

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**AIR FORCE POLICY DIRECTIVE 90-11**

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***Special Management***

**AIR FORCE STRATEGY, PLANNING, AND  
PROGRAMMING PROCESS**

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This publication implements Department of Defense Directive (DoDD) 1200.17, *Managing the Reserve Components as an Operational Force*, 29 October, 2008 and is consistent with DoDD 7045.14, *The Planning, Programming, Budgeting and Execution (PPBE) Process*, 25 January, 2013. It applies to all personnel involved with Air Force Strategy, Planning, and Programming including the Total Force: Regular Air Force, Air Force Reserve and Air National Guard.

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***SUMMARY OF CHANGES***

This document establishes the Air Force Strategy, Planning and Programming Process (SP3).

**1. Policy.** The Air Force will use the Strategy, Planning and Programming Process (SP3) to integrate strategy, concepts, and capability development to identify force objectives and programming to support practical organization, training, equipping and posture across the Total Force.

1.1. SP3 identifies feasible Air Force-oriented effects to support regional and functional end states directed by the Secretary of Defense (SecDef); affordable concepts of operations to generate desired effects; sustainable capabilities to support effects-based concepts of operations; and, practical organization (including force posture and presentation). It also identifies training and equipment to support capabilities; a realistic sequence of objectives with decision points over the next 30 years that include investments/divestments to achieve needed capabilities; resource guidance necessary to realize the intent of the planning process; and budgeting and execution by which to measure the success of the program.

1.2. The three main elements of the SP3 are: 1) Strategic Planning (AF Strategy development, AF Strategic Master Plan (SMP), AF Strategic Planning Guidance (SPG), Resource Allocation Plan, Plan to Program Guidance (PPG) and support plans), 2) Program Planning and Development (Program Objective Memorandum (POM) development), and 3) Program Defense.

These three elements will use a corporate decision making process, tailored by the process owner and defined in applicable AFIs, to ensure Major Commands (MAJCOM), Core Function Leads (CFL), Air Reserve Component (ARC), Headquarters Air Force (HAF), Direct Reporting Units (DRU) and Forward Operating Agencies (FOA) perspectives are included and addressed.

1.3. Strategic Planning: Ensures strategy and plans serve as the overarching framework for program development in a repeatable, defensible manner with a unified and understandable AF message linked to strategic guidance.

1.3.1. AF Strategy provides enduring Service purpose, strategic context, vision and direction for supporting the National Defense Strategy (NDS). The AF Strategy establishes realistic vectors to guide decisions over the next 30 years to navigate through existing obstacles and prepare for the future. It is informed by force development concepts that present new ideas for airpower employment assessed through wargaming and other experimentation activities.

1.3.2. AF SMP supports and implements the AF Strategy across the Total Force by providing resource-informed direction for organizational development, training and equipment decisions to best achieve strategic objectives and support identified concepts of operation. The SMP links the strategic vectors and priorities developed in the AF Strategy to a Resource Allocation Plan.

1.3.3. AF SPG provides direction for subordinate planners and headquarters staff to develop and update support plans. It includes planning assumptions, concepts and capabilities development and investment/divestment planning guidance with key parameters, and science & technology (S&T) planning priorities. The SPG details force planning assumptions that form the basis for developing the Resource Allocation Plan and additional force excursions.

1.3.4. Support plans are developed at the MAJCOM and Core Function level for use in refinement of the fiscally constrained Resource Allocation Plan, capability gap prioritization, investment/divestment plans and S&T priorities. They provide detailed analysis in support of the SMP objectives and an entry point into SP3. Flight plans are MAJCOM plans or functional plans by Deputy Chiefs of Staff used to achieve alignment

across functional areas, influence resourcing decisions, provide informative inputs to Support Plans, or direct discrete activities.

1.3.5. Resource Allocation Plan identifies budget allocations and investments/divestments selected to support Air Force strategic objectives and concepts. Developing the Resource Allocation Plan provides senior leaders options for alternative concepts for lines of operation, organization, force structure component composition, training and equipping at annual Planning Choices events and is captured in the PPG.

1.4. Program Planning and Development: Creates the AF portion of the DoD Future Years Defense Program and is codified in the annual POM.

1.4.1. PPG provides direction for SAF/ Financial Management and Comptroller (FM) to develop the POM consistent with the Resource Allocation Plan.

1.4.2. Program development aligns the Resource Allocation Plan with Congressional directives, Office of Secretary of Defense (OSD) guidance, the SMP, Resource Allocation Plan, PPG and other critical near-year directives.

1.5. Program Defense: Justifies the decisions made during the POM presenting a consistent narrative for outside agencies.

1.5.1. The Air Force defends the POM through the OSD-led program review and budget review. The defense uses realistic fiscal, operational and political realities but will have its foundation in the AF Strategy, SMP, and the Resource Allocation Plan.

1.6. Assessments: Presents a description of how well strategic planning supports AF guidance.

1.6.1. The Air Force will assess alignment of SP3 products and processes with strategic guidance established by the AF Strategy and progress towards meeting goals and objectives established by the AF SMP and its associated annexes. Findings, insights, and recommendations will be reported to 4-star decision forums on a consistent, repeatable cycle to enable timely decisions that drive successful SP3 execution.

## **2. Responsibilities.**

2.1. The Secretary of the Air Force (SecAF) and Chief of Staff of the Air Force (CSAF) will administer and implement the SP3 process to:

2.1.1. Establish strategic direction.

2.1.2. Approve the Strategy, SMP, SPG, Resource Allocation Plan and POM.

2.1.3. Oversee, conduct and approve results of Headquarters Air Force (HAF) Title 10 Wargames.

2.2. Assistant Secretary of the Air Force for Acquisition (SAF/AQ) shall:

2.2.1. Support enterprise affordability assessments.

2.2.2. Recommend acquisition approach and program strategies to support development of the Resource Allocation Plan.

2.2.3. Provide inputs to SP3 for research, development, test, and evaluation (RDT&E), S&T activities, and developmental planning (DP).

- 2.2.4. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
- 2.3. Chief, Information Dominance and Chief Information Officer (SAF/CIO A6) shall:
- 2.3.1. Perform information technology (IT) budget and reviews to maximize the effectiveness of investments/divestments in the cyberspace domain.
- 2.3.2. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
- 2.3.3. Identify and advocate cyberspace/IT investment requirements for timely submission to the POM process.
- 2.3.4. Participate in analyses of force capabilities in future scenarios and support development of future operational concepts.
- 2.3.5. Provide cyberspace/IT investment/divestment guidance to mission area stakeholders.
- 2.4. Assistant Secretary of the Air Force for Financial Management and Comptroller (SAF/FM) shall:
- 2.4.1. Develop the AF POM. Integrate, evaluate, and analyze the USAF Program across the FYDP.
- 2.4.2. Program and defend all Air Force appropriations, force structure and manpower, including option development and pricing. Maintain programmatic data structure, processes and systems.
- 2.4.3. Provide funding guidance to assist AF/A5/8 in building the Resource Allocation Plan's Total Obligation Authority (TOA) targets.
- 2.4.4. Conduct financial and budgetary analysis for all Air Force appropriations to support and assist AF/A5/8's development of fiscally informed RAP and PPG.
- 2.4.5. Prepare guidance, direction, and other governance of the formulation, review and execution of plans, policies, and programs relative to cost, economic, and business case analysis across the Air Force.
- 2.4.6. SAF/FM will lead the AF defense of the POM. In turn, after Budget formulation, coordinate with AF/5/8 the defense of the Air Force Budget submission.
- 2.5. Inspector General of the Air Force (SAF/IG) shall:
- 2.5.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
- 2.5.2. Provide or facilitate the provision of inspections expertise, complaints resolution, investigative activities, and counterintelligence support.
- 2.5.3. Oversee policy, planning, programming, resource allocation, and program evaluation for those programs within the SAF/IG portfolio.
- 2.6. Director, Legislative Liaison, Office of the Secretary of the Air Force (SAF/LL) shall liaise with Congress, Executive Office of the President, OSD, and other government agencies regarding the SMP, the POM, and other strategic planning initiatives.
- 2.7. Director of Public Affairs, Office of the Secretary of the Air Force (SAF/PA) shall inform key audiences of the SMP, the POM, and other strategic planning initiatives.

- 2.8. Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1) shall:
  - 2.8.1. Develop and administer policies for identification and adjustment of requirements for Air Force manpower, personnel, and services that flow from the SP3 processes.
  - 2.8.2. Provide methods for improving force quality, discipline, leadership, and management to inform development of the SMP and its associated annexes.
  - 2.8.3. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming
- 2.9. Deputy Chief of Staff for Intelligence, Surveillance and Reconnaissance (AF/A2) shall:
  - 2.9.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
  - 2.9.2. Oversee policy, planning, programming, resource allocation, and program evaluation for the Military Intelligence Program.
- 2.10. Deputy Chief of Staff, Operations (AF/A3) shall:
  - 2.10.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
  - 2.10.2. Participate in analyses of force capabilities in future scenarios and support development of future operational concepts.
- 2.11. Deputy Chief of Staff for Logistics, Installations and Mission Support (AF/A4) shall:
  - 2.11.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
  - 2.11.2. Participate in analyses of force capabilities in future scenarios and support development of future operational concepts.
  - 2.11.3. Serve as the lead for SP3 inputs related to logistics, engineering, and force protection.
  - 2.11.4. Provide perspectives on Joint and Sister Service implications of SP3 products.
  - 2.11.5. Prepare follow-on guidance for responsible capability requirements development and investment/divestment planning.
- 2.12. Deputy Chief of Staff, Strategic Plans and Requirements (AF/A5/8) shall:
  - 2.12.1. Develop the AF Strategic Environment Assessment (AFSEA), Strategy, SMP, SPG, the Resource Allocation Plan across the Total Force, and the PPG.
  - 2.12.2. Provide guidance for force development concepts.
  - 2.12.3. Integrate with Joint and Sister-Service concept development.
  - 2.12.4. Use wargaming to examine force development concepts and future force structure.
  - 2.12.5. Provide guidance for capability requirements development and key parameters for major investment/divestment planning; support planning tasks and resource guidance to CFLs, MAJCOMs/ARC/DRUs/FOAs/HAF.
  - 2.12.6. Approve Analyses of Alternatives Study Guidance before submitting to OSD.
  - 2.12.7. Support capability gap prioritization and readiness and risk assessments.
  - 2.12.8. Conduct Planning Choices events.

- 2.12.9. Provide support during POM development and defense.
  - 2.12.10. Monitor implementation and execution of the AF Strategy across all SP3 products and processes.
  - 2.12.11. Assess the alignment and progress of guidance established by the AF Strategy and SMP and report those assessments on a repeatable cycle.
  - 2.12.12. Align SP3 with DoD and applicable AF strategic planning processes.
  - 2.12.13. Conduct Enterprise Affordability Assessments.
- 2.13. Director, Studies, Analyses and Assessments (AF/A9) shall:
- 2.13.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
  - 2.13.2. Provide analytical support for concept development and future force structure options with respect to Defense Strategic Guidance and in support of SP3.
- 2.14. Assistant Chief of Staff, Strategic Deterrence and Nuclear Integration (AF/A10) shall:
- 2.14.1. Support and assist AF/A5/8 in strategic planning and SAF/FM in programming.
  - 2.14.2. Participate in analyses of force capabilities in future scenarios and support development of future operational concepts.
- 2.15. Core Function Leads (CFLs) shall collaborate with stakeholders across the AF to align strategy, operating concepts, resource allocation planning and programming and capability development for their assigned Core Functions.
- 2.16. MAJCOMs, CFLs, ARC, DRUs, FOAs, and HAF shall support the development of the Resource Allocation Plan with force development concepts, support plans, and programmatic detail.
- 2.17. Non-lead MAJCOMs, ARC, DRUs, and FOAs shall collaborate with Lead Commands to ensure representation in specific weapons system proposals and CFLs for future force options.

DEBORAH LEE JAMES  
Secretary of the Air Force

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

DoDD 1200.17, *Managing the Reserve Components as an Operational Force*, 29 October, 2008.

DoDD 7045.14, *The Planning, Programming, Budgeting, and Execution (PPBE) Process*, 25 January, 2013

DoDD 5105.77, *National Guard Bureau*, 21 May 2008

Title 10, United States Code

Title 32, United States Code

AFI 16-501, *Control and Documentation of Air Force Programs*, 15 August, 2006

AFMAN 33-363, *Management of Records*, 1 March, 2008

***Prescribed Forms***

None

***Adopted Forms***

AF Form 847, *Recommendations for Change of Publication*

***Abbreviations and Acronyms***

**AFI**—Air Force Instruction

**AFPD**—Air Force Policy Directive

**AFR**—Air Force Reserve

**AFSEA**—Air Force Strategic Environment Assessment

**ANG**—Air National Guard

**ARC**—Air Reserve Component (Air Force Reserve Command & Air National Guard)

**CFL**—Core Function Lead

**CFSP**—Core Function Support Plan

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

**CVA**—Assistant Vice Chief of Staff of the Air Force

**DoD**—Department of Defense

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

**DP**—Developmental Planning

**DPG**—Defense Planning Guidance

**DRU**—Direct Reporting Unit

**FM**—Financial Management and Comptroller  
**FOA**—Field Operating Agency  
**FPC**—Force Planning Construct  
**FYDP**—Future Year Defense Program  
**HAF**—Headquarters Air Force  
**IT**—Information Technology  
**MAJCOM**—Major Command  
**NDS**—National Defense Strategy  
**OSD**—Office of the Secretary of Defense  
**PB**—President’s Budget  
**PBR**—Program Budget Review  
**POM**—Program Objective Memorandum  
**PPBE**—Planning, Programming, Budgeting, and Execution Process  
**PPG**—Plan to Program Guidance  
**RDT&E**—Research, Development, Test & Evaluation  
**SCF**—Service Core Function  
**QDR**—Quadrennial Defense Review  
**S&T**—Science and Technology  
**SecAF**—Secretary of the Air Force  
**SECDEF**—Secretary of Defense  
**SMP**—Strategic Master Plan  
**SP3**—Strategy, Planning, and Programming Process  
**SPG**—Strategic Planning Guidance  
**TOA**—Total Obligation Authority

***Terms***

***Air Force Strategic Environment Assessment***—The AFSEA describes domestic and international trends in the future strategic environment as well as the implications of those trends for air, space, and cyberspace operations over the next 20 years. The AFSEA presents an Airman's perspective on future constraints, restraints, threats, and opportunities while promoting consistency throughout the Air Force Strategy, Planning, and Programming Process (SP3) and the broader planning activities across the Air Force. The AFSEA informs follow-on analyses and decision-making beginning with the Air Force Strategy development and provides the baseline environment to be considered during the development of the Strategic Master Plan (SMP), Strategic Planning Guidance (SPG), and support plans.



***Air Force Strategic Master Plan***—The Air Force Strategic Master Plan (SMP) sets goals and objectives for the AF in support of national objectives. The SMP is the primary source document for the development and alignment of organizational strategic plans across the entire Air Force. The alignment of Air Force priorities and goals to national guidance shall inform planning and actions at successively lower level of Air Force organizations and will form the basis for the development of future force options and performance management plans.

***Air Force Strategic Planning Guidance***—The AF SPG provides direction for subordinate planners and headquarters staff to develop and update support plans. It includes planning assumptions, concepts and capabilities development and investment/divestment planning guidance, S&T planning priorities as well as key parameters for major investments/divestments. The SPG provides direction to provide support for corporate decisions on required capacities, capabilities and risk mitigation as well as directed studies, analysis and Air Force leadership initiatives. The SPG details Resource Allocation Plan assumptions that form the basis for developing the Resource Allocation Plan and additional force excursions.

***Air Force Strategy***—A capstone document that looks out 30-years and explains how the Air Force will organize, train and equip to provide Global Vigilance, Global Reach, and Global Power in the future security environment. The *Strategy* describes the guiding principles used to influence and inform decisions related to organizational structures, planning, programming, acquisition and requirements.

***Core Function Lead***—SecAF/CSAF-appointed senior leader responsible for specific Core Functions (CF) providing AF-level, long-term views. CFLs integrate Total Force concepts, capabilities, modernization, and resourcing to ensure future assigned core capabilities across the range of military operations as directed by AF Strategy and Strategic Planning Guidance. CFLs are responsible for the Core Function Support Plan and recommendations for the development of the POM for the assigned CF. CFLs have tasking authority regarding CF issues to identify enabling capabilities and integration requirements/opportunities.

***Core Function Support Plans***—MAJCOM and CFL staffs develop these plans to support annual refinement of the fiscally constrained 30-year Resource Allocation Plan, capability gap prioritization, capabilities investment, and S&T priorities. CFSPs provide detailed analysis in support of the AF Strategy and SMP objectives and an entry into the SP3.

***Defense Planning Guidance***—The DPG, issued by the SecDef, sets objectives for future force capabilities and is used to assess the planning and programming priorities of the Military Departments and Defense agencies. The DPG's main objectives are to (1) implement aspects of DoD's future force vision captured in the Quadrennial Defense Review (QDR), (2) guide development of planning and programming initiatives, and (3) help meet Combatant Commander needs through development of joint capability portfolios.

***Developmental Planning***—An activity to understand and synthesize future warfighting needs and reconcile those with available and potential capabilities, concepts, and enabling technologies, and should be a key process to support AF strategic decisions.

***Direct Reporting Unit***—A subdivision of the Air Force, directly subordinate to the CSAF. A DRU performs a mission that does not fit into any of the MAJCOMs. A DRU has many of the same administrative and organizational responsibilities as a MAJCOM. (AFI 38-101, *Air Force Organization*)

**Field Operating Agency**—A subdivision of the Air Force under the operational control of a HQ USAF functional manager. An FOA carries out field activities outside the scope of any of the MAJCOMs.

**Flight Plans**—Top-level plans that inform resourcing decisions (other than Support Plans), such as MAJCOM plans or functional plans by Deputy Chiefs of Staff, used to achieve alignment across functional areas, influence resourcing decisions, provide informative inputs to Support Plans, or direct discrete activities. They may also be used to develop planning choice proposals. There are no specific requirements directing flight plan development, timeline, or contents but if written, flight plans must be aligned with the Strategy or SMP.

**Force Development Concept**—Links strategic guidance to the development and employment of future force capabilities and serves as "engines for transformation" that may ultimately lead to doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) changes.

**Force Planning Construct (FPC)**—Established by the 2006 QDR, the FPC provides capstone guidance for overall size and composition of the joint force (capacity), types of forces and systems (capabilities), and the levels of effort (steady-state or surge) needed to implement the NDS. The FPC focuses on three fundamental elements: (1) homeland defense, (2) war on terror/irregular warfare, and (3) conventional campaigns.

**Force Structure**—Numbers, size, and composition of the units that comprise our Defense forces; e.g., wings.

**Military Intelligence Program**—Funds intelligence programs, projects, and activities that primarily support military operations or address a unique DoD requirement.

**National Defense Strategy**—Describes the projected security environment and the key military missions for which we will prepare.

**National Security Strategy**—Broad document published by the National Security Council outlining the defense, economic, internal, and international security objectives of the United States.

**Plan to Program Guidance**—Provides direction to develop POM based on applicable OSD guidance, outcomes of Planning Choices and Resource Allocation Plan.

**Planning Choice**—Any specific deviation from the draft Resource Allocation Plan that will be considered for inclusion during that year's planning process.

**Planning Choices Event**—An annual strategic forum during which senior leaders review assumptions, update Guiding Principles and consider detailed force structure options and approve incorporation into the 30-year Resource Allocation Plan.

**Planning, Programming, Budgeting, and Execution System**—A cyclic process containing four distinct and interrelated phases:

**Planning**—produces a fiscal forecast, planning force by defining and examining alternative forces and weapons and support systems, and program guidance;

**Programming**—creates the AF portion of the DoD FYDP codified in the annual POM.

**Budgeting**—formulates and controls resource requirements, allocation, and use; and

**Execution**—measures and validates the performance of the planning, programming, and budgeting phases.

**President's Budget**—The budget for a particular fiscal year transmitted to the Congress by the President in accordance with the Budget and Accounting Act of 1921, as amended.

**Program Objective Memorandum**—The final product of the programming process within the DoD, the Components' POM displays the resource allocation decisions of the Military Departments in responding to and in accordance with Defense Guidance.

**Resource Allocation Plan**—The Resource Allocation Plan (RAP) is the 30-year force structure and funding allocation plan for Air Force Blue-TOA. The RAP is organized as a fiscally constrained and risk informed effects-based capability portfolio. It is adjusted annually in order to adapt to evolving fiscal and strategic guidance.

**Service Core Functions**—Functional areas that delineate the appropriate and assigned core duties, missions, and tasks of the USAF as an organization, responsibility for each of which is assigned to a CFL. SCFs express the ways in which the USAF is particularly and appropriately suited to contribute to national security, although they do not necessarily express every aspect of what the USAF contributes to the nation.

**Strategic Planning**—The process of systematically evaluating the nature and direction of the strategic environment, identifying far-term goals and objectives, and developing strategies to reach the goals and objectives to support resource allocation. Strategic planning embraces a capabilities-based planning methodology and performance planning, and covers near-, mid-, and long-term planning horizons as determined by the needs of the specific organization.

**Strategy, Planning, and Programming Process (SP3)**—The Air Force SP3 is comprised of distinct, interrelated elements set in the context of Presidential and DoD guidance. The elements are categorized as Strategic Planning, Program Planning and Development, and Program Defense.

**Support Plans**—Provide a long-term view integrating Total Force concepts, capabilities, modernization, and resourcing to ensure future core function capabilities across the range of military operations as directed by the Strategic Master Plan and the Strategic Planning Guidance.

**Title 10 Wargame**—A CSAF-directed, HAF-conducted wargame which explores current and future issues impacting doctrine, force structure and concepts (future, employment, operational, etc.). HAF conducts two Title 10 wargames: (1) Unified Engagement (UE) is the biennial wargame operationally focused to address military challenges and concept exploration (traditionally 10-12 years out), and (2) The AF Future Capabilities wargame, also known as the Futures Game (FG), is the biennial wargame focused on addressing future concepts and force structure alternatives (traditionally 20+ years out).

**Total Force**—The combined labor force (i.e. mix of personnel resources) of the Regular Air Force, AF Reserve Command, Air National Guard, and the government civilian workforce.