

**BY ORDER OF THE COMMANDER
AIR COMBAT COMMAND**



**AIR COMBAT COMMAND
INSTRUCTION 38-404**

10 JULY 2024

Manpower and Organization

**DEVELOPMENT AND
IMPLEMENTATION OF
PROGRAMMING PLANS AND
PROGRAMMING MESSAGES**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction implements DAFI 38-404, *Program Action Directives, (PADs) Program Guidance Letters (PGLs), Programming Plans (PPlans), and Programming Messages (PMsgs)*. It prescribes the procedures and responsibilities associated with the development and implementation of command Programming Plans (PPlans) and Programming Messages (PMsgs) and attempts to foster a better understanding of the interrelated elements of the overall basing actions and beddown process. Reporting requirements in this directive are exempt from licensing in accordance with AFI 33-324, *The Air Force Information Collections and Reports Management Program*. This publication does not apply to Air Reserve Component, Air National Guard, or United States Space Force units. AFSVC/SVI must be included in any requirement for Services coordination. Ensure all records generated as a result of processes prescribed in this publication adhere to AFI 33-322, *Records Management and Information Governance Program*, and are disposed in accordance with the Air Force Records Disposition Schedule, which is located in the Air Force Records Information Management System. Refer recommended changes and questions about this publication to the OPR using DAF Form 847, *Recommendation for Change of Publication*; route DAF Forms 847 from the field through the appropriate functional chain of command. This publication may be supplemented at any level. However, all direct supplements require routing to the OPR of this publication for coordination prior to certification and approval. The authorities to waive wing or unit level requirements in this publication are identified with a Tier ("T-0, T-1, T-2, T-3") number following the compliance statement. See DAFMAN 90-161, *Publishing Processes and Procedures*, for a description of the authorities associated with the Tier

numbers. Submit requests for waivers through the chain of command to the requestor's commander for non-tiered compliance items.

SUMMARY OF CHANGES

This publication has been substantially revised and must be completely reviewed. Major changes include: Updated information relating to the Air Force's Strategic Basing Process; based on DAFI 10-503, *Strategic Basing*. Updated information explaining and differentiating the Headquarters Air Combat Command's (HQ ACC) basing process and updated HQ ACC and Headquarters Air Force (HAF) office symbols reflecting reorganizations.

Chapter 1—GUIDANCE	4
1.1. Roles and Responsibilities.....	4
1.2. Programming Plan/Programming Message (PPlan/PMsg) Authority and Purpose.	4
1.3. Requests for PPlan/PMsg Development.....	4
1.4. Command Relationship.....	5
1.5. Unit and Numbered Air Force (NAF) PPlans/PMsgs.....	5
1.6. Inter-MAJCOM PPlans.....	5
1.7. Staff Support of ACC PPlans/PMsgs.....	5
Table 1.1. HQ ACC PPlan Functional Annex OPRs.....	6
1.8. PPlan/PMsg Development in the Air Force Strategic Basing Process.....	7
1.9. PPlan/PMsg Development in the MAJCOM Basing Process.....	9
1.10. Role of Proponent.....	10
1.11. Signatures on PPlans.....	10
1.12. Electronic Publication of PPlans/PMsgs.....	10
1.13. Security Classification and Downgrading of Declassified Information.....	11
1.14. Documentation Management Procedures.....	11
Chapter 2—RESPONSIBILITIES FOR PPLAN/PMSG DEVELOPMENT AND IMPLEMENTATION	12
2.1. PPlan/PMsg Development Responsibilities.....	12
2.2. PPlan/PMsg Implementation Responsibilities.....	13
2.3. SATAF Responsibilities.....	14
2.4. Changes to PPlans/PMsgs.....	15
2.5. Closure of PPlans/PMsgs.....	15
Chapter 3—THE ACC PROGRAMS MANAGEMENT TOOL (PMT) AND REPORTING	16
3.1. General Guidance.....	16

3.2.	PPlan Program Manager Reporting Responsibilities.....	16
3.3.	Working Group Chair Reporting Responsibilities.....	16
3.4.	Milestone/Action Item Management.	16
3.5.	Wing/DRU/FOA Reporting Responsibilities.	17
3.6.	NAF Reporting Responsibilities.	17
3.7.	PPlan/PMsg Closure.	17

Attachment 1—GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION 18

Chapter 1

GUIDANCE

1.1. Roles and Responsibilities.

1.1.1. The HQ ACC Director of Plans, Programs, and Requirements (HQ ACC/A5/8/9) is the command authority responsible for Programing Plans/Programing Messages (PPlans/PMsgs) and has delegated this responsibility to the Chief, Basing, Force Structure & Total Force Division (HQ ACC/A5/8B). HQ ACC/A5/8B is the sole approval and release authority for ACC PPlans and PMsgs.

1.2. Programming Plan/Programming Message (PPlan/PMsg) Authority and Purpose.

1.2.1. The primary purpose of a PPlan/PMsg is to achieve all the directed program goals and objectives within the predetermined time, funding, and manpower constraints by using detailed cross-functional time-phased milestones and action items to monitor and control the program execution. PPlans/PMsgs supporting Program Action Directive (PAD), or Program Guidance Letter (PGL), must be in accordance with (IAW) guidance in the Roles and Responsibilities section of the PAD or PGL. MAJCOM directed PPlans/PMsgs will be IAW ACC/CD approved guidance.

1.2.2. A PPlan is used for complicated planning, involving multiple functionals and subordinate units. It consists of a Basic Plan and supporting functional staff annexes. The primary types of actions for which a PPlan is developed include unit activations or inactivations and realignments involving the physical movement of people or assets.

1.2.3. A PMsg may be used in lieu of a PPlan when less comprehensive documentation is required to implement an initiative. A PMsg does not contain functional annexes and has an abbreviated Basic Plan section. In general, a PMsg is used for small basing actions when a Site Action Task Force (SATAF) will not be required.

1.3. Requests for PPlan/PMsg Development.

1.3.1. The PPlan/PMsg is only one element in the overall Air Force Strategic Basing Process. PPlan/PMsg development begins only after the appropriate level, authorization for the action is received and a Basing Action Request (BAR) is received by ACC/A5/8B. A5/8B will coordinate the BAR through the Air Force Strategic Basing process administered by Assistant Secretary of the Air Force, Energy, Installations & Environment Strategic Basing Office (SAF/IEIB), IAW DAFI 10-503, *Strategic Basing*, to determine if the basing action is a Strategic or MAJCOM basing action. BAR Form and example are located at: <https://usaf.dps.mil/sites/ACC-A589/A5bmain/A8BG/SitePages/Home.aspx>.

1.3.2. Official requests for basing actions and/or PPlan/PMsg development will be submitted via memo from the appropriate ACC Directorate to HQ ACC/A5/8/9. The memo should ask for a review of the proposed BAR for determination of strategic basing related requirements. HQ ACC/A5/8B will assign a PPlan Program Manager to provide “cradle-to-grave” oversight of the program action.

1.3.3. Official basing action requests must be accompanied by a proper level of authorization commensurate with the proposed action. Types of authorization are a PAD, PGL, Program

Change Request (PCR), President's Budget (PB), National Defense Authorization Act (NDAA), HQ ACC Director approval, and ACC/CC or ACC/CD Direction/Approval.

1.3.4. PPlan/PMsg development not associated with a basing action may be directed by a PAD, PGL or tasking order (TASKORD). The HQ ACC OPR for the action will send a memo to HQ ACC/A5/8/9 with the authorization document to begin the process.

1.3.5. ACC Directorates requesting PPlan/PMsg development must provide an office symbol and action officer name to serve as the designated proponent for the proposed program action (see [paragraph 1.10](#) for proponent duties). The PPlan Program Manager will coordinate between the proponent and all appropriate organizations to initiate the basing action process.

1.4. Command Relationship. ACC PPlans/PMsgs may be directed to the HQ ACC staff and subordinate agencies. ACC PPlans/PMsgs will not task higher-echelon agencies or non-ACC agencies except when ACC is directed by SAF/IEIB to execute a basing action on a non-ACC installation, the PPlan is allowed to task host wing or base agencies.

1.5. Unit and Numbered Air Force (NAF) PPlans/PMsgs. ACC units/NAFs may develop PPlans/PMsgs or supplements whenever the need to manage programming actions of any type at the unit/NAF level exists. Guidance/tasking contained in unit/NAF PPlans/PMsgs will neither supersede nor interfere with the guidance/tasking contained in any ACCI, nor will it task higher-echelon agencies or non-ACC agencies. PPlan/PMsg samples and templates can be obtained by contacting HQ ACC/A5/8B or through the ACC/A5/8B Program Management Tool (PMT) SharePoint Site at: <https://usaf.dps.mil/sites/ACC-A589/A5bmain/A8BG/SitePages/Home.aspx>.

1.6. Inter-MAJCOM PPlans. Used when a basing action requires a PPlan, which will task agencies belonging to other MAJCOMs. Lead for the Inter-MAJCOM PPlan will depend on the specific beddown action. Each MAJCOM will task its own agencies. The gaining MAJCOM is normally OPR for the inter-MAJCOM PPlan. When ACC is the lead command for an Inter-MAJCOM PPlan, all guidance contained in this instruction will apply. When another MAJCOM is lead, guidance contained in that command's respective governing instruction will apply. In all cases, actions for which ACC is responsible will be tracked through the ACC PMT SharePoint site at: https://usaf.dps.mil/teams/ACCPMS/ACC_PMS/SitePages/PMT.aspx.

1.7. Staff Support of ACC PPlans/PMsgs. The staff agencies designated as the OPR for PPlans/PMsgs within their functional annex are listed in [Table 1.1](#). These agencies will provide a point of contact (POC) to serve as the Working Group Chair (WGC) for their respective Annex and the WGC will identify an OPR for each milestone/action item originating from their annex. Overarching responsibility for reporting on the status of milestones/action items rests with the designated OPR. WGCs will establish internal administrative procedures to support the PMT reporting process within their Directorate.

Table 1.1. HQ ACC PPlan Functional Annex OPRs.

Annex	Basic Plan	A5/8B
A	Manpower and Organization	A1M
B	Personnel Actions	A1K
C	Plans and Programs and Requirements	A5/8/9 (No single OPR; three-letter OPR depends on subject matter. If uncertainty as to appropriate three-letter exists, PPlan tasking will be routed through A5/8/9 Exec.)
D	Comptroller/Funding	ACC/FM - oversight and coordination responsibility over Command comptrollers and funding, in year of execution.
E	Contracting	AMIC/PK (AFICC/KC is OCR)
F	Cyber and Warfare Communications	A6X - A6X performs planning of cyber and communications infrastructure during basing actions.
G	Intelligence, Surveillance, and Reconnaissance	A2 (No single OPR; three-letter OPR depends on subject matter. If uncertainty as to appropriate three-letter exists, PPlan tasking will be routed through A2 Exec.)
H	Operations	A3 (No single OPR; three-letter OPR depends on subject matter. If uncertainty as to appropriate three-letter exists, PPlan tasking will be routed through A3 Exec.)
I	Logistics	Air Force Installation and Mission Support Center (AFIMSC) Det 8 Basing and Beddown Branch. Support Agreements are managed by AFIMSC/IZLP, JBSA Lackland. ACC/A4R has lead responsibility for ACC. Aircraft Maintenance remains in ACC/A4 but functional annexes/reports are reported via IMSC Det 8 lead role.
J	Civil Engineering	AFIMSC Det 8, Basing and Beddown Branch
K	Security Forces	A4S
L	Information Protection	IP
M	Chaplain	HC
N	Historian	HO
O	Inspector General	IGI
P	Staff Judge Advocate	JA

Q	Safety	SE – Occupational, flight and weapons safety
R	Command Surgeon	SGS
S	Small Business	N/A
T	Public Affairs	PAX
U	Congressional Affairs	N/A (PAD use only)
V	AF Reserve Component	A5/8/9H and /or A5G
W	HAF Manpower and Organization	
X	HAF Facility Requirements	
Y	HAF Budget and Programming Requirements	
	Z-ZZ As Required	
AA	Distribution List	A5/8B
BB	Special Access Programs	A5/8Z
CC	Force Support	If Services expertise is required on Site Surveys or SATAFs, A5/8B will request support through ACC A1 AFSVC/SVIZ, who coordinates with AFSVA/SVI to obtain TDY or reach back support. The Site Survey/SATAF schedule will include a block for Services support to interview local Force Support personnel.
DD	International Affairs	IA
EE	Total Force Integration	A5/8B
FF	Environmental Analysis	A5/8B – does not have authority to sign AF813, <i>Request for Environmental Impact Analysis</i> , but will coordinate with AFCEC/CIE and beddown location
GG	Planning, Programming, Budgeting, Execution	A5/8/9 CFT TBD (C2-A8C, GIISR-A8I, GPA-A8F, PR-A8R) - future years funding
ZZ	PMS Reporting Requirements	A5/8B

1.8. PPlan/PMsg Development in the Air Force Strategic Basing Process.

1.8.1. PPlans/PMsgs execute basing actions approved or exempted through the Air Force Strategic Basing Process (SBP). Exempted basing actions (ref. AFD 10-5, *Basing*, 2 Oct 2019) will follow the ACC process established by ACCI 38-404. All proposed basing actions that meet the basing action criteria listed in DAFI 10-503, paragraph 1.6, require the submission of a BAR to SAF/IEIB (using the Strategic Air & Space Basing Enterprise Repository [SABER] Dashboard) and will follow the Strategic Basing Process (SBP), unless

specifically exempted by SAF/IEIB or the Strategic Basing Panel (SBPL) during staffing. Submission of a BAR requires that the requesting Directorate provide a proponent, documented approval authority (see [paragraph 1.3.3](#)), and identify the source of funding and manpower to execute the proposed action. The information below is provided to highlight the overall SBP process, facilitate an understanding of where the PPlan/PMsg fits into the process, and emphasize the importance of initiating proposed basing actions in a timely manner.

1.8.2. MAJCOM/Service identifies basing requirement to SAF/IEIB.

1.8.3. Upon receipt of a BAR, SAF/IEIB will identify the lead MAJCOM for weapon systems basing actions, using AF/A8PE *Lead Command Agent Table*, (<https://usaf.dps.mil/sites/10940/a8pe/sitepages/home.aspx>) as a reference. SAF/IEIB will identify the lead MAJCOM for non-weapon systems basing actions.

1.8.4. HQ ACC/A5/8B in coordination with the proponent directorate submits the BAR to SAF/IEIB using the SABER Collaboration Tool with recommended enterprise definition and infrastructure/mission criteria used to screen the largest possible enterprise of installations down to a reasonable number of candidate installations.

1.8.5. SAF/IEIB staffs infrastructure/mission criteria through the SBPL, Strategic Basing Group (SBG), and the Strategic Basing Board (SBB) for approval by the Secretary of the Air Force (SecAF) and the Chief of Staff of the Air Force (CSAF). Approved criteria will be used to define the enterprise and generate an enterprise-wide look (EWL) of bases to be considered.

1.8.6. HQ ACC/A5/8B will coordinate with Air Force Installation and Mission Support Center (AFIMSC) to gather and validate data and assess EWL installations using the approved criteria then submit findings to SAF/IEIB.

1.8.7. The SBPL, SBG and the SBB will validate findings and submit to SecAF for approval of candidate bases to conduct comprehensive site survey analyses. SAF/IEIB will authorize site surveys at specific locations by issuing a Site Survey Control Number (SSCN).

1.8.8. HQ ACC/A5/8B leads site survey teams comprised of the HQ ACC proponent, applicable HQ functional Subject Matter Experts (SMEs), AFIMSC offices, Air Force Civil Engineer Center (AFCEC) offices and other appropriate organizations to conduct site surveys at all SAF approved candidate bases using the approved infrastructure/mission criteria. Site surveys determine and compare beddown feasibility using the American Association of Cost Estimation Class 5 cost estimates (+50 /- 30%) for all infrastructure requirements.

1.8.9. HQ ACC/A5/8B will submit site survey reports to SAF/IEIB who will staff the comparative results through the SBPL, SBG, and SBB for review, validation, and endorsement of results. The SBB will forward to SecAF requesting a Preferred Location (PL) decision.

1.8.10. Immediately following the PL decision, the HQ ACC A5/8B Program Manager will lead a PPlan Conference, initiate the Environmental Impact Analysis Process (EIAP) and begin planning a Site Action Task Force (SATAF) visit to the PL. Planning activities can commence and planning funds can be utilized, but no irreversible or irrevocable commitment of DAF resources or movement of equipment, force structure or personnel onto an installation can take place until after the EIAP is complete and SecAF issues a Record of Decision (ROD) or Basing Decision Memorandum (BDM).

1.8.11. After required public announcements, the HQ ACC/A5/8B, in coordination with the host MAJCOM if applicable, will ensure the completion of the EIAP for the approved basing location(s) per 32 Code of Federal Regulations (CFR) Part 989 in coordination with AFIMSC Det 8 and AFCEC/CIE. All EIAP information to be released to the public shall be coordinated with the appropriate offices (e.g. ACC/Public Affairs (PA), Office of The Judge Advocate General, Operations and International Law Directorate, Environmental Law and Litigation Division (AF/JAOE), SAF/Legislative Liaison, SAF/PA, etc.) depending on the level of environmental analysis required prior to release.

1.8.12. Once the EIAP is complete, the SecAF basing decision is finalized through the publication of a signed ROD or BDM. ACC/A5/8B executes the basing decision by initiating a beddown action using a PPlan/PMsg and conducts periodic SATAFs as necessary until action is complete. The terms basing and beddown are not interchangeable. Beddown is the execution of a basing decision. Permanent actions may be taken like PCSing personnel, contracting for infrastructure build out, processing Organizational Change Requests, etc.

1.9. PPlan/PMsg Development in the MAJCOM Basing Process. Many basing actions are initiated as part of other Air Force-level decision-making processes, such as the Air Force Corporate Structure, and approved by the SecAF and therefore exempted from the SBP by AFPD 10-5. Informational briefing to SAF/IEI may be required. Other basing actions are MAJCOM initiatives that do not exceed the basing action criteria set in DAFI 10-503. The MAJCOM basing process is as follows:

1.9.1. The initiating Directorate will submit a BAR attached to memo to the ACC/A/5/8/9 requesting a basing action. Upon receipt of the proponent's BAR, A5/8B will initiate the basing process:

1.9.1.1. Develop criteria. Working with the proponent, A5/8B will develop the infrastructure/mission criteria necessary to accomplish the proposed basing action. The proponent Director will validate final criteria.

1.9.1.2. Conduct EWL if necessary. The EWL outcomes will be verified by the proponent Director, who will then request ACC/CC or ACC/CD to decide regarding the candidate bases. Non-ACC bases may be considered but coordination with the proposed host MAJCOM HQs must be completed before a site survey is conducted. Final basing decision rests with the host MAJCOM.

1.9.1.3. HQ ACC/A5/8B leads site survey teams comprised of the HQ ACC proponent, applicable HQ functional SMEs, AFIMSC offices, and other appropriate organizations to conduct site surveys at all ACC/CC or ACC/CD approved candidate bases using the approved infrastructure/mission criteria. Site surveys determine and compare beddown feasibility and American Association of Cost Estimation Class 5 cost estimates (+50 /- 30%) of all infrastructure requirements.

1.9.1.4. A5/8B briefs ACC senior leadership on site survey results to validate results as compared to original proposal and approve/disapprove continuation of basing action.

1.9.1.5. Develop ACC PPlan or PMsg using the site survey data. ACC/CC-initiated PPlan/PMsgs will use the same format as specified in DAFI 38-404.

1.9.1.6. Once ACC/CC or ACC/CD selects a PL, A5/8B will:

1.9.2. Lead a PPlan/PMsg conference based on site survey data.

1.9.2.1. Conduct EIAP process.

1.9.2.2. Conduct SATAFs and incorporate milestone/action item changes into the PPlan/PMsg as required.

1.9.2.3. Once EIAP is complete, request a final basing decision ROD or BDM from ACC/CC or ACC/CD unless previous approval pending EIAP completion was provided.

1.9.2.4. Proponent will coordinate with ACC/PA to issue required public announcements.

1.9.2.5. Using PMT, manage PPlan/PMsg until proponent advises that all actions are complete or no longer relevant and requests closure of the basing action. A5/8B will subsequently close the PPlan/PMsg and make appropriate official notifications.

1.10. Role of Proponent.

1.10.1. The proponent Directorate is responsible for providing HQ ACC/A5/8B with mission/operational expertise to help define the actions needed to plan for and execute approved basing actions supporting ACC programs/weapons systems. This includes the identification and coordination of the funding source(s) and/or manpower billet offsets, when required, to support implementation of the decision. Funding and manpower resources should be identified by the proponent before the A5/8B staff is brought in to initiate the basing process.

1.10.2. ACC proponents are also charged with determining the logistical, infrastructure, and operational requirements of the beddown action and the codification of those requirements with applicable documents i.e. Concept of Operations, Designed Operational Capability Statements, and Timed Phased Force Deployment Data etc. This information is essential in developing basing criteria used to determine beddown location.

1.10.3. The proponent is responsible for providing HQ ACC/A5/8B with information required to scope and accomplish the basing and beddown process (criteria development, site surveys, and SATAFs). When a PPlan or PMsg is required to execute a basing action, the proponent is further responsible for managing the day-to-day issues including ensuring the completion of the program milestones identified in the PPlan/PMsg.

1.10.4. The proponent will work with A5/8B to develop the AF813. The proponent will sign the AF813 as the requestor of the action and A5/8B will work with the beddown location and AFCEC/CIE to facilitate the environmental impact analysis process. The proponent will be responsible for sourcing funding to pay for an Environmental Assessment (EA) or Environmental Impact Statement (EIS) if one is required.

1.11. Signatures on PPlans. Unless digitally signed, the Basic Plan and following annexes must be annotated as “//SIGNED//” over the signature block of the designated approval authority. This guidance does NOT negate the requirement for actual approval by the designated authority, which should be documented and maintained by each respective PPlan OPR. (PMsgs do not require signatures)

1.12. Electronic Publication of PPlans/PMsgs. HQ ACC/A5/8B guidance is to publish PPlans/PMsgs electronically. A5/8B will issue a notice to all intended recipients to announce publication.

1.12.1. PPlans/PMsgs which are Controlled Unclassified Information (CUI) will be posted on ACC PMT SharePoint site.

1.12.2. PPlans/PMsgs which are classified CONFIDENTIAL, SECRET or TOP SECRET will be posted on the appropriate classified system.

1.13. Security Classification and Downgrading of Declassified Information.

1.13.1. Classify PPlan/PMsg data according to content and ensure protection of classified information in accordance with DoDM 5200.01V3_DAFMAN 16-1404V3, *Information Security Program: Protection of Classified Information*. If any aspect of a PPlan or PMsg is classified (CONFIDENTIAL or higher), the classification level of each paragraph throughout the document will be annotated.

1.13.2. HQ ACC/A5/8B will notify agencies on distribution for classified PPlans/PMsgs as soon as possible following public announcement or official notification regarding the downgrade of classified information.

1.14. Documentation Management Procedures. Record copies of each PPlan/PMsg and associated documentation will be maintained and disposed of in accordance with the Records Disposition Schedule found in *Air Force Records Information Management System*. Destruction of classified PPlans/PMsgs and associated documentation will be accomplished in accordance with DoDM 5200.01V3_DAFMAN 16-1404V3. The PMT SharePoint Site used to track the status of PPlan/PMsg implementation is maintained in accordance with the Records Disposition Schedule.

Chapter 2

RESPONSIBILITIES FOR PPLAN/PMSG DEVELOPMENT AND IMPLEMENTATION

2.1. PPlan/PMsg Development Responsibilities. Proponent Directorate will assign an individual (proponent) to initiate the beddown process IAW [paragraph 1.10](#) of this instruction. Upon initiation of a basing action HQ ACC/A5/8B will assign a PPlan Program Manager.

2.1.1. PPlan Program Manager will:

2.1.1.1. Obtain a SecAF ROD or BDM from SAF/IEIB that approves the beddown action if required.

2.1.1.2. Determine if a Site Survey is necessary to inform the PPlan.

2.1.1.3. Determine whether a PPlan or PMsg is the appropriate vehicle, then schedule and chair the development conference.

2.1.1.3.1. If associated with a PAD/PGL, the PPlan Program Manager will submit the draft PPlan with all functional annexes to the PAD/PGL OPR as directed in the PAD/PGL.

2.1.1.3.2. When a PPlan/PMsg supports a PAD/PGL the PPlan Program Manager must review DAFI 16-1404, Chapter 6, for specific approval, reporting and closure requirements which differ from MAJCOM directed PPlan/PMsg(s).

2.1.1.4. Brief the proponent on how the PPlan/PMsg development process works and track the PPlan/PMsg to completion.

2.1.1.5. Task appropriate ACC Directorates to appoint a WGC to lead their respective PPlan Annex. Request AFIMSC Det 8 to appoint a WGC for Civil Engineering and Logistics as necessary.

2.1.1.6. Host a PPlan/PMsg development conference to develop the basic plan, including a list of draft program milestones and action items, based on input from the proponent, site survey and authorization documents. Ensure all affected organizations are included in the conference as necessary to participate in the Working Groups. Use of the applicable Site Survey Report is essential in developing the PPlan/PMsg.

2.1.1.7. Coordinate with designated WGCs to generate PPlan/PMsg inputs (with emphasis on finalizing the program milestones), initiate development of supporting functional staff annexes. Ensure the WGCs are provided with annex format/content models if needed.

2.1.1.8. Use the HQ ACC Task Management Tool to task and track the suspense for staff inputs to the PPlan/PMsg.

2.1.1.9. Consolidate and review all PPlan/PMsg inputs, taking action to correct discrepancies as necessary.

2.1.1.10. Coordinate with the proponent to ensure all agencies participating in or affected by the execution of the PPlan/PMsg are included as PPlan/PMsg addressees.

2.1.1.11. Incorporate SATAF documentation, when applicable.

2.1.1.12. If the PPlan/PMsg is classified, establish security guidance for inclusion in the PPlan/PMsg, based on input from the proponent.

2.1.1.13. Obtain HQ ACC/A5/8B approval to publish the final product and notify affected agencies of publication when the PPlan/PMsg has been posted to the PMT.

2.1.1.14. Organize and coordinate supporting SATAFs to beddown location.

2.1.1.15. Publish changes to the PPlan as necessary. Changes are typically required after each SATAF to update milestones/action items and basing action status.

2.1.1.16. Track to completion on PMT, then publish closure message.

2.1.2. WGCs will:

2.1.2.1. The WGC serves as the SME for their functional area and as such should have codified authority. The WGC will facilitate development of courses of action (COA) to meet the beddown requirements and validate selected COA.

2.1.2.2. Provide input to the draft basic PPlan/PMsg (with emphasis on program milestones) and develop supporting functional staff annexes and action items. WGC responsibilities may include attending a PPlan/PMsg development conference and/or SATAF.

2.1.2.3. Ensure use of the HQ ACC/A5/8B-approved templates for all functional PPlan/PMsg components (annexes, working group minutes, action items).

2.2. PPlan/PMsg Implementation Responsibilities. HQ ACC/A5/8B supports PPlan/PMsg implementation through management of the ACC PMT.

2.2.1. HQ ACC/A5/8B will:

2.2.1.1. Establish progress reporting criteria associated with ACC PPlans/PMsgs, and ensure the criteria is set forth in each individual PPlan/PMsg.

2.2.1.2. Serve as the focal point for all status updates into the PMT and provide a periodic “reminder” to OPRs regarding the due dates.

2.2.1.3. Ensure users of the PMT are offered training for its use.

2.2.1.4. Ensure the proponent uses “Proponent’s Comments” in PMT to provide periodic assessments of PPlan progress. Proponent comments are only required if the overall PPlan is assessed as “Red” or “Yellow.”

2.2.1.5. Use PMT to proactively review the PPlan/PMsg program milestones and action items and coordinate with the appropriate WGCs to ensure the applicable OPR(s) are resolving items assessed as “Red” or “Yellow.”

2.2.1.6. Report in PMT the status of overall progress towards meeting the beddown objective using Red, Yellow, or Green as defined below:

2.2.1.6.1. **RED** – basing action objectives will not be attained and/or prescribed timelines will not be met under the current PPlan with identified resources.

2.2.1.6.2. **YELLOW** – basing action objectives may be met using a high-risk workaround and/or there is insufficient information to assess basing action objectives.

- 2.2.1.6.3. **GREEN** – basing action is on track; all objectives are attainable in requisite timeline and proposed manpower/funding resources.
- 2.2.1.7. Notify proponent Directorate immediately when assessing a PPlan/PMsg red or yellow.
- 2.2.1.8. Oversee the accomplishment of ACC milestones and action items within the respective functional area, or that adequate workarounds are established.
- 2.2.1.9. Provide progress reports through the PMT in accordance with all applicable provisions of this instruction, and as directed by Annex ZZ of the PPlan or the reporting guidance set forth in the PMsg.
- 2.2.1.10. Monitor the status of field action items within the respective PPlan and provide assistance to affected units as required.
- 2.2.1.11. Use PMT to monitor the adequacy and currency of the respective annex and submit required revisions to the PPlan Program Manager.
- 2.3. SATAF Responsibilities.** HQ ACC/A5/8B will designate an individual to serve as the SATAF Team Chief (usually the designated PPlan Program Manager).
- 2.3.1. The SATAF Team Chief will:
- 2.3.1.1. Ensure SATAF WGCs have a thorough understanding of the purpose and mechanics of the SATAF.
- 2.3.1.2. Coordinate with the SATAF host base regarding proposed SATAF dates.
- 2.3.1.3. Determine the necessary working groups and send a tasker to the designated PPlan OPR three-letters requesting SATAF support. Send support request to AFIMSC Det 8 for Civil Engineering and Logistics support as necessary.
- 2.3.1.4. Issue a formal SATAF announcement to the host base. The announcement should specify the purpose of the SATAF, confirm the SATAF dates and agenda, request identification of a unit POC and state the host base support requirements, which generally include providing a location for the in-brief, out-brief, and daily integration meetings, as well as a facility for working groups to convene each day. Identify all communications and computer support required to support the SATAF.
- 2.3.1.5. Conduct a pre-SATAF meeting with the ACC and AFIMSC staff working group members to review the agenda and working group responsibilities.
- 2.3.1.6. Prepare and present the SATAF in-brief and out-brief.
- 2.3.1.7. Conduct a daily integration meeting to discuss key working group issues and assess SATAF progress.
- 2.3.1.8. Ensure all milestone and action items are entered into the PMT and review the data for accuracy and completion.
- 2.3.1.9. Incorporate the SATAF documentation (Executive Summary, Working Group Minutes, action item spreadsheet) into the respective PPlan and submit the finalized product for final review, as soon as possible following the end of the SATAF. The

Executive Summary will be appended to the basic plan, the working group minutes will be appended to their respective functional annex, and the action items will be input into PMT.

2.3.2. WGC will:

2.3.2.1. Identify and request members of the working group. Identify each as travel or reach back support.

2.3.2.2. Attend the pre-SATAF meeting hosted by the SATAF Team Chief.

2.3.2.3. Lead the respective working group in the conduct of daily business during the SATAF and ensure thorough documentation of the issues discussed/action items identified by the group. Facilitate updates to COA as needed to meet the beddown requirements and validate any changes to the COA.

2.3.2.4. If a working group member identifies an action item with an OPR in another functional area, ensure the item is submitted to the appropriate WGC. If any proposed action item involves an OPR or OCR not present in the working group, ensure buy-in from that entity at the integration meeting or via some other coordination.

2.3.2.5. Ensure the working group includes appropriate unit personnel in all discussions. The WGC should contact unit personnel prior to the SATAF.

2.3.2.6. Facilitate the flow of crosstalk with other working groups on issues involving other functional areas.

2.3.2.7. Attend the in-brief, out-brief, and all integration meetings. Be prepared to discuss the group's progress and pertinent issues.

2.3.2.8. Write working group minutes and executive summary using the templates provided by HQ ACC/A5/8B and located in PMT at: https://usaf.dps.mil/teams/ACCPMS/ACC_PMS/SitePages/PMT.aspx.

2.4. Changes to PPlans/PMsgs. Changes to directed program actions necessitate a change to their respective PPlan/PMsg. Changes to PPlans/PMsgs will be published to reflect documentation from follow-on SATAFs. Working group minutes for each SATAF will be documented in a separate appendix to the appropriate functional annex to the PPlan/PMsg. HQ ACC/A5/8B will post all changes to PPlans/PMsgs to the PMT SharePoint site. Changes in the status of program milestones and action items are updated through the PMT and do not constitute changes to the PPlan/PMsg. Changes to PPlans/PMsg supporting a PAD/PGL will be coordinated with the PAD/PGL OPR.

2.5. Closure of PPlans/PMsgs. When all program milestones associated with a PPlan/PMsg are complete, HQ ACC/A5/8B will issue an official notification of closure to all recipients of the original document. The PPlan/PMsg will be moved under the PMT Archive tab for future reference.

Chapter 3

THE ACC PROGRAMS MANAGEMENT TOOL (PMT) AND REPORTING

3.1. General Guidance. All reporting associated with the implementation of ACC PPlans/PMsgs is accomplished through the ACC PMT SharePoint application at: https://usaf.dps.mil/teams/ACCPMS/ACC_PMS/SitePages/PMT.aspx.

3.1.1. Assessment Update Cycle: Updates on milestones and action items may be made at any time. Commander's comments and Manager's assessments must be accomplished IAW the reporting requirements specified in individual PPlan/PMsg. Each PPlan/PMsg supporting a PAD/PGL will provide monthly updates unless otherwise directed in the PAD/PGL. When an assessment is not provided as prescribed for any given PPlan/PMsg, PMT will be annotated with the words "No comments received. mm/dd/yr" within the assessment comment window. Reporting agencies are strongly encouraged to update items within their area of responsibility as soon as possible after each milestone and action item is accomplished so the status of each PPlan/PMsg reflects real-time data to the greatest extent possible.

3.2. PPlan Program Manager Reporting Responsibilities.

3.2.1. The PPlan Program Manager will provide updates regarding the progress made towards meeting the program objective(s). This will entail providing an overall assessment of program status using the Red-Yellow-Green scale.

3.2.2. In addition to assigning Red, Yellow, or Green, provide a brief synopsis of the program status "Manager's Assessment" window on the "PPlan" screen. If potential "showstoppers" have been noted, the assessment should include a concise but detailed explanation of the proposed resolution.

3.2.3. PPlan Program Managers will coordinate with the proponent prior to making their PPlan/PMsg assessment.

3.3. Working Group Chair Reporting Responsibilities . Assigned HQ ACC WGCs are listed in each respective PPlan/PMsg. These individuals will report on the status of actions within their area of responsibility in accordance with the due date/submission criteria set forth in the PPlan/PMsg and the following guidance.

3.3.1. HQ ACC WGCs are responsible for reporting on all program milestones and action items for which the OPR is an HQ ACC staff agency within their functional area. Thus, each WGC is responsible for establishing reporting procedures for their functional area with regard to the administration of PMT. WGCs will actively monitor the accomplishment of the field-level actions within their functional area.

3.4. Milestone/Action Item Management. All ACC staff agencies identified as a milestone and/or action item OPR will update their milestones and action items in accordance with the following guidance:

3.4.1. Every Milestone and Action Item in PMT has an "Assessment" Window: Provide a brief synopsis of the progress made towards milestone/action item completion, highlighting any potential problems. If a potential problem is noted, describe the proposed corrective action. If a suspense date must be slipped, explain the circumstances necessitating the change. If a milestone or action item has been completed, describe the concluding action, including the

date completed and change the status of the milestone or action item to “closed.” Upload supporting documentation as necessary to support changes to milestone(s)/action item(s). When closing a Milestone ensure all associated Action Items have been closed. Click the “Closed” button to complete the action.

3.4.2. Every Milestone and Action Item in PMT has a “Suspense” Window: Every effort should be made to ensure completion of milestones and action items by the originally established dates. Update only if a change (slip) is required. Slips in action item suspense dates are at the discretion of the OPR. Slips in milestone dates require the approval of, and must be entered by, the PPlan Program Manager.

3.5. Wing/DRU/FOA Reporting Responsibilities. Wing/Direct Reporting Unit/Forward Operating Area commander will appoint both a primary and an alternate POC to serve as the focal point for PPlan/PMsg reporting purposes. POCs will report on field-level action items and program milestones as outlined under [paragraph 3.3](#) above. (T-2).

3.6. NAF Reporting Responsibilities. When a PPlan/PMsg directly impacts a NAF, the respective NAF command section will ensure a commander’s assessment is accomplished in the same manner as outlined under [paragraph 3.1.1](#). The assessment should highlight any significant problem areas requiring higher headquarters involvement.

3.7. PPlan/PMsg Closure. When all Milestones/Action items are complete the A5/8B will provide a closure memorandum to all recipients on the Distribution list and it will be posted in PMT.

CHRISTOPHER J. NIEMI
Brigadier General, USAF
Director of Plans, Programs and Requirements

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

AFI 33-322, *Records Management and Information Governance Program*, 23 Mar 2020

AFPD 10-5, *Basing*, 2 October 2019

DAFI 10-503, *Strategic Basing*, 12 Jun 2023

DAFI 38-404, *Program Action Directives (PADs), Program Guidance Letters (PGLs), Programming Plans (PPlans), and Programming Messages (PMsgs)*, 13 Feb 2024

DAFI 90-160, *Publications and Forms Management*, 14 Apr 2022

DAFMAN 90-161, *Publishing Processes and Procedures*, 18 Oct 2023

DoDM 5200.01V3_DAFMAN 16-1404V3, *Information Security Program: Protection of Classified Information*, 12 Apr 22

Prescribed Forms

None

Adopted Forms

AF Form 813, *Request for Environmental Impact Analysis*

DAF Form 847, *Recommendation for Change of Publication*

Abbreviations and Acronyms

AFCEC—Air Force Civil Engineer Center

AMIC—Acquisition Management & Integration Center

ANG—Air National Guard

BAR—Basing Action Request

BDM—Basing Decision Memorandum

CATEX—Categorical Exclusion

CONOPS—Concept of Operations

CSAF—Chief of Staff of the Air Force

CUI—Controlled Unclassified Information

DOPAA—Description of Proposed Action and Alternatives

EIAP—Environmental Impact Analysis Process

EIS—Environmental Impact Statement

EWL—Enterprise-Wide Look

HAF—Headquarters Air Force

HQ—Headquarters
NAF—Numbered Air Force
NDAA—National Defense Authorization Act
NEPA—National Environmental Policy Act
OCR—Office of Collateral Responsibility
OPR—Office of Primary Responsibility
PAD—Program Action Directive
PB—President’s Budget
PGL—Program Guidance Letter
PMsg—Programming Message
PMT—ACC Program Management Tool
POC—Point of Contact
PPlan—Programming Plan
P&RA—Preferred and Reasonable Alternative
RDS—Records Disposition Schedule
ROD—Record of Decision
SBB—Strategic Basing Board
SBG—Strategic Basing Group
SBP—Strategic Basing Process
SBPL—Strategic Basing Panel
SATAF—Site Action Task Force
SecAF—Secretary of the Air Force
SIPRNET—Secret Internet Protocol Router Network
WGC—Working Group Chair

Office Symbols

ACC/CC—Commander, Air Combat Command
ACC/CD—Deputy Commander, Air Combat Command
ACC/A5/8BG—Air Combat Command Ground Basing Branch
ACC/A5/8B—Air Combat Command Basing, Force Structure & Total Force Division
ACC/A5/8/9—Air Combat Command Plans, Programs, & Requirements Directorate
AF/JAOE—Office of The Judge Advocate General, Operations and International Law Directorate, Environmental Law and Litigation Division

AFCEC/CIE—NEPA Center at Air Force Civil Engineer Center

AFSVC/SVI—Air Force Services Center

SAF/IEIB—Assistant Secretary of the Air Force, Energy, Installations & Environment Strategic Basing Office

SAF/LL—Assistant Secretary of the Air Force Legislative Liaison

SAF/PA—Assistant Secretary of the Air Force Public Affair

Terms

ACC Program Management Tool (PMT)—SharePoint application used to report status of PPlans/PMsgs. (https://usaf.dps.mil/teams/ACCPMS/ACC_PMS/SitePages/PMT.aspx)

Action Items—Actions which must be initiated and completed at a specific time to support PPlan implementation. Action items which are critical to a particular milestone or milestones are identified as such within each PPlan.

Basing—Actions taken to position Air Force units (on AF or non-AF property) or non-USAF entities on USAF real property. The Strategic Basing Process is used to determine the Preferred Location of a unit, manpower, mission, or activity. All proposed basing actions meeting criteria in DAFI 10-503, paragraph. 1.6, require submission of a Basing Action Request to SAF/IEIB and will follow DAFI 10-503 instructions.

Beddown—The execution of a Secretary of the Air Force approved basing action establishing a unit, mission, activity, or manpower on Air Force real property or Air Force unit, mission, activity, or manpower on non-Air Force DoD Component or Foreign military installations for longer than a year.

Critical Action—Action that must be completed/closed to achieve an associated milestone.

Description of Proposed Action and Alternatives (DOPAA)—AF Form 813, *Request for Environmental Impact Analysis*, (EIAP) initiates the required analytical assessment of environmental impacts associated with proposed program actions as mandated by the National Environmental Policy Act (NEPA) of 1969 (Public Law 91-190). AF813 contains two main elements: The Purpose and Need for the Action and the Description of Proposed Action and Alternatives (DOPAA). AF813 identifies the need for the proposed action, defines the scope of the action, discusses reasonable alternatives, and helps in determining the appropriate level of environmental analysis required. The HQ ACC focal point for DOPAA development associated with basing actions is HQ ACC/A5/8B. While A5/8B assists in the development of the AF813, it is officially the responsibility of the proponent to fill out the AF813 and submit it to the NEPA manager at the basing action location. The NEPA manager will coordinate with their colleagues to determine if it will be a Categorical Exclusion (CATEX), Environmental Analysis (EA), or Environment Impact Statement (EIS). If it is not a CATEX, it will go to Air Force Civil Engineer Center (AFCEC) to hire one of their on-call contractors. IAW 40 CFR section 1506.1, *Limitations on actions during NEPA process*:

(a) Except as provided in paragraphs (b) and (c) of this section, until an agency issues a finding of no significant impact, as provided in § 1501.6 of this subchapter, or record of decision, as provided in § 1505.2 of this subchapter, no action concerning the proposal may be taken that would:

- (1) Have an adverse environmental impact; or
- (2) Limit the choice of reasonable alternatives.

Documented Approval Authority—Documentation from general officer-level providing direction to initiate a basing action. Examples include Base Realignment and Closure, Program Change Request (PCR), Program Action Directive (PAD), Program Guidance Letter (PGL), National Defense Authorization Act, HQ ACC Director initiative and ACC/CC or ACC/CD Direction.

Implementation Plan (IPLAN)—Execution document used by subordinate-level organizations (e.g. NAF/Center or Wing). Does not have tasking authority over other units or organizations. A PPlan/PMsg may task a subordinate unit to develop, publish and control IPLans.

Milestone—A key event identified in the PPlan/PMsg which is essential to accomplishment of the programmed objective as scheduled. A milestone may stand alone but more commonly have several action items associated with it.

Office of Collateral Responsibility (OCR)—A designated staff office or field-level agency whose input is required to facilitate an OPR's accomplishment of a particular PPlan/PMsg related responsibility.

Office of Primary Responsibility (OPR)—A designated staff office or field-level agency that is responsible for a particular aspect of a PPlan or PMsg (i.e., functional annex OPR, action item OPR, milestone OPR, etc.).

Organizational Change Request (OCR)—A request for an organizational action such as a unit activation, inactivation, redesignation, or variation to a standard structure. An OCR is not required for organizational changes resulting from approved force structure actions.

Preferred Location (PL)—Selected based on the comparison of candidate base site survey results. Immediately following the PL selection, the EIAP begins in earnest and the MAJCOMs/FLDCOMs/NGB shall commence conducting SATAFs. Final decision is not made until after the EIAP is complete.

Program Action Directive (PAD)—A PAD is a Headquarters Air Force (HAF) document that provides strategic level guidance to HAF staff and Major Command (MAJCOM) commanders about how to achieve SecAF and CSAF-directed objectives. PADs require detailed, cross-functional and/or cross-MAJCOM planning and guidance to implement major Air Force programs aligned with national, joint, or service initiatives. A PAD has a broad scope that typically affects multiple HAF functional areas, MAJCOMs, or other organizations and consists of a Basic Plan and supporting functional staff annexes. It states the objective, defines a concept of operations, assigns specific tasks to offices of primary responsibility and offices of collateral responsibility, and establishes milestones.

Program Change Request (PCR)—A tool, submitted by a MAJCOM or the Air Staff, used to initiate proposed out-of-cycle changes to programs contained in the PB. HQ ACC/A5/8/9 is the command OPR for most PCRs. However, depending on subject matter, other ACC staff agencies may have occasion to develop PCRs.

Program Guidance Letter (PGL)—A PGL is a HAF document that provides strategic level guidance to MAJCOM commanders and HAF staff about how to achieve SecAF and CSAF-

directed objectives. PGLs are used when SecAF/CSAF direction does not require detailed, cross-functional and/or cross-MAJCOM planning requirements of a PAD. A PGL has a narrow scope that typically affects a single HAF functional area, for example AF/A1 and its oversight for Air Education and Training Command (AETC) and/or Air Force Personnel Center (AFPC). A PGL is never subsidiary to a PAD and will not be used to implement PAD directives.

Programming Message (PMsg)—A PMsg may be used in lieu of a PPlan when less comprehensive documentation will suffice to implement a program objective, a SATAF may not be required, or when limited functional involvement is required to execute the basing action. A PMsg may also be used as an interim measure to establish the overall goal and provide basic guidance pertaining to a major program action while more comprehensive documentation is being developed. This is the method of choice when planning time is limited. A PMsg will not be published until appropriate level basing action authorization is received.

Programming Plan (PPlan)—HQ ACC directive/tasking document, consisting of a Basic Plan, and supporting functional HQ staff annexes, which defines the actions required, and outlines the responsibilities for executing an authorized and approved basing action. The primary types of actions for which PPlans are developed include unit activations and inactivation, realignments involving the physical move of people or assets, base closures, beddown of weapons systems, unit conversions from one weapons system to another, beddown and/or integration of specialized systems or unique organizational constructs and increases or decreases in a unit's primary aircraft inventory. A PPlan will not be published until appropriate level basing action authorization is received.

Programming Plan Development Conference—A conference convened for the purpose of developing a complete draft or final PPlan, under the general direction of HQ ACC/A5/8B. At a minimum, conference attendance includes the PPlan Program Manager, the proponent, and all applicable Functional Area Working Group Chairs. Working Group Chairs are generally called upon to formulate a working group comprised of themselves plus representatives from the other HQ ACC, AFIMSC staff agencies, and subordinate unit representatives within their functional area. Additionally, the PPlan Program Manager may request representation from units/agencies affected by or involved in PPlan implementation. The representatives participate in the working groups and provide input to the PPlan through the Working Group Chair.

Programming Plan Program Manager—Individual appointed within HQ ACC/A5/8B to provide administrative oversight for a program action that requires a PPlan or PMsg.

Proponent—The HQ ACC Directorate with overarching responsibility for a particular ACC basing action. Proponents appointed action officer will provide documented approval authority for a proposed basing action and will identify funding and manpower sourcing.

Site Action Task Force (SATAF)—The SATAF process provides periodic, on-scene assistance to unit-level agencies to accomplish a program objective. It employs appropriate members of the HQ ACC and/or supporting command staffs, under the leadership of HQ ACC/A5/8B. The SATAF structure is comprised of ACC and AFIMSC team members and representation from the affected unit(s), which are organized into functional working groups. Each working group has an assigned chairperson, who functions under the auspices of the SATAF Team Chief. A SATAF may be convened to support bringing a program, system, equipment and/or site to operational readiness. SATAFs are also conducted to facilitate unit activation, inactivation, relocations, and conversions from one weapons system to another. Additionally, SATAFs are conducted for ACC actions

directed by the Defense Base Realignment and Closure Commission. SATAFs for other types of actions occasionally occur and are negotiated on a case-by-case basis. Documentation resulting from the SATAF process is incorporated into its respective PPlan using Change 1, 2 etc. The documentation is comprised of minutes for each functional working group and an executive summary, with an accompanying workbook consisting of the action items identified during the SATAF.

Site Survey—An authorized visit by an individual or team to survey real property and base operating support to determine its feasibility for the proposed basing action. Site surveys may, in part, consist of preliminary examinations, field investigations, etc. The HQ ACC OPR for Site Surveys is HQ ACC/A5/8B. Site survey teams are team led by HQ ACC/A5/8B with representation from HQ ACC, AFIMSC, and Air Reserve Component functional staff elements as appropriate. Teams apply an objective approach to determining facility, communications, logistics, force support, and base operating support requirements and estimated associated costs to implement a program change at a given installation/location. Site surveys determine and compare beddown feasibility and American Association of Cost Estimation Class 5 cost estimates (+50 /– 30%) of all infrastructure requirements. The site survey plays a key role in the base decision-making process.

Unit Program Manager—Individual appointed by the PL unit commander to serve as the unit-level point of contact for implementation of a PPlan/PMsg. Specific duties of the unit program manager will be spelled out in the applicable PPlan/PMsg.

Working Group Chair—The focal point within an HQ ACC staff agency tasked to provide key input to and/or track a PPlan/PMsg for that respective functional area.