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OF THE AIR FORCE**

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Supplement**

8 JULY 2015

Operations

**PROGRAM ACTION DIRECTIVES (PADS),
PROGRAM GUIDANCE LETTERS (PGLS),
PROGRAMMING PLANS (PPLANS), AND
PROGRAMMING MESSAGES (PMSGs)**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction provides guidance on PADs, PGLs, PPlans, and PMsgs and implements strategic objectives described in Air Force Policy Directive (AFPD) 10-5, *Basing*, management of business operations for the Air Force described in Headquarters Air Force Mission Directive (HAFMD) 1-2, *Under Secretary Of The Air Force*, and in the case of movement of Air Force units and basing implications, should be used in concert with Air Force Instruction (AFI) 10-503, *Strategic Basing*, AFI 16-403, *Updating the USAF Program Installations, Units and Priorities and Movement of Air Force Units*, and AFI 38-101, *Air Force Organizations*. PADs, PGLs, PPlans, and PMsgs enable alignment of Air Force strategic objectives and Secretary of the Air Force (SecAF) and Chief of Staff of the Air Force (CSAF) approved initiatives with joint and national priorities. This instruction applies to the Regular Air Force (RegAF), Air National Guard (ANG), and Air Force Reserve (AFR). Ensure that all records created as a result of

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(AFSPC) This supplement implements and extends the guidance of AFI 10-501, *Program Action Directives (PADs)*, *Program Guidance Letters (PGLs)*, *Programming Plans (PPlans)*, and *Programming Messages (PMsgs)*, specifically regarding Air Force Space Command (AFSPC) PPlan/PMsg development procedures for PPlans/PMsgs that are not associated with a PAD or PGL. This supplement describes AFSPC 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 AFSPC installations and/or units and major system acquisitions and/or conversions. It also describes the management structure, called a Project Task Force (PROTAF), which should be used for all PPlan/PMsg development actions. This supplement also provides guidance for HQ AFSPC subordinate-level organizations (e.g., NAF/Center or Wing) to develop, publish and control Implementation Plans (IPlans). See [Attachment 1](#) for terms used in this instruction. This supplement applies to HQ AFSPC, its personnel, resources and subordinate units. It does not apply to Air Force Reserve Command (AFRC) nor Air National Guard (ANG) units. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with (IAW) Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of IAW Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS). Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate functional chain of command. This publication may be supplemented at any level; however, all direct supplements must be routed to the OPR of this publication for coordination prior to certification and approval. The authorities to waive requirements in this publication are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, Table 1.1, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the Publication OPR for non-tiered compliance items.

SUMMARY OF CHANGES

This document is substantially revised and must be completely reviewed. The major changes include transferring the OPR to SAF/US(M), certifier to AF/A5/8, and approval to SAF/US(M) and expanding the use of PADs, PGLs, PPlans, and PMsgs beyond basing to include implementation of strategic objectives. For expanded information, visit the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx).

(AFSPC) This supplement has been completely re-written to comply with the PPlan/PMsg development processes identified in AFI 10-501, dated 8 April 2015, and must be completely reviewed. The major changes include a new format for AFSPC PPlans/PMsgs, including those PPlans/PMsgs that are not associated with a PAD/PGL. This revision updates office symbols and clarifies MAJCOM PPlan/PMsg responsibilities and establishes NAF/CTR/Wing IPlan responsibilities.

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Chapter 1

PROGRAM OVERVIEW

1.1. Program Action Directive. 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. For example, AF/A2 and its effort used a PAD to re-designate the Air Force Intelligence, Surveillance, and Reconnaissance Agency from a Field Operating Agency (FOA) to a Numbered Air Force (NAF) under Air Combat Command (ACC).

1.2. Program Guidance Letter. 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.

1.3. Programming Plan. PPlans are detailed planning documents used to implement PADs, PGLs, or individual MAJCOM/Direct Reporting Unit (DRU)/FOA initiatives. This document is written below HQ USAF-level and is used to initiate and record major actions. A PPlan is a directive, coordinated document, consisting of a Basic Plan and supporting functional staff annexes, which defines required actions, 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 and realignments involving the physical move of people or assets. Some major actions, such as transferring a function and/or assets from one command to another, require an inter-MAJCOM or interagency PPlan with one command being OPR and the others being OCR.

1.4. Programming Message. A PMsg may be used by a MAJCOM/DRU/FOA in lieu of a PPlan when less comprehensive documentation will suffice 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. Some major actions require an inter-MAJCOM or interagency PMsg with one command being OPR and the others being OCR.

Chapter 2

ROLES AND RESPONSIBILITIES

2.1. SecAF or CSAF shall:

- 2.1.1. Task, approve, and redirect PAD/PGL activities.
- 2.1.2. Assign a HAF Functional as the PAD or PGL OPR.
- 2.1.3. Task PAD/PGL OPRs to develop, implement, and oversee a PAD/PGL to implement specific objectives.
- 2.1.4. Approve PAD/PGL Basic Plans and associated functional annexes
- 2.1.5. Approve PAD/PGL changes.
- 2.1.6. Approve PAD/PGL closure when all tasks/objectives are achieved or when the PAD/PGL has been overcome by events.
- 2.1.7. May delegate PAD/PGL approval, changes, and closure authority, as appropriate.

2.2. The Air Force Office of Business Transformation (SAF/US(M)) shall:

- 2.2.1. Act as the PAD/PGL Portfolio Manager (PfM).
- 2.2.2. Develop processes and procedures to guide PAD/PGL initiation, development, implementation, monitoring, reporting, and closure.
- 2.2.3. Determine if the scope of a tasking from SecAF/CSAF requires use of a PAD or PGL.
- 2.2.4. Conduct PAD/PGL analysis with active PAD/PGL OPRs for conflicting guidance and unintended consequences, as appropriate, to support approval, change, or closure requests.
- 2.2.5. Identify and inform USecAF/VCSAF through the Enterprise Process Improvement Council (EPIC) in the event of conflicting guidance between PAD/PGL efforts.
- 2.2.6. Provide PAD/PGL status updates to SecAF and CSAF through the EPIC to validate effective execution of strategic objectives and completion of milestones/actions. PPlan, and PMsg status updates, when associated with a PAD/PGL, will be provided as needed.
- 2.2.7. Ensure accountability of PAD/PGL efforts by tracking progress through reports received from PAD/PGL OPRs and assessing progress with published PAD/PGL time-phased actions.
- 2.2.8. Maintain a web-based repository PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx) of PAD/PGLs, as provided by PAD/PGL OPRs.
- 2.2.9. Make the final consolidated PAD/PGL available to all HAF/MAJCOM History Offices for their preservation/archival as required.

2.3. The MAJCOM/DRU/FOA Commander shall:

- 2.3.1. Task, approve, and redirect PPlan/PMsg activities to implement and oversee specific objectives to support PAD, PGLs or MAJCOM/DRU/FOA-generated initiatives.

2.3.2. Assign a MAJCOM/DRU/FOA Functional staff office as the PPlan or PMsg OPR.

2.3.3. Approve PPlan/PMsg Basic Plans and associated functional annexes

2.3.4. Approve PPlan/PMsg changes.

2.3.5. Approve PPlan/PMsg closure when all tasks/objectives are achieved or when the PPlan/PMsg has been overcome by events.

2.3.6. May delegate PPlan/PMsg approval, changes, and closure authority, as appropriate.

2.3.6.1. (**Added-AFSPC**) AFSPC/CC has delegated PPlan/PMsg approval, change and closure authority to HQ AFSPC/ A5/8 (Director of Strategic Plans and Requirements), unless otherwise designated.

2.3.7. Submit requests for T-1 waivers through the chain of command (MAJCOM/DRU/FOA), to the Tier approval authority (SAF/US(M)).

2.4. The PAD/PGL OPR shall:

2.4.1. 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.

2.4.2. For PADs, identify and task HAF functionals, MAJCOMs, and other offices of collateral responsibility (OCRs) to develop and coordinate functional annexes.

2.4.3. Complete interference/consequence/overlap analysis (ICOA) as tasked by the PAD/PGL PFM.

2.4.4. Identify/coordinate/resolve conflicting guidance and unintended consequences determined by the ICOA.

2.4.5. Direct and monitor associated PPlan/PMsg OPRs to initiate, build, execute, monitor and report PPlans/PMsgs and close all time-phased actions.

2.4.6. Provide periodic status reports to the PAD/PGL PFM, as required.

2.4.7. Recommend changes or closure of a PAD/PGL to the PAD/PGL PFM when appropriate.

2.4.8. Implement approved PAD/PGL changes.

2.5. The PAD/PGL OCR shall:

2.5.1. Execute PAD/PGL OPR guidance to support the PAD/PGL initiative.

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

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

2.6. The PPlan/PMsg OPR shall:

2.6.1. If associated with a PAD/PDL, execute PAD/PGL Portfolio Management processes and procedures to initiate, build, execute, monitor, report, close, and evaluate their respective PPlans/PMsgs in coordination with the PAD/PGL OPR.

2.6.1.1. **(Added-AFSPC)** If not associated with a PAD/PGL, the AFSPC Commander will task, approve and redirect AFSPC-generated PPlan/PMsg activities. The AFSPC Commander directed PPlan/PMsg OPR will submit a written request (electronic mail is acceptable) to HQ AFSPC/ A5/8X (Strategic Requirements and Integration Division) for development of the PPlan/PMsg. The request should address the requirement, provide brief background, and identify the need date.

2.6.2. Lead and develop the PPlan/PMsg initiative.

2.6.3. Identify and task MAJCOM/DRU/FOA functionals, subordinate units, and OCRs to develop and coordinate functional annexes. This may include other MAJCOMs if a multi-MAJCOM PPlan/PMsg is necessary.

2.6.3.1. **(Added-AFSPC)** For AFSPC PPlans/PMsgs, in coordination with the HQ AFSPC PPlan/PMsg OPR, HQ AFSPC/A5/8 will task HQ AFSPC directors/functional staff agencies and other organizations as appropriate for appointment of functional representatives to a PROTAF to develop their respective annexes for the PPlan. Each functional representative will:

2.6.3.1.1. **(Added-AFSPC)** Represent the whole functional organization, participate in PROTAF meetings, and develop supporting functional staff annexes as required.

2.6.3.1.2. **(Added-AFSPC)** Coordinate their draft annexes within their functional organization, with other HQ AFSPC staff agencies, and with their functional counterparts in non-AFSPC agencies when those agencies are affected by their respective annex or time-phased actions.

2.6.3.1.3. **(Added-AFSPC)** Furnish finished staff annexes, appendices and a list of time-phased actions for the draft PPlan.

2.6.3.1.3.1. **(Added-AFSPC)** For inter-MAJCOM PPlans/PMsgs, HQ AFSPC/A8XI, in conjunction with the HQ AFSPC PPlan/PMsg OPR, will coordinate with the other MAJCOM(s) to determine the PPlan lead and to obtain their PROTAF functional representatives.

2.6.3.1.3.2. **(Added-AFSPC)** HQ AFSPC PROTAF representatives must coordinate with their other MAJCOM counterparts to ensure respective PPlan/PMsg annexes are integrated, balanced and do not provide conflicting direction. Conflicts will be elevated to the PPlan OPR for resolution.

2.6.3.1.3.3. **(Added-AFSPC)** HQ AFSPC/A8XI will work with other MAJCOM counterparts to obtain appropriate MAJCOM signatures on the PPlan/PMsg.

2.6.4. Provide periodic status reports to the PAD/PGL OPR, as required.

2.6.4.1. **(Added-AFSPC)** For PPlans/PMsgs not associated with a PAD/PGL, PROTAF representatives will provide status reports to the PPlan/PMsg OPR as directed by the PPlan/PMsg.

2.6.5. Recommend changes or closure of a PPlan/PMsg to the PAD/PGL OPR when appropriate.

2.6.5.1. **(Added-AFSPC)** For PPlans/PMsgs not associated with a PAD/PGL, recommend changes or closure of a PPlan/PMsg to the HQ AFSPC PPlan/PMsg OPR

when appropriate. The AFSPC PPlan/PMsg OPR will inform HQ AFSPC/A8XI of the recommended PPlan/PMsg changes or closure.

2.6.6. Implement approved PPlan/PMsg changes.

2.6.7. Submit requests for T-1 waivers through the chain of command (MAJCOM/DRU/FOA), to the Tier approval authority (SAF/US(M)).

2.7. The PPlan/PMsg OCR shall:

2.7.1. Execute PPlan/PMsg OPR guidance to support the PPlan/PMsg initiative.

2.7.1.1. **(Added-AFSPC)** HQ AFSPC/A8XI will function as the AFSPC PPlan/PMsg OCR and will:

2.7.1.1.1. **(Added-AFSPC)** Process AFSPC PPlan requests (for PPlans/PMsgs that are not associated with a PAD/PGL).

2.7.1.1.2. **(Added-AFSPC)** Reference **paragraph 2.6.3.1**. Initiate formation of a PPlan/PMsg PROTAF. HQ AFSPC/A8XI will work with the PPlan/PMsg OPR and manage the PROTAF, including scheduling and leading PROTAF meetings.

2.7.1.1.3. **(Added-AFSPC)** Provide guidance and information to all applicable HQ AFSPC PROTAF representatives to facilitate their development of respective PPlan/PMsg annexes.

2.7.1.1.4. **(Added-AFSPC)** Conduct PPlan/PMsg coordination and work with the PPlan/PMsg OPR to adjudicate comments received.

2.7.1.1.5. **(Added-AFSPC)** Obtain HQ AFSPC/ A5/8 signature on the AFSPC PPlan. For inter-MAJCOM PPlans/PMsgs, work with the associated MAJCOM PPlan/PMsg POC to obtain appropriate MAJCOM signature(s).

2.7.1.1.6. **(Added-AFSPC)** Electronically distribute the final, signed PPlan.

2.7.2. Assign sufficient functional SMEs to assist the PPlan/PMsg OPR in developing the PPlan/PMsg and supporting functional annexes as directed by the OPR.

2.7.3. Provide periodic status reports to the PPlan/PMsg OPR, as required.

2.7.4. Submit requests for T-1 waivers through the chain of command (MAJCOM/DRU/FOA), to the Tier approval authority (SAF/US(M)).

Chapter 3

GUIDANCE AND PROCEDURES

3.1. Development/Management Tools.

3.1.1. There are several project management tools available to effectively assist in developing and managing PADs, PGLs, PPlans, and PMsgs. Work Breakdown Structure (WBS) and Integrated Master Schedule (IMS) are project management tools which 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 during WBS and IMS development to facilitate the decomposition of tasks critical to implementing the initiative. Examples are located within the PAD template at the PAD/PGL Portfolio Management site https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx

3.1.2. DOTMLPF-P is an acronym pertaining to the eight possible material and non-materiel elements involved in resolving capability gaps used for assessing current capabilities, identifying gaps in the context of strategic direction, and managing change to assist in defining the range in scope and the extent of guidance needed to accomplish the effort.

3.1.3. WBS is a hierarchical and incremental decomposition of the project into phases, deliverables, and work packages. It is a tree structure, which shows a subdivision of effort required to achieve an objective; for example a program, project, and contract. 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.

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

3.2. Mandatory Requirements for Management Tools.

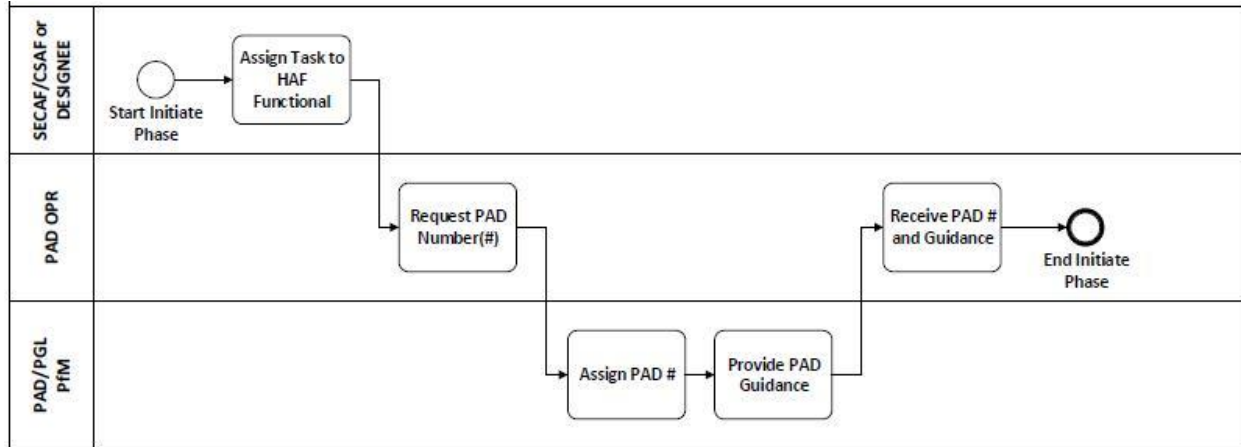
3.2.1. PAD OPRs will use the DOTMLPF-P methodology during development of the WBS and IMS. The WBS and IMS that support all PAD initiatives will be documented in the PAD Functional Annex Y.

Chapter 4

PAD LIFECYCLE MANAGEMENT GUIDANCE

4.1. Initiate Phase.

Figure 4.1. PAD Initiate Phase



4.1.1. SecAF, CSAF, or their designee will direct the initiation of a PAD to achieve stated objectives and assign a specific HAF Functional as PAD OPR, based on the subject matter.

4.1.2. The PAD OPR shall request a PAD number for identification and routing purposes from the PAD/PGL Portfolio Manager. A PAD initiation request is required for a PAD number assignment. A PAD initiation request shall include, at a minimum, OPR assigned, proposed PAD title, initial scope, background, authority/tasked by, PPlan and/or PMsg requirements, programming (manpower and budget) considerations, and strategic milestones. Initiation request template can be found on the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx). The request will be sent to the PAD/PGL PFM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review.

4.1.2.1. Programming (manpower and budget) considerations will be coordinated, by the PAD OPR, through SAF/FMPE (budgeting/programming) and AF/A1M (manpower) offices to identify potential requirements and concerns that may affect PAD implementation and future year resources availability.

4.1.2.2. Strategic milestones shall include, at a minimum, completion date for the Basic Plan, completion date for the functional annexes, and other strategic milestones critical to achieving PAD implementation such as: capabilities that the initiative will implement, initial operational capability (IOC), and full operational capability (FOC).

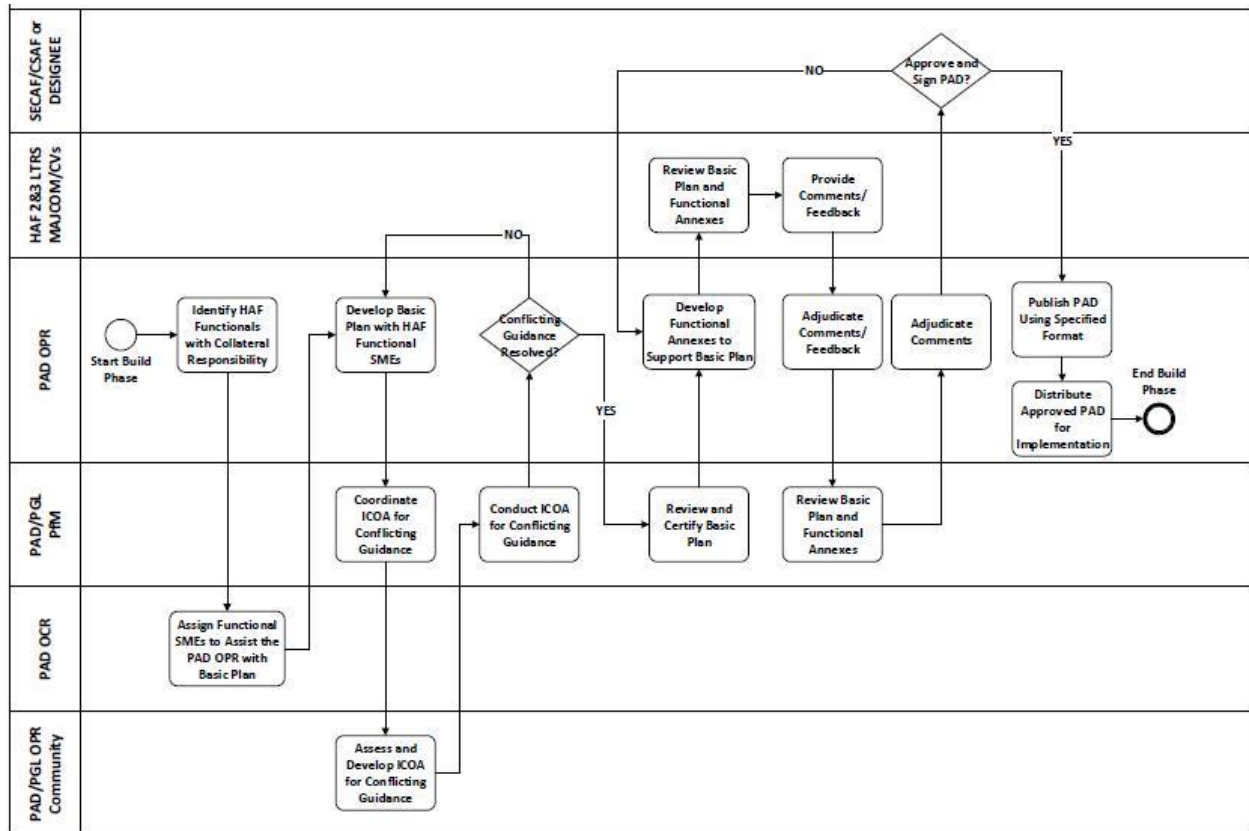
4.1.2.3. The request will be subject to approval by the PAD/PGL PFM. Once approved by the PAD/PGL PFM, the PAD/PGL PFM will assign a PAD number. PAD numbers shall be assigned sequentially within each fiscal year with “D” at the beginning of the sequence to designate PADs (e.g., D14-01, D14-02).

4.1.3. After PAD number assignment, the PAD/PGL PfM shall inform the EPIC of the PAD initiation during the next status update.

4.1.4. The PAD OPR will begin the process of building the PAD Basic Plan after the PAD number assignment.

4.2. Build Phase.

Figure 4.2. PAD Build Phase



4.2.1. The PAD OPR will develop the PAD Basic Plan. A template is available at the PAD/PGL Portfolio Management site (<https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx>).

4.2.1.1. The Basic Plan shall include, at a minimum, a preface, table of contents and sections for Purpose, Authority/References, Background, Objectives, Concept of Employment, Assumptions, Guidance (with special instructions), Strategic Milestones, Effective Date, and PAD OPR.

4.2.1.1.1. The Guidance section shall include at a minimum the responsibilities, special instructions, and tasks of the HAF functionals and below HAF-level functionals (MAJCOMs, DRUs, FOAs). For example, PPlans, PMsgs, Memorandums of Understanding, or Organizational Change Requests.

4.2.1.1.2. Strategic milestones will be specific, measureable, attainable, realistic, and time-bound. At a minimum, they will capture all major objectives critical to achieving PAD implementation and will be listed in chronological order. This will

include, but not be limited to all time-bound tasks identified in the initiation request, guidance section, functional annexes Estimated Completion Date (ECD), PAD approval date, individual PPlan/PMsg Build Phase ECD, individual PPlan/PMsg Execution Phase ECD, manpower programming changes implemented, organizational changes implemented, facility requirements identified, facility requirements sourced, strategic basing decided, IOC, and FOC. Strategic milestones will be used by the PAD OPR to assess completion progress and will be reported to the PAD/PGL PfM. PAD OPRs may be required to brief any overdue PAD strategic milestones greater than 30-calendar days overdue to the EPIC.

4.2.2. The PAD OPR will submit the draft PAD Basic Plan to the PAD/PGL PfM for review. The review will encompass an ICOA initiated by the PAD/PGL PfM among the active PAD and PGL OPRs. The ICOA will be conducted to identify conflicting guidance and/or unintended consequences between active PADs/PGLs and the draft Basic Plan. The PAD/PGL PfM will coordinate adjudication of the ICOA results through the draft PAD OPR. The PAD/PGL PfM will certify the adjudicated ICOA results and assign the PAD final signature authority (USecAF or VCSAF under consultation with CSAF and SecAF as required).

4.2.3. The PAD OPR will identify and task appropriate HAF/MAJCOM/DRU functional offices to be PAD OCRs responsible for developing functional annexes. Functional Annex templates are located at the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx).

Table 4.1. PAD Functional Annexes

ANNEX	TITLE
A	Manpower and Organization
B	Personnel Actions
C	Intelligence, Surveillance, and Reconnaissance
D	Operations
E	Logistics
F	Civil Engineer/Environmental Impact and Analysis (EIAP)
G	Contracting
H	Security Forces
I	Information Protection
J	Strategic Plans and Requirements
K	Command, Control, Communications, and Information Technology
L	Planning/Programming/Budgeting/Execution
M	Chaplain
N	Historian
O	Inspector General
P	Legal
Q	Safety
R	Medical
S	Small Business
T	Public Affairs
U	Congressional Affairs
V	Strategic Communications Plan
W	HAF Administrative Requirements
X	MAJCOM/DRU/FOA Responsibilities
Y	Work Breakdown Structure and Integrated Master Schedule
Z	HAF/MAJCOM/DRU/FOA Points of Contact (POCs)
AA	Distribution List
BB-ZZ	As Required

4.2.3.1. Functional annexes will be initiated no later than (NLT) 30-calendar days from the ICOA certification of the Basic Plan and should be completed within 90-calendar days from the ICOA certification date. The PAD OPR will be required to brief any overdue annexes to the EPIC.

4.2.3.2. All functional annexes are required as part of the PAD and shall include, at a minimum, sections for Purpose, References, Objectives, Assumptions, Guidance, Time Phased Actions critical to the annex, and annex OCR/POC (name/office/number). If a PAD OCR determines that a functional annex is not required for a particular effort, then a justification paragraph will be annotated, by the OCR, at the top of the annex.

4.2.3.3. The PAD OPR will develop a Strategic Communications Plan as a functional annex (Functional Annex V). The Strategic Communications Plan defines the project's structure and methods of information collection, screening, formatting, and distribution of information. The overall objective of the Strategic Communications Plan is to

promote the success of a project by meeting the information needs of project stakeholders and outline the goals of the communications efforts to reach and inform each group. The Strategic Communications Plan will identify the means and frequency that the PAD OPR will openly notify/communicate to initiative stakeholders (e.g., Congress, DoD, affected Air Force organizations and their people, ARC leadership, State/Local leaders). The Strategic Communications Plan will include at a minimum Purpose, Objective, Assumptions/Requirements, PAD OPR Governance Structure (including organizational chart), Key Messages, Stakeholder Identification, and Communication Actions Matrix.

4.2.3.3.1. The PAD OPR Governance Structure section (including organizational chart) will describe the command and control for the PAD initiative starting from the HAF 2-letter down to the action officer(s)/SME(s). The PAD OPR relationship between PAD OCRs and PPlan/PMsg OPRs will also be defined. An organization chart will be included depicting the command and control relationships.

4.2.3.3.2. Key Messages section will identify any messages critical to the success of the PAD, gain buy-in, support PAD capabilities, and engage stakeholders (e.g., Total Force Integration Message). These key messages will be woven into the communications materials and events that are being scheduled as part of the Strategic Communications Plan.

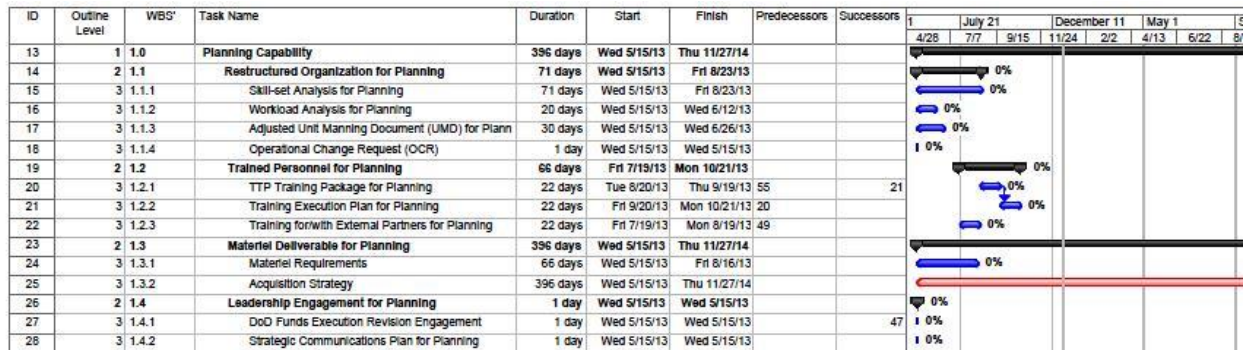
4.2.3.3.3. Communication Actions Matrix section will define details regarding the communications activities that are used during the course of the PAD lifecycle. The Communication Actions Matrix is a table that identifies the Subject of Communication, Target Stakeholder Group, Purpose of Communication, Frequency of Communication, Owner, Method of Distribution, Internal/External Communication, and Comments.

4.2.3.4. The PAD OPR will develop a WBS and IMS as a functional annex (Functional Annex Y). The WBS is based on defining the products necessary to deliver the target capabilities. The WBS breaks down work products into smaller elements where each level of indenture represents increasingly detailed work product definition, is decomposed 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 shall include, at a minimum, sections for WBS number, WBS level, deliverable items, OPR, and OCR. A WBS template (Functional Annex Y) is located within the PAD template at the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx).

4.2.3.4.1. The PAD OPR will develop an IMS as part of Functional Annex Y. The WBS provides the basic structure for an IMS which effectively illustrates progress, interrelationships, and dependencies across the entire PAD project to include the functional annexes. An IMS shall include, at a minimum, sections for IMS number, schedule ID, activity/task, start date, finish date, OPR, and OCR. An IMS template (Functional Annex Y) is located within the PAD template at the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx).

4.2.3.4.2. The completed IMS will 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. The Strategic Communications Plan (Functional Annex V) will be integrated into the IMS.

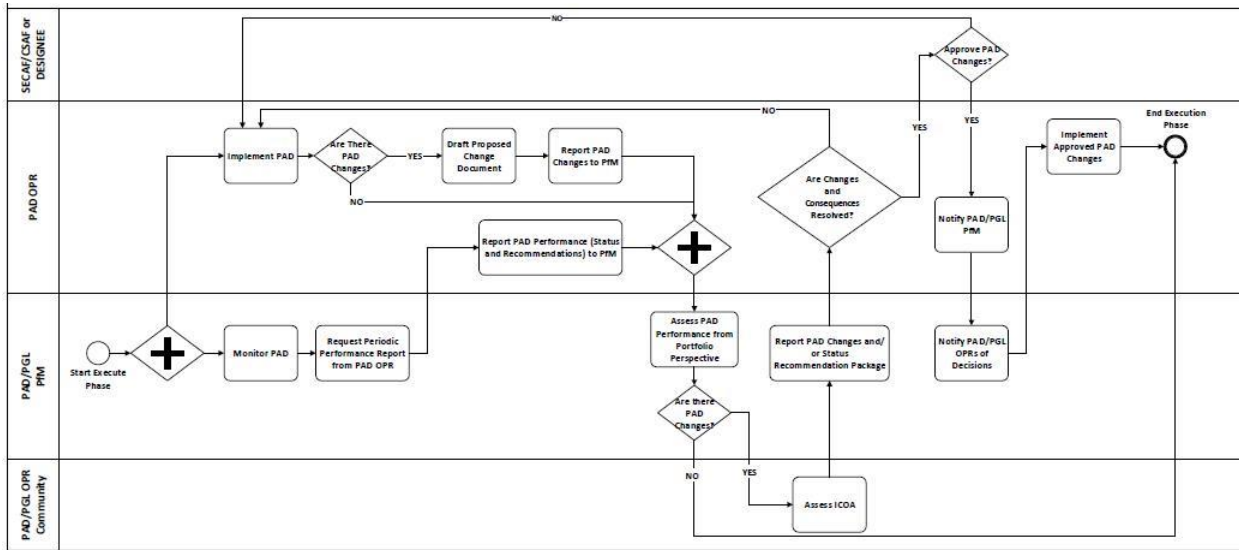
Figure 4.3. IMS Example



4.2.4. The PAD OPR will submit the draft PAD Basic Plan and all functional annexes to the PAD/PGL PfM for review. Following the PAD/PGL PfM outcome of the review, the PAD OPR shall staff the draft PAD Basic Plan and all functional annexes for coordination through HAF 3-letter and MAJCOM/CVs, as applicable. Once all 3-letter/MAJCOM/CV comments are adjudicated, the PAD OPR will staff the updated draft PAD Basic Plan and all functional annexes for coordination through HAF 2-letter offices. Once 2-letter comments are adjudicated, the PAD OPR will submit the final PAD to the PAD/PGL PfM for review. Pending PAD/PGL PfM approval, the PAD OPR shall staff the fully coordinated PAD to either USECAF or VCSAF under consultation with CSAF and SecAF as required for signature and final approval. The signed PAD will be posted by the PAD OPR to the PAD/PGL Portfolio Management site (<https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx>).

4.3. Execution Phase.

Figure 4.4. PAD Execution Phase



4.3.1. The PAD OPR will lead all phases of the PAD implementation effort. This will include, but not be limited to directing and monitoring PAD OCRs and PPlan/PMsg OPRs in implementing all time-phased actions. The PAD OPR will assign a number to supporting PPlans or PMsgs. PPlan numbers shall be based on the parent PAD and assigned sequentially within each fiscal year with the name of the MAJCOM/DRU/FOA and “DN” as the prefix of the number sequence. For example, a PAD is assigned “D15-01” and AETC will develop a supporting PPlan. In this example, the PAD OPR will assign “AETC DN15-01” to AETC. PMsgs shall be assigned sequentially within each fiscal year with the name of the MAJCOM/DRU/FOA and “DG” as the prefix of the number sequence. For example, a PAD is assigned “D15-01” and ACC will develop a supporting PMsg. In this example, PAD OPR will assign “ACC DG15-01” to ACC.

Table 4.2. PAD Numbering Convention (Using ACC as MAJCOM Example)

FY	PAD (D)	PPlan (DN)	PMsg (DG)
2015	D15-01	ACC DN15-01	ACC DG15-01

4.3.2. The PAD OPR will provide monthly (or as directed) status updates, reporting progress of PAD events outlined in the Strategic Milestones, Functional Annex Time Phased Actions, and IMS (Functional Annex Y) to the PAD/PGL PFM. The PAD OPR will be required to brief to the EPIC any of the following events: any 30-calendar day overdue PAD events outlined in the aforementioned items, the PAD is at risk of not achieving IOC/FOC, or the PAD is overcome by events.

4.3.3. The PAD OPR may request formal change to an approved PAD, as necessary, in order to accommodate changes in SecAF or CSAF guidance, when it becomes clear that accomplishment of specific PAD objectives is not achievable, or as the PAD OPR otherwise deems appropriate. A PAD change request shall include, at a minimum, OPR assigned, PAD title, initial scope, change request justification, PPlan and/or PMsg detail, and status of time-phased actions. Change request template can be found on the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL%20Portfolio/default.aspx)).

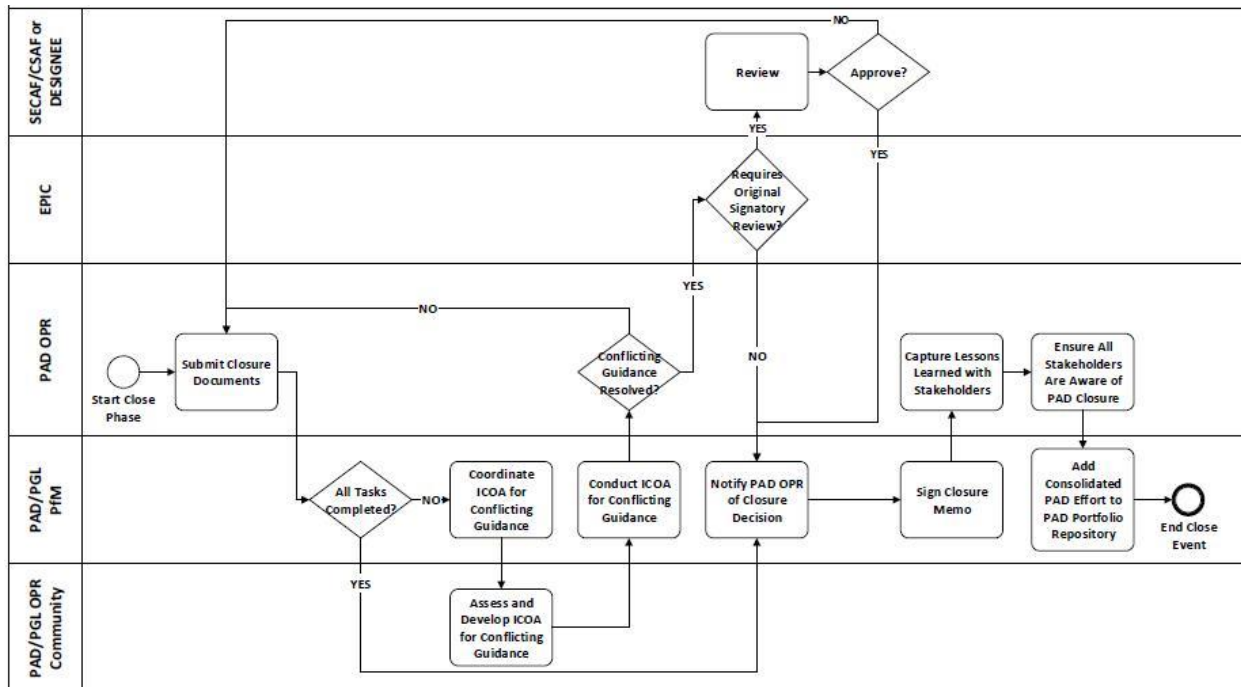
The request will be sent to the PAD/PGL PFM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review.

4.3.3.1. A proposed PAD change shall be documented in a redraft of the existing PAD (with changes annotated, as appropriate, within the document) or, if changes are minimal, in Memorandum for Record format. The PAD OPR will also take into consideration the impact on the original WBS and IMS and shall update both documents accordingly.

4.3.3.2. The PAD OPR shall submit the proposed PAD change to the PAD/PGL PFM for an ICOA by the active PAD/PGL OPRs to readdress potential conflicting guidance or unintended consequences. The PAD/PGL PFM will coordinate adjudication of the ICOA results through the PAD OPR. Based on the scope of the change, the PAD/PGL PFM will recommend additional staffing coordination with the HAF and MAJCOMs, as appropriate. Pending PAD/PGL PFM recommendation, the PAD OPR shall staff the proposed PAD change to USecAF or VCSAF, under consultation with CSAF and SecAF as required, for signature. The signed PAD will be posted by the PAD OPR to the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx).

4.4. Closure Phase.

Figure 4.5. PAD Closure Phase



4.4.1. The PAD OPR initiates the closure of a PAD once it is determined that the PAD 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 is overcome by events).

4.4.2. The PAD OPR shall document and submit the closure request to the PAD/PGL PFM. A PAD closure request shall include, at a minimum, OPR assigned, PAD title, closure

justification, and a final status of Strategic Milestones in the Basic Plan. Closure request template can be found on the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx). The request will be sent to the PAD/PGL PfM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review.

4.4.3. The PAD/PGL PfM shall review the PAD closure recommendation and determine if an ICOA is needed. An ICOA for a PAD closure recommendation is not needed if all tasks and objectives are met. If the closure recommendation is a result of the PAD being no longer needed due to changes in SecAF or CSAF guidance, or is overcome by events, then the PAD/PGL PfM shall conduct an ICOA to determine and resolve any unintended consequences between the active PADs/PGLs and the PAD closure recommendation. The PAD/PGL PfM will coordinate adjudication of the ICOA results through the PAD OPR. The PAD/PGL PfM will certify the adjudicated ICOA results and direct the PAD OPR to initiate the closure memorandum.

4.4.4. The closure memorandum will summarize the closure recommendation. It will be co-signed by the PAD OPR (the responsible HAF 2-letter) and the PAD/PGL PfM.

4.4.4.1. If all tasks and objectives in the PAD effort are complete, the signing of the closure memorandum will signify the official closure of the PAD.

4.4.4.2. If the PAD closure recommendation is based on changes in SecAF or CSAF guidance, or is overcome by events, then the closure memorandum will be reviewed by the EPIC.

4.4.4.2.1. In the case of a signed PAD, upon EPIC review, the closure memorandum will be staffed by the PAD OPR to the original signatory authority for final closure approval or as recommended by the EPIC.

4.4.4.2.2. If the PAD was not signed, upon EPIC review, the closure memorandum will signify the official closure of the PAD or as recommended by the EPIC.

4.4.5. After the approval of PAD closure, the PAD OPR will notify all subordinate PAD OCRs and PPlan/PMsg OPRs of the PAD closure. The PAD OPR will post the entire PAD effort in a single consolidated Portable Document Format (PDF) to the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx). The consolidated PDF will be a lifecycle document and will include, in this order: the closure memorandum, basic plan, functional annexes, and supporting PPlans/PMsgs.

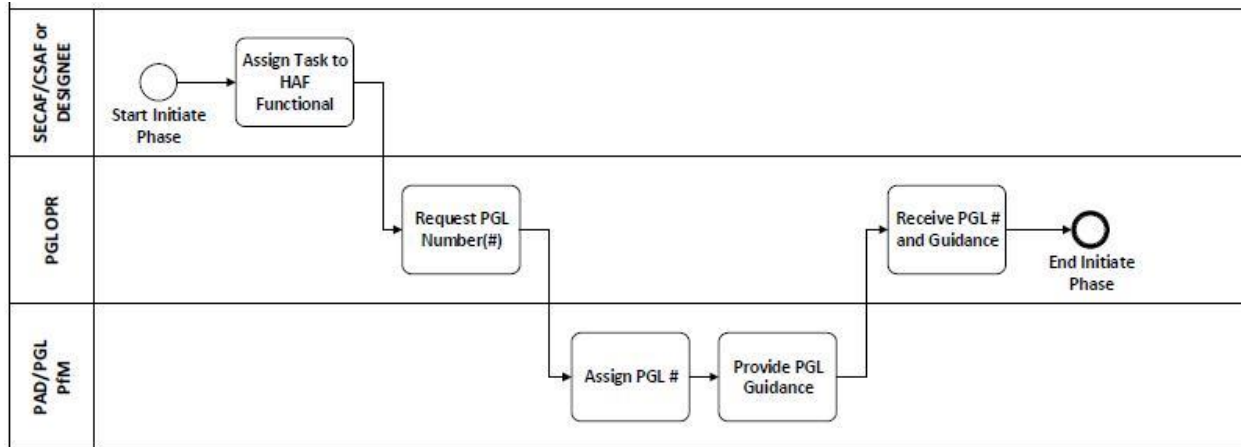
4.4.6. After PAD closure, the OPR may compile an After Action Report (AAR) using AF Form 4330 to capture Lessons Learned and upload AAR to the Air Force Joint Lessons Learned Information System (AF-JLLIS) Document/File Library at <https://www.jllis.mil/apps>.

Chapter 5

PGL LIFECYCLE MANAGEMENT GUIDANCE

5.1. Initiate Phase.

Figure 5.1. PGL Initiate Phase



5.1.1. SecAF, CSAF, or their designee will direct the initiation of a PGL to achieve stated objectives and assign a specific HAF Functional as PGL OPR, based on the subject matter.

5.1.2. The PGL OPR shall request a PGL number for identification and routing purposes from the PAD/PGL Portfolio Manager. A PGL initiation request is required for a PGL number assignment. A PGL initiation request shall include, at a minimum, OPR assigned, proposed PGL title, initial scope, background, authority/tasked by, PPlan and/or PMsg requirements, programming (manpower and budget) considerations, and strategic milestones. An initiation request template can be found on the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx). The request will be sent to the PAD/PGL PFM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review.

5.1.2.1. Programming (manpower and budget) considerations will be coordinated, by the PGL OPR, through SAF/FMPE (budgeting/programming) and AF/A1M (manpower) offices to identify potential requirements and concerns that may affect PGL implementation and future year resources availability.

5.1.2.2. Strategic milestones shall include, at a minimum, completion date for the Basic Plan and other strategic milestones critical to achieving PGL implementation such as: capabilities that the initiative will implement, initial operational capability (IOC), and full operational capability (FOC).

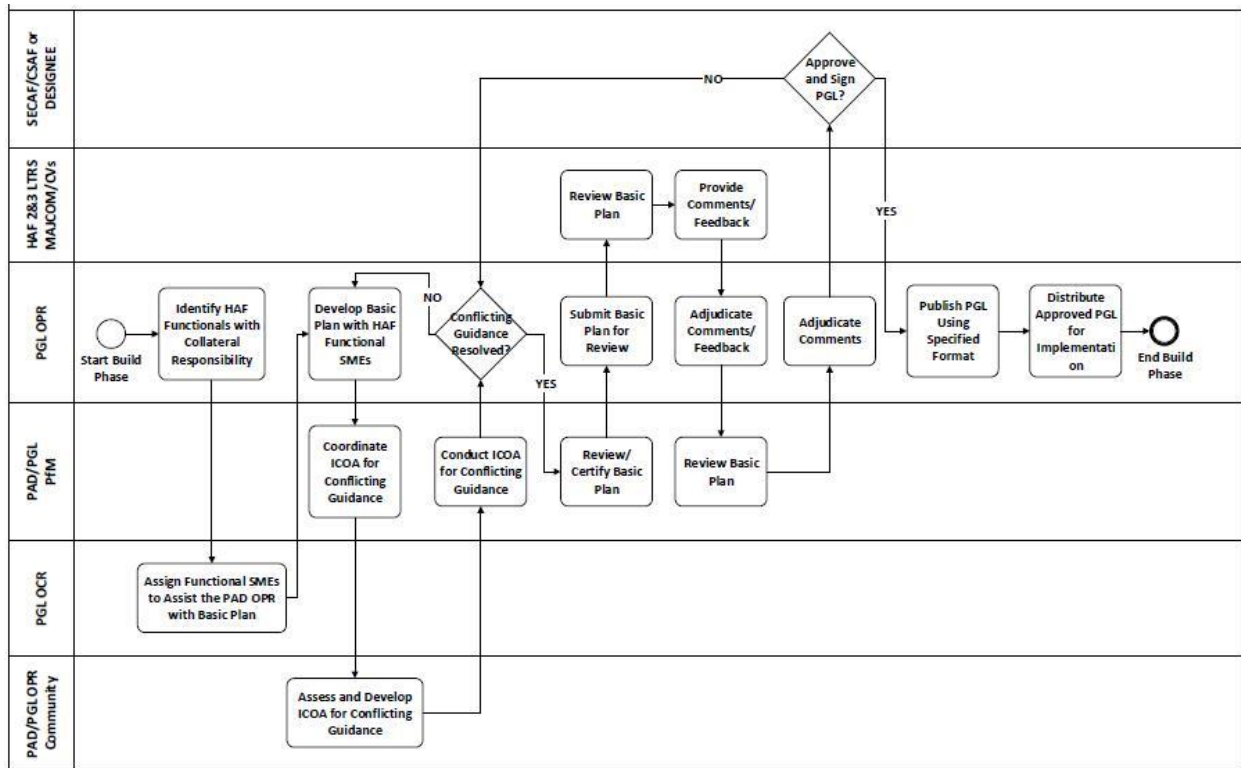
5.1.2.3. The request will be subject to approval by the PAD/PGL PFM. Once approved by the PAD/PGL PFM, the PAD/PGL PFM will assign a PGL number. PGL numbers shall be assigned sequentially within each fiscal year with “L” at the beginning of the sequence to designate PGLs (e.g., L14-01, L14-02).

5.1.3. After PGL number assignment, the PAD/PGL PfM shall inform the EPIC of the PGL initiation during the next status update.

5.1.4. The PGL OPR will begin the process of building the PGL Basic Plan after the PGL number assignment.

5.2. Build Phase.

Figure 5.2. PGL Build Phase.



5.2.1. The PGL OPR will develop the PGL Basic Plan. A template is available at the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx)).

5.2.2. The Basic Plan shall include, at a minimum, a preface (with special instructions), table of contents and sections for Purpose, Authority/References, Background, Objectives, Concept of Employment, Assumptions, Guidance, Strategic Milestones, Effective Date, Public Affairs Guidance, and PGL OPR.

5.2.2.1. The Guidance section shall include at a minimum the responsibilities and tasks of the HAF functionals and below HAF-level functionals (MAJCOMs, DRUs, FOAs). For example, these tasks may include any assigned PPlans, PMsgs, Memorandums of Understanding, UMD updates, or Organizational Change Requests. Any tasks with measurable and/or time-bound outcomes will be outlined in the Strategic Milestones section of the Basic Plan.

5.2.2.2. Strategic Milestones will be specific, measurable, attainable, realistic, and time-bound. At a minimum, time phased actions will capture all major objectives and tasks

critical to achieving PGL implementation and will be listed in chronological order. This will include, but not be limited to all strategic milestones identified in the Initiation Request, Guidance section, PGL approval date, individual PPlan/PMsg Build Phase ECD, individual PPlan/PMsg Execution Phase ECD, manpower programming changes implemented, organizational changes implemented, facility requirements identified, facility requirements sourced, strategic basing decided, IOC, and FOC.

5.2.2.3. Strategic milestones will be used by the PGL OPR to assess completion progress and will be reported to the PAD/PGL PfM. PGL OPRs may be required to brief any overdue PGL Time-Phased Actions greater than 30-calendar days overdue to the EPIC.

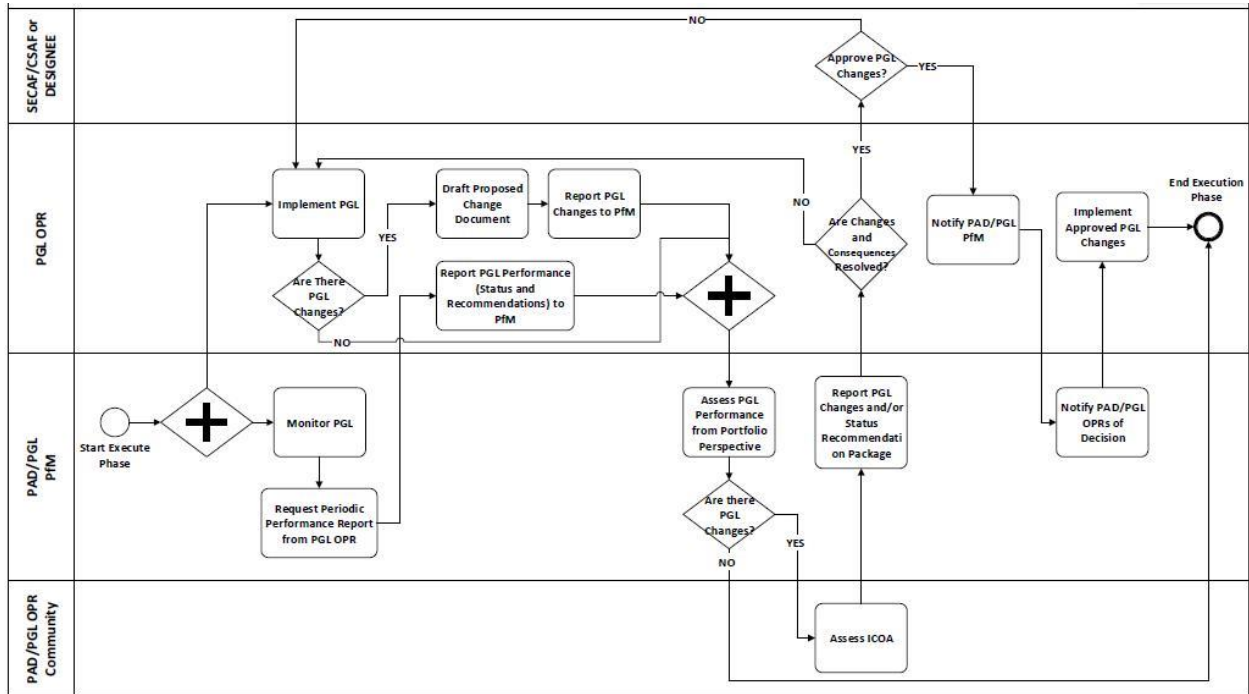
5.2.2.4. The PGL OPR section, in the Basic Plan, will include OCRs (if applicable), PGL distribution list, and POC list.

5.2.3. The PGL OPR will submit the draft PGL Basic Plan to the PAD/PGL PfM for review. The review will encompass an ICOA initiated by the PAD/PGL PfM among the active PAD and PGL OPRs. The ICOA will be conducted to identify conflicting guidance and/or unintended consequences between active PADs/PGLs and the draft Basic Plan. The PAD/PGL PfM will coordinate adjudication of the ICOA results through the draft PGL OPR. The PAD/PGL PfM will certify the adjudicated ICOA results and assign the PGL final signature authority to either USecAF or VCSAF under consultation with CSAF and SecAF as required for signature and final approval.

5.2.4. The PGL OPR shall staff the draft PGL Basic Plan for coordination through HAF 3-letter and MAJCOM/CVs, as applicable. Once all 3-letter/MAJCOM/CV comments are adjudicated, the PGL OPR will staff the updated draft PGL Basic Plan for coordination through HAF 2-letter offices. Once 2-letter comments are adjudicated the PGL OPR will submit the final PGL to the PAD/PGL PfM for review. Pending PAD/PGL PfM approval, the PGL OPR shall staff the fully coordinated PGL to either USecAF or VCSAF under consultation with CSAF and SecAF as required for signature and final approval. The signed PGL will be posted by the PGL OPR to the PAD/PGL Portfolio Management site

5.3. Execution Phase.

Figure 5.3. PGL Execution Phase



5.3.1. The PGL OPR will lead all phases of the PGL implementation effort. This will include, but not be limited to, directing and monitoring PGL OCRs and PPlan/PMsg OPRs in implementing all time-phased actions. The PGL OPR will assign a number to supporting PPlans or PMsgs. PPlan numbers shall be based on the parent PGL and assigned sequentially within each fiscal year with the name of the MAJCOM/DRU/FOA and “LN” as the prefix of the number sequence. For example, a PGL is assigned “L15-01” and AETC will develop a supporting PPlan. In this example, the PGL OPR will assign “AETC LN15-01” to AETC. PMsgs shall be assigned sequentially within each fiscal year with the name of the MAJCOM/DRU/FOA and “LG” as the prefix of the number sequence. For example, a PGL is assigned “L15-01” and ACC will develop a supporting PMsg. In this example, PGL OPR will assign “ACC LG15-01” to ACC.

Table 5.1. PGL Numbering Convention (Using ACC as MAJCOM Example)

FY	PGL (L)	PPlan (LN)	PMsg (LG)
2015	L15-01	ACC LN15-01	ACC LG15-01

5.3.2. The PGL OPR will provide monthly (or as directed) status updates, reporting progress of PGL events outlined in the Strategic Milestones section to the PAD/PGL PFM. The PGL OPR will be required to brief to the EPIC any of the following events: any 30-calendar day overdue PGL events outlined in the Strategic Milestones section, the PGL is at risk of not achieving FOC, or the PGL is overcome by events.

5.3.3. The PGL OPR may request a formal change to an approved PGL, as necessary, in order to accommodate changes in SecAF or CSAF guidance, when it becomes clear that accomplishment of specific PGL objectives is not achievable, or as the PGL OPR otherwise deems appropriate. A PGL change request shall include, at a minimum, OPR assigned, PGL

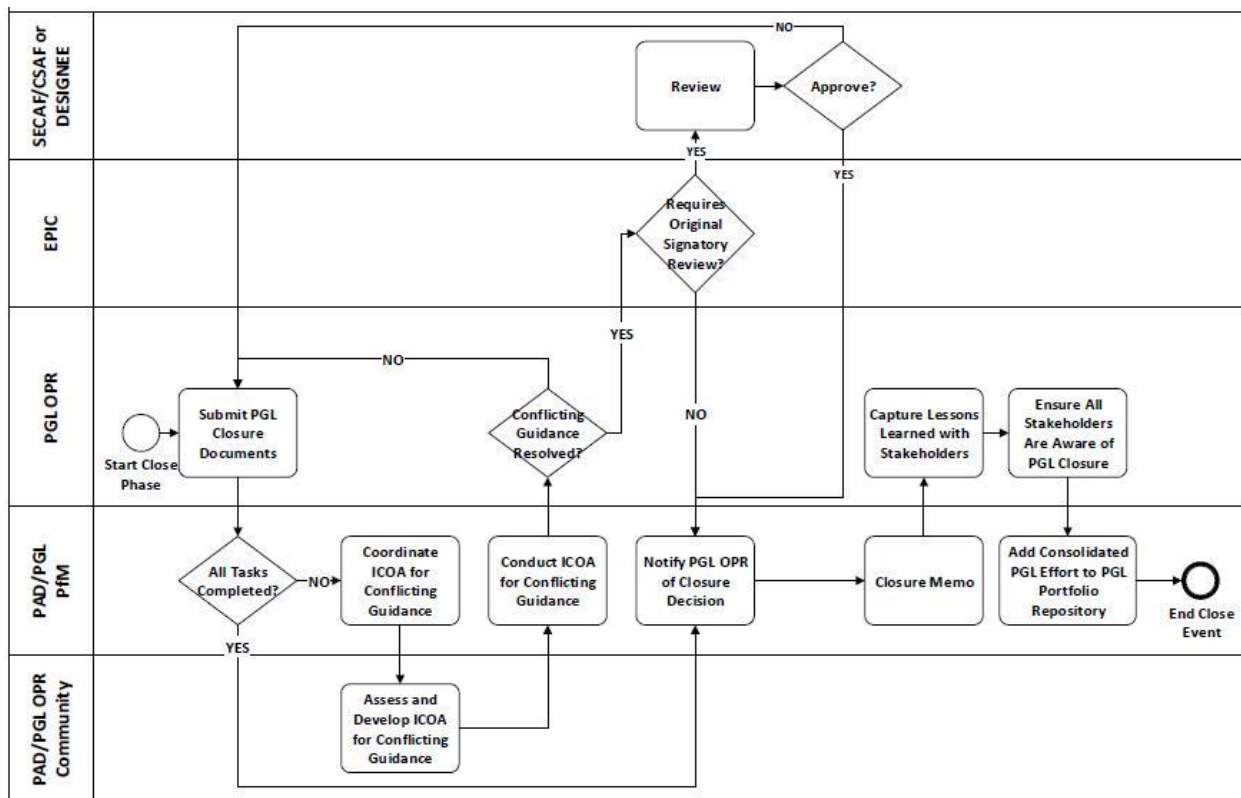
title, initial scope, change request justification, PPlan and/or PMsg details, and status of time-phased actions. Change request template can be found on the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx)). The request will be sent to the PAD/PGL PFM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review.

5.3.3.1. A proposed PGL change shall be documented in a redraft of the existing PGL (with changes annotated, as appropriate, within the document) or, if changes are minimal, in Memorandum for Record format.

5.3.3.2. The PGL OPR shall submit the proposed PGL change to the PAD/PGL PFM for an ICOA by the active PAD/PGL OPRs to readdress potential conflicting guidance or unintended consequences. The PAD/PGL PFM will coordinate adjudication of the ICOA results through the PGL OPR. Based on the scope of the change, the PAD/PGL PFM will recommend additional staffing coordination with HAF and MAJCOMs, as appropriate. Pending PAD/PGL PFM recommendation, the PGL OPR shall staff the proposed PGL change to USecAF or VCSAF, under consultation with CSAF and SecAF as required, for signature. The signed PGL will be posted by the PGL OPR to the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx)).

5.4. Closure Phase.

Figure 5.4. PGL 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 and all objectives are met), or completion is not

possible due to changes in guidance, conditions, or other factors (e.g., the PGL is overcome by events).

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

5.4.3. The PAD/PGL PfM shall review the PGL closure recommendation and determine if an ICOA is needed. An ICOA for a PGL closure recommendation is not needed if all tasks and objectives are met. If the closure recommendation is a result of the PGL being no longer needed due to changes in SecAF or CSAF guidance, or is overcome by events, then the PAD/PGL PfM shall conduct an ICOA to determine and resolve any unintended consequences between the active PADs/PGLs and the PGL closure recommendation. The PAD/PGL PfM will coordinate adjudication of the ICOA results through the PGL OPR. The PAD/PGL PfM will certify the adjudicated ICOA results and direct the PGL OPR to initiate the closure memorandum.

5.4.4. The closure memorandum will summarize the closure recommendation. It will be co-signed by the PGL OPR (the responsible HAF 2-letter) and the PAD/PGL PfM.

5.4.4.1. If all tasks and objectives in the PGL effort are complete, the signing of the closure memorandum will signify the official closure of the PGL.

5.4.4.2. If the PGL closure recommendation is based on changes in SecAF or CSAF guidance, or is overcome by events, then the closure memorandum will be reviewed by the EPIC.

5.4.4.2.1. In the case of a signed PGL, upon EPIC review, the closure memorandum will be staffed by the PGL OPR to the original signatory authority for final closure approval or as recommended by the EPIC.

5.4.4.2.2. If the PGL was not signed, upon EPIC review, the closure memorandum will signify the official closure of the PGL or as recommended by the EPIC.

5.4.5. After the approval of PGL closure, the PGL OPR will notify all subordinate PGL OCRs and PPlan/PMsg OPRs of the PGL closure. The PGL OPR will post the entire PGL effort in a single consolidated PDF to the PAD/PGL Portfolio Management site (https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx). The consolidated PDF will be a lifecycle document and will include, in this order: the closure memorandum, basic plan, functional annexes, and supporting PPlans/PMsgs.

5.4.6. After PGL closure, the OPR may compile an AAR using AF Form 4330 to capture Lessons Learned and upload AAR to the Air Force Joint Lessons Learned Information System (AF-JLLIS) Document/File Library at <https://www.jllis.mil/apps>.

Chapter 6

PPLAN LIFECYCLE MANAGEMENT GUIDANCE

6.1. Initiate Phase.

Figure 6.1. PPlan Initiate Phase



6.1.1. The PAD/PGL OPR shall direct the initiation of a PPlan to support stated objectives in an approved PAD/PGL. MAJCOM/DRU/FOA Commanders can also initiate PPlans to support their command directives. (T-1)

6.1.1.1. **(Added-AFSPC)** Reference **paragraph 2.6.1.1**. When directed by an AFSPC PPlan to develop an Implementation Plan (IPlan), the tasked AFSPC wing/unit will use the PPlan format as a guide for preparing a wing/unit-level IPlan. The commander of the wing/unit or equivalent preparing the IPlan will sign the IPlan. **(T-2)**.

6.1.1.2. **(Added-AFSPC)** Based upon the wing/unit commander or equivalent's requirements, AFSPC units may prepare an IPlan as required to meet base level needs without an existing PPlan/PMsg. The commander of the wing/unit or equivalent preparing the IPlan will sign the IPlan. (T-3).

6.1.2. The PAD/PGL OPR will assign numbers to PPlans in support of PADs/PGLs. See sections 4.3.1. and 5.3.1. for additional guidance. MAJCOM/DRU/FOA Commander-initiated PPlans will assign PPlan numbers IAW their guidance.

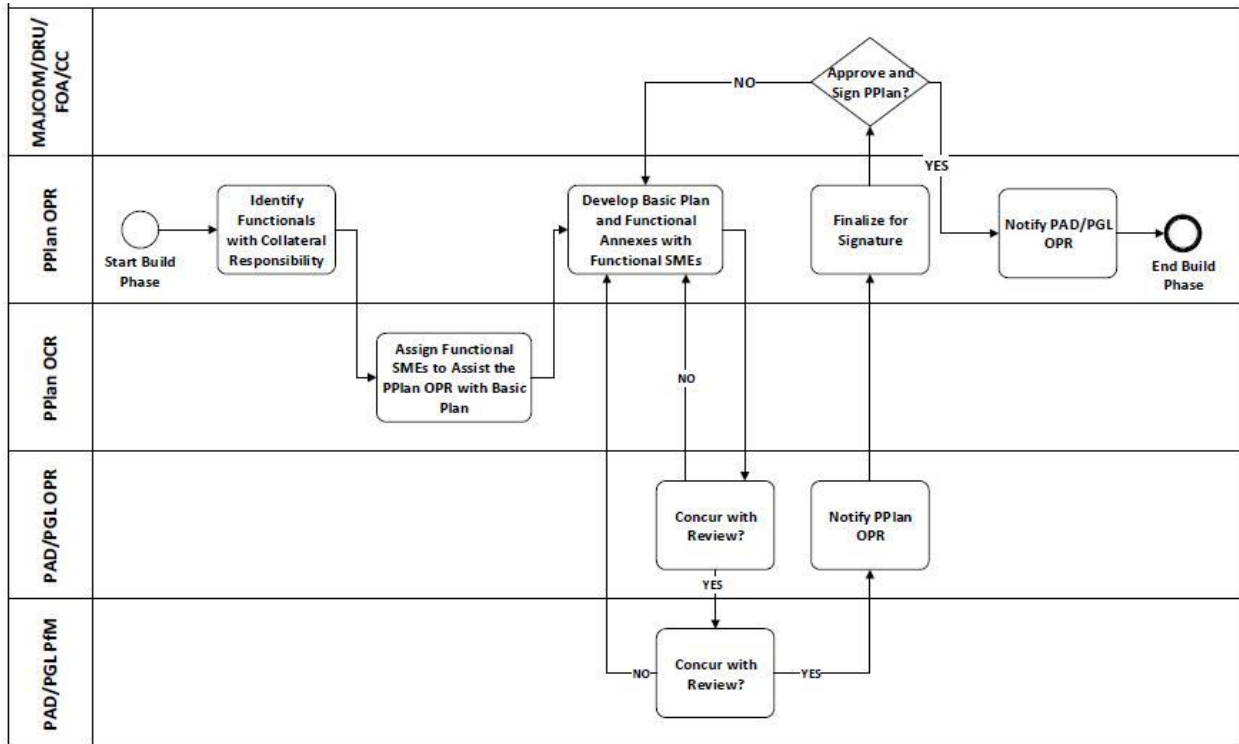
6.1.2.1. **(Added-AFSPC)** For PPlans not associated with a PAD/PGL, HQ AFSPC/A8XI will assign a PPlan number.

6.1.3. PPlans supporting PADs/PGLs will be initiated NLT 30-calendar days from the PAD/PGL approval signature. PPlan OPRs will be assigned IAW MAJCOM/DRU/FOA Commander guidance. (T-1)

6.1.3.1. **(Added-AFSPC)** For PPlans not associated with a PAD/PGL, the AFSPC PPlan development process will be initiated after receipt of a written request from the HQ AFSPC PPlan OPR.

6.2. Build Phase.

Figure 6.2. PPlan Build Phase



6.2.1. If applicable, the PPlan OPR will develop the PPlan Basic Plan and functional annexes in support of PADs/PGLs. A template is available at the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx)). The PPlan Basic Plan and functional annexes supporting PADs/PGLs will be completed NLT 90-calendar days from the PAD/PGL approval signature. (T-1)

6.2.2. The Basic Plan shall include, at a minimum, a preface (with special instructions), table of contents and sections for Purpose, Authority/References, Background, Objectives, Concept of Employment, Assumptions, Guidance, Strategic Milestones, Effective Date, Public Affairs Guidance, and PPlan OPR. (T-1)

6.2.2.1. The Guidance section shall include at a minimum the responsibilities, special instructions, and tasks of the MAJCOM/DRU/FOA functionals and any subordinate units below MAJCOM/DRU/FOA-level functionals and below. For example, Memorandums of Understanding, or Organizational Change Requests.

6.2.2.2. Strategic milestones will be specific, measurable, attainable, realistic, and time-bound. At a minimum, they will capture all major objectives critical to achieving PPlan implementation and will be listed in chronological order. This will include, but not be limited to all time-bound tasks identified in the initiation request, guidance section, functional annexes Estimated Completion Date (ECD), PPlan approval date, manpower programming changes implemented, organizational changes implemented, facility requirements identified, facility requirements sourced, strategic basing decided, IOC, and FOC. Strategic milestones will be used by the PPlan OPR to assess completion progress and will be reported to the PAD/PGL OPR.

Table 6.1. PPlan Functional Annexes

ANNEX	TITLE
A	Manpower and Organization
B	Personnel Actions
C	Intelligence, Surveillance, and Reconnaissance
D	Operations
E	Logistics
F	Civil Engineer/Environmental Impact and Analysis (EIAP)
G	Contracting
H	Security Forces
I	Information Protection
J	Strategic Plans and Requirements
K	Command, Control, Communications, and Information Technology
L	Planning/Programming/Budgeting/Execution
M	Chaplain
N	Historian
O	Inspector General
P	Legal
Q	Safety
R	Medical
S	Small Business
T	Public Affairs
U	PAD use only
V	PAD use only
W	HAF Administrative Requirements (PAD use only)
X	MAJCOM/DRU/FOA Responsibilities (PAD use only)
Y	PAD use only
Z	MAJCOM/DRU/FOA/NAF/Center/Wing POCs
AA	Distribution List
BB-ZZ	As Required

6.2.3. All PPlan functional annexes are required as part of the PPlan and shall include, at a minimum, sections for Purpose, References, Objectives, Assumptions, Guidance, Time Phased Actions, and annex OCR/POC (name/office/number). If a PPlan OCR determines that a functional annex is not required for a particular effort, then a justification paragraph will be annotated, by the OCR, at the top of the annex. (T-1)

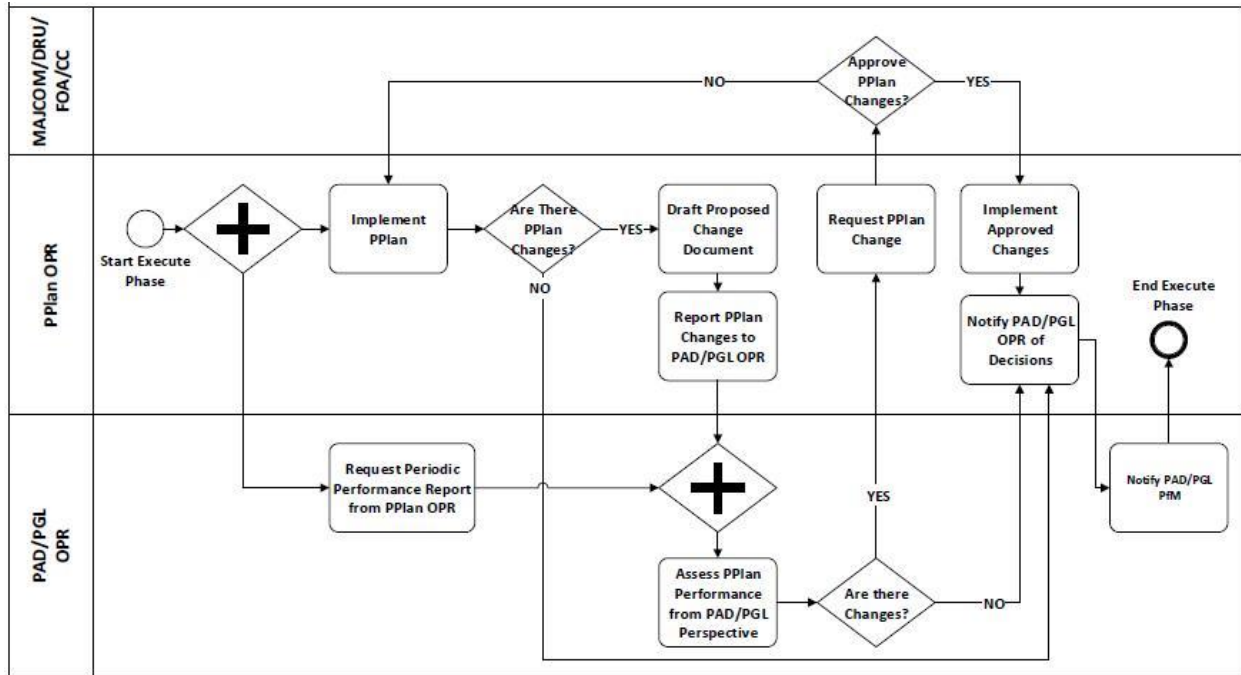
6.2.3.1. **(Added-AFSPC)** AFSPC Commander-initiated PPlans will use the same format as specified in AFI 10-501.

6.2.4. If associated with a PAD/PGL, the PPlan OPR will submit the draft PPlan Basic Plan and all functional annexes to the PAD/PGL OPR and PAD/PGL PfM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review. The PAD/PGL PfM will coordinate adjudication of the review through the PAD/PGL OPR. Once the review has been adjudicated, the PPlan OPR can coordinate the PPlan and obtain final approval IAW MAJCOM/DRU/FOA Commander guidance. (T-1)

6.2.5. MAJCOM/DRU/FOA Commander-initiated PPlans will build the Basic Plan and functional annexes IAW their guidance.

6.3. Execution Phase.

Figure 6.3. PPlan Execution Phase



6.3.1. PPlan OPRs supporting PADs/PGLs will provide monthly (or as directed) status updates, reporting progress of PPlan events outlined in the Basic Plan Strategic Milestones to the PAD/PGL OPR. The PAD/PGL OPR will be required to brief to the PAD/PGL PFM any of the following events: any 30-calendar day overdue PPlan events outlined in the Basic Plan Strategic Milestones or if the PPlan is at risk of not achieving FOC. (T-1)

6.3.1.1. (Added-AFSPC) Reference **paragraph 2.6.4.1**. For PPlans not associated with a PAD/PGL, PROTAF representatives will provide status of their respective open time-phased actions to the PPlan OPR as directed by the PPlan.

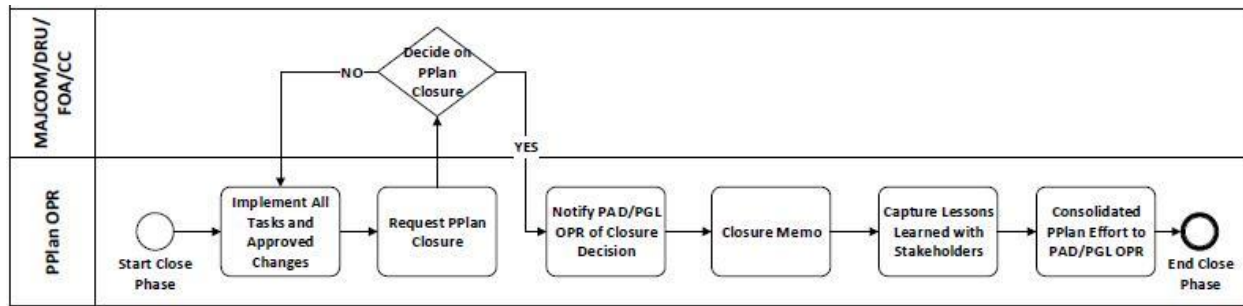
6.3.2. PPlan OPRs supporting PADs/PGLs will coordinate change requests for an approved PPlan with the PAD/PGL OPR. After coordination with the PAD/PGL OPR, change requests will be approved IAW MAJCOM/DRU/FOA guidance. PAD/PGL OPRs will inform the PAD/PGL PFM of all PPlan change requests via next scheduled update. (T-1)

6.3.3. Change requests for MAJCOM/DRU/FOA Commander-initiated PPlans will be conducted IAW their guidance.

6.3.3.1. (Added-AFSPC) Reference **paragraph 2.6.5.1**. For AFSPC Commander-initiated PPlans, changes will be submitted to the PPlan OPR and OCR for review/coordination. In coordination with the PPlan OPR, HQ AFSPC/ A5/8 will approve changes to the PPlan.

6.4. Closure Phase.

Figure 6.4. PPlan Closure Phase



6.4.1. PPlan OPRs supporting PADs/PGLs will 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/PGL is overcome by events). (T-1)

6.4.2. PPlan OPRs will close PPlans IAW MAJCOM/DRU/FOA Commander guidance.

6.4.2.1. **(Added-AFSPC)** Reference **paragraph 2.6.5.1**. For PPlans not associated with a PAD/PGL, the AFSPC PPlan OPR will advise HQ AFSPC/A8XI when all actions in an AFSPC PPlan are complete and request closure of the PPlan. HQ AFSPC/A8XI will subsequently close the PPlan and make appropriate official notifications.

6.4.3. Once closed, the PPlan OPR will provide a closure memorandum to the PAD/PGL OPR if applicable. If all tasks and objectives in the PPlan effort are complete, the signing of the closure memorandum by the PPlan OPR (MAJCOM/DRU/FOA 2-letter) will signify the official closure of the PPlan. If the PPlan closure is a result of the PAD/PGL being overcome by events, then the closure memorandum will be signed by the PPlan OPR (MAJCOM/DRU/FOA 2-letter) and MAJCOM/DRU/FOA Commander and a copy will be provided to the PAD/PGL OPR. (T-1)

6.4.4. For PPlans supporting a PAD/PGL, the PPlan OPR will provide the entire PPlan effort in a single consolidated PDF to the PAD/PGL OPR. The consolidated PDF will be a lifecycle document and include, in this order: the closure memorandum, basic plan, and functional annexes. (T-1)

Chapter 7

PMSG LIFECYCLE MANAGEMENT GUIDANCE

7.1. Initiate Phase.

Figure 7.1. PMsg Initiate Phase



7.1.1. The PAD/PGL OPR shall direct the initiation of a PMsg to support stated objectives in an approved PAD/PGL. MAJCOM/DRU/FOA Commanders can also initiate PMsgs to support their command directives. (T-1)

7.1.2. The PAD/PGL OPR will assign a number to PMsgs in support of PADs/PGLs. See sections 4.3.1. and 5.3.1. for additional guidance. MAJCOM/DRU/FOA Commander-initiated PMsgs will assign PMsg numbers IAW their guidance.

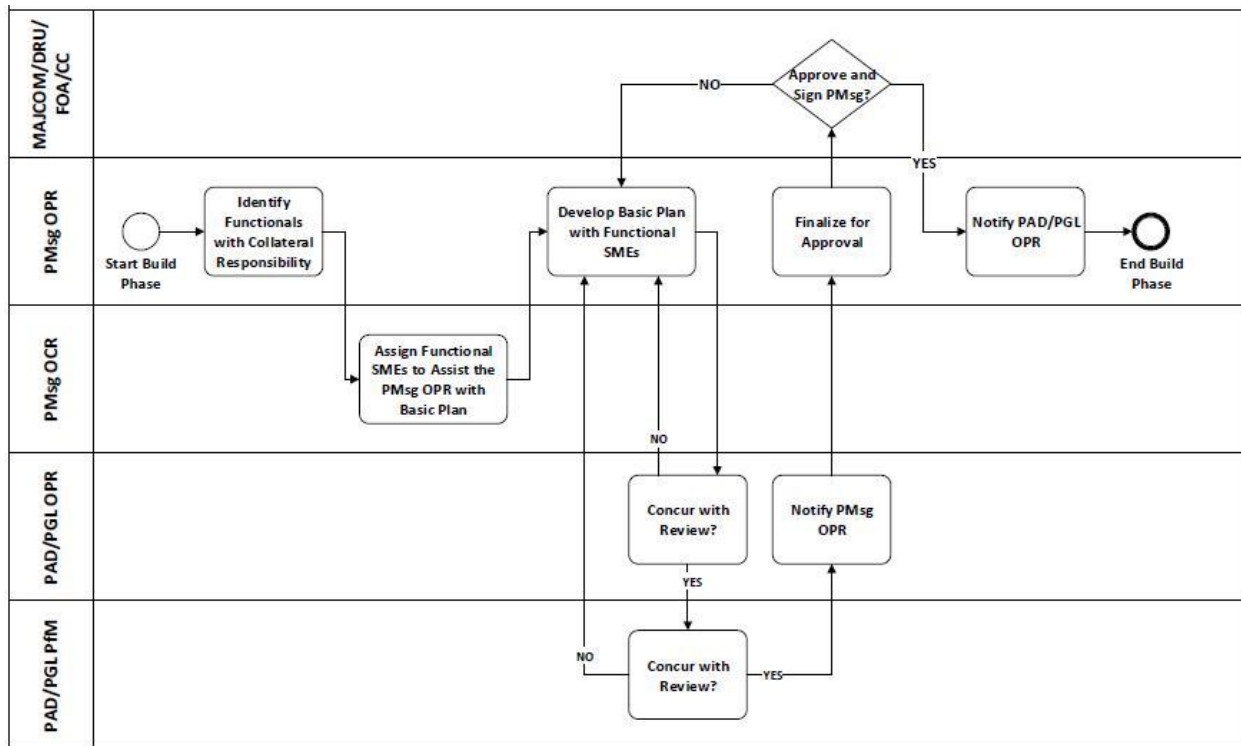
7.1.2.1. **(Added-AFSPC)** For PMsgs not associated with a PAD/PGL, HQ AFSPC/A8XI will assign a PMsg number.

7.1.3. PMsgs supporting PADs/PGLs will be initiated NLT 30-calendar days from the PAD/PGL approval signature. PMsg OPRs will be assigned IAW MAJCOM/DRU/FOA Commander guidance. (T-1)

7.1.3.1. **(Added-AFSPC)** For AFSPC PMsgs not associated with a PAD/PGL, the AFSPC PMsg development process will be initiated after receipt of a written request from the HQ AFSPC PMsg OPR.

7.2. Build Phase.

Figure 7.2. PMsg Build Phase



7.2.1. The PMsg OPR will develop the PMsg Basic Plan in support of PADs/PGLs. A template is available at the PAD/PGL Portfolio Management site ([https://cs1.eis.af.mil/sites/afdbt/PAD-PGL Portfolio/default.aspx](https://cs1.eis.af.mil/sites/afdbt/PAD-PGL_Portfolio/default.aspx)). The PMsg Basic Plan supporting PADs/PGLs will be completed NLT 90-calendar days from the PAD/PGL approval signature. (T-1)

7.2.2. The Basic Plan shall include, at a minimum, a preface (with special instructions), table of contents and sections for Purpose, Authority/References, Background, Objectives, Concept of Employment, Assumptions, Guidance, Strategic Milestones, Effective Date, Public Affairs Guidance, and PMsg OPR. (T-1)

7.2.2.1. The Guidance section shall include at a minimum the responsibilities and tasks of the MAJCOM/DRU/FOA functionals and any subordinate units below MAJCOM/DRU/FOA level. For example, these tasks will include any assigned functional annexes, Memorandums of Understanding, UMD updates, or Organizational Change Requests. Any tasks with measurable and or time-bound outcomes will be outlined in the Strategic Milestones section.

7.2.2.2. Strategic Milestones will be specific, measurable, attainable, realistic, and time-bound. At a minimum, Strategic Milestones will capture all major objectives critical to achieving PMsg implementation and will be listed in chronological order. This will include, but not be limited to all time-bound tasks identified in the guidance section, PMsg approval date, manpower programming changes implemented, organizational changes implemented, facility requirements identified, facility requirements sourced, strategic basing decided, IOC, and FOC. Strategic Milestones will be used by the PMsg OPR to assess completion progress and will be reported to the PAD/PGL OPR.

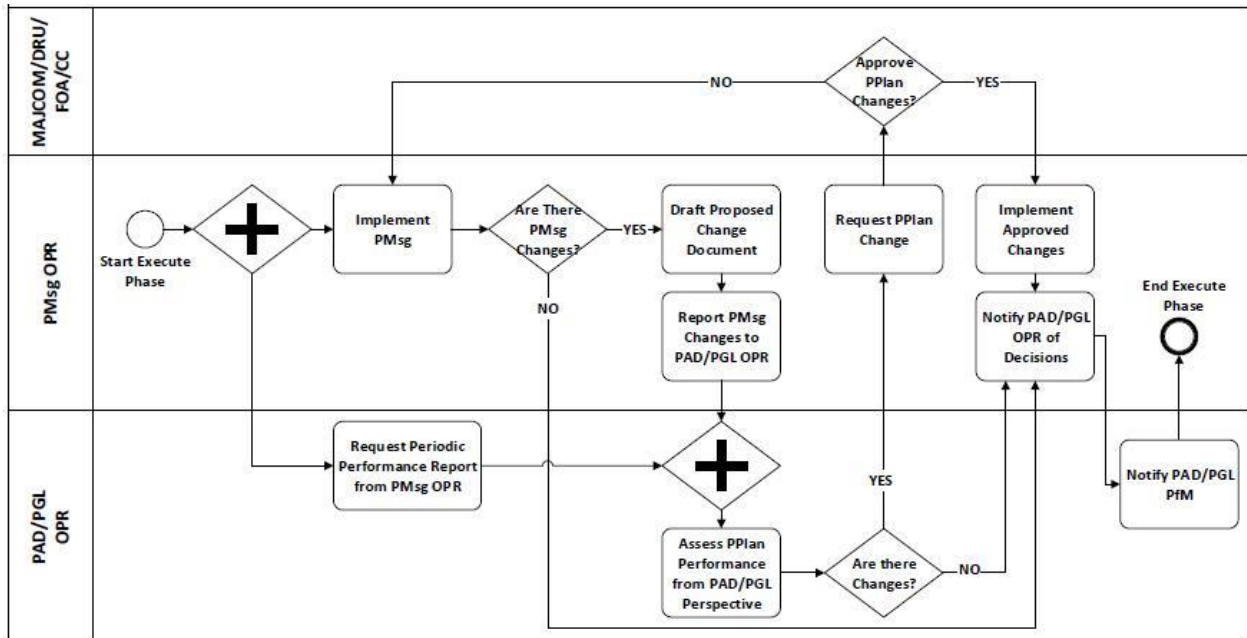
7.2.2.3. The PMsg OPR section will include OCRs (if applicable), PMsg distribution list, and a POC list.

7.2.3. For PMsgs supporting a PAD/PGL, the PMsg OPR will submit the draft PMsg Basic Plan to the PAD/PGL OPR and PAD/PGL PFM at: usaf.pentagon.saf-usm.mbx.usmx-workflow@mail.mil for review. The PAD/PGL PFM will coordinate adjudication of the review through the PAD/PGL OPR. Once the review has been adjudicated, the PMsg OPR can coordinate the PMsg and obtain final approval IAW MAJCOM/DRU/FOA guidance. (T-1)

7.2.4. MAJCOM/DRU/FOA Commander-initiated PMsgs will build PMsg Basic Plan IAW their guidance.

7.3. Execution Phase.

Figure 7.3. PMsg Execution Phase



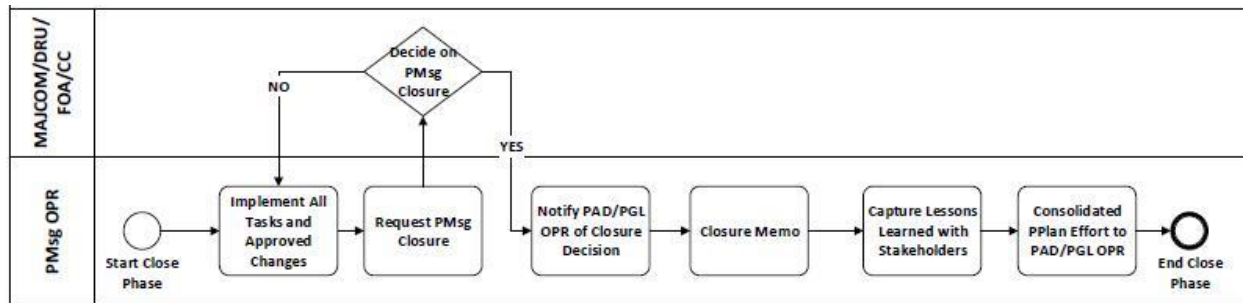
7.3.1. PMsg OPRs supporting PADs/PGLs will provide monthly (or as directed) status updates, reporting progress of PMsg events outlined in the Strategic Milestones section to the PAD/PGL OPR. The PAD/PGL OPR will be required to brief to the PAD/PGL PFM any of the following events: any 30-calendar day overdue PMsg events outlined in the Strategic Milestones section or the PMsg is at risk of not achieving FOC. (T-1)

7.3.2. PMsg OPRs supporting PADs/PGLs will coordinate change requests for an approved PMsg with the PAD/PGL OPR. After coordination with the PAD/PGL OPR, change requests will be approved IAW MAJCOM/DRU/FOA guidance. PAD/PGL OPRs will inform the PAD/PGL PFM of all PMsg change requests via next scheduled update. (T-1)

7.3.3. Change requests for MAJCOM/DRU/FOA Commander-initiated PMsgs will be conducted IAW their guidance.

7.4. Closure Phase.

Figure 7.4. PMsg Closure Phase



7.4.1. PMsg OPRs supporting PADs/PGLs will initiate PMsg closure once the PAD/PGL OPR and PAD/PGL PfM determines that the PMsg 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/PGL is overcome by events). (T-1)

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

7.4.3. For PMsgs supporting a PAD/PGL, the PMsg OPR will provide the entire PMsg effort in a single consolidated PDF to the PAD/PGL OPR. The consolidated PDF will be a lifecycle document and include, in this order: the closure memorandum, basic plan, and functional annexes. (T-1)

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Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

(Added-AFSPC) AFI 10-501, *Program Action Directives (PADs), Program Guidance Letters (PGLs), Programming Plans (PPlans), and Programming Messages (PMsgs)*, 8 April 2015

AFPD 10-5, *Basing*, 14 November 2013

HAFMD 1-2, *Under Secretary Of The Air Force*, 24 May 2012

AFI 10-503, *Strategic Basing*, 27 September 2010

AFI 16-403, *Updating the USAF Program Installations, Units, Priorities and Movement of Air Force Units*, 25 January 2011

AFI 33-360, *Publications and Forms Management*, 25 September 2013

AFI 38-101_AFGM2.1, *Air Force Organizations*, 15 April 2014

AFI 90-1601, *Air Force Lessons Learned Program*, 18 December 2013

AFMAN 33-363_ AFGM2014-01, *Management of Records*, 28 May 2014

Prescribed Forms

None

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

AF Form 4330, *After Action Summary Report*

Abbreviations and Acronyms

ACC—Air Combat Command

AETC—Air Education and Training Command

AFI—Air Force Instruction

AF—JLLIS – Air Force Joint Lessons Learned Information System

AFMAN—Air Force Manual

AFPC—Air Force Personnel Center

AFPD—Air Force Policy Directive

AFR—Air Force Reserve

AFRIMS—Air Force Records Information Management System

ANG—Air National Guard

CSAF—Chief of Staff of the Air Force

DOTMLPF—P – Doctrine, Organization, Training, Materiel, Leadership & Education, Personnel, Facilities and Policy

DRU—Direct Reporting Unit

ECD—Estimated Completion Date

EPIC—Enterprise Process Improvement Council

FOA—Field Operating Agency

FOC—Full Operational Capability

HAF—Headquarters Air Force

HAFMD—Headquarters Air Force Mission Directive

IAW—In Accordance With

ICOA—Interference/Consequence/Overlap Analysis

IOC—Initial Operational Capability

IMS—Integrated Master Schedule

(Added-AFSPC) IPlan—Implementation Plan

MAJCOM—Major Command

NAF—Numbered Air Force

NLT—No Later Than

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

POC—Point of Contact

(Added-AFSPC) POM—Program Objective Memorandum

PPlan—Programming Plan

RDS—Records Disposition Schedule

RegAF—Regular Air Force

SecAF—Secretary of the Air Force

SME—Subject Matter Expert

UMD—Unit Manpower Document

USecAF—Under Secretary of the Air Force

VCSAF—Vice Chief of Staff of the Air Force

WBS—Work Breakdown Structure

Terms

After Action Report (AAR)— The AAR 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/was improved, potential risks to mission degradation and how to mitigate those risks.

Conflicting Guidance— A situation where the simultaneous implementation of multiple PAD/PGLs unintentionally creates conflicts in doctrine, guidance or use of resources. Conflicting guidance can occur when a shift in doctrine occurs and PAD/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 PAD/PGLs exceed available resources.

(Added-AFSPC) Functional Area POC—Functional Project Task Force (PROTAF) representative -- Identifies and monitors all actions needed within a functional area to accomplish the project on time. Develops the functional area's PPlan annex. Tracks, assesses and oversees status of action items to meet project milestones. Reviews and coordinates action item status lists within functional area. Provides status to the PPlan/PMsg OPR.

(Added-AFSPC) Implementation Plan (IPlan)—An AFSPC PPlan/PMsg may direct a subordinate unit to develop an IPlan to provide additional implementation details to achieve a specified objective.

(Added-AFSPC) Milestone—A major event which is of primary importance to program accomplishment.

Program Action Directive (PAD)— A PAD is a formal HAF-level planning document used to accomplish major SecAF or CSAF approved initiatives such as the reorganization or formation of a MAJCOM, organization, unit, or function. PADs have well defined objectives, assign specific tasks to OPRs and OCRs, and establish specific milestones. Examples of PADs include establishing Air Force Global Strike Command, transforming Air Force Intelligence, and carrying out directives from the Defense Base Realignment and Closure Commission.

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

PAD/PGL PfM ICOA— A review activity directed by the PAD/PGL PfM and conducted by all active PAD/PGL OPRs to review proposed PAD/PGLs, changes to existing PAD/PGLs, or PAD/PGL closure requests to identify conflicting guidance or unintended consequences that need to be resolved prior to approving the requested approval/change/closure action.

Program Guidance Letter (PGL)— A HAF-level formal planning document that establishes direction, assigns tasks, and provides guidance (for example, Morale, Welfare, and Recreation/Services integration or Civil Air Patrol reorganization).

(Added-AFSPC) Program Objective Memorandum (POM)—The POM is a recommendation from the Services and Defense Agencies to the Secretary of Defense concerning how they plan

to allocate resources for program to meet the Service Program Guidance and Defense Planning Guidance. The POM covers the 5-year Future Year Defense Program and presents the Services and Defense Agencies proposal on how they will balance their allocation of available resources. The POM includes an analysis of missions, objectives, alternative methods to accomplish objectives, and allocation of resources. It presents planned activities and the personnel and obligation authority required over a 5-year period to build, operate, and maintain the proposed program.

Programming Message (PMsg)— A PMsg may be used by a MAJCOM in lieu of a PPlan when less comprehensive documentation will suffice 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 planning document written below HQ USAF-level that helps accomplish and record major actions. A PPlan is a directive, coordinated document, consisting of a Basic Plan and supporting functional staff annexes, which 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; 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.

(AFSPC) Programming Plan (PPlan)—For an AFSPC PPlan not associated with a PAD/PGL, there are four preliminary components that need to be established before beginning PPlan development: 1) signed authorization from the AFSPC commander; 2) an operations concept or concept of employment; 3) authorized manpower funded in the POM; and 4) funding in the POM or Execution Year to implement the objective.

(Added-AFSPC) Project Task Force (PROTAF)—A Project Task Force is a project management group convened to identify and coordinate actions required to accomplish the objectives of a specific project. The Basing and International Affairs Branch (HQ AFSPC/A8XI) is the Command PPlan/PMsg development process owner and the typically manages the PROTAF.

(Added-AFSPC) Time-Phased Action (TPA)—An action required in a specified time to support the plan.

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