

**BY ORDER OF THE COMMANDER  
PACIFIC AIR FORCES**

**PACIFIC AIR FORCES INSTRUCTION  
10-501**



**19 FEBRUARY 2019**

***Operations***

***STRATEGIC BASING: THE  
DEVELOPMENT AND  
IMPLEMENTATION OF  
PROGRAMMING PLANS AND  
PROGRAMMING MESSAGES***

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements AFD 10-5, *Basing*, and references AFI 10-501, *Program Action Directives (PADS)*, *Program Guidance Letters (PGLS)*, *Programming Plans (PPLANS)*, and *Programming Messages (PMSGs)*, and AFI 10-503, *Strategic Basing*. It prescribes procedures and responsibilities for development and application of Programming Directives (PDs) (i.e., Programming Plans and Messages that apply to Strategic Basing actions). The provisions of this instruction are applicable to all organizations of the Pacific Air Forces. This instruction does not apply to the Air National Guard (ANG) or Air Force Reserve Command (AFRC) Units. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 33-363, *Management of Records*, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS). This publication may be supplemented at any level, but all direct supplements must be routed to the OPR of this publication for coordination prior to certification and approval. 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 Form 847s from the field through the appropriate Functional Manager's chain of command. The reporting requirement in this directive (**Attachment 4**) is exempt from licensing in accordance with AFI 33-324, *The Information Collections and Reports Management Program, Controlling Internal, Public, and Interagency Air Force Information Collections*. See Attachment 1 for a glossary of references and supporting information.

## ***SUMMARY OF CHANGES***

**This document is substantially revised and must be completely reviewed.** Primary changes include updating information relating to the Strategic Basing process, updated HQ PACAF A5/8 office symbols reflecting reorganizations, updated PACAF's Performance Management System (PMS) process, added references to AF Civil Engineering Center, AF Installation and Mission Support Center, AF Installation Contracting Agency, AF Services Agency Directorates, and changed functional area manager designations.

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### **1. Definitions.**

1.1. Programming Plan (PPlan). A directive, coordinated document, consisting of a Basic Plan and supporting functional staff annexes, which defines 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 (PAI). The gaining MAJCOM is responsible for writing each PPlan, with others being Office of Collateral Responsibility (OCR).

1.2. Programming Message (PMsg). A PMsg may be used 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. This is the method of choice when planning time is limited. See [Attachment 3, Table A3.1](#), for further details.

1.3. Documented Approval Authority. PPlans/PMsgs require documented approval authority. Following are the primary vehicles accepted as documented approval authority for developing a PPlan or a PMsg.

1.3.1. Program Change Request (PCR). A PCR is a tool, submitted by a MAJCOM or the Air Staff, which is used to initiate proposed out-of-cycle changes to programs

contained in the President's Budget (PB). Air Force program actions are authorized by the PB. Formulation of the PB is a cyclic process. HQ PACAF/A5F is the command OPR for most PCRs. However, depending on subject matter, other PACAF staff agencies may have occasion to develop PCRs.

1.3.2. Program Action Directive (PAD). PADs are generated at the Air Staff level and are used to direct MAJCOM development of PPlans/PMsgs for program actions already in the PB or which are to be worked into the PB through standard processes. In some instances, a MAJCOM may request authority to write a PAD or be directed to write a PAD by Air Staff, but this is the exception rather than the rule. See AFI 10-501 for further guidance regarding PADs.

1.3.3. Organizational Change Request (OCR). An OCR is a request for organization action such as a unit activation, inactivation, redesignation, or variation to a standard structure as depicted in AFPD 38-1, *Organization and Unit Designations*, or AFI 38-101, *Air Force Organization*. An OCR is not required for organizational changes resulting from approved force structure actions.

1.3.4. Base Realignment and Closure (BRAC). The process under Public Law (PL) 100-526 (BRAC 88) and PL 101-510 that the DoD has used to reorganize its installation infrastructure to more efficiently and effectively support its force structure, increase operational readiness, and facilitate new ways of doing business through closure and/or realignment of bases above where actions exceed thresholds established in 10 United States Code (USC) § 2687. MAJCOMs develop PPlans to implement approved BRAC actions, although they are not part of the AF Strategic Basing process. The HQ PACAF proponent for BRAC-directed actions is HQ PACAF/A5/8. See AFI 10-501, Chapter 1, for more information.

1.4. Site Survey. A SAF/IEIB authorized MAJCOM action team visit to a particular location with the purpose to determine feasibility for a unit or mission beddown. The Site Survey may be used as a tool in the decision-making process for a proposed program change, or may be conducted to facilitate planning for a pre-determined program change. SAF/IEIB will identify the lead MAJCOM for basing actions. The HQ PACAF OPR for Site Surveys is HQ PACAF/A5FB. See Site Survey approval process in AFI 10-503, Chapter 3 and Chapter 5.

1.5. Description of Proposed Action and Alternatives (DOPAA). Attached to an AF Form 813, *Request for Environmental Impact Analysis*, initiates the required analytical assessment of environmental impacts associated with proposed program actions as mandated by the National Environmental Policy Act of 1969 (Public Law 91-190) and Title 32 CFR Part 989, *Environmental Impact Analysis Process (EIAP)*. The AF Form 813 contains two main elements: the Purpose and Need for the Action and the DOPAA. The AF Form 813 identifies the need for the proposed action, defines the scope of the action, discusses reasonable alternatives, and helps in determining the appropriate level of environmental analysis required. The HQ PACAF focal point for DOPAA development associated with force structure and organizational changes is HQ AFCEC/CZN (NEPA Division).

1.6. Site Activation Task Force (SATAF):

1.6.1. A team of MAJCOM functional experts chartered to travel to an installation to identify all the actions required to ensure the SecAF-approved final basing decision is successfully executed at an installation after completion of the AF Strategic Basing Process. SATAFs are led by a MAJCOM, and provide periodic, on-scene assistance to unit-level agencies to accomplish a program objective. For PACAF, appropriate members of the HQ PACAF and/or supporting command staffs, under the leadership of HQ PACAF/A5FB, make up the SATAF team. The SATAF is also comprised of members from the affected unit(s), which are organized into functional working groups. Each working group has an assigned chairperson, who functions under the auspices of the SATAF Team Leader.

1.6.2. 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, deactivations, relocations, and conversions from one weapons system to another. Additionally, SATAFs are conducted for PACAF actions directed by BRAC. SATAFs for other types of actions occasionally occur and are conducted by the office responsible for the primary subject matter, if the subject is not strategic basing. HQ PACAF/A5FB will issue the PPlan numbers for all PPlans regardless of subject.

1.6.3. Whenever possible, documentation resulting from the SATAF process is incorporated into its respective PPlan. The documentation is comprised of minutes for each functional working group, action items and milestones identified by each working group, and an executive summary.

1.6.4. Each action item and functional area is graded according to the following program assessment criteria: GREEN - program or action on track; objective and timing attainable; YELLOW - high-risk workarounds and/or insufficient information available for program assessment; RED - program or action objective will not be attained and/or prescribed timelines will not be met.

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

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

1.9. Proponent. The office, unit, or activity, at any level, that initiates an Air Force basing action.

1.10. PPlan Manager. The individual appointed within HQ PACAF/A5FB to provide "cradle-to-grave" administrative oversight for a program action that requires a PPlan or PMsg. See paragraph 3 for information pertaining to the specific duties of PPlan Managers.

1.11. Functional Area Manager. The focal point within an HQ PACAF staff agency tasked to provide key input to and/or track a PPlan or PMsg for that respective functional area. See paragraph 3 for information pertaining to the specific duties of Functional Area Managers.

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

1.13. Milestones. Key events identified in the PPlan/PMsg that are essential to accomplishment of the programmed objective as scheduled.

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

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

1.16. Program Management System (PMS). Reporting associated with the implementation of PACAF PPlans is accomplished through the PMS, an automated database application used to track the implementation status of PACAF basing PPlans/PMsgs. See [Attachment 4](#) for details on reporting and the use of PMS.

## **2. Policy.**

### **2.1. Programming Plan Authority:**

2.1.1. The HQ PACAF Director of Strategy, Plans & Programs (HQ PACAF/A5/8) is the sole approval and release authority for PACAF PPlans and PMsgs.

2.1.2. The PPlan/PMsg function resides within the Strategic Basing Branch (HQ PACAF/A5FB). When a PPlan/PMsg requirement arises, HQ PACAF/A5FB will assign a PPlan/PMsg control number, establish the appropriate vehicle (PPlan or PMsg), and develop the finalized product (for basing actions only). See paragraph 3 for further details.

2.1.2.1. As the command focal point for PPlans/PMsgs, HQ PACAF/A5FB is responsible for managing the associated SATAF process. See paragraph 3 for further details.

2.1.2.2. HQ PACAF/A5FB is responsible for managing the PACAF PMS. In this capacity, HQ PACAF/A5FB controls system use and user support. See [Attachment 4](#) for further details.

### **2.2. PPlan/PMsg Development for non-basing actions:**

2.2.1. The PPlan is only one element in the overall planning process. Organizations may use the PPlan construct to accomplish non-basing actions.

2.2.2. Requests for PPlan/PMsg number issuance will be submitted to HQ PACAF/A5FB.

2.3. Command Relationship: PACAF PPlans/PMsgs are directive upon the HQ PACAF staff and agencies subordinate to this headquarters. PACAF PPlans/PMsgs will not task higher echelon agencies or non-PACAF agencies.

2.4. Unit PPlans and NAF PPlans: PACAF units/NAFs may develop plans or supplements whenever the need to manage programming actions of any type, at the unit/NAF level, exists. Guidance/tasking contained in unit/NAF plans/supplements will neither supersede nor

interfere with the guidance/tasking contained in any HQ PACAF PPlan. Unit/NAF PPlans will not task higher-echelon agencies or non-PACAF agencies. PPlan samples and templates, and sample PMsgs, can be obtained by contacting HQ PACAF/A5FB or can be found in [Attachment 2, Table A2.1 – A2.8](#).

## 2.5. Joint Command PPlans.

2.5.1. When a program action requires a joint command PPlan/PMsg, tasking of agencies belonging to the other affected command is at the discretion of that command. PACAF will task its own agencies.

2.5.2. When PACAF is the lead command for a joint command PPlan/PMsg, all guidance contained in this instruction will apply. When another command has the lead, guidance contained in that command's respective governing publication will apply. In all cases, actions for which PACAF is responsible will be tracked through the PMS or similar reporting systems designated by HQ PACAF/A5FB.

2.5.3. Normally, when assets are to be transferred from one command to another, if a PPlan is required, the gaining command will serve as the lead command for PPlan development.

## 2.6. Staff Support of PACAF PPlans/PMsgs:

### 2.6.1. PPlan Functional OPRs.

2.6.1.1. The staff agencies designated as the OPR for PPlans/PMsgs within their functional area will provide a point of contact to serve as the Functional Area Manager for each PPlan/PMsg tasking requirement. Specific Functional Area Manager responsibilities are outlined in paragraph 3.

2.6.1.2. Overarching responsibility for reporting on the status of PPlan/PMsg milestone and action item tasking levied against HQ PACAF staff agencies rests with the designated OPR for PPlans within each functional area, through the assigned Functional Area Manager for each PPlan/PMsg. Thus, PPlan functional OPRs will ensure the establishment of internal administrative procedures to support the PMS reporting process within their directorate. HQ PACAF/A5FB will provide guidance, as necessary, to support this policy. See [Attachment 4](#) for more information on reporting and the PMS.

## 2.7. PPlan/PMsg Development Process.

2.7.1. PPlans/PMsgs are developed to support the implementation of a variety of program actions. Each action must be approved by appropriate authority, and the approval must be documented.

2.7.2. Development of the basing PPlan or PMsg is only one element in the overall planning process. The following information is provided to facilitate an understanding of where the PPlan/PMsg fits into the process and the importance of initiating the process in a timely manner.

2.7.2.1. Step 1: Site Survey. Most basing actions begin with a request for a Site Survey (see paragraph [1.4](#)). SAF/IEIB is the approval authority for a Site Survey and

will issue a Site Survey Control Number upon approval. See AFI 10-503, *Strategic Basing*, for a description of the approval process.

2.7.2.2. Step 2: Environmental Impact Analysis Process (EIAP). The EIAP begins with the generation of an AF Form 813, which clearly presents the Purpose and Need for the proposed action as well as the DOPAA (see paragraph 1.5). Although the AF Form 813 can often be completed within a *month or two*, completion of the associated EIAP can take one year or longer, depending on the program action. Early identification of program action requirements is highly recommended, not only to facilitate the EIAP, but also for programming out-year funding requirements. Although a PPlan or PMsg can be initiated or published prior to completion of the EIAP, and some supporting actions can be accomplished prior to completion, no irreversible actions can take place until the EIAP is complete (i.e., no movement of assets such as people, aircraft, etc.). If the proposal meets the criteria outlined in AFI 10-503 and AFI 10-504, *Overseas Force Structure Changes (OFSC) and Host Nation Notification (HNN)*, the proposal enters the Air Force Strategic Basing Structure (AFSBS). An OFSC/HNN request must be submitted through SAF/IEIB for Secretary of Defense approval in accordance with CJCSI 2300.02J, *Coordination of Overseas Force Structure Changes and Host-Nation Notification*. Until OFSC approval and completion of HNN, all documentation pertaining to the proposal will be classified Confidential or higher.

2.7.2.3. Step 3A, If Applicable: Program Change Request (PCR). For force structure program actions, if the action is not already included in the President's Budget or being worked into the budget through the standard programming process, a PCR must be generated (see paragraph 1.3.1). It can take as long as *six months or more in some cases* to draft, coordinate, and obtain approval of a PCR. PPlan/PMsg development can begin prior to PCR approval, but no irreversible actions may be taken until approval is granted. HQ PACAF/A5FB is the command OPR for most PCRs. However, depending on subject matter, other PACAF staff agencies may have occasion to develop PCRs. If the proposal meets the criteria outlined in AFI 10-503, *Strategic Basing*, and AFI 10-504, *Overseas Force Structure Changes (OFSC) and Host Nation Notification (HNN)*, the proposal enters the AFSBS. An OFSC/HNN request must be submitted through SAF/IEIB for Secretary of Defense approval in accordance with CJCSI 2300.02J, *Coordination of Overseas Force Structure Changes and Host-Nation Notification*. Until OFSC approval and completion of HNN, all documentation pertaining to proposal will be classified Confidential or higher.

2.7.2.4. Step 3B, If Applicable: Organizational Change Request (OCR). If the program action involves an organizational change that is not already reflected in the President's Budget, an OCR must be submitted to Air Staff, through HQ PACAF/A1M (see paragraph 1.3.3). An OCR takes approximately *180 days* for Air Staff approval. PPlan/PMsg development can begin prior to OCR approval, but no irreversible actions can be taken until approval is granted. Send completed OCRs to HQ PACAF/A1M following instructions in AFI 38-101.

2.7.2.5. Step 4: Site Activation Task Force (SATAF). Conduct a SATAF, if required. HQ PACAF/A5FB will determine if a SATAF is needed. SATAF is



defined in paragraph 1.6. Documentation from the SATAF will be incorporated into its respective PPlan. It generally takes anywhere from *three to four months* to complete the combined PPlan/SATF portion of the planning process and to publish the documentation. Refer to paragraph 3 for further information on PPlan development and SATAFs.

2.7.2.6. Step 5: Complete the basic PPlan or PMsg. Once approval authority has been confirmed and steps 1-3 above have been initiated, HQ PACAF/A5FB will accomplish the basic PPlan/PMsg for basing actions.

2.8. Signatures on PPlans. To support the electronic processing of PPlans, signatures are not required on the basic plan and functional annexes. However, the basic plan and annexes must be annotated as “// SIGNED//” over the signature block of the designated approval authority. This policy does NOT negate the requirement for actual approval by the designated authority, which should be documented and maintained by each respective PPlan OPR.

2.9. Electronic Publication of PPlans. HQ PACAF/A5FB will publish PPlans/PMsgs electronically. Once the PPlan or PMsg has been posted to the HQ PACAF/A5FB Sharepoint site (<https://hickam.eis.pacaf.af.mil/HQ%20PACAF/A5.8/SitePages/Home.aspx>), HQ PACAF/A5FB will issue a notice to all intended recipients to announce publication.

2.9.1. PPlans/PMsgs that are Unclassified or For Official Use Only (FOUO) will be posted in the HQ PACAF/A5FB SharePoint site.

2.10. Compliance with Instruction. PPlans/PMsgs published prior to publication of this instruction will not be revised solely to comply with these provisions. New PPlans/PMsgs, or those undergoing a revision to reflect a SATAF, will comply with the provisions of this instruction.

### 3. Roles and Responsibilities.

3.1. HQ PACAF/A5FB Support for PPlan/PMsg Development. Program action proponents should assign a Program Manager to initiate the planning process. Strategic basing-related actions are usually tasked to HQ PACAF/A5FB. HQ PACAF/A5FB will:

3.1.1. Assign a PPlan Manager. See paragraph 1.10 for the definition of PPlan Manager; also, see paragraphs 3.4 – 3.6 for details regarding PPlan Manager responsibilities.

3.1.2. Validate the PPlan/PMsg requirement, including supporting requirements (Site Survey, DOPAA, and SATAF). Refer to paragraphs 1.4 – 1.6 for definitions of these terms/acronyms. Also, refer to paragraph 2.7 for a detailed summary on the interrelation of these planning process elements.

3.1.3. Conduct a Site Survey, if applicable (see paragraph 2.7).

3.1.4. Determine whether a PPlan or PMsg is the appropriate vehicle, and determine whether a SATAF is required (see paragraph 2.7).

3.1.5. Coordinate with designated PACAF PPlan functional OPRs to generate PPlan/PMsg inputs (with emphasis on finalizing the program milestones). For PPlans,



initiate development of supporting functional staff annexes. Ensure the functional OPRs are provided with annex format/content models, if needed.

3.1.6. Set and track the suspense for staff inputs to the PPlan/PMsg.

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

3.1.8. Submit the completed PPlan/PMsg to HQ PACAF/A5FB for review, and accomplish any required revisions.

3.1.9. Incorporate SATAF documentation, if applicable.

3.1.10. Obtain HQ PACAF/A5/8 approval to publish the final product and notify affected agencies of publication when the PPlan/PMsg has been posted to the electronic PPlan library.

3.2. HQ PACAF/A5FB Support for SATAFs. HQ PACAF/A5FB will:

3.2.1. Designate an individual who is appropriately versed in the respective program to serve as the SATAF Team Leader (usually the designated PPlan Manager). See paragraph 3.5 for details regarding the responsibilities of the SATAF Team Leader.

3.2.2. Generate a SATAF announcement message detailing required unit support and request HQ PACAF/CS issue a tasker requesting staff participation in the SATAF.

3.2.3. Provide each Working Group Chairperson with a copy of the PPlan or PMsg, if already published, and other materials required for the Chairpersons to perform their duties during the SATAF.

3.3. HQ PACAF/A5FB Support for PPlan/PMsg Implementation. HQ PACAF/A5FB supports PPlan implementation through management of the PMS (see Attachment 4). In this capacity, HQ PACAF/A5FB will:

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

3.3.2. Serve as the focal point for all status updates into the PMS, including the establishment of reporting cycle due dates, and provide a reminder to reporting agencies regarding the due dates.

3.3.3. Provide periodic updates, as necessary, to HQ PACAF/A5F regarding PPlan/PMsg status, with emphasis on programs assessed as “RED” or “YELLOW.”

3.4. PPlan Manager Responsibilities for PPlan/PMsg Development: The PPlan Manager will:

3.4.1. Ensure applicable preliminary steps in the planning process have been accomplished as outlined under paragraph 2.7 prior to initiating PPlan/PMsg development.

3.4.2. Act as liaison between the unit Program Manager and HQ PACAF/A5FB to ensure all information required to draft the PPlan/PMsg is made available, and that the information is provided in a timely manner.

3.4.3. Serve as the SATAF Team Leader, following the guidance contained under paragraph 3.5, if a SATAF is required to support the PPlan/PMsg.

3.4.4. Review the PPlan/PMsg and provide any recommended revisions.

3.5. SATAF Team Leader Responsibilities. The SATAF Team Leader will:

3.5.1. Review the SATAF Team Leader Guidebook (posted in the HQ PACAF/A5FB SharePoint site) to gain a thorough understanding of the purpose and mechanics of the SATAF, if needed.

3.5.2. Coordinate with the SATAF host base regarding proposed SATAF dates. This will generally be accomplished by contacting HQ PACAF/IG who in turn notifies the Wing at the host base via Gatekeeper Request.

3.5.3. Determine the necessary working groups, and have each applicable directorate appoint a Working Group Chairperson and functional representatives (task via HQ PACAF/CS) for each group. Create a consolidated member list of names/ranks/functional address symbols/telephone numbers. Security clearances should be requested for classified SATAFs.

3.5.4. Issue a formal SATAF announcement message to the host base. This is usually done using a Gatekeeper request from HQ PACAF/IG to the host base. The message should specify the purpose of the SATAF and confirm the SATAF dates and agenda. Additionally, the message should request identification of a unit POC and state the host base support requirements, which generally include providing a location for the inbrief/outbrief, and daily integration meetings, as well as a facility for working groups to convene each day. The inbrief/outbrief location should have computerized overhead projection capability. Internet-capable computers should be requested for the duration of the conference. Additionally, DSN telephone availability and a printer capable of producing a high-quality product are required to support the conference. Once the unit POC has been appointed, confirm these details and coordinate the conference agenda, and offer a courtesy meeting with the wing commander prior to the SATAF inbrief, if appropriate.

3.5.5. Conduct Pre-SATAF Integrated Process Team (IPT) meetings with the PACAF staff working group members to review the agenda and working group responsibilities. Ensure all travel and billeting arrangements have been completed (the SATAF Team Leader may choose to make arrangements or leave this responsibility to the individuals).

3.5.6. Prepare the SATAF inbrief presentation.

3.5.7. Meet with the wing commander during the previously coordinated timeframe, if applicable.

3.5.8. Conduct the inbrief.

3.5.9. Coordinate among all working groups to provide oversight and guidance, and to ensure a smooth flow of business.

3.5.10. Conduct a daily integration meeting to discuss key working group issues and assess SATAF progress.

3.5.11. Review working group minutes and action items, write a SATAF Executive Summary, and oversee compilation of the final SATAF report. Ensure the SATAF action items are complete, accurate, and properly coordinated so that they align under the appropriate functional area and there is no duplication.

3.5.12. Prepare and present the SATAF outbrief.

3.5.13. Submit the SATAF report to the Chief, Strategic Basing Branch (HQ PACAF/A5FB) for final review as soon as possible following the end of the SATAF.

3.6. PPlan Manager Responsibilities for PPlan/PMsg Implementation. Once a PPlan/PMsg is published (with its related SATAF documentation, if applicable), the PPlan Manager will:

3.6.1. Report on the status of progress towards meeting the PPlan/PMsg objective in accordance with the guidance set forth under [Attachment 4](#).

3.6.2. Proactively review the PPlan/PMsg program milestones and action items and coordinate with the appropriate Functional Area Manager(s) to ensure the applicable OPR(s) are resolving items assessed as “RED” or “YELLOW.”

3.7. Functional Area Manager Responsibilities for PPlan/PMsg Development. Functional Area Managers will:

3.7.1. Provide input to the draft Basic PPlan/PMsg (with emphasis on program milestones) and develop supporting functional staff annexes and action items.

3.7.2. Ensure coordination among all other three-letter staff agencies within the respective functional area prior to submission of PPlan/PMsg inputs.

3.7.3. Ensure coordination with other PACAF staff agencies and with counterparts in non-PACAF agencies when those agencies are affected by the input. Coordination of functional annexes with subordinate elements is not required.

3.7.4. Provide required input to HQ PACAF/A5FB in accordance with established suspense dates.

3.8. Functional Area Manager Responsibilities for SATAFs. Functional Area Managers assigned to serve as a SATAF Working Group Chairperson will:

3.8.1. Enlist representation from the other three-letters within the functional area, as applicable, to serve as members of the working group, and provide a consolidated list to HQ PACAF/A5FB by the associated suspense date.

3.8.2. Ensure working group members make their travel and billeting arrangements. Attend the pre-SATAF IPT meetings hosted by the SATAF Team Leader and encourage maximum participation by all working group members.

3.8.3. Review the SATAF Team Leader Guidebook (posted in the HQ PACAF/A5FB SharePoint site) to gain a thorough understanding of the purpose and mechanics of the SATAF, if needed. Ensure other working group members do the same.

3.8.4. Lead the respective working group in the conduct of daily business during the SATAF, and ensure thorough documentation of the issues discussed/action items identified by the group. It is imperative that all action items submitted by the group are reviewed by the Working Group Chairperson for soundness prior to entry into the PMS.

- 3.8.5. Ensure the action items are entered into the PMS and proof the data for accuracy and completion.
  - 3.8.6. Ensure that an action item tasking requiring an OCR is coordinated through the respective Working Group Chairperson for the OCR's area.
  - 3.8.7. . If a working group member identifies an action item with an OPR in another functional area, ensure the item is submitted to the appropriate Working Group Chairperson in that area.
  - 3.8.8. Ensure the working group includes appropriate unit personnel in all discussions.
  - 3.8.9. Facilitate the flow of crosstalk with other working groups on issues involving other functional areas.
  - 3.8.10. Attend the inbrief/outbrief, and all integration meetings. Be prepared to discuss the group's progress and pertinent issues.
  - 3.8.11. Write working group minutes using the shell templates provided by HQ PACAF/A5FB. Refer to the SATAF Team Leader Guidebook for tips and a sample set of minutes, if necessary.
  - 3.8.12. Provide a paragraph for inclusion in the SATAF Executive Summary, and provide synopsis data for the outbrief, as requested by the SATAF Team Leader.
- 3.9. Functional Area Manager Responsibilities for PPlan/PMsg Implementation. Once a PPlan/PMsg has been published, the assigned Functional Area Managers will:
- 3.9.1. Oversee the accomplishment of HQ PACAF milestones and action items within the respective functional area, or ensure that adequate workarounds are established.
  - 3.9.2. Provide progress reports through the PMS in accordance with all applicable provisions of this instruction, and as directed by Annex O of the PPlan or the reporting guidance set forth in the PMsg. See [Attachment 4](#) for further details regarding reports.
  - 3.9.3. Monitor the status of action items within the respective functional area and provide assistance to affected units as required.
  - 3.9.4. Monitor the adequacy and currency of the respective functional area annex, and submit required revisions to HQ PACAF/A5FB.
- 3.10. Changes to PPlans/PMsgs. Changes to directed program actions necessitate a change to their respective PPlan/PMsg. Changes to PPlans/PMsgs are also required to reflect documentation from follow-on SATAFs. HQ PACAF/A5FB will notify intended participants of all changes.
- 3.11. Closure of PPlans/PMsgs. When all program milestones associated with a PPlan/PMsg are complete, HQ PACAF/A5FB will issue an official "notification of closure" to all recipients of the original document.

MICHAEL P. WINKLER, Brig Gen, USAF  
Director of Strategy, Plans & Programs

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

10 United States Code, § 2687 - *Base Closures and Realignment*

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

AFPD 16-4, *Accounting for Aerospace Vehicles at Units and Installations*, 20 November 2018

AFPD 38-1, *Organization and Unit Designations*, 24 May 2018

AFI 10-201, *Force Readiness Reporting*, 03 March 2016

AFI 10-501, *Program Action Directives (PADs) and Programming Plans (PPLAN), and Programming Messages (PMSGs)*, 8 April 2015

AFI 10-503, *Strategic Basing*, 28 July 2017

AFI 10-504, *Overseas Force Structure Changes and Host-Nation Notification*, 21 October 2011

AFI 38-101, *Air Force Organization*, 31 January 2017

AFMAN 33-363, *Management of Records*, 01 March 2008

CJCSI 2300.02J, *Coordination of Overseas Force Structure Changes and Host-Nation Notification*, 15 April 2016

***Prescribed Forms***

No Forms Prescribed

***Adopted Forms***

AF Form 847, *Recommendation for Change Publication*

AF Form 813, *Request for Environmental Impact Analysis*

***Abbreviations and Acronyms***

**AF**—Air Force

**AFI**—Air Force Instruction

**AFPD**—Air Force Policy Directive

**AFRC**—Air Force Reserve Command

**AFCEC**—Air Force Civil Engineering Center

**AFIMSC**—Air Force Installation and Mission Support Center

**AFICA**—Air Force Installation Contracting Agency

**ANG**—Air National Guard

**BAI**—Backup Aircraft Inventory

**BRAC**—Base Realignment and Closure

**CS**—Chief of Staff

**DOPAA**—Description of Proposed Action and Alternatives

**EIAP**—Environmental Impact Analysis Process

**FOUO**—For Official Use Only

**HNN**—Host Nation Notification

**HQ**—Headquarters

**IAW**—In Accordance With

**IPT**—Integrated Process Team

**MAJCOM**—Major Command

**NEPA**—National Environmental Policy Act

**OCR**—Office of Collateral Responsibility or Organizational Change Request

**OPR**—Office of Primary Responsibility

**PAD**—Program Action Directive

**PAI**—Primary Aircraft Inventory

**PB**—President’s Budget

**PCR**—Program Change Request

**PD**—Programming Directive

**PMsg**—Programming Message

**PMS**—Program Management System

**POC**—Point of Contact

**PPLAN**—Programming Plan

**SAF/IEIB**—Office of Strategic Basing, Deputy Assistant Secretary (Installations)

**SATAF**—Site Activation Task Force

## Attachment 2

## PROGRAMMING PLAN (PPLAN) FORMAT

Table A2.1. Format for Security Instructions Page.

<b>FORMAT FOR SECURITY INSTRUCTIONS PAGE</b>	
PROGRAMMING PLAN NUMBER 19-XX	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>SECURITY INSTRUCTIONS</b>	
<p>1. <b>PURPOSE:</b> To provide a basis for determination of the security classification assigned to the information contained in this Programming Plan (PPlan).</p> <p>2. <b>GENERAL:</b></p> <p>a. The proposed drawdown of US Air Force presence at XXXXXXXXXX has been declassified. Appropriate coordination and public announcement have been accomplished. The information contained within this PPlan and related actions are For Official Use Only.</p> <p>b. Requirements identified to support the objectives of the PPlan are unclassified provided such data does not disclose classified parameters of the action.</p> <p>c. Release of unclassified information contained within this PPlan to the public news media will be made only as authorized, and coordinated through intermediate/HQ PACAF Public Affairs channels.</p> <p style="text-align: right;">(Director of Strategy, Plans &amp; Programs Signature Block)</p>	

Table A2.2. Format for Table of Contents.

<b>FORMAT FOR TABLE OF CONTENTS</b>	
PROGRAMMING PLAN NUMBER 19-XX	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>TABLE OF CONTENTS</b>	
<b>SUBJECT</b>	<b>Page No.</b>
Security Instructions	i
Table of Contents	ii
Distribution	iii
Record of Changes	iv
Basic Plan	1-14



<b><u>STAFF ANNEXES</u></b>	
Annex A: Operations	A-1
Appendix 1: Weather	A-2
Tab A. Equipment List	A-3
Annex B: Manpower/Personnel/Services	B-1
Annex C: Maintenance & Logistics	C-1
Annex D: Facilities Working	D-1
Annex E: Intelligence Working	E-1
Annex F: Financial Management	F-1
Annex G: Medical Working	G-1
Annex H: ESOH Working	H-1
Annex I: Cyberspace/Communications	I-1
Annex J: Integrated Defense/Physical Security	J-1
Annex K: Information Protection/Special Access Program	K-1
Annex L: Judge Advocate	L-1
Annex M: Chaplain	M-1
<b><u>SPECIAL ANNEXES</u></b>	
Annex N: Timed-Phased Actions	N-1
Annex O: Reports	O-1
<b>Note:</b> (The Table of Contents will list all annexes shown above. If the PPlan does not contain a specific annex, the word “omitted,” in parentheses, will be added immediately following the staff function.)	

**Table A2.3. Format for Record of Changes Page.**

<b>FORMAT FOR RECORD OF CHANGES PAGE</b>			
PROGRAMMING PLAN NUMBER 19-XX		HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853	
<b>RECORD OF CHANGES</b>			
CHANGE NUMBER	DATE OF CHANGE	DATE POSTED	SIGNATURE OF PERSON POSTING CHANGE
_____	_____	_____	_____

_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

**Table A2.4. Format for Basic Plan.**

<b><i>FORMAT FOR BASIC PLAN</i></b>	
PROGRAMMING PLAN NUMBER 19-XX	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>BASIC PLAN</b>	
<p>1. <b>TITLE:</b> Subject of the program.</p> <p>2. <b>REFERENCES:</b> List of pertinent documents and messages.</p> <p>3. <b>BACKGROUND:</b> Summarize facts that led to development of the PPlan.</p> <p>4. <b>OBJECTIVE:</b> A concise statement of what is to be accomplished by the PPlan.</p> <p>5. <b>PARTICIPATING UNITS:</b> A list of supported and supporting units or organizations.</p> <p>6. <b>PLANNING FACTORS:</b></p> <ul style="list-style-type: none"> <li>a. General factors applying to the entire PPlan.</li> <li>b. Basic planning criteria, such as Initial Operational Capability (IOC) date, beddown location, training required, etc.</li> <li>c. This section should contain any information that will have immediate impact on the planned course of action.</li> <li>d. This section may also contain other information that will further define the program.</li> </ul> <p>7. <b>MAJOR MILESTONES:</b> An outline of the major actions and their completion dates necessary to meet the program objective.</p> <p>8. <b>IMPLEMENTATION REQUIRED:</b> General tasking of implementing HQ staff and subordinate organization requirements.</p> <p>9. <b>TASK GROUP:</b> A list showing the office of primary responsibility (OPR), program manager, and staff program coordinators within the implementing headquarters staff. The format for this section will be as follows:</p> <ul style="list-style-type: none"> <li>a. The office of primary responsibility (OPR) for (subject of PPlan) is (organization). The HQ PACAF program manager is (name, organization, office phone number, and e-mail address).</li> <li>b. The OPR for this PPlan is (organization). HQ PACAF POC is (name, organization, office phone number).</li> </ul>	

c. HQ PACAF staff program coordinators are:			
STAFF ELEMENT	GRADE/NAME	OFFICE	PHONE #
Ex: Personnel	Major John Doe	A1K	449-XXXX
<p><b>10. REPORTING INSTRUCTIONS:</b> Functional HQ PACAF staff agencies will utilize the Program Management System (PMS) to update and track status of the open time-phased action items listed in Annex O. See PACAFI 10-501, Attachment 4, for specific instructions.</p> <p><b>11. TERMINATION INSTRUCTIONS:</b> When all program milestones associated with the PPlan have been completed, or Program Manager determines PD no longer required, PACAF/A5F will issue an official notification of closure to all recipients of the PPlan.</p> <p><b>12. ADDITIONAL COMMENTS:</b> Use as necessary.</p>			

**Table A2.5. Instructions for Preparations of PPlan Staff Annexes.**

<b><i>INSTRUCTIONS FOR PREPARATION OF PPLAN STAFF ANNEXES</i></b>
<b>General rules for Annexes</b>
<p>A1.1. Must be fully coordinated prior to submitting to the program manager</p> <p>A1.2. Signed by the appropriate director or chief of special staff agency after coordination with other staff agencies.</p> <p>A1.3. Will not be dated when submitted to the Program Manager. Date will be added by PACAF A5/8 at the time of signature.</p> <p>A1.4. For classified PPlans, the security classification will be marked IAW DoD 5200.1-PH, <i>DoD Guide to Marking Classified Documents</i>.</p> <p>A1.5. Follow mandatory format for all PPlans.</p> <p>A1.6. Page numbers will include the annex designator, that is, A-1, A-2, etc., and will be placed as a footer centered at the bottom of each page.</p> <p>A1.7. Appendix may be used if required. Pages will be numbers A-1-1, A-1-2, A-1-3, etc. A sample table of contents is provided in this attachment.</p> <p>A1.8. Time-phased actions (Annex N) should be listed chronologically in the format prescribed below. Number each action with the directorate's office symbol and a sequential number (e.g., A3-01, A3-02, etc.) when using MS Excel. Suspense dates should be established for each action item.</p>

**Table A2.6. Format for Annex N (Schedule of Time-Phased Actions).**

<b><i>SCHEDULE OF TIME-PHASED ACTIONS</i></b>			
<u>ACTION TO BE TAKEN</u>	<u>AGENCY</u>	<u>SUSPENSE</u>	<u>REMARKS</u>
List directorate, office and numerical sequence (e.g. A3-01, level units, etc.) of	List PACAF staff or PACAF	Suspense date or "TBD" if actual suspense date is not	Comments symbol, pertaining to the accomplishment of

actions to be accomplished	base	known	the action item
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**Table A2.7. Format for Functional Annexes.**

<b><i>FORMAT FOR FUNCTIONAL ANNEXES</i></b>	
PROGRAMMING PLAN NUMBER 19-XX	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>ANNEX A</b> <b>OPERATIONS, PLANS, REQUIREMENTS, PROGRAMS</b>	
<p>1. <b>REFERENCES:</b> A list of AFIs, manuals, messages, or other documents that are used by the staff agency preparing the annex.</p> <p>2. <b>PURPOSE:</b> A statement of what is to be accomplished by the annex.</p> <p>3. <b>GENERAL:</b></p> <p style="padding-left: 40px;">a. This paragraph will be used by the individual staff agencies to provide the implementation concept for their functional area.</p> <p style="padding-left: 40px;">b. This may also be used to report on previous action and provide planning factors.</p> <p>4. <b>RESPONSIBILITIES:</b> A list of specific tasks to be accomplished by the different offices within the staff agency preparing the annex. Comparable staff agencies at lateral and subordinate headquarters and base level organizations will also be tasked in this paragraph.</p> <p>5. Additional paragraphs may be used as required.</p> <p style="text-align: right;">Signature</p> <p style="text-align: right;">(Staff Director/Chief of Special Staff Agency)</p>	

**Table A2.8. Format for Annex O (Reports).**

<b><i>FORMAT FOR ANNEX O (REPORTS)</i></b>	
PROGRAMMING PLAN NUMBER 19-XX	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>ANNEX O</b> <b>REPORTS</b>	
<p>1. <b>REFERENCES:</b> PACAF Instruction 10-501, <i>Development and Implementation of Programming Plans and Programming Messages</i>.</p> <p>2. <b>PURPOSE:</b> Prescribes the recurring progress reports for this PPlan and provides the report format to be used.</p>	

**3. PARTICIPATING ORGANIZATIONS:** List of organizations supporting the program.

**4. RESPONSIBILITIES AND ACTIONS:** Each reporting agency with open milestones listed in Annex N will utilize the Program Management System (PMS) to update and track status of open milestones in Annex N. See PACAFI 10-501, Chapter 3, for specific procedures.

**5. CHANGES TO REPORTING REQUIREMENTS:**

- a. Changes to reporting requirements will be made only in formal changes to this PD.
- b. Request for changes to these reporting requirements will be forwarded to PACAF/A5F.

(Director of Strategy, Plans & Programs Signature Block)

## Attachment 3

## SAMPLE FORMAT FOR PROGRAM MESSAGE (PMSG)

Table A3.1. Sample Format for Program Message (PMSG).

The following contains a sample format for the basic Program Message:	
PROGRAM MESSAGE NUMBER 19-XX DATE: _____	HQ PACIFIC AIR FORCES JB PEARL HARBOR HICKAM HI 96853
<b>TITLE OF PROGRAM</b>	
<p>1. <b>References:</b> A list of pertinent documents and messages.</p> <p>2. <b>Background:</b> Describe facts/circumstances that led to the present action.</p> <p>3. <b>Participating Organizations:</b> List all organizations involved and location.</p> <p>4. <b>Objective:</b> A concise statement of what is to be accomplished by the PMsg.</p> <p>5. <b>Planning Factors:</b> Discussion of pertinent planning factors, which might include: target completion date, manpower issues, equipment, memorandums of agreement or understanding, interservice support agreements, transfers of responsibilities, funding, maintenance, logistical support, communications, or other factors.</p> <p>6. <b>Specific Tasks:</b> List specific tasks for which each directorate, division, or agency is responsible.</p> <p style="padding-left: 40px;">a. Example: HQ PACAF/A1M will:</p> <p>7. <b>Task Group:</b> List OPR and program manager for the action, OPR and POC for the PGL, staff program coordinators, and (as applicable) unit project officers/points of contact. Example: "The OPR for this action is PACAF/A3O. The Program Manager is Mr. John Doe, HQ PACAF/A3O, DSN 449-4731."</p> <p>8. <b>Termination:</b> When the PMsg will be terminated.</p> <p style="text-align: right;">(Director of Strategy, Plans &amp; Programs Signature Block)</p>	

## Attachment 4

## REPORTING PROCEDURES

**A4.1. The Program Management System (PMS).** Reporting associated with the implementation of PPlans/PMsgs is normally accomplished through the Program Management System (PMS). The exception is in AF-wide beddowns where contractor-developed tracking systems are usually used. To access the PMS or other documentation, visit the HQ PACAF/A5FB SharePoint site at <https://hickam.eis.pacaf.af.mil/HQ%20PACAF/A5.8/SitePages/Home.aspx>. Contact the PACAF PMS administrator at HQ PACAF/A5FB, DSN 449-0773 (e-mail [PACAF.A5FB@us.af.mil](mailto:PACAF.A5FB@us.af.mil)) to obtain access.

A4.1.1. Monthly Update Cycle: Updates on milestones and action items can be made at any time. This policy is spelled out within each PPlan/PMsg. Reporting agencies are strongly encouraged to update items within their area of responsibility as soon as possible after each milestone and action item is accomplished so the status of each PPlan/PMsg reflects real time data to the greatest extent possible.

A4.1.2. Directions on the use of the PMS are found via the link referenced in paragraph **A4.1**.

**A4.2. PPlan Manager Reporting Responsibilities:** (See paragraph **3.6**).

A4.2.1. The PPlan Manager will provide updates, in accordance with the prescribed reporting due date criteria set forth in the PPlan/PMsg, regarding the progress made towards meeting the program objective(s). This will be accomplished using the PMS and will entail providing an overall assessment of program status using the RED-YELLOW-GREEN scale described in paragraph **1.6.4**. Follow the guidance in paragraph **A4.1** to find the applicable PPlan/PMsg within the PMS.

**A4.3. Functional Area Manager Reporting Responsibilities.** Assigned HQ PACAF Functional Area Managers are listed in each respective PPlan/PMsg. These individuals will report on the status of actions within their area of responsibility in accordance with the due date/submission criteria set forth in the PPlan/PMsg and the following guidance. Functional Area Managers should also review paragraph **3.9**.

A4.3.1. HQ PACAF Functional Area Managers are responsible for reporting on all program milestones and action items within their functional area to the PPlan Manager. To facilitate this requirement, each Functional Area Manager is responsible for establishing internal reporting procedures within his/her functional area.

A4.3.2. See **Table A4.1** for an action item prefix guide.

**Table A4.1. Action Item Prefix Guide.**

A1	Manpower, Personnel, and Services (AFSVA/SVI)
A2	Intelligence, Surveillance, and Reconnaissance
A3/6	Air and Cyberspace Operations
A4	Logistics, Engineering and Force Protection



A5/8	Strategy, Plans, and Programs
A9	Analyses, Assessments, and Lessons Learned
AFIMSC/Det 2	Air Force Installation and Mission Support Center/Det 2
FM	Financial Management
HC	Command Chaplain
HO	History
IG	Inspector General
IP/SAP	Information Protection/Special Access Program
JA	Judge Advocate
PA	Public Affairs
RG	Air National Guard
SE	Safety
SG	Medical
AFCEC-Pacific	Air Force Civil Engineer Center-Pacific
AFICA-OL-Pacific	Air Force Installation Contracting Agency-Operating Location-Pacific

**A4.4. Milestone/Action Item OPRs:** All PACAF staff agencies identified as milestone and/or action item OPRs will update their milestones and action items in the PMS.