



SECRETARY OF THE AIR FORCE
WASHINGTON

MEMORANDUM FOR ALL MAJCOM-FOA-DRU/CC
DISTRIBUTION C

27 SEP 2021

SUBJECT: Roles, Responsibilities, and Delegations of Authority—Operations in Absence of Appropriations

This memorandum details the roles and responsibilities of Headquarters Air Force offices in the event of a lapse in appropriations and delegates the authorities necessary to ensure an orderly shutdown of the Department of the Air Force (DAF) while permitting the continuation of essential operations. While the delegates identified below shall be prepared and have plans necessary to carry out their responsibilities in an event of a government shutdown due to a lapse in appropriations, **no shutdown actions shall be taken until or unless directed by SAF/FM**. All delegates are responsible for adhering to fiscal year-specific guidance from the Office of Management and Budget (OMB), the Department of Defense (DoD), and the DAF in carrying out their responsibilities.

This memorandum shall remain effective until revoked or superseded.

I. HEADQUARTERS OFFICE ROLES AND RESPONSIBILITIES IN SUPPORT OF AN ORDERLY SHUTDOWN AND OPERATIONS DURING A LAPSE IN APPROPRIATIONS

SAF/FM. SAF/FM shall be responsible for monitoring OMB guidance, DoD Guidance, and Congressional activities preceding a potential shutdown. SAF/FM shall issue a DAF-wide notice upon the commencement of a lapse in funding to initiate an orderly shutdown.

AF/A1. AF/A1, through the Air Force Personnel Center (AFPC), shall issue guidance and model documents to support the furlough of civilian employees. This includes guidance and oversight necessary to ensure that each employee's furlough status is properly coded in DAF and DoD databases.

SAF/GC. SAF/GC shall provide legal support to all delegates identified in this memorandum and issue binding DAF legal decisions concerning excepted activities, furlough, and financial obligations during a lapse in appropriations consistent with OMB and DoD guidance.

SAF/MR. SAF/MR shall track Air Reserve Component (ARC) (e.g., the Air Force Reserve Command and National Guard Bureau) decisions to conduct scheduled annual or unit training during a lapse in appropriations that is deemed essential to readiness and national security requirements.

II. DELEGATIONS OF AUTHORITY AND GENERAL GUIDANCE TO DETERMINE ACTIVITIES EXCEPTED FROM SHUTDOWN REQUIREMENTS

The authority to determine which DAF activities and personnel at field locations should be deemed excepted from shutdown requirements is hereby delegated as follows:

MAJCOM/Field Command-FOA-DRU Commanders. MAJCOM/Field Command-FOA-DRU Commanders are delegated the authority to determine which DAF activities, contracts, and personnel under their purview are excepted from the shutdown requirements. MAJCOM/Field Command commanders may further delegate this authority to Numbered Air or Space Force and DAF installation or center commanders/directors or equivalents.

Chief, National Guard Bureau. The Chief of National Guard Bureau is delegated the authority to determine which Air Force activities, contracts, and personnel under the purview of the National Guard Bureau are excepted from the shutdown requirements. The Chief, National Guard Bureau may further delegate this authority to any member of the Senior Executive Service or General Officer within the organization.

Heads of Two-letter Offices in the Secretariat, Air Staff and Office of the Chief of Space Operations (OCSO). Within Headquarters Air Force, the authority to determine which DAF activities, contracts, and personnel are excepted from the shutdown requirement is delegated to the heads of two-letter offices in the Secretariat, Air Staff, and OCSO and may be further delegated to any member of the Senior Executive Service, General Officer, or head of a three-letter office within the organization.

General Guidance. Tenant organizations on joint installations overseen by another Military Department and FOAs, detachments, operating locations, and similar organizations will follow direction/determinations of the appropriate higher-level organization in the chain of command.

The authority delegated herein shall be exercised in a manner consistent with the most current guidance from OMB and the DoD concerning the continuation of operations during a lapse in appropriations, as supplemented by applicable DAF policy and direction. Questions concerning whether an activity is excepted should be directed to the Air Force Office of the General Counsel (SAF/GCA).

Delegates shall maintain plans for continuation of excepted activities and orderly shutdown of non-excepted operations in the event of a lapse in appropriations. These plans should include the identification of excepted activities and contracts (or those funded with unexpired appropriations) that will continue during a lapse in appropriation, as well as the process for halting all other programs and contracts. The planning must also include the identification of civilian employees (including military technicians) who work on non-excepted activities and must be furloughed. Only except from furlough requirements the minimum number of civilians necessary to continue excepted activities. Individuals whose compensation is paid from appropriations or funds that have sufficient budgetary authority (e.g. multiyear appropriations) may not be furloughed under this guidance as long as there are sufficient balances in applicable accounts to pay all compensation costs. AF/A1 and AFPC shall provide

guidance, procedures, and documents regarding how civilians shall be informed of their excepted or non-excepted furlough status. **No specific employee furlough notifications are authorized until directed.**

In the event you are directed to execute your contingency plans, furloughed civilian employees will be in a non-duty, non-pay status. It is illegal to accept voluntary work from them whether at their worksite, home, or other locations. Commanders and supervisors must direct furloughed employees not to perform any work whatsoever during the shutdown period. Employees should be made aware that under Federal law all employees should receive pay for the period of the lapse, subject to the enactment of an appropriations act ending the lapse.

Military members remain in a duty status. Commanders or non-furloughed supervisors are authorized to continue or approve military leave during a period of lapsed appropriations depending on the mission needs of the unit.

Members of the Air Force Air National Guard (ANG) or the Reserve currently serving in a Title 10 status are not subject to furlough regardless of their activities. Air Reserve Component members currently on full-time Active Guard Reserve (AGR) orders are similarly not subject to furlough. However, members not already serving in an AGR status prior to the lapse in appropriation, or whose orders expire during a lapse in appropriations, shall not be called to AGR duty unless they support or engage in excepted activities.

Members of the Air Force Reserve may not be called into a duty status unless in support of an excepted activity. ANG members serving under Title 32 in an inactive duty training (IDT), inactive duty, annual training, or full-time National Guard duty status (including those serving pursuant to 32 U.S.C. §502(f)) may only continue their activities if you or your delegatee determine that they are performing or supporting an excepted activity. Annual or unit training is authorized for deployment training or when planned in close proximity to scheduled deployment. Where necessary, civilian employees may be excepted from furlough for the period of time necessary to support this training. Otherwise, such training (and support therefor) may continue only if the Commander of Air Force Reserve Command or the Chief of the National Guard Bureau (or their delegates) determine the training is essential to readiness and to meet a specific national security requirement, constituting an excepted activity under applicable DoD guidance. The Air Force Reserve Command and National Guard Bureau will notify SAF/MR of any determination to continue unit training during a lapse in appropriations and the reasons for doing so.

The following missions under 32 U.S.C. §502(f) are excepted activities: Border Patrol, Counter Drug, Aerospace Control Alert, Tanker Alert, Rescue Alert, Department of Homeland Security Support, and Homeland Response Force. Essential civilian employees performing these missions shall not be furloughed. ANG members serving under 32 U.S.C. § 502(f) in performance of missions not identified above, and/or not in an AGR status, shall be furloughed unless a case-by-case determination is made that they are performing an excepted activity.

III. DELEGATIONS OF AUTHORITY FOR TEMPORARY DUTY (TDY) TRAVEL

In the absence of appropriations, TDY travel scheduled to begin after the shutdown

occurs should be cancelled, unless it falls into one of the “excepted” categories discussed below. Authority to approve TDY travel is delegated pursuant to the TDY Approval Authority Table.

TDY Approval Authority Table

Travel by:	Approval Authority Delegated to:	Re-Delegable to:
USECAF, CSAF, CSO, VCSAF, VCSO, CMSAF, CMSSF	None. Retained by SECAF	N/A
Heads of Air Staff and OCSO "two-letter offices" and MAJCOM/CCs	Vice Chief of Staff Vice Chief of Space Operations	N/A
Heads of Secretariat "two-letter offices" (excluding Senate-confirmed officials, whose travel is approved by DEPSECDEF)	Under Secretary of the Air Force	N/A
Air Staff and OCSO Personnel below 2-letter level (including FOAs)	Vice Chief of Staff Vice Chief of Space Operations	<i>Heads of Air Staff and OCSO "two-letter offices" (no lower)</i>
Secretariat Personnel below 2-letter level (including FOAs)	Under Secretary of the Air Force	<i>Heads of Secretariat "two-letter offices" (no lower)</i>
MAJCOM headquarters and FOA personnel	MAJCOM/CC	<i>MAJCOM/DS (no lower, and not for officers higher in grade)</i>
ANG military and civilian personnel	Chief, National Guard Bureau	<i>ANG general officers and civilian equivalents (no lower)</i>
Wing or Center personnel	MAJCOM/CC	<i>Wing/CC, Center/CC, or Operations Centers for operational travel (no lower)</i>
DRU Personnel	Vice Chief of Staff Vice Chief of Space Operations	DRU/CC
Other personnel not addressed above (0-7 and above or civilian equivalent)	Under Secretary, Vice Chief of Staff of the Air Force, or Vice Chief of Space Operations (as appropriate)	N/A
Other personnel (0-6 or below or civilian equivalent)	First GO/SES in rating chain (via appropriate redelegations)	N/A

General Guidance. TDY travel scheduled to begin after the shutdown occurs should be cancelled, unless it falls into one of the “excepted” categories. During the shutdown period, manual travel orders must be signed by the appropriate delegated approving official. Orders accomplished in the Defense Travel System (DTS) cannot be approved by officials who would otherwise provide travel approval until written approval is obtained for each TDY from the appropriate delegated authority. With this delegation and any subsequent re-delegation comes the responsibility for ensuring that all reports that may be required by the DoD and/or the DAF are submitted by the respective command or organization in a timely fashion.

- *Overseas Travel.* Any travel overseas (defined as to and from CONUS) by any DAF employee or military member, must be in support of excepted activities only and be limited in scope. OCONUS travel by senior leaders must be strictly limited to excepted activities.
- *MilAir Use.* Senior leaders and others using MilAir should be mindful it may only be used for excepted activities in support of military operations and missions. MilAir is not available for non-excepted missions. Senior leaders seeking to use MilAir for excepted travel will continue to follow the previously issued instructions for obtaining approval. Leaders should be mindful use of MilAir is not an entitlement and should be used sparingly.
- *Spouse Travel.* All spouse travel is not authorized due to a lapse in appropriations.

Excepted Travel. Any TDY travel that began prior to the shutdown, but which does not fall into one of the “excepted” categories listed below, must be terminated in a rapid, but safe and orderly fashion. “Excepted” TDY travel during the shutdown period is that which is:

- Required for the direct return of personnel whose TDY has been terminated as part of an orderly shutdown;
- In direct support of named military operations and activities identified by DoD guidance;
- Directly related to safety of life and protection of property (per DoD guidance);
- Directly related with the foreign relations of the United States (e.g., negotiating international agreements).

Travel which meets one or more of these criteria may be undertaken or continued (other than return travel necessary for the orderly shutdown of operations) only if approved in writing by the Secretary or the appropriate delegate listed in the TDY Approval Authority Table.

Authorized Travel. Notwithstanding the above delegations, I hereby provide blanket approval for the following travel:

1. Continuation or initiation of deployment or operational orders required for direct support of named military operations and activities identified by DoD guidance.
2. Patient travel as defined by law and regulation. Medical personnel will determine if the TDY reasonably can be postponed without endangering the patient's life or exacerbating the patient's

condition. Medical personnel will ensure all patient travel is carefully monitored and appropriate. Congress has granted statutory authority to incur obligations in advance of appropriations for appropriate patient travel.

3. Continuation of existing long-term TDY (179 days or longer) orders, but not the initiation of new orders, because termination of those orders and relocation of the individual could entail safety risk and would reasonably be expected to incur greater costs than the maintenance of the individual in place.
4. Travel for emergency leave when such travel is validated and approved by the appropriate MAJCOM CC or CV.
5. Expedited transfers under the Sexual Assault Prevention Program (including PCS) as an excepted activity under safety of life.

Travel for Courts-Martial. The Judge Advocate General of the Air Force is delegated authority to approve the need for TDY travel for those courts-martial determined to fit the criteria of "excepted" activities under Department of Defense and DAF guidance. TJAG approval of travel for courts-martial purposes will be a prerequisite to action by the respective organizational travel approval authorities for individual travelers (military personnel, government civilian personnel, and private citizens wherever they reside or are assigned) who are needed to participate in any capacity (e.g., court reporters, witnesses) in courts-martial during the period of any government shutdown. This functional authority will avoid the requirement to seek approval from delegates at different echelons for each court-martial. This authority may be further re-delegated to the Deputy Judge Advocate General but no lower.



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Secretary of the Air Force