \$2.5K annually.
Eglin AFB Real Property: Courthouse EUL Status : Priority Concept POC: Jeff Fanto. jeffrey.fanto@us.af.mil	Partnership Description : Eglin AFB has a 50 acre mixed use office park, which may be leveraged to create attractive EUL opportunities. Properly structured EULs will preserve critical missions and may provide solutions for expected mission growth.
Ellsworth AFB Research Partnership Uses for Underutilized Buildings and Property: Advance Health Lease for Building 4040 Status : Complete POC: Kevin Vogel, kevin.vogel.1@us.af.mil	Partnership Description : The lease states that the AF will lease office space in a portion of building 4040 to Drynachan, LLC- Advance Health at Ellsworth in return for monthly payments. The total rentable premises comprise 21,521 square feet along with associated office equipment including desks, chairs, cubicles, tables, etc. Lessee shall have general use of the public lobbies, entrances, stairs, corridors, elevators, restrooms, all drives, parking areas, parking lots, and other public portions of the building.



Partnership Initiative	Description			
Ellsworth AFB Research Partnership Uses for Underutilized Buildings and Property: FEMA Lease for Building 4040 Status : Complete POC: Kevin Vogel, kevin.vogel.1@us.af.mil	Partnership Description : Through this permit, FEMA established a Joint Field Office on Ellsworth AFB to coordinate federal operations and provide disaster assistance. FEMA was granted use of the first floor of Building 4040 for four months in exchange for 90 days of in-kind consideration (providing detailed feedback in the planning of future commercial lease projects), then \$29K one month rent plus \$6.1K utility costs.			
F.E. Warren AFB Develop an "enterprise zone" on an underutilized 74-acre parcel on F.E. Warren property Status : Priority Concept POC: Maj Shawn Booher, shawn.booher@us.af.mil	Partnership Description : Explore possible uses for a 74-acre parcel of property owned by the installation but sitting outside the fence line. Housing, recreation and child care are the primary requirements for the base and the student population.			
Homestead ARB Joint Use Airfield Status : Priority Concept POC: Mr. Lawrence (Larry) Ventura, lawrence.ventura@us.af.mil	Partnership Description : Homestead ARB and Miami-Dade County propose to allow for a Fixed Base Operator (FBO) facility that enables civil aircraft to use Homestead ARB. Homestead ARB has approximately 55 acres of unused ramp space. Miami-Dade Internal Services Department (ISD) would provide vacant land adjacent to Homestead ARB (land that is currently under lease to SOCSOUTH) for construction of the FBO facility. Joint use of the FBO facility would occur within the constraints of a Joint Use Agreement (JUA) between Miami-Dade International Airport (MDAD) and Homestead ARB and the Record of Decision (ROD).			



Partnership Initiative	Description				
JB McGuire-Dix-Lakehurst Soccer Fields Status: Complete POC: Theresa Yarber, theresa.yarber@us.af.mil	Partnership Description : The verbal agreement allows the installation to support the local demand for soccer and lacrosse fields. JB McGuire-Dix-Lakehurst has over 24 soccer fields which can be used to host large tournaments. Interested parties apply for a license with JB MDL to use the playing fields.				
JB San Antonio Randolph AFB Incompatible Development Status : Complete POC: Meg Reyes, Margaret.a.reyes.civ@mail.mil	Partnership Description : JBSA completed the initiative to preserve the mission of the 12th FTW by mitigating and eliminating incompatible development within the Clear Zones and Accident Potential Zones in the flight lines at JBSA- Randolph through a community partnership with Bexar County, Texas (BEXAR) and the State of Texas (TEXAS). Partnership includes an agreement by TEXAS to reimburse BEXAR \$4.7M in costs incurred by BEXAR in purchasing real estate within land Clear Zones and Accident Potential Zones in the flight lines at JBSA- Randolph.				
Laughlin AFB Magnet Elementary School on Base Status : Priority Concept POC: Lt Col Dwayne Gray, dwayne.gray@us.af.mil	Partnership Description : Laughlin AFB will partner with the San Felipe Del Rio Consolidate Independent School District (SFDR-CISD) to establish a STEM focused magnet elementary school on base to serve K through fifth grades. Laughlin is providing the land and the school district will provide the pre-manufactured classrooms, administrative staff, teachers, books, materials, transportation, and food/lunches. The partnership will address overcrowding in the local school district and provide alternative educational opportunities for military dependents, many of whom are currently bused to Brackettville, approximately 30 miles away from the base.				
Little Rock AFB Lease Land for New Athletic Field Status : Priority Concept POC: John Steele, john.steele.4@us.af.mil	Partnership Description : The base is exploring a partnership to lease unused base land to the City of Jacksonville for athletic fields since Dupree Park, owned by the city, faces frequent flooding. The flooding results in loss of revenue due to cancelled tournaments.				



Partnership Initiative	Description				
Luke AFB Veteran's Service Center Status: Priority Concept POC: Valerie Berube, valerie.berube@us.af.mil	Partnership Description : MCCCD provides transition assistance, education, hous human services, professional development, and career and personal services for veterans. Building 1353 is currently vacant and not utilized. It offers an off-base loc in which to provide veteran services. The 1,548 sf building offers a lobby, custome service counter, private office, restroom, break area, parking lot for 20 vehicles, an next to a bus terminal. The plan to serve as many as 10,000 veterans annually with Veteran's Service Center providing an in-kind service in return.				
Patrick AFB South Housing Ball Park / Intramural Sports Leagues Status : Complete POC:	Partnership Description : The City of Satellite Beach can use the underutilized sports fields at Patrick AFB for youth and adult sports programs. The City of Satellite Beach will operate, maintain, and sustain the multi-purpose athletic field. Patrick may experience up to a \$23K/yr O&M cost savings.				
Seymour Johnson AFB Multi-Sport Complex Status: Complete POC: Mr. Dennis Goodson, dennis.goodson@us.af.mil	Partnership Description : A 20 year EUL with the City of Goldsboro, allowing the development of a multi-sports complex on 62 acres of property on the perimeter of Seymour-Johnson AFB. Under the lease, the City of Goldsboro will construct, operate, maintain, and own the proposed multi-sports complex. In exchange for the 20 year lease, Seymour-Johnson AFB will receive a one-time in-kind consideration payment consisting of a 2,500 square foot addition to the existing fitness. There are many financial benefits associated with this EUL for the community and base.				
Sheppard AFB Share Vacant Medical Space in Sheppard AFB Clinic with Regional VA Hospital in Oklahoma City Status : Complete POC: Lt Col Charles Marek, charles.marek@us.af.mil	Partnership Description : The permit allows the Oklahoma City VA Health Care System to place a community based outpatient clinic (CBOC) in 30K square feet of vacated space within the existing clinical facility on Sheppard AFB. The CBOC will assist veterans in the surrounding area by providing more proximate access to healthcare services.				



Partnership Initiative	Description			
Toledo ANG Joint Reserve Base Toledo Status: Priority Concept POC: Col William Giezie, william.k.giezie.mil@mail.mil	Partnership Description : In this partnership, the 180th would host other reserve military partners to include the Navy, Marines, and Army. Specifics on savings are not yet available until some coordination questions are answered.			
Travis AFB Engineering Building Consolidation Status : Priority Concept POC: Lt Col Christopher Lambert, christopher.lambert@us.af.mil	Partnership Description : This initiative proposes to consolidate base engineering squadron functions in a new building. Solano County proposes to design, bond, and build this facility for Travis instead of using traditional MILCON. Despite OMB scoring issues, the community and the base continue to work this. Congressman Garamendi i solidly behind this effort and previously sent a letter to SECAF regarding the importance of the project with recognition of the OMB hurdles.			
Travis AFB Enhanced Use Lease Status: Priority Concept POC: Lt Col Christopher Lambert, christopher.lambert@us.af.mil	Partnership Description : This concept focuses on 72 unused acres of housing on the northwest side of TAFB that is currently situated within the fence line. The concept includes repositioning the fence line behind the property to provide for an EUL to make this property available for a mixed-use development. The Base would like to wait for the train station to be completed and then re-assess market value of the land.			
Tyndall AFB Compatible Land Use Buffering for Mission Sustainability Status : Priority Concept POC: Cassie Muffley, cassie.muffley@us.af.mil	Partnership Description : The local community will assist compatible land use to protect the current and future Tyndall mission capability through zoning and purchasing of development rights. The City of Parker signed a development order to construct a 248-unit apartment complex for East Bay Flats.			



Closing



AFCP Policy Resources: Quick Reference Guide



"Military installations and local communities partnering to achieve mutual value and benefit"

VERSION 14 AS OF 3 NOV 2016

The AFCP Program Quick Reference Guide is available for both communities and bases to use as a reference to address questions raised as installations and communities propose and work through projects. This is an informational document only. Official AF guidance and authorities should always be consulted

Located on AFCP SharePoint Site: <u>https://wss.apan.org/s/airforcepartnerships</u> or <u>www.airforcepartnerships.org</u> (for use outside the AF firewall only)



AFCP SharePoint Resources

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Upcoming Brownbags

 To register for a brownbag and for the latest information on AFCP's brownbag series, go to

https://community.apan.org/wg/airforcepartnerships/p/training

Title	Date
Morale, Welfare, and Recreation: How Bases and Communities are Working Together to Provide Better Services	January 25, 2016 at 11:00 AM EST



Brownbag Feedback

We want your feedback!

A link to the survey will be distributed after the brownbag

Thank you!



Questions?



Backup



U.S. AIR FORCE

Directions for AFCP SharePoint Account

How to Register:

The process of establishing an account consists of two steps:

- 1. Create an APAN account:
 - To register for an account, go to <u>https://wss.apan.org/s/airforcepartnerships</u> or <u>www.airforcepartnerships.org</u> (for use outside the AF firewall only)
 - In the upper right hand corner of the site, click the green "Create an Account" button
 - Enter your e-mail address as requested
 - A validation e-mail will be sent to you from APAN Support. Follow the instructions provided in the e-mail to set up your account
- 2. Register on the site as a user:
 - Proceed to <u>https://wss.apan.org/s/airforcepartnerships</u> or <u>www.airforcepartnerships.org</u> (for use outside the AF firewall only)
 - Register under First Time Users on the main page to be added as a user. Until you request access, you will only have limited access to content on the Welcome page. You will receive access within one business day

For any technical issues or questions, please contact: Marta Dunn, Knowledge Manager, SAF/IEI, Ctr; E-mail: dunn_marta@bah.com; Phone: 703.622.5581



Hosted on All Partners Access Network (APAN), a web-based, non .mil collaboration platform developed to foster information and knowledge sharing between DOD and non-DOD entities