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SECRETARY OF THE AIR FORCE**

**DEPARTMENT OF THE AIR FORCE  
INSTRUCTION 38-404**



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**AIR FORCE GLOBAL STRIKE COMMAND  
Supplement**

**15 MAY 2024**

***Manpower and Organization***

***PROGRAM ACTION DIRECTIVES,  
PROGRAM GUIDANCE LETTERS,  
PROGRAMMING PLANS, AND  
PROGRAMMING MESSAGES***

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements the strategic objectives described in Air Force Policy Directive (AFPD) 38-4, *Continuous Improvement and Airmen Powered by Innovation Program*, and supports the direction for an enterprise-wide systematic performance improvement program. This instruction provides guidance on Program Action Directives (PADs), Program Guidance Letters (PGLs), Programming Plans (PPlans), and Programming Messages (PMsgs), to include providing oversight and management of the PAD and PGL process described in Headquarters Air Force Directive (HAFMD) 1-19, *Deputy Under Secretary of the Air Force, Management*.

PADs, PGLs, PPlans, and PMsgs enable the alignment of Department of the Air Force (DAF) strategic objectives and Secretary of the Air Force (SecAF), Under Secretary of the Air Force (USecAF), Chief of Staff of the Air Force (CSAF), Chief of Space Operations (CSO), Vice Chief

of Staff of the Air Force (VCSAF), and/or Vice Chief of Space Operations (VCSO) approved initiatives with joint and national priorities.

This instruction applies to all civilian employees and uniformed members of the Regular Air Force (RegAF), the United States Space Force (USSF), the Air National Guard (ANG), the Air Force Reserve (AFR), and those with a contractual obligation to abide by the terms of DAF issuances. Ensure all records generated as a result of processes prescribed in this publication adhere to Air Force instruction (AFI) 33-322 *Records Management and Information Governance Program* and are disposed in accordance with the Air Force Information Management System. Refer recommended changes and questions about this publication to Office of Primary Responsibility (OPR) using the 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, unit, or delta-level requirements in this publication are identified with a tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. Submit requests for waivers through the chain of command to the appropriate tier waiver approval authority, or alternately to the requestor’s commander for non-tiered compliance items. See [paragraph 2.4.7](#) for additional tiering guidance.

**(AFGSC)** This supplement implements and extends the guidance of DAFI 38-404, *Program Action Directives (PAD's, Program Guidance Letters (PGLs), Programming Plans (PPlans), and Programming Messages (PMsgs)*, specifically regarding Air Force Global Strike Command (AFGSC) PPlan/PMsg development procedures for PPlans/PMsgs that are not associated with a PAD or PGL. This supplement describes AFGSC procedures for use in conjunction with the basic AFI. It provides policy and delineates staff responsibilities to develop, publish and control PPlans/PMsgs for actions associated with the activation, inactivation, realignment or transfer of AFGSC installations and/or units and major system acquisitions and/or conversions. The PPlan guidance provided in this supplement may also be used as guidance by AFGSC wings to develop, publish and control wing-level implementation plans. This supplement applies to all AFGSC organizations and personnel and is applicable to the ANG, AFRC, and USSF. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with (IAW) AFI 33-322, *Records Management and Information Governance Program*, and disposed IAW Air Force Records Information Management System, Records Disposition Schedule. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the DAF Form 847, *Recommendation for Change of Publication*. The authorities to waive wing and unit level requirements in this publication are identified with a tier number (“T-0, T-3”) 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 waivers for T-0 or non-tiered compliance items through the chain of command to the appropriate waiver approval authority, through the publication OPR. This publication may not be supplemented or further implemented/extended.

## ***SUMMARY OF CHANGES***

This document has been revised to address updated process changes, satisfy audit recommendations, and renumbered to numerically align the previous DAFI 10-501 with the

Department of the Air Force Policy Directive (DAFPD) 38-4 *Continuous Improvement and Airmen Powered by Innovation Program*, which AFI 10-501 implemented. Major changes include incorporation of provisions relating to the USSF, removal of the Enterprise Productivity Improvement Council, and other administrative updates. For expanded information, visit the AF Portal to access SAF/MG’s current PAD/PGL Management site. ([https://usaf.dps.mil/teams/10100/PAG-PGL Portfolio/SitePages/Home.aspx](https://usaf.dps.mil/teams/10100/PAG-PGL_Portfolio/SitePages/Home.aspx)).

(AFGSC) This supplement has been completely re-written to comply with the PPlan/PMsg development processes identified in DAFI 38-404 and must be completely reviewed. This revision updates office symbols and clarifies MAJCOM PPlan/PMsg responsibilities.

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## Chapter 1

### PROGRAM OVERVIEW

**1.1. Introduction.** Senior leadership in the DAF require a disciplined process to plan and execute major initiatives. PADs and PGLs are used by DAF functional offices as implementation plans to support this process. PPlans and PMsgs are used, at the Major Command (MACOM) and Field Command (FLDCOM), Direct Reporting Unit (DRU), or Field Operating Agency (FOA) level, to support the planning and execution of MAJCOM, FLDCOM, DRU, or FOA tasks and initiatives.

**1.2. Program Action Directive.** A PAD is a DAF implementation plan that provides strategic level guidance and direction to DAF staff and major Command (MAJCOM) and field Command (FLDCOM) commanders for employing SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO directed initiatives. A PAD is used to accomplish initiatives that typically affect one or more MAJCOM and/or FLDCOM, Direct Reporting Units (DRU), or Field Operating Agency (FOA). A PAD is broad in scope, requiring detailed, cross-functional and cross-MAJCOM and/or FLDCOM planning and guidance to implement major DAF enterprise initiatives. A PAD contains detailed requirements that typically involve participation from multiple DAF functionals to implement an initiative across two or more MAJCOMS and/or FLDCOMs. It consists of a Basic Plan and supporting functional staff annexes. An example would be the initiative to redesignate the Air Force Intelligence, Surveillance, and Reconnaissance Agency from a FOA to a Numbered Air Force under Air Combat Command (ACC). This initiative requires actions from several Headquarters, Air Force (HAF) and/or Headquarters, Space Force (HSF) functionals to implement and affects a MAJCOM and a FOA.

**1.3. Program Guidance Letter.** A PGL is a DAF implementation plan that provides strategic level guidance and direction to HAF/HSF staff and MAJCOM and/or FLDCOM commanders for employing SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO directed initiatives. A PGL is used to accomplish initiatives that typically affect one or more DAF organizations, but not the DAF enterprise. The scope is specific and may require some cross-functional and/or cross-MAJCOM and/or FLDCOM planning and guidance to implement major DAF initiatives. An example would be an initiative that affects only Air Force Material Command (AFMC) or moves a DAF directorate from one DAF functional office to another. A PGL consists of only a Basic Plan and is not to be used to implement PAD directives.

**1.4. Programming Plan.** A PPlan is an implementation plan used by Headquarters (HQs) of MAJCOMs, FLDCOMs, DRUs, or FOAs that provides strategic level guidance and direction to MAJCOM, FLDCOM, DRU or FOA staff and subordinate units for employing MAJCOM, FLDCOM, DRU, or FOA commander-directed initiatives or employing MAJCOM, FLDCOM, DRU, or FOA actions supporting a PAD or PGL. 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. Some major actions, such as transferring a function and/or assets from one command to another, require an inter-MAJCOM and/or inter-FLDCOM or interagency PPlan with one command being the OPR and the other being the office of collateral responsibility (OCR).

**1.5. Programming Message.** A PMsg may be used by a MAJCOM, FLDCOM, DRU, or FOA in lieu of a PPlan when less comprehensive documentation is required to implement an initiative.

For example, a PMsg is often utilized when specific functional involvement is required to execute the 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 PAD or PGL documentation is being developed. Some major actions require an inter-MAJCOM and/or inter-FLDCOM or inter-agency PMsg with one command being OPR and the other being OCR.

## Chapter 2

### ROLES AND RESPONSIBILITIES

#### **2.1. Secretary of the Air Force (SecAF), Under Secretary of the Air Force (USecAF), Chief of Staff of the Air Force (CSAF), Chief of Space Operations (CSO), Vice Chief of Staff of the Air Force, or Vice Chief of Space Operations (VCSO):**

- 2.1.1. Directs initiation, tasks, approves, and redirects major initiatives and PAD or PGL activities.
- 2.1.2. Assign and task PAD or PGL OPRs to develop, implement, and oversee a PAD or PGL to implement specific objectives.
- 2.1.3. Approve PAD or PGL Basic Plans and associated functional annexes.
- 2.1.4. Approve PAD or PGL changes.
- 2.1.5. If required, approve PAD or PGL closure when all tasks and objectives are achieved or when the PAD or PGL has been overcome by events.
- 2.1.6. May delegate PAD or PGL approval, changes, and closure authority, as appropriate.

#### **2.2. The Deputy Under Secretary of the Air Force, Management (SAF/MG), as the Program Action Directives (PAD)/Program Guidance Letters (PGL) Portfolio Manager (PfM) will:**

- 2.2.1. Develop processes and procedures to guide PAD or PGL initiation, development, implementation, monitoring, reporting, and closure.
- 2.2.2. Review and approve changes to PAD or PGL process, as needed.
- 2.2.3. Determine if the scope of a tasking from the SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO requires use of a PAD or PGL.
- 2.2.4. Conduct PAD or PGL analysis with active PAD or PGL OPRs for conflicting guidance and unintended consequences, as appropriate, to support approval, change, or closure requests.
- 2.2.5. Identify and inform SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO in the event of conflicting guidance between PAD or PGL efforts.
- 2.2.6. Receive PAD or PGL status updates to validate effective execution of strategic objectives and completion of milestones and actions. PPlan and PMsg status updates, when associated with a PAD or PGL, are provided as needed.
- 2.2.7. Ensure accountability of PAD or PGL efforts by tracking progress through reports received from PAD or PGL OPRs and assessing progress with published PAD or PGL time-phased actions.
- 2.2.8. Maintain a web-based repository (PAD or PGL Portfolio Management site) of PADs/PGLs, as provided by PAD/PGL OPRs.
- 2.2.9. Make all PAD/PGL documents available to DAF, MAJCOM or FLDCOM History Offices for their preservation and archival purposes, as required.

**2.3. The Program Action Directives (PADs)/Program Guidance Letters (PGLs) OPR will:**

- 2.3.1. Execute PAD/PGL Portfolio Management Processes and procedures to initiate, build, execute, monitor, report, close, and evaluate their respective PAD/PGL in coordination with the PAD/PGL PFM.
- 2.3.2. For PADs, identify and task DAF functionals, MAJCOMs, FLDCOMs, and other OCRs to coordinate and develop functional annexes.
- 2.3.2. **(AFGSC)** As required, AFGSC/A5F will coordinate HQ AFGSC staff/OCR support for the HAF led PAD/PGL development and coordination.
- 2.3.3. Complete or oversee the completion of all PAD or PGL required documents, using the standard templates provided by the PAD/PGL PFM.
- 2.3.4. Identify, coordinate, and resolve conflicting guidance and unintended consequences determined by the interference, consequence, overlap analysis (ICOA).
- 2.3.5. Direct and monitor associated PPlan/PMsg OPRs to initiate, build, execute, monitor, and report PPlans and PMsgs and close all time phased actions.
- 2.3.6. Provide quarterly status reports and ad hoc reports to the PAD/PGL PFM.
- 2.3.7. Report resource constraint risks and issues to the appropriate governance structure for support and resolution.
- 2.3.8. Recommend changes to or closure of a PAD or PGL to the PAD/PGL PFM when appropriate.
- 2.3.9. Implement approved PAD/PGL changes.

**2.4. The MAJCOM, FLDCOM, DRU, or FOA Commander will:**

- 2.4.1. Task and redirect PPlan/PMsg activities to implement and oversee specific objectives to support PAD, PGL, or MAJCOM, FLDCOM, DRU, or FOA-generated initiatives. **(T-1)**
- 2.4.2. Assign a MAJCOM, FLDCOM, DRU, or FOA Functional Staff office as the PPlan or PMsg OPR.
  - 2.4.2.1. **(Added-AFGSC)** AFGSC/A5F, Basing Division, is the MAJCOM OPR for all HQ AFGSC PPlans and PMsgs. AFGSC/A5FI, PPlan Integration Branch, will be responsible for drafting, coordinating, tracking, updating and closing all PPlans and PMsgs in coordination with the MAJCOM staff and stakeholders.
  - 2.4.2.2. **(Added-AFGSC)** For PPlans/PMsgs that affect rated or career enlisted aviator manpower, AFGSC/A3TA should be included as an OCR in the process to ensure they can fulfill their responsibilities as MAJCOM Functional Manager (MFM) for rated management.
- 2.4.3. Approve PPlan/PMsg Basic Plans and associated functional annexes. **(T-1)**
- 2.4.4. Approve PPlan/PMsg changes. **(T-1)**
- 2.4.4. **(AFGSC)** AFGSC/A5F will prepare AFGSC PPlans/PMsgs for Director, Strategic Plans, Programs, and Requirements (AFGSC/A5/8) approval/signature. Subsequent revisions to published PPlans/PMsgs, resulting in substantive changes, may require AFGSC/A5/8 approval prior to distribution or publication.

2.4.5. Approve Pplan/PMsg closure when all tasks and objectives are achieved or when the Pplan/PMsg is overcome by events. **(T-1)**

2.4.6. Delegate Pplan/PMsg approval, changes, and closure authority, as appropriate.

2.4.7. Approve requests for **(T-1)**, with concurrence of the PAD/PGL PFM (SAF/MG).

**2.5. The Program Action Directive/Program Guidance Letter OCR will:**

2.5.1. Provide coordination or information to the OPR. Upon receipt of a task, the OCR is responsible for contacting the OPR if further guidance is required. The OCR will execute PAD or PGL OPR guidance to support the PAD or PGL initiative.

2.5.2. Assign sufficient functional subject matter experts (SMEs) to assist the PAD or PGL OPR in developing the PAD or PGL and supporting functional annexes as directed by the OPR.

2.5.3. Provide status reports to the PAD or PGL OPR, as required.

**2.6. The Programming Plan/Programming Message OPR will:**

2.6.1. If associated with a PAD or PGL, initiate, build, execute, monitor, report, close, and evaluate their respective PPlans or PMsgs in coordination with the PAD or PGL OPR and in accordance with the timeline and guidance directed in the relevant PAD or PGL. **(T-1)**

2.6.2. Lead and develop the Pplan or PMsg initiative. **(T-1)**

2.6.3. Identify and task MAJCOM, FLDCOM, DRU, or FOA functionals, subordinate units, and OCRs to develop and coordinate functional annexes. **(T-1)** This may include other MAJCOMs and/or FLDCOMs if a multi-MAJCOM or multi-FLDCOM Pplan or PMsg is necessary.

2.6.3. **(AFGSC)** Upon request, HQ AFGSC Directorates and will provide direct support to AFGSC/A5F PPlan/PMsg development activities and appoint functional area POCs to:

2.6.3.1. **(Added-AFGSC)** Furnish information needed to develop a draft basic plan to implement HQ AFGSC-generated PPlans/PMsgs.

2.6.3.2. **(Added-AFGSC)** Develop comprehensive staff annexes, appendixes and a list of time-phased actions for inclusion within the draft PPlan/PMsg.

2.6.3.3. **(Added-AFGSC)** Coordinate within their respective staff agency, with other HQ AFGSC staff agencies and with counterparts in non-AFGSC agencies when those agencies are affected by their respective annex or time-phased actions.

2.6.3.4. **(Added-AFGSC)** Monitor/track time-phased action items for which that Directorate is the OPR and report status/completion to AFGSC/A5F on a recurring basis.

2.6.3.5. **(Added-AFGSC)** Participate in site surveys and Site Activation Task Force (SATAF) PPlan/PMsg planning/writing events as required.

2.6.4. Provide status reports to the PAD/PGL OPR, as required. **(T-1)**

2.6.5. Recommend changes or closure of a Pplan or PMsg to the PAD or PGL OPR when appropriate. **(T-1)**

2.6.6. Implement approved PPlan or PMsg changes. **(T-1)**

2.6.7. Submit requests for T-1 waivers through the chain of command.

**2.7. The Programming Plan (PPlan)/Programming Message (PMsg) OCR will:**

- 2.7.1. Execute PPlan or PMsg OPR guidance to support the PPlan or PMsg initiative. **(T-1)**
- 2.7.2. Assign sufficient functional SMEs to assist the PPlan or PMsg OPR in developing the PPlan or PMsg and supporting functional annexes as directed by the OPR. **(T-1)**
- 2.7.3. Provide periodic status reports to the PPlan or PMsg OPR, as required. **(T-1)**
- 2.7.4. Submit requests for **(T-1)** waivers through the chain of command to the approval authority, the MAJCOM/FLDCOM/DRU/FOA Commander, with the concurrence of the publication's Approving Official (SAF/MG).

## Chapter 3

### GUIDANCE AND PROCEDURES

#### 3.1. Entrance Criteria for Program Action Directive (PADs)/Program Guidance Letter (PGLs).

3.1.1. The direction of an initiative must come from the SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO. DAF Two-letters/DAF Two-letter-level committees cannot direct the initiation of a PAD or PGL. Initiatives not originating within the DAF (i.e., DoD) will be reviewed and properly tasked by the SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO. When this proper direction occurs, an OPR is assigned to the initiative. The assigned OPR goes to SAF/MG, as the PAD/PGL PfM, to determine the scope of the initiative and to assess if complicated coordination and tasking is required for the initiative to succeed. The PAD/PGL PfM makes an evaluation and decides on the means to employ the initiative, whether it is a PAD, a PGL, or other means.

3.1.1.1. A PAD is the appropriate process if manpower positions are created in or transferred from any combination of two or more MAJCOMs, FLDCOMs, DRUs, or FOA; if funding is created or moved from any combination of two or more MAJCOMs, FLDCOMs, DRUs, or FOA. A PAD is also the appropriate process if manpower positions are created or transferred because of a DAF final strategic basing decision, or if a MAJCOM, FLDCOM, DRU, or FOA is created or inactivated.

3.1.1.2. A PGL is the appropriate process if manpower positions are created or moved from any combination of DAF functional offices, funding is created or moved from any combination of DAF functional offices, manpower positions are created or moved from a MAJCOM, a FLDCOM, a DRU, or a FOA and any other combination of DAF offices, funding is created or moved from a MAJCOM, a FLDCOM, a DRU, or a FOA and any other combination of DAF offices, or if a FOA is created or inactivated.

3.1.1.3. If there are conditions that are met for both PAD and PGL, a PAD is selected. As an example, there is an initiative for creating a FOA under the Deputy Under Secretary of the Air Force, Acquisitions (SAF/AQ), but manpower positions are moved from AFMC and AirForce District of Washington. The Manpower conditions would trigger a PAD being selected as the means to employ the initiative.

3.1.1.4. If there are manpower positions moving from outside the DAF, to either United States Air Force (USAF) or United States Space Force (USSF), (example from a DoD agency) and into the USAF or USSF, then that initiative is employed through either a PAD or PGL. A PAD is used if manpower positions are used to create a new organization above wing-level/delta-level. A PGL is used if the manpower positions are moved into an existing organization.

#### 3.2. Development/Management Tools.

3.2.1. There are several management tools available to effectively assist in developing and managing PADs, PGLs, PPlans, and PMsgs. Work Breakdown Schedules (WBS) and Integrated Master Schedules (IMS) are management tools that are designed to successfully plan, organize, and accomplish initiatives. Additionally, the Doctrine, Organization, Training,

Materiel, Leadership & Education, Personnel, Facilities and Policy (DOTMLPF-P) construct can be utilized to facilitate the breakdown of tasks critical to implementing the initiative.

3.2.2. A WBS is a hierarchical and incremental breakdown of the project into phases, deliverables, and work packages. In a project, the WBS is developed by starting with the end objective and successively subdividing it into manageable components in terms of size, duration, and responsibility (e.g. systems, subsystems, components, tasks, subtasks, and work packages) which include all steps necessary to achieve the objective.

3.2.3. The WBS is based on defining the products necessary to deliver the target capabilities. The WBS breaks down work products into smaller components where each level of indenture represents increasingly detailed work product definition, is broken down to the level where individual deliverables can be executed independently and still aggregate to generate the end product and creates a product-oriented WBS to feed the activity-based IMS that is essential for establishing a reliable schedule baseline and program plan. A WBS should include, at a minimum: sections for WBS number, WBS level, deliverables items, OPR, and OCR.

3.2.4. When creating the WBS, use DOTMLPF-P analysis to derive the products and actions necessary to deliver the target capabilities.

3.2.4.1. DOTMLPF-P is an acronym pertaining to the eight possible materiel and non-materiel components involved in resolving capability gaps. It is used for assessing current capabilities, identifying gaps in the context of strategic direction, defining the scope and managing change to support accomplishing the effort.

3.2.4.2. DOTMLPF-P analysis consists of assessing a given capability and the components required to properly employ that capability.

3.2.5. The WBS provides the basic structure for an IMS which effectively illustrates progress, interrelationships, and dependencies across the entire initiative. An IMS should include, at a minimum: sections for IMS number, schedule ID, activity, or task, start date, finish date, OPR and OCR.

3.2.5.1. Defining and publishing an IMS provides an integrated, detailed, and standardized schedule for the OPR to communicate to all of the team members what needs to be accomplished, the time required, and the interaction between project components. The IMS effectively illustrates progress, interrelationships, and dependencies thereby helping to enable the effective execution of activities towards project success.

3.2.5.2. An IMS should include all activities to deliver products identified in the WBS, provide a logically sequenced schedule of all activities to deliver a capability, link IMS activities to the strategic milestones, contain activities that have predecessor and successor tasks and be baselined and placed under configuration management. (See [Figure 3.1](#) for an example)

Figure 3.1. Integrated Master Schedule Example.



Chapter 4

PROGRAM ACTION DIRECTIVE PROCESS

4.1. Initiate Phase.

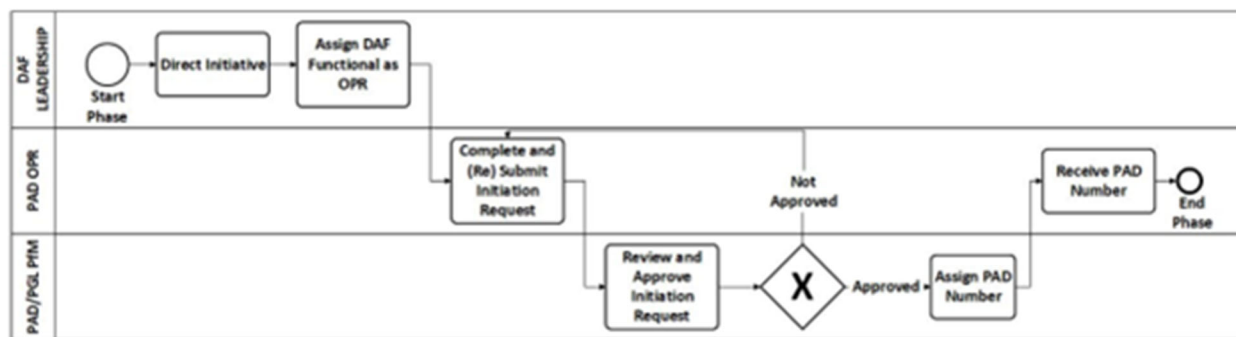
4.1.1. The SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO direct the initiation of a PAD to achieve stated objectives and assigns a specific DAF functional as PAD OPR, based on the subject matter and scope of the initiative. The direction will be documented in a signed Memorandum for Record (MFR).

4.1.2. The PAD OPR will complete an initiation request and submit it and the signed MFR to the PAD/PGL PfM to receive a PAD number. PAD numbers are used for identification and routing purposes. The initiation request will include, at a minimum: OPR assigned, proposed PAD short title, initial scope, background, purpose, authority or tasked by, initiative requirements, and the projected way ahead. A PAD initiation request template and contact information can be found on the PAD/PGL Portfolio Management site. The request will be sent to the PAD/PGL for review.

4.1.3. The request will be reviewed by the PAD/PGL PfM. Once validated by the PAD/PGL PfM, the PAD/PGL PfM will assign a PAD number.

4.1.4. The PAD OPR will begin the process of planning and building the PAD Basic Plan after the PAD number assignment and will give quarterly status updates and ad hoc reports to the PAD/PGL PfM.

Figure 4.1. Program Action Directive Initiate Phase.



4.2. Program Action Directive Planning/Build Phase.

4.2.1. The PAD OPR will develop the PAD Basic Plan. A PAD Basic Plan template is available at the PAD/PGL Portfolio Management site. The PAD OPR will provide quarterly status updates and ad hoc reports of the planning and build phase to the PAD/PGL PfM, reporting progress of the PAD planning and coordination as outlines in the Initiative Way Ahead section of the initiation request.

4.2.1.1. The PAD OPR will include the following, at a minimum, in the Basic Plan: A preface; special instructions (comprised of sections for title, approval authority and effective period, OPR, public affairs guidance, security, reproduction disposition, and record of changes); table of contents; sections for Purpose; Authority/References;

Background; Objectives; Assumptions; Concept of Employment; Time Phased Actions; Approval and Signatory Authority.

4.2.1.2. The PAD OPR will also include three appendices comprised of a Distribution List, Governance Structure, and Acronym Llist.

4.2.2. The PAD OPR will submit the draft PAD Basic Plan to the PAD/PGL PfM for review and certification. The review encompasses an ICOA initiated by the PAD/PGL PfM among the active PAD and PGL OPRs.

4.2.2.1. The PAD/PGL PfM will validate the adjudicated results and assigns the PAD final signature authority.

4.2.3. The PAD OPR will identify and task appropriate DAF functional offices to be PAD OCRs responsible for developing all applicable functional annexes after completion of the frat PAD Basic Plan using procedures for tasking as outlined in Headquarters Operating Instruction (HOI) 33-3, Correspondence Preparation, Control, and Tracking. If a specific Annex is not required for the PAD, the text “This Annex is not required for this PAD” will be placed in that Annex’s Purpose Section.

4.2.3.1. This tasker for PAD OCRs to develop functional annexes also functions as DAF Three-letter-level coordination on the PAD Basic Plan.

4.2.3.2. All functional annexes are required as part of the PAD and will include, at a minimum, sections for: Purpose, References, Objectives, Assumptions, Guidance, Time Phased Actions critical to the annex, and annex OCR point of contact (name, office, number).

4.2.3.3. If a PAD OCR determines that a functional annex is not required for a particular effort, the identification number of the tasker for the PAD OCR will be placed at the top of the annex.

4.2.4. The PAD OPR will identify and coordinate with affected MAJCOMs, FLDCOMs, DRUs, or FOAs on whether a PPlan or PMsg is necessary. The PAD OPR will coordinate with MAJCOMs FLDCOMs, DRUs, or FOAs on potential PPlan or PMsg requirements if either are necessary.

4.2.4.1. The PAD OPR will put clear guidance in the PAD Basic Plan on MAJCOM, FLDCOM, DRU, or FOA PPlan or PMsg timelines and suspense dates for Initiate, Plan/Build Execute, and Close phases.

**Table 4.1. Program Action Directive Functional Annexes.**

ANNEX	TITLE
A	Manpower and Organization
B	Personnel Actions
C	Strategic Plans and Programming
D	Comptroller/Funding
E	Contracting
F	Communications and Information
G	Intelligence, Surveillance, and Reconnaissance
H	Operations

ANNEX	TITLE
I	Logistics
J	Civil Engineering
K	Security Forces
L	Information Protection
M	Chaplain
N	Historian
O	Inspector General
P	Legal
Q	Safety
R	Medical
S	Small Business
T	Public Affairs
U	Congressional Affairs
V	AF Reserve Component
W	AF National Guard Component
X	DAF Manpower and Organization
Y	DAF Facility Requirement
Z	DAF Budget and Programming Requirements
AA-ZZ	As Required

4.2.5. The PAD OPR will submit the completed draft PAD Basic Plan and all functional annexes to the PAD/PGL PfM for initial review before any coordination with DAF functionals and MAJCOMs, FLDCOMs, DRUs, or FOAs.

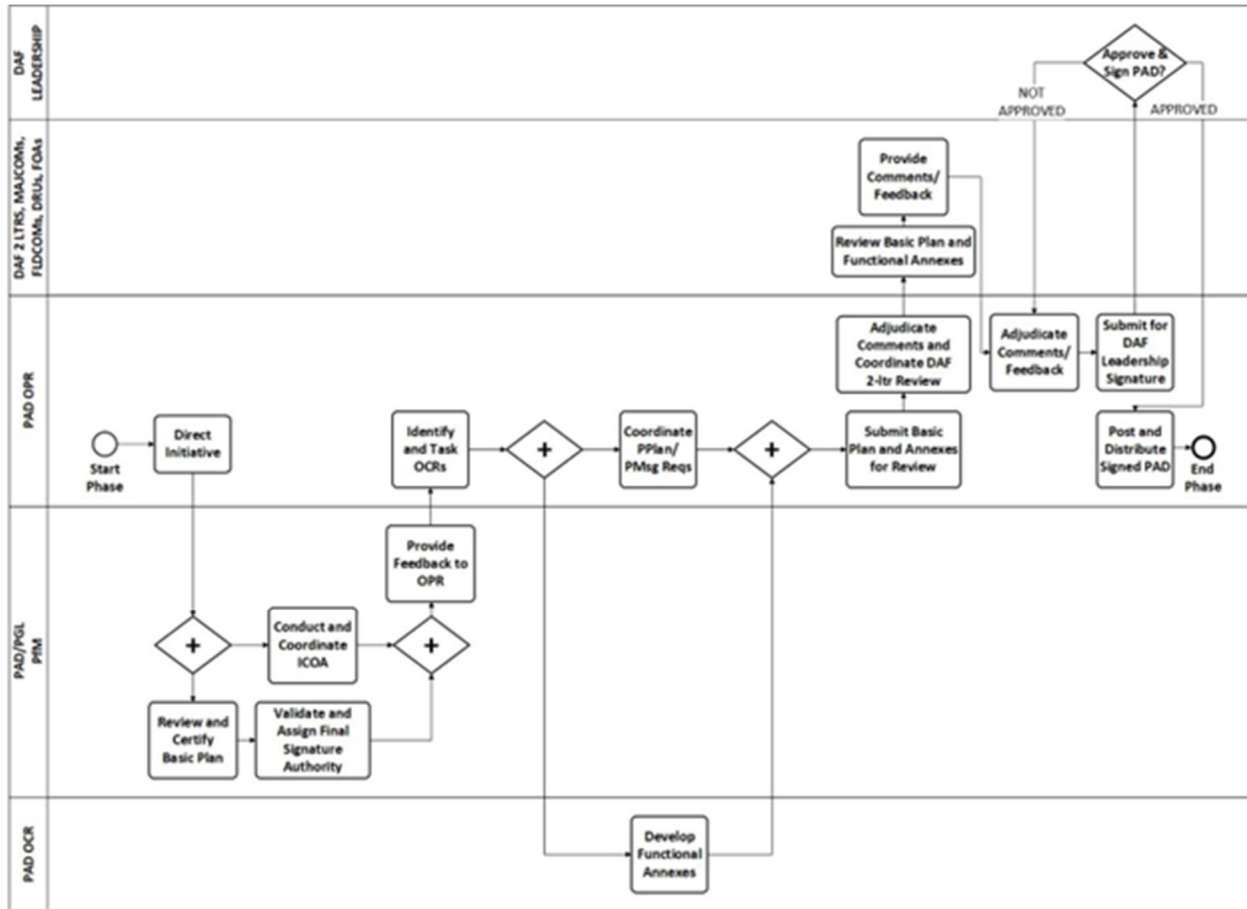
4.2.6. After the PAD/PGL PfM review and adjudication of PAD/PGL PfM comments, the PAD OPR will staff the draft PAD Basic Plan and all functional annexes for coordination through all DAF Two-letter functionals and all MAJCOMs, FLDCOMs, DRUs, or FOAs using procedures for tasking as outlined in HOI 33-3.

4.2.7. Once the coordination is complete and all comments are resolved, the PAD OPR will submit the final PAD and list of coordination comments to the PAD/PGL PfM for final review and validation.

4.2.8. Pending PAD/PGL PfM validation, the PAD OPR will staff the fully coordinated PAD to SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO, as appropriate, for signature and final approval using procedures as outlined in HOI 33-3.

4.2.9. The signed PAD will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PAD OPR to all offices listed in the PAD's Basic Plan Distribution List.

Figure 4.2. Program Action Directive Planning/Build Phase.



4.3. Program Action Directive Execution Phase.

4.3.1. The PAD OPR will lead all phases of the PAD execution effort. This will include, but is not limited to, directing and monitoring PAD OCRs and PPlan or PMsg OPRs in implementing all time-phased actions. The PAD OPR will assign a number to supporting PPlans or PMsgs.

4.3.1.1. PPlan numbers are based on the parent PAD and assigned sequentially within each fiscal year with the name of the MAJCOM, FLDCOM, DRU, or FOA and “DN” as the prefix of the number sequence. For example, a PAD is assigned “24-03” and Air Education and Training Command (AETC) develops a supporting PPlan. In this example, the PAD OPR assigns “AETC DN24-03” to AETC.

4.3.1.2. PMsgs are assigned sequentially within each fiscal year with the name of the MAJCOM, FLDCOM, DRU, or FOA and “DG” as the prefix of the number sequence. For example, a PAD is assigned “24-03” and ACC develops a supporting PMsg. In this example, PAD OPR assigns “ACC DG24-03” to ACC.

Table 4.2. Program Action Directive Numbering Convention (Using ACC as MAJCOM Example).

FY	PAD (D)	PPlan (DN)	PMsg (DG)
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2024	24-03	ACC DN24-03	ACC DG24-03
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4.3.2. The PAD OPR will provide quarterly status updates and ad hoc reports to the PAD/PGL PfM, reporting progress of PAD implementation outlined in the Time Phased Actions section to the PAD/PGL PfM. The PAD OPR will also be responsible for including supporting PPlan or PMsg updates in the overall PAD status update. If the PAD OPR exceeds the estimated completion date beyond six months, the OPR will coordinate with the PAD/PGL PfM to determine if approval is needed to extend the completion date. Extensions will be documented in a signed MFR from the Command having directed the initiative.

4.3.2.1. The PAD OPR will track tasks accomplished at the HAF and/or HSF (including all HAF/HSF PGL OCRs) and MAJCOM, FLDCOM, DRU, or FOA level in order to properly track implementation of the initiative and keep the PAD/PGL PfM updated. MAJCOMs, FLDCOMs, DRUs, FOAs and PAD HAF/HSF OCRs will provide status updates as tasked by the PAD OPR.

4.3.2.2. The PAD OPR will collect all supporting PPlans and PMsgs and make them available to the PAD/PGL PfM.

4.3.2.3. PAD OPRs will report manpower, resourcing, and other initiative specific issues to the necessary forum (e.g. the PAD Two-letter).

4.3.3. The PAD OPR may request to change an approved PAD to accommodate changes in SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO guidance or when it becomes clear that accomplishment of a specific PAD objective is not achievable. A PAD Change request template can be found on the PAD/PGL Portfolio Management site. The request will be submitted to the PAD/PGL PfM for validation.

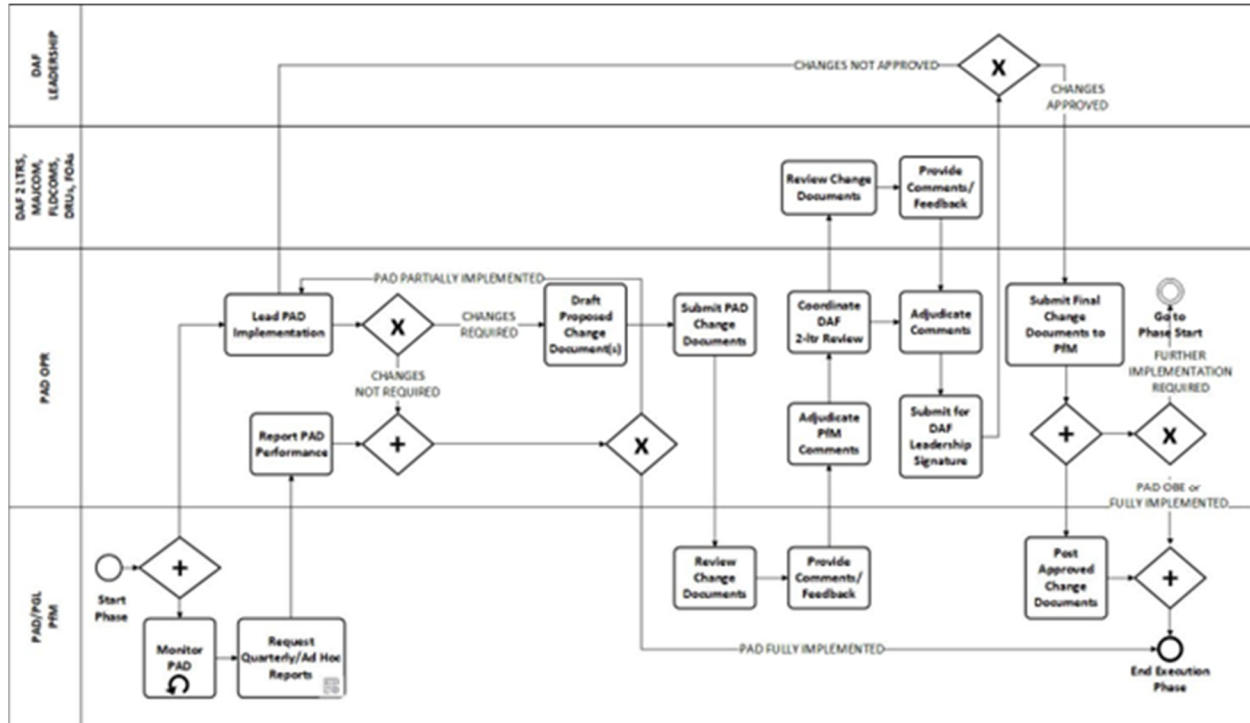
4.3.3.1. The proposed PAD change request will consist of a change memo (MFR format) and a redraft of the existing PAD (with changes annotated, as appropriate, within the document) as validated in the change format section of the change request. The change request, the original approved PAD, the change memo, and the PAD redraft are collectively the PAD change documents.

4.3.3.2. The PAD OPR will submit the PAD change documents to the PAD/PGL PfM for review before any coordination with other DAF functionals and MAJCOMs, FLDCOMs, DRUs, or FOAs. After the PAD/PGL PfM review and adjudication of PAD/PGL PfM comments, the PAD OPR will staff the PAD change documents for coordination through all DAF Two-letter functionals and all MAJCOMs, FLDCOMs, DRUs, or FOAs. Once the coordination is completed and all comments are resolved, the PAD OPR will submit the final version of the PAD change documents and list of coordination comments to the PAD/PGL PfM for final review and validation. Pending PAD/PGL PfM validation, the PAD OPR will staff the fully coordinated PAD with USecAF or VCSO, as required. The PAD OPR will then coordinate with either SecAF, CSAF, CSO, or VCSO, as required for signature and final approval.

4.3.3.3. Administrative corrections can be made to the PAD without coordination and signature but will be approved by the PAD/PGL PfM. Administrative correction submissions will include all the PAD change documents.

4.3.3.4. The approved PAD change documents will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PAD OPR to all offices listed in the PAD's Basic Plan Distribution List.

**Figure 4.3. Program Action Directive Execution Phase.**



#### 4.4. Program Action Directive Closure Phase.

4.4.1. The PAD OPR will initiate the closure of a PAD once it is determined that the PAD is complete (e.g. all tasks are accomplished, all objectives are met, and any subordinate PPlans/PMsgs are implemented), or completion is not possible due to changes in guidance, conditions, or other factors (e.g. the PAD is overcome by events). If PAD completion is not possible, the OPR will, as determined by the PAD/PGL PfM, need approval to close documented in a signed MFR from leadership having directed the initiative before submitting a closure request to the PAD/PGL PfM.

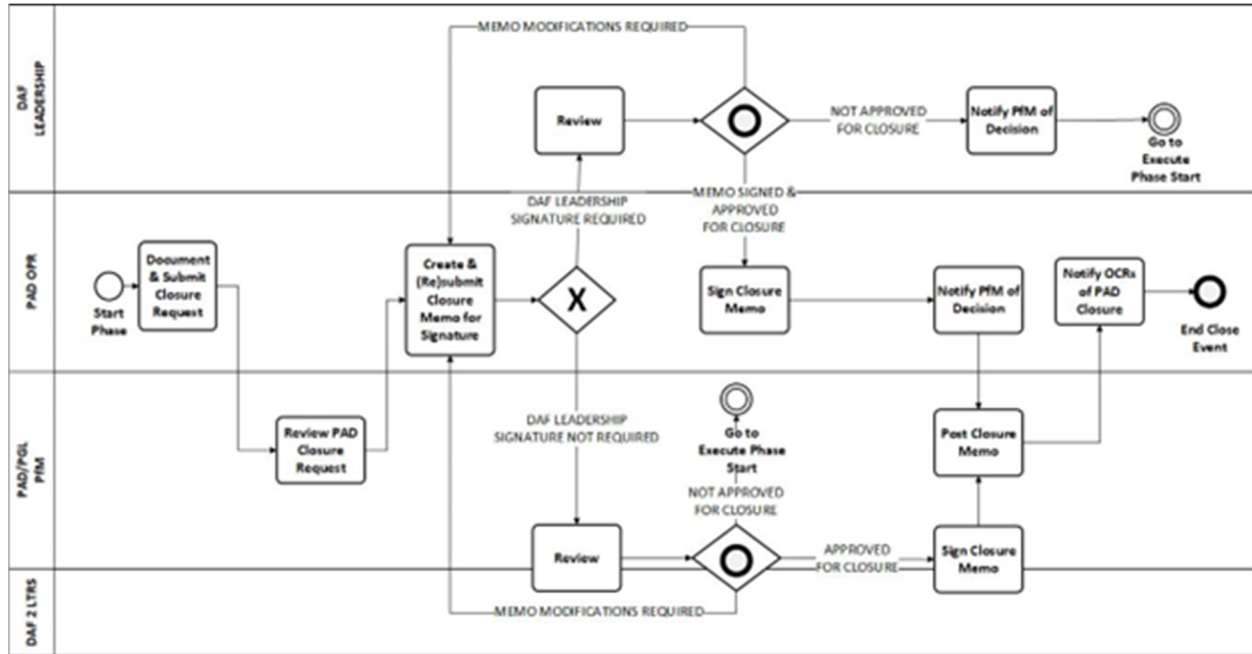
4.4.2. The PAD OPR will document and submit the closure request to the PAD/PGL PfM. A PAD closure request will include, at a minimum: OPR assigned, PAD title, closure justification, and a final status of time-phased actions. A PAD closure request template can be found on the PAD PGL Portfolio Management site.

4.4.3. The PAD/PGL PfM will review the PAD closure recommendation. Once the PAD/PGL PfM completed the review and validates the need to close. The PAD OPR will prepare a closure memorandum.

4.4.4. The closure memorandum summarizes the closure recommendation. It is co-signed by the PAD OPR (the responsible DAF Two-letter) and the PAD/PGL PfM. The co-signing of the closure memorandum will signify the official closure of the PAD.

4.4.5. After PAD closure, the PAD OPR will notify all subordinate PAD OCRs and PPlan/PMsg OPRs of the PAD closure. The PAD closure memorandum will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PAD OPR to all offices listed in the PAD’s Basic Plan Distribution List.

Figure 4.4. Program Action Directive Closure Phase.



Chapter 5

PROGRAM GUIDANCE LETTER PROCESS

5.1. Program Guidance Letter Initiate Phase.

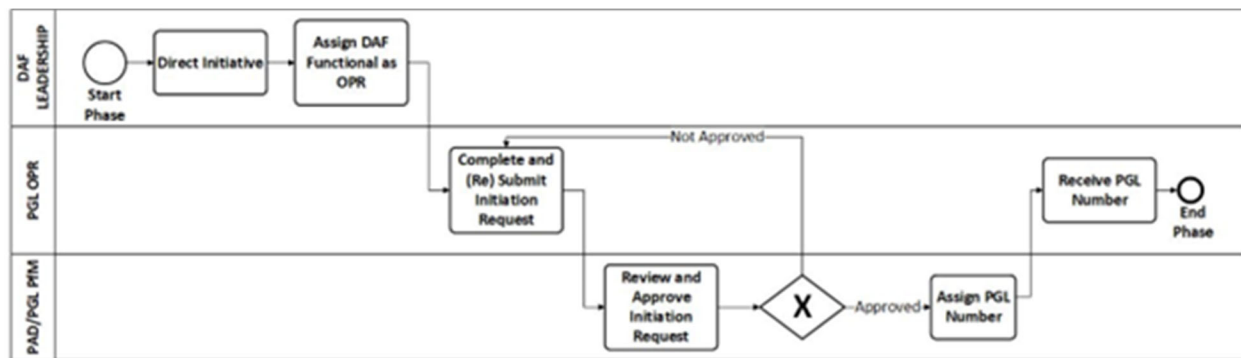
5.1.1. SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO directs the initiation of a PGL to achieve stated objectives and assigns a specific HAF and/or HSF functional as PGL OPR, based on the subject matter and scope of the initiative. The direction will be documented in a signed MFR.

5.1.2. The PGL OPR will request a PGL number for identification and routing purposes from a PAD/PGL PfM. A PGL Initiation request is necessary for a PGL number assignment. The PGL OPR submits the signed MFR and a PGL initiation request that will include, at a minimum: OPR assigned, proposed PGL short title, initial scope, background, purpose, authority/tasked by, initiative requirements, and projected way ahead. The PGL OPR will send the request to the PAD/PGL PfM for review. A PGL initiation request template and contact information can be found on the PAD/PGL Portfolio Management site.

5.1.3. The PAD/PGL PfM reviews the request. Once validated by the PAD/PGL PfM, the PAD/PGL PfM will assign a PGL number.

5.1.4. After assignment of the PGL number, the PGL OPR begins the process of planning/building the PGL Basic Plan and will give quarterly status updates and ad hoc reports to the PAD/PGL PfM.

Figure 5.1. Program Guidance Letter Initiate Phase.



5.2. Program Guidance Letter Planning/Build Phase.

5.2.1. The PGL OPR will develop the PGL Basic Plan. A PGL Basic Plan template is available at the PAD/PGL Portfolio Management site. The PGL OPR will provide quarterly status updates and requested ad hoc reports of the planning/build phase to the PAD/PGL PfM, reporting progress of PGL planning/coordination as outlined in the Initiative Way Ahead section of the initiation request.

5.2.2. The PGL OPR identifies and tasks appropriate DAF functional offices to be PGL OCRs to assist developing the Basic Plan and identifies and coordinates with MAJCOMs, FLDCOMs, DRUs, or FOAs on potential PPlan or PMsg requirements. The PGL OPR identifies and coordinates with affected MAJCOMs, FLDCOMs, DRUs, or FOAs on whether a PPlan or PMsg is necessary. The PGL OPR puts clear guidance in the PGL Basic Plan on

MAJCOM, FLDCOM, DRU, or FOA PPlan or PMSG timelines and suspense dates for Initiate, Planning/Build, Execute, and Close phases.

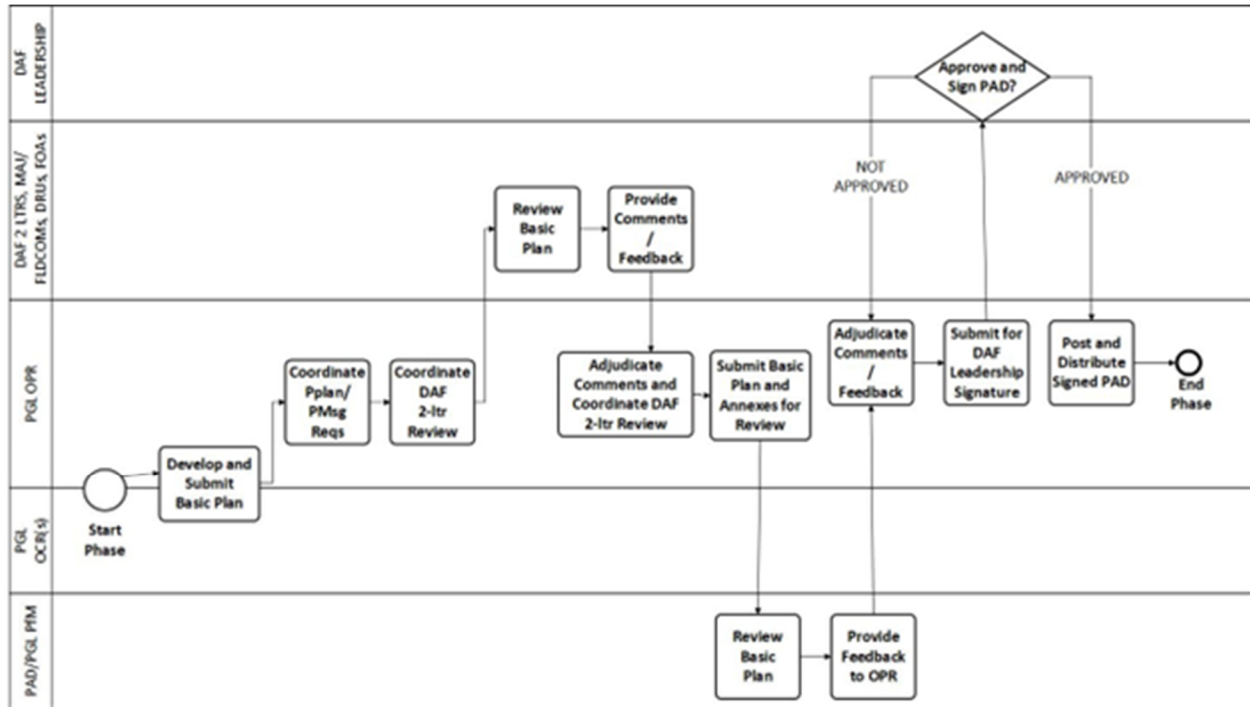
5.2.3. The PGL OPR will include the following, at a minimum, in the Basic Plan: a preface, special instructions (comprised of sections for title approval authority and effective period, OPR, public affairs guidance, security, reproduction, disposition, and record of changes), table of contents, sections for Purpose, Authority and References, Background, Objectives, Assumptions, Concept of Employment, Time Phased Actions, Approval and Signatory Authority, and three appendices comprised of a Distribution List, Governance Structure, and Acronym List. Additional appendices may address relevant functional areas, such as those listed in [Table 4.1](#).

5.2.4. The PGL OPR coordinates the draft PGL with all DAF Two-letter functionals, MAJCOMs, FLDCOMs, DRUs, or FOAs. After adjudicating the comments, the OPR will submit the final draft PGL to the PAD/PGL PfM for final validation and review before finally submitting the PGL for approval to either SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO.

5.2.4.1. The PGL OPR submits the completed draft PGL Basic Plan, to the PAD/PGL PfM for initial review before any coordination with DAF functionals and MAJCOMs, FLDCOMs, DRUs, and FOAs using procedures for tasking as outlined in HOI 33-3. Once the coordination is completed and all comments are adjudicated, the PGL OPR submits the final PGL and list of coordination comments to the PAD/PGL PfM for final review/validation. Pending PAD/PGL PfM validation, the PGL OPR staffs the fully coordinated PGL to either SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO, as required, for signature and final approval using procedures as outlined in HOI 33-3.

5.2.4.2. The signed PGL will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PGL OPR to all offices listed in the PGL's Basic Plan Distribution List.

**Figure 5.2. Program Guidance Letter Planning/Build Phase.**



**5.3. Program Guidance Letter Execution Phase.**

5.3.1. The PGL OPR leads all phases of the PGL implementation effort. This will include, but is not limited to, directing and monitoring PGL OCRs and PPlan or PMsg OPRs in implementing all time-phased actions. The PGL OPR will assign a number to supporting PPlans or PMsgs. PPlan numbers are based on the parent PGL and assigned sequentially within each fiscal year with the name of the MAJCOM, FLDCOM, DRU, or FOA and “LN” as the prefix of the number sequence. For example, a PGL is “24-17” and AETC develops a supporting PPlan. In this example, the PGL OPR assigns “AETC LN24-17” to AETC. PMsgs are assigned sequentially within each fiscal year with the name of the MAJCOM, FLDCOM, DRU, or FOA and “LG” as the prefix of the number sequence. For example, a PGL is assigned “24-17” and ACC develops a supporting PMsg. In this example, PGL OPR assigns “ACC LG24-17” to ACC.

**Table 5.1. Program Guidance Letter Numbering Convention (Using ACC as MAJCOM Example).**

FY	PGL (L)	PPlan (LN)	PMsg (LG)
2024	24-17	ACC LN24-17	ACC LG24-17

5.3.2. The PGL OPR provides quarterly status updates and ad hoc reports as tasked by the PAD/PGL PfM, reporting progress of PGL implementation outlined in the Timie Phased Actions section to the PAD/PGL PfM. The PGL OPR is also responsible for including supporting PPlan or PMsg updates in the overall PGL status update. If the OPR exceeds the estimated completion date beyond six months, the OPR will coordinate with the PAD/PGL PfM to determine if approval is needed to extend the completion date. Extensions will be documented in a signed MFR from the Command having directed the initiative.

5.3.2.1. The PGL OPR tracks tasks accomplished at the DAF (including all DAF PGL OCRs) and MAJCOM, FLDCOM, DRU, or FOA level in order to properly track implementation of the initiative and keep the PAD/PGL PfM updated. MAJCOMs/FLDCOMs/DRUs/FOAs and PGL DAF OCRs provide status updates as tasked by the OPR.

5.3.2.2. The PGL OPR collects all supporting PPlans and PMsgs and makes them available to the PAD/PGL PfM.

5.3.2.3. PGL OPRs must report manpower, resourcing, and other initiative-specific issues to the necessary forum (e.g. the PAD Two-letter).

5.3.3. The PGL OPR may change an approved PGL to accommodate changes in the SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO guidance, or when it becomes clear that accomplishment of specific PGL objectives is not achievable. A PGL change will include, at a minimum: OPR assigned, PGL title, initial scope, change request justification, PGL requirement details, change format, and status of time-phased actions. A PGL change request template can be found on the PAD/PGL Portfolio Management site. The request is then submitted to the PAD/PGL PfM for validation.

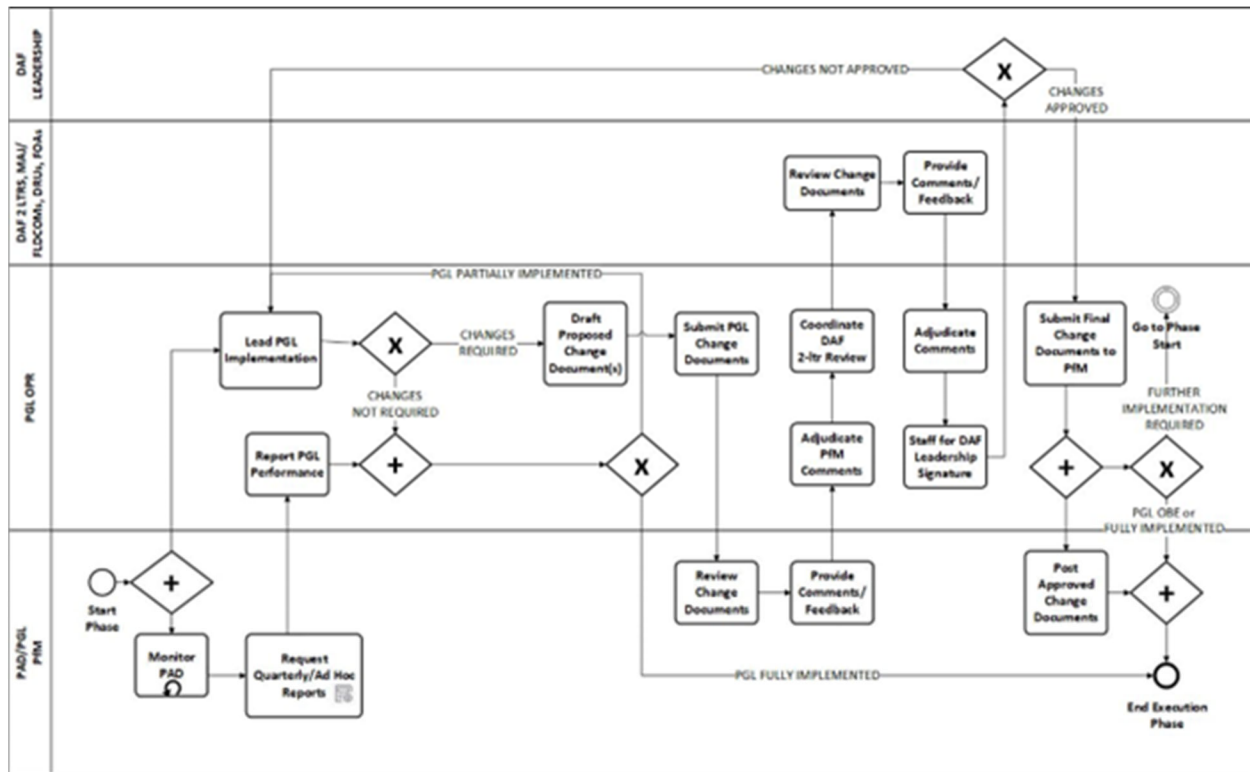
5.3.3.1. The proposed PGL change consists of a change memo (MFR format) and, as validated in the change format section of the change request, a redraft of the existing PGL (with changes annotated, as appropriate, within the document). The change request, the original approved PGL the change memo, and the PGL redraft are collectively the PGL change documents.

5.3.3.2. The PGL OPR submits the PGL change documents to the PAD/PGL PfM for review before any coordination with other DAF functionals and MAJCOMs, FLDCOMs, DRUs, or FOAs. After the PAD/PGL PfM review, and adjudication of PAD/PGL PfM comments, the PGL OPR staffs the PGL change documents for coordination through all DAF Two-letter functionals and all MAJCOMs, FLDCOMs, DRUs, or FOAs. Once the coordination is completed and all comments are adjudicated the PGL OPR submits the final version of the PGL change documents and list of coordination comments to the PAD/PGL PfM for final review/validation. Pending PAD/PGL PfM validation, the PGL OPR staff the fully coordinated PGL to either SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO as required for signature and final approval.

5.3.3.3. Administrative corrections can be made to the PGL without coordination and signature but will be approved by the PAD/PGL PfM. Administrative corrections will include all the PGL change documents.

5.3.3.4. The approved PGL change documents will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PGL OPR to all offices listed in the PGL's Basic Plan Distribution List.

Figure 5.3. Program Guidance Letter Execution Phase.



#### 5.4. Program Guidance Letter Closure Phase.

5.4.1. The PGL OPR initiates the closure of a PGL once it is determined that the PGL is complete (i.e. all tasks are accomplished, all objectives are met, and any subordinate PPlans and PMsgs are implemented), or completion is not possible due to changes in guidance, conditions, or other factors (e.g. the PGL is overcome by events). If completion is not possible, the OPR will, as determined by the PAD/PGL PfM, need approval to close documented in a signed MFR from the command having directed the initiative before submitting a closure request to the PAD/PGL PfM.

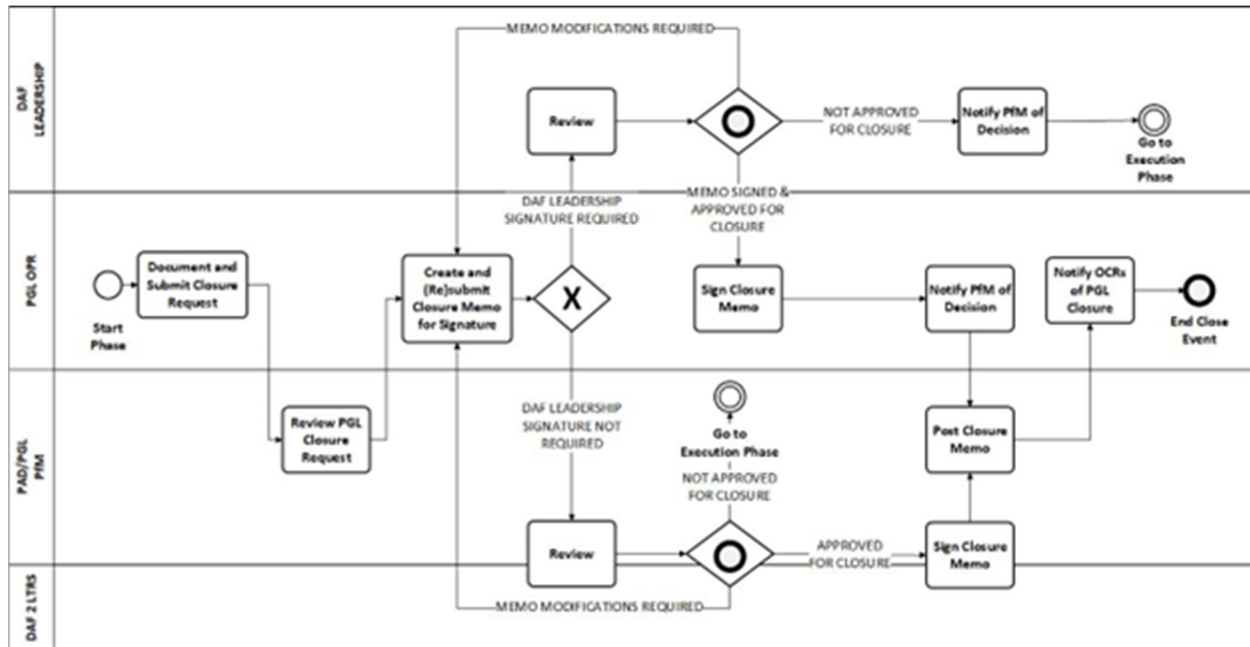
5.4.2. The PGL OPR will document and submit the closure request to the PAD/PGL PfM. A PGL closure request will include, at a minimum: OPR assigned, PGL title, closure justification, and a final status of time-phased actions. The request is sent to the PAD/PGL PfM for review. A PGL closure request template and contact information can be found on the PAD/PGL Portfolio Management site.

5.4.3. The PAD/PGL PfM reviews the PGL closure recommendation and determines if a closure request needs to be elevated to USECAF, CSAF, CSO, VCSAF, or VCSO for their review. Once the PAD/PGL PfM completes the review and validates the need to close, the PGL OPR prepares a closure memorandum.

5.4.4. The closure memorandum summarizes the closure recommendation. It is co-signed by the PGL OPR (the responsible DAF Two-letter) and the PAD/PGL PfM. The co-signing of the closure memorandum signifies the official closure of the PGL.

5.4.5. After the PGL closure, the PGL OPR notifies all subordinate PGL OCRs and PPlan/PMsg OPRs of the PGL closure. The PGL closure memorandum will be posted by the PAD/PGL PfM to the PAD/PGL Portfolio Management site and will be distributed by the PGL OPR to all offices listed in the PGL’s Basic Pan Distribution List.

Figure 5.4. Program Guidance Letter Closure Phase.



## Chapter 6

### PROGRAMMING PLAN PROCESS

#### 6.1. Programming Plan Initiate Phase.

6.1.1. PPlans are initiated to implement MAJCOM, FLDCOM, DRU, or FOA actions as directed in PADs or PGLs, and are also initiated by MAJCOM, FLDCOM, DRU, or FOA Commanders in support of a PAD or PGL within their respective commands.

6.1.1. (AFGSC) An AFGSC PPlan is required when a basing decision results in a significant change in force structure or mission affecting two or more organizations. Examples of basing decisions include, but are not limited to unit activations, inactivation and deactivations; realignments involving the physical move of people or assets; base closures; beddown of weapon 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.

6.1.2. The PAD or PGL OPR will assign numbers to PPlans in support of a PAD or PGL. See [paragraph 4.3.1.1](#) and [paragraph 5.3.1](#) for additional guidance. MAJCOM, FLDCOM, DRU, or FOA Commander-initiated PPlans will assign PPlan numbers IAW their guidance.

6.1.2. (AFGSC) HQ AFGSC/A5F assigns PPlan numbers for documents originating within HQ AFGSC. AFGSC PPlans are sequentially numbered using the following format YY-XX. The first two numbers within an ID (YY) represent the initiation year and the subsequent numbers (XX) indicate the sequence within the calendar year. For example, the second PPlan initiated within CY2019 would be numbered 19-02.

6.1.3. PPlan OPRs initiate PPlans supporting PADs/PGLs IAW guidance in the Roles and Responsibilities section of the PAD or PGL. PPlan OPRs are assigned IAW MAJCOM, FLDCOM, DRU, or FOA Commander guidance.

**Figure 6.1. Programming Plan Initiate Phase.**



#### 6.2. Programming Plan Plan/Build Phase.

6.2.1. PPlan OPRs develop the PPlan Basic Plan and functional annexes supporting PADs or PGLs in accordance with the milestones and guidance directed in the PAD or PGL Basic Plan and applicable functional annexes. **(T-1)**

6.2.2. The PPlan OPR will include the following, at a minimum, in the Basic Plan: a preface, special instructions (comprised of sections for title, approval authority/effective period, OPR, public affairs guidance, security, reproduction, disposition, and record of changes), table of contents, sections for Purpose, Authority and References, Background, Objectives, Assumptions, Concept of Employment, Time Phased Actions, Approval and Signatory Authority, and two appendices comprised of a Distribution List and Acronym List. **(T-1)**

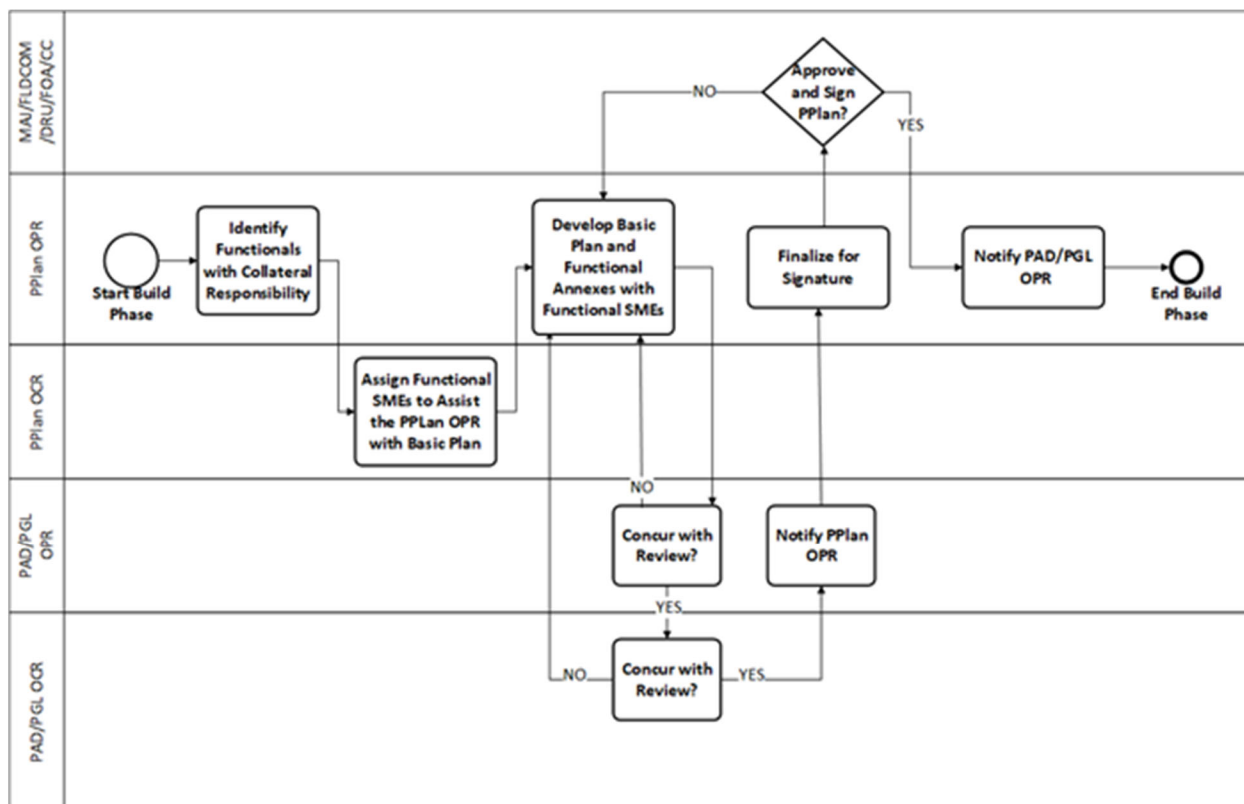
6.2.3. The PPlan OPR identifies and tasks appropriate functional offices to be PPlan OCRs responsible for developing all functional annexes after completion of the draft PPlan Basic Plan. PPlan functional annexes A through T are required as part of the PPlan and will include, at a minimum, sections for Purpose, References, Objectives, Assumptions, Guidance, Time Phased Actions, and annex OCR point of contact (name, office, and phone number). **(T-1)** If a PPlan OCR determines that a functional annex is not required for a particular effort, then a justification statement is annotated, by the OCR, at the top of the annex. **(T-1)** Note that the justification statement is annotated by the respective PPlan OCR and not by the PPlan OPR. **(T-1)**

6.2.3. **(AFGSC)** If functional annexes developed in support by HQ AFGSC staff do not align with those indicated within **Table 6.1.**, AFGSC/A5F will identify which Annex U-ZZ placeholder will be used.

6.2.4. If associated with a PAD or PGL, the PPlan OPR submits the draft PPlan Basic Plan and all functional annexes to the PAD or PGL OPR and PAD/PGL PFM for review. **(T-1)** The PAD/PGL PFM coordinates adjudication of the review through the PAD or PGL OPR. Once the review has been conducted, the PPlan OPR coordinates the PPlan and obtains final approval in accordance with MAJCOM, FLDCOM, DRU, or FOA Commander guidance. **(T-2)**

6.2.5. MAJCOM, FLDCOM, DRU, or FOA Commander- initiated PPlans build the Basic Plan and functional annexes in accordance with local guidance. **(T-2)**

**Figure 6.2. Programming Plan Plan/Build Phase.**



**Table 6.1. Programming Plan Functional Annexes.**

ANNEX	TITLE
A	Manpower and Organization
B	Personnel Actions
C	Plans and Programming
D	Comptroller/Funding
E	Contracting
F	Communications and Information
G	Intelligence, Surveillance, and Reconnaissance
H	Operations
I	Logistics
J	Civil Engineering
K	Security Forces
L	Information Protection
M	Chaplain
N	Historian
O	Inspector General
P	Legal
Q	Safety
R	Medical
S	Small Business
T	Public Affairs
U-ZZ	As Required

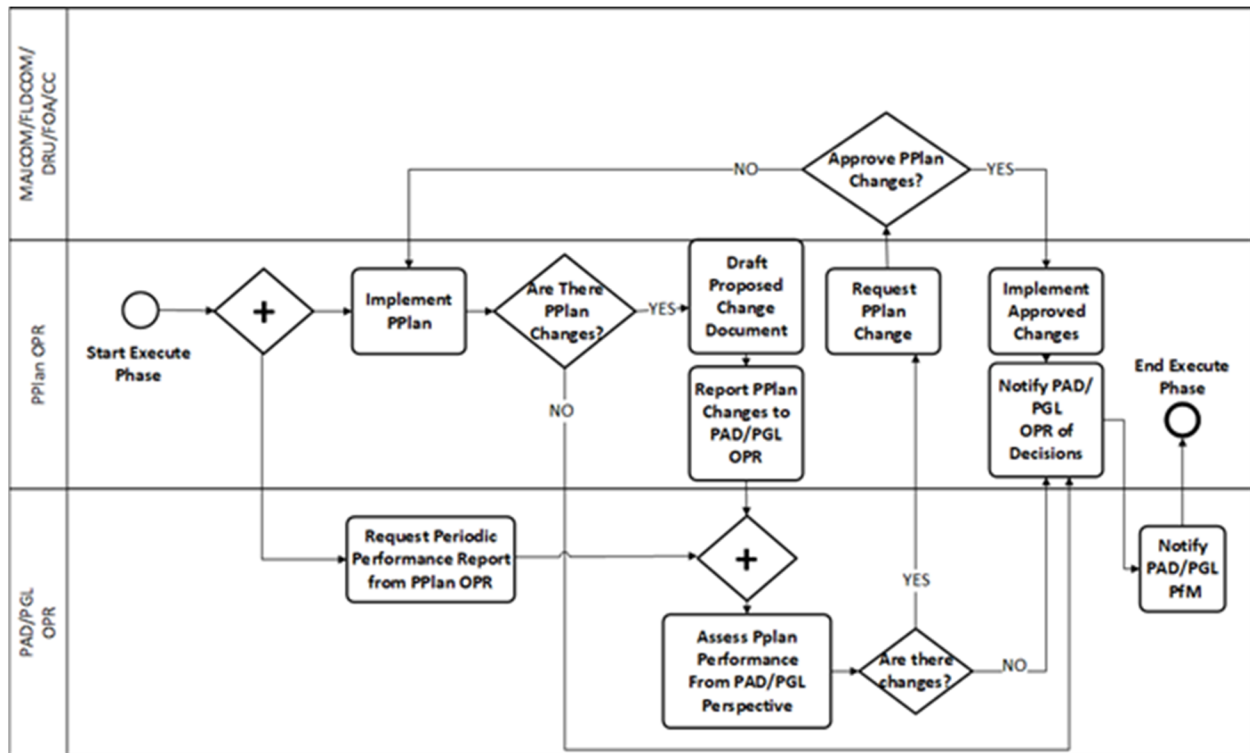
**6.3. Programming Plan Execution Phase.**

6.3.1. PPlan OPRs supporting PADs or PGLs provide status updates as tasked by the PAD or PGL OPR, reporting progress of PPlan events outlined in the Basic Plan Time Phased Actions to the PAD or PGL OPR. **(T-1)**

6.3.2. PPlan OPRs supporting PADs or PGLs coordinate change requests for an approved PPlan with the PAD or PGL OPR. **(T-1)** After coordination with the PAD or PGL OPR, PPlan OPRs obtain approval for change requests IAW MAJCOM, FLDCOM, DRU, or FOA guidance. **(T-2)** PAD or PGL OPRs inform the PAD/PGL PfM of all PPlan change requests via next scheduled update.

6.3.3. Change requests for MAJCOM, FLDCOM, DRU, or FOA Commander-initiated PPlans are conducted IAW their guidance.

Figure 6.3. Programming Plan Execution Phase.



#### 6.4. Programming Plan Closure Phase.

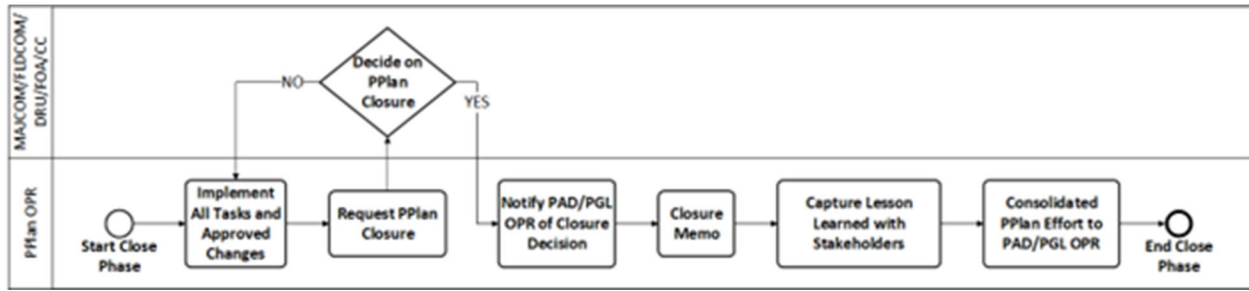
6.4.1. PPlan OPRs supporting PADs or PGLs initiate PPlan closure once it is determined that the PPlan is complete (i.e. all tasks are accomplished, and all objectives are met) or completion is not possible due to changes in guidance, conditions, or other factors (e.g. the PAD or PGL is overcome by events). **(T-1)**

6.4.2. PPlan OPRs close PPlans IAW MAJCOM, FLDCOM, DRU, or FOA Commander guidance.

6.4.2. **(AFGSC)** Once it has been determined that all PPlan time-phased actions have been completed or milestones achieved, HQ AFGSC/A5F will generate a formal closure memorandum for AFGSC/A5/8 Director signature or their designated representative. HQ AFGSC/A5F will distribute the signed memorandum to all agencies affected by the PPlan.

6.4.3. Once closed, the PPlan OPR provides a closure memorandum to the PAD or PGL OPR when it supports a PAD or PGL. **(T-1)** If all tasks and objectives in the PPlan effort are complete, the signing of the closure memorandum by the PPlan OPR (MAJCOM, FLDCOM, DRU, or FOA Two-letter) signifies the official closure of the PPlan. If the PPlan closure is a result of the PAD or PGL being overcome by events, then the closure memorandum is signed by both the PPlan OPR (MAJCOM, FLDCOM, DRU, or FOA Two-letter) and the MAJCOM, FLDCOM, DRU, or FOA Commander and a copy is provided to the PAD or PGL OPR. **(T-1)**

Figure 6.4. Programming Plan Closure Phase.



## Chapter 7

### PROGRAMMING MESSAGES PROCESS

#### 7.1. Programming Message Initiate Phase.

7.1.1. The PAD or PGL OPR directs the initiation of a PMsg to support stated objectives in an approved PAD or PGL. MAJCOM, FLDCOM, DRU, or FOA Commanders can also initiate PMsgs to support their command directives.

7.1.1. (AFGSC) When the scope of an action is significantly smaller than that requiring a complete PPlan, a PMsg will be used. HQ AFGSC/A5F will determine the entrance criteria to the PMsg process based on complexity and/or the scope of the activity may be considered.

7.1.2. The PAD or PGL OPR will assign a number to PMsgs in support of PADs or PGLs. See [paragraph 4.3.1.1](#) and [paragraph 5.3.1](#) for additional guidance. MAJCOM, FLDCOM, DRU, or FOA Commander-initiated PMsgs will assign PMsg numbers IAW their guidance. (T-2)

7.1.2. (AFGSC) HQ AFGSC/A5F assigns PMsg numbers for documents originating within HQ AFGSC. AFGSC PMsgs are sequentially numbered using the following format YY-XX. The first two numbers within an ID (YY) represent the initiation year and the subsequent numbers (XX) indicate the sequence within the calendar year. For example, the second PMsg initiated within CY2019 would be numbered 19-02.

7.1.3. PMsg OPRs initiate PMsgs supporting PADs or PGLs IAW guidance in the Roles and Responsibilities section of the PAD or PGL. PMsg OPRs are assigned IAW MAJCOM, FLDCOM, DRU, or FOA Commander guidance.

**Figure 7.1. Programming Message Initiate Phase.**



#### 7.2. Programming Message Planning/Build Phase.

7.2.1. The PMsg OPR develops the PMsg Basic Plan in support of PADs or PGLs. (T-1) A PMsg template is available at the PAD/PGL Portfolio Management site. PMsg OPRs complete the PMsg Basic Plan supporting PADs or PGLs in accordance with the milestones and guidance directed in the PAD or PGL Basic Plan and applicable functional annexes. (T-1)

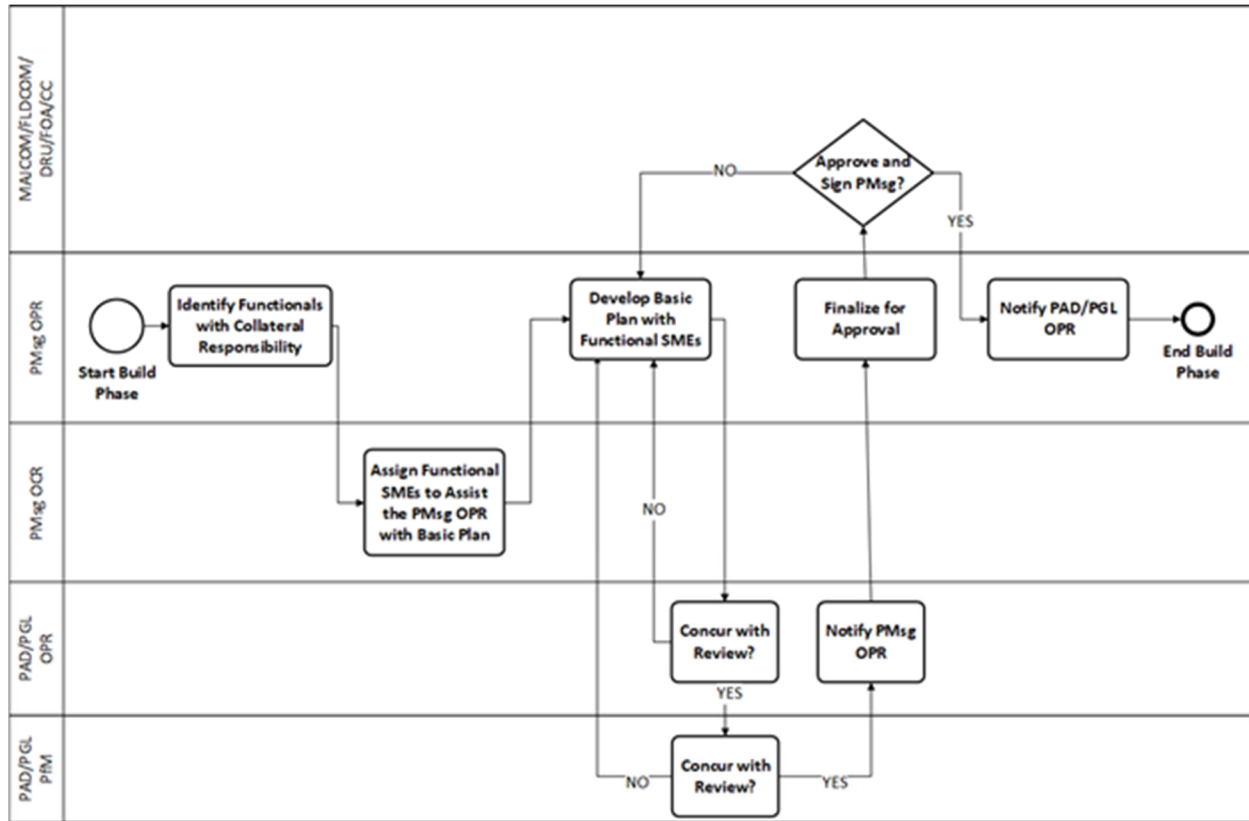
7.2.2. The PMsg OPR will include the following, at a minimum, in the Basic Plan: a preface, special instructions (comprised of sections for title, approval authority/effective period, OPR, public affairs guidance, security, reproduction, disposition, and record of changes), table of contents, sections for Purpose, Authority/References, Background, Objectives, Assumptions, Concept of Employment, Time Phased Actions, Approval/Signatory Authority, and 2 appendices comprised of a Distribution List and Acronym List. (T-1)

7.2.3. For PMsgs supporting a PAD or PGL, the PMsg OPR submits the draft PMsg Basic Plan to the PAD or PGL OPR and PAD/PGL PfM for review. The PAD/PGL PfM coordinates adjudication of the review through the PAD or PGL OPR. Once the review has been

adjudicated, the PMsg OPR coordinates the PMsg and obtains final approval IAW MAJCOM, FLDCOM, DRU, or FOA guidance.

7.2.4. MAJCOM, FLDCOM, DRU, or FOA Commander-initiated PMsgs build PMsg Basic Plans IAW their guidance.

**Figure 7.2. Programming Message Planning/Build Phase.**



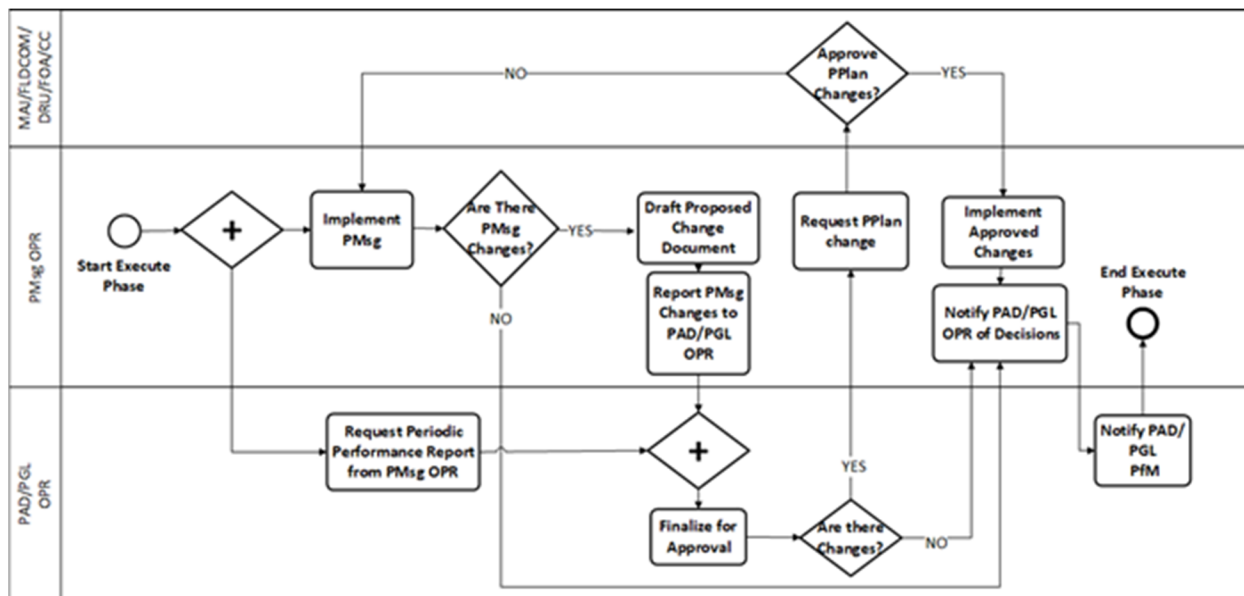
**7.3. Programming Message Execution Phase.**

7.3.1. PMsg OPRs supporting PADs or PGLs will provide status updates, reporting progress of PMsg events outlined in the Time Phased Actions section, to the PAD or PGL OPR. **(T-1)** The PAD or PGL OPR is required to brief to the PAD/PGL PFM any of the following events: any 30-calendar day overdue PMsg events outlined in the Time Phased Actions section or the PMsg is at risk of not meeting the estimated completion date.

7.3.2. PMsg OPRs supporting PADs or PGLs will coordinate change requests for an approved PMsg with the PAD or PGL OPR. After coordination with the PAD or PGL OPR, PMsg OPRs obtain approval for change requests IAW MAJCOM, FLDCOM, DRU, or FOA guidance. PAD or PGL OPRs will inform the PAD/PGL PFM of all PMsg change request via next scheduled update.

7.3.3. Change requests for MAJCOM, FLDCOM, DRU, or FOA Commander-initiated PMsgs are conducted IAW their guidance.

Figure 7.3. Programming Message Execution Phase.



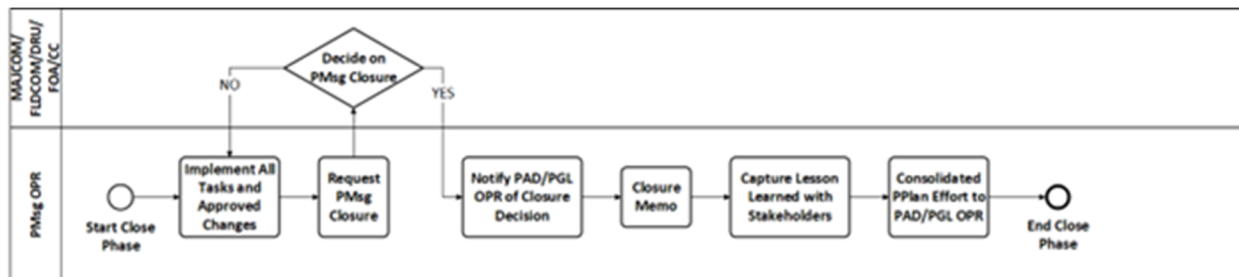
7.4. Programming Message Closure Phase.

7.4.1. PMsg OPRs supporting PADs or PGLs initiate PMSG closure once the PAD or PGL OPR and PAD/PGL Pfm determine the PMsg is complete (e.g. all tasks are accomplished, and all objectives are met) or completion is not possible due to changes in guidance, conditions, or other factors (e.g. the PAD or PGL is overcome by events). (T-1)

7.4.2. PMsg OPRs close PMsgs IAW MAJCOM, FLDCOM, DRU, or FOA Commander guidance. (T-2) Once closed, the PMsg OPR if applicable, provides a closure memorandum to the PAD or PGL OPR. (T-1) If all tasks and objectives in the PMsg effort are complete, the signing of the closure memorandum by the PMsg OPR (MAJCOM, FLDCOM, DRU, or FOA Two-letter) signifies the official closure of the PMsg. If the PMsg closure is a result of the PAD or PGL being overcome by events, then the PMsg OPR (MAJCOM, FLDCOM, DRU, and/or FOA Two-letter) and MAJCOM, FLDCOM, DRU, and/or FOA Commander will sign the closure memorandum and provide a copy to the PAD/PGL OPR.

7.4.2. (AFGSC) Once it has been determined that all PMsg time-phased actions have been completed or milestones achieved, HQ AFGSC/A5F will generate a formal closure memorandum for AFGSC A5/8 Director signature or his/her designated representative. HQ AFGSC/A5F will distribute the signed memorandum to all agencies affected by the PMsg.

Figure 7.4. Programming Message Closure Phase.



## Chapter 8 (Added-AFGSC)

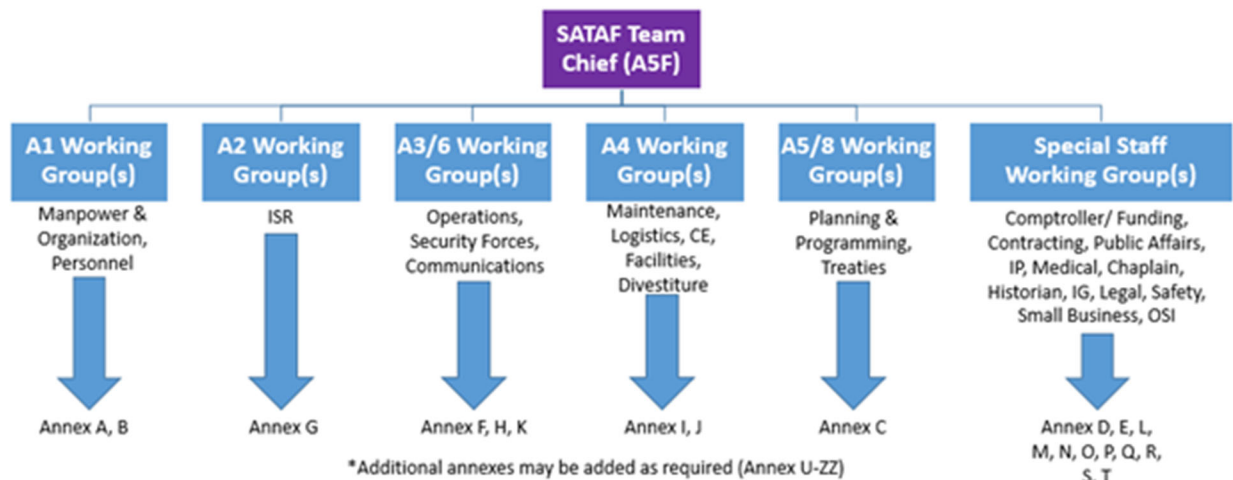
### AFGSC PPLAN/PMSG DEVELOPMENT AND IMPLEMENTATION PROCESS

**8.1. (AFGSC) PPlan/PMsg Initiate Phase.** When a PPlan or PMsg is deemed necessary IAW [paragraph 8.1.1.](#), AFGSC/A5F will coordinate with the owning AFGSC directorate/division to initiate the PPlan/PMsg writing process.

#### 8.2. (AFGSC) Planning/Build Phase.

8.2.1. (AFGSC) Each PPlan or PMsg will typically start with a SATAF/writing conference at the host installation. HQ AFGSC directorates will fund and provide functional area SMEs to support the SATAF/writing conference, to be responsible for writing their functional area annex IAW [paragraph 6.2.1](#) as outlined in [Figure 8.1](#) and establishing time-phased action items. AFGSC/A5F will request support from AFIMSC Detachment 10 when necessary.

**Figure 8.1. (AFGSC) SATAF Working Group Construct.**



8.2.2. (AFGSC) Once the PPlan or PMsg has been drafted, it will go through coordination with all stakeholders prior to being submitted to Director, Strategic Plans, Programs, and Requirements (AFGSC A5/8) for approval/signature.

#### 8.3. (AFGSC) Execution Phase.

8.3.1. (AFGSC) Once a PPlan or PMsg has been approved, it will be sent out to all stakeholders on a recurring basis, typically once a quarter, to all stakeholders. PPlans and PMsgs are “living documents” and OPRs are asked to provide updates on open time-phased action items and identify mitigation measures for any overdue time-phased action items.

8.3.2. (AFGSC) AFGSC/A5F may host additional SATAF events at each host unit on a recurring basis. These SATAFs typically occur annually; however, the frequency will vary depending on the scope of the program and where that particular unit is at in the beddown process. In addition to updating the PPlan or PMsg, the objectives of these SATAFs are:

8.3.2.1. (AFGSC) Assess current project status against the PPlan strategic and major milestone schedule to bring program beddown to successful completion.

8.3.2.2. (AFGSC) Identify risks and issues which must be resolved via functionally suspended action items.

8.3.2.3. (AFGSC) Provide for stakeholder cross-communication of program status.

8.3.2.4. (AFGSC) Provide assistance and support to unit-level agencies in the accomplishment of mission transformation, start-up, or closure.

8.3.3. (AFGSC) The PPlan or PMsg will go through coordination again after being updated at a SATAF. The PPlan or PMsg may or may not need to be approved/signed by AFGSC A5/8 Director depending on the substantiality of the changes.

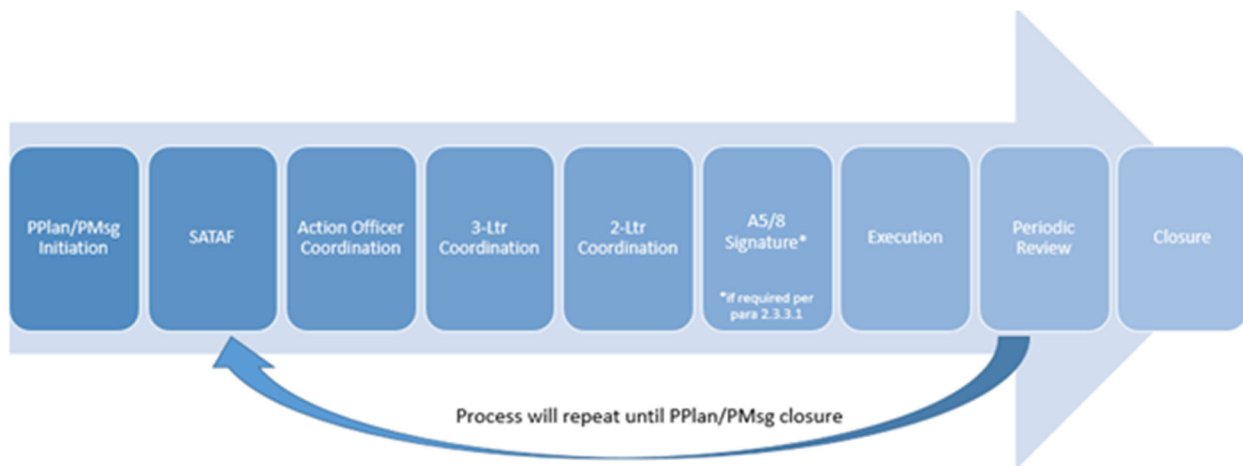
#### 8.4. (AFGSC) Closure Phase.

8.4.1. (AFGSC) A PPlan or PMsg will be closed out by HQ AFGSC A5/8 once all requirements and time-phased action items have been completed.

8.4.2. (AFGSC) HQ AFGSC/A5F will generate a formal closure memorandum for AFGSC A5/8 Director signature or his/her designated representative. HQ AFGSC/A5F will distribute the signed memorandum to all agencies affected by the PMsg.

8.4.3. (AFGSC) The PPlan/PMsg development stages which document rounds of coordination prior to A5/8 signature are outlined in [Figure 8.2](#).

**Figure 8.2. (AFGSC) PPlan/PMsg Development Stages.**



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(AFGSC)

TY W. NEUMAN, Major General, USAF

Director, Strategic Plans, Programs, and  
Requirements

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

HAFMD 1-19, *Deputy Under Secretary of the Air Force, Management*, 28 April 2017

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

**(Added-AFGSC)** DAFMAN 90-161, *Publishing Processes and Procedures*, 15 April 2022

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

AFPD 38-4, *Continuous Improvement and Airmen Powered by Innovation Program*, 23 August 2018

AFI 33-322, *Records Management and Information Governance Program*, 23 March, 2020, Incorporating Change 1, 28 July 2021

HOI 33-3, *Correspondence Preparation, Control, and Tracking*, 23 August 2022

***Prescribed Forms***

None

***Adopted Forms***

DAF Form 847, *Recommendation for Change of Publication*

***Abbreviations and Acronyms***

**ACC**—Air Combat Command

**AETC**—Air Education and Training Command

**AFDW**—Air Force District Washington

**(Added-AFGSC) AFGSC**—Air Force Global Strike Command

**AFI**—Air Force Instruction

**(Added-AFGSC) AFIMSC**—Air Force Installation & Mission Support Center

**AFMC**—Air Force Materiel Command

**AFPD**—Air Force Policy Directive

**AFR**—Air Force Reserve

**ANG**—Air National Guard

**DAF**—Department of the Air Force

**DAFI**—Department of the Air Force Instruction

**DAFMAN**—Department of the Air Force Manual

**DAFPD**—Department of the Air Force Policy Directive

**DoD**—Department of Defense

**DOTMLPF-P**—Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy

**DRU**—Direct Reporting Unit

**FLDCOM**—Field Command

**FOA**—Field Operating Agency

**HAFMD**—Headquarters Air Force Mission Directive

**HOI**—Headquarters, Operating Instruction

**HQ(s)**—Headquarters(s)

**IAW**—In accordance with

**ICOA**—Interference, Conflict, Overlap Analysis

**(Added-AFGSC) ID**—Identification

**IMS**—Integrated Master Schedule

**MAJCOM**—Major Command

**(Added-AFGSC) MFM**—MAJCOM Functional Manager

**MFR**—Memorandum for Record

**OCR**—Office of Collateral Responsibility

**OPR**—Office of Primary Responsibility

**PAD**—Program Action Directive

**PDF**—Portable Document Format

**PfM**—Portfolio Manager

**PGL**—Program Guidance Letter

**PMsg**—Programming Message

**PPlan**—Programming Plan

**RegAF**—Regular Air Force

**(Added-AFGSC) SATAF**—Site Activation Task Force

**SME**—Subject Matter Expert

**USAF**—United States Air Force

**USSF**—United States Space Force

**WBS**—Work Breakdown Structures

### *Office Symbols*

**(Added-AFGSC) AFGSC/A3TA**—Air Force Global Strike Command Aircrew Management Branch

**(Added-AFGSC) AFGSC/A5/8**—Air Force Global Strike Command Strategic Plans, Programs and Requirements Directorate

**(Added-AFGSC) AFGSC/A5F**—Air Force Global Strike Command Basing Division

**(Added-AFGSC) AFGSC/A5FI**—Air Force Global Strike Command Programming Plan Integration Branch

**CSAF**—Chief of Staff of the Air Force

**CSO**—Chief of Space Operations

**SAF/AQ**—The Deputy Under Secretary of the Air Force, Acquisition

**SAF/MG**—The Deputy Under Secretary of the Air Force, Management

**SAF/MGM**—Deputy Chief Management Officer

**SecAF**—Secretary of the Air Force

**USecAF**—Under Secretary of the Air Force

**VCSAF**—Vice Chief of Staff of the Air Force

**VCSO**—Vice Chief Space Operations

### *Terms*

**Capability**—the ability to complete a task or execute a course of action under specific conditions and level of performance.

**Change Documents**—all documents required to change or make corrections to a PAD or PGL. These documents include the initial proposed change, the change memo, and a redraft of the existing PAD or PGL (with changes annotated, as appropriate, within the document).

**Conflicting Guidance**—a situation where the simultaneous implementation of multiple PADs or PGLs unintentionally creates conflicts in doctrine, guidance, or use of resources. Conflicting guidance can occur when a shift in doctrine occurs and PADs or PGLs are not changed to reflect the doctrine change. Resource conflicts generally occur within the same functional community or core function and occur when the implementation of multiple PADs or PGLs exceed available resources.

**Implementation Plan**—implementation planning prepares for the execution of assigned tasks and capabilities. This is a broad term and not specific to this DAFI. PADs, PGLs, PPlans, and PMsgs are types of implementation plans. This DAFI does not cover any other type of implementation plan.

**Integrated Master Schedule (IMS)**—the schedule of all activities, across all skill sets, needed to implement an initiative. A baselined schedule is used to assess progress against the planned delivery of capability.

**Interference, Conflict, Overlap Analysis (ICOA)**—a review activity directed by the PAD/PGL PfM and conducted by the PAD or PGL OPR community on a PAD to determine any interference, conflict, or overlap between respective initiatives. This is done to eliminate conflicting and duplicative work.

**Lessons Learned**—is a consolidated report that includes an executive summary covering the event information (e.g. dates, locations, and participants) and Observations. Observations to be documented are those which result in improvements in military operations. AAR Observations should describe how the mission could be or was improved, potential risks to mission degradation and how to mitigate those risks.

**Program Action Directive (PAD)**—a formal DAF-level implementation plan used to accomplish major SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO approved initiatives that typically affect one or more MAJCOMs, FLDCOMs, DRUs, or FOAs. PADs have well defined objectives, assign specific tasks to OPRs and OCRs, and establish specific milestones.

**PAD/PGL OPR Community**—an informal group made up of principal OPRs from each active PAD or PGL. As required by the PAD/PGL PFM, this group is tasked to perform PAD/PGL PFM ICOA.

**Program Guidance Letter (PGL)**—a DAF-level formal implementation plan used to accomplish major SecAF, USecAF, CSAF, CSO, VCSAF, or VCSO approved initiatives that typically affect solely one or more DAF organizations or can be a minor programmatic change that affects 1 to 2 MAJCOMs/FLDCOMs/DRUs/FOAs. PGLs have well defined objectives, assign specific tasks to OPRs and OCRs, and establish specific milestones.

**Programming Message (PMsg)**—a MAJCOM, FLDCOM, DRU, or FOA-level implementation plan that may be used in lieu of a PPlan when less comprehensive documentation suffices to implement a program objective. For example, a PMsg is often utilized when limited functional involvement is required to execute the 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.

**Programming Plan (PPlan)**—a formal MAJCOM, FLDCOM, DRU, or FOA-level implementation plan that helps accomplish and record major actions. A PPlan is a directive, coordinated document, consisting of a Basic Plan, and supporting functional staff annexes. A PPlan defines the actions required, and outlines the responsibilities for achieving a given program objective. The primary types of actions for which PPlans are developed include unit activations and inactivations; realignments involving the physical move of people or assets; base closures; bed-down of weapons systems; unit conversions from one weapons system to another; bed-down and/or integration of specialized systems or unique organizational constructs; and increases or decreases in a unit's Primary Aircraft Inventory.

**(Added-AFGSC) Site Activation Task Force (SATAF)**—A team of Major Command functional experts chartered to travel to an installation to identify all the actions required to ensure the Secretary of the Air Force approved final basing decision is successfully executed at an installation after completion of the Air Force Strategic Basing Process. SATAFs are led by a Major Command, and provide periodic, on-scene assistance to unit-level agencies to accomplish a program objective. It employs appropriate members of the Major Command staff and may include Headquarters Air Force functionals. The SATAF structure is comprised of headquarters 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 direction 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 activations, inactivations, relocations, and conversions from one weapons system to another.

**(Added-AFGSC) Site Survey**—An authorized installation visit by an individual or team to survey real property to determine its feasibility for a proposed unit or mission beddown for Secretary of the Air Force approval during the Air Force Strategic Basing Process.

**Unintended Consequences**—a situation where PAD or PGL implementation creates unnecessary or unanticipated resource commitments. This situation can occur when a more feasible option becomes readily available after starting PAD or PGL implementation.

**Work Breakdown Schedule (WBS)**—a tool used to define and group a project’s discrete work elements in a way that helps organize and define the total work scope of the project.