

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

**AIR FORCE INSTRUCTION 10-1301**

**14 JUNE 2013**

*Incorporating Change 1, 23 April 2014*

**Operations**

**AIR FORCE DOCTRINE DEVELOPMENT**



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OPR: LeMay Center/CC

Certified by: AF/A3/5,  
(Gen Burton M. Field)

Supersedes: AFI 10-1301, 9 August 2010

Pages: 12

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This Air Force instruction (AFI) outlines responsibilities and implements guidance from Air Force Policy Directive (AFPD) 10-13, *Air Force Doctrine*. It provides procedures to Airmen for developing and coordinating doctrine for the Air Force. It identifies the roles and responsibilities of the Commander, Curtis E. LeMay Center for Doctrine Development and Education (LeMay Center/CC) as executive agent for doctrine to the Chief of Staff, United States Air Force (CSAF), and those who support the Air Force doctrine process. It addresses doctrine focused at the basic and operational levels as promulgated by the LeMay Center; it does not prescribe responsibilities and processes for developing tactics, techniques, and procedures. To ensure a full understanding of the processes and terms used, users of this instruction should familiarize themselves with the referenced Air Force and joint publications. This document applies to all personnel and organizations responsible for doctrine development. This publication applies to the Air Force Reserve and the Air National Guard.

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) located at <https://www.my.af.mil/afrims/afrims/afrims/rimc.cfm>. This AFI may be supplemented at any level, but all supplements must be routed to the LeMay Center for Doctrine Development and Education 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 Forms 847 from the field through the appropriate functional's chain of command.

***SUMMARY OF CHANGES***

This interim change revises AFI 10-1301 by adding a new chapter on the development of tactics, techniques, and procedures. A margin bar indicates newly revised material.

## Chapter 1

### RESPONSIBILITIES

**1.1. Mission.** The LeMay Center for Doctrine Development and Education (LeMay Center) represents the Air Force in the development of basic and operational level doctrine, and acts as the Air Force's lead organization on doctrinal issues and positions. Key tasks include: Developing and publishing basic and operational level doctrine for the Air Force; assisting Air Force major commands (MAJCOMs) in their development of tactical doctrine, Air Force Tactics, Techniques, and Procedures (AFTTPs) derived from Air Force doctrinal publications; representing the Air Force in the development of joint and multinational doctrine; assisting in integrating the proper representation of doctrine in exercise scenarios, wargames, experiments, models, and simulations; and assisting Air University (AU) in the development, execution, and monitoring of Service-wide doctrine education policies and material.

**1.2. Doctrine Development Authority.** Doctrine is developed under the auspices of the CSAF. Per AFD 10-13, the LeMay Center commander (LeMay Center/CC) serves as the CSAF's executive agent for doctrine. Therefore, the LeMay Center/CC is directly responsible to the CSAF and may speak on behalf of the CSAF on matters of doctrine. For any matters dealing with basic and operational level doctrine, Air Force organizations will coordinate directly with the LeMay Center. On all other LeMay Center issues not related to doctrine, the LeMay Center/CC reports to the commander, Air University (AU/CC).

**1.3. Definition of Doctrine.** The fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but not directive and requires judgment in application. (Derived from Joint Publication 1-02, *DOD Dictionary of Military and Associated Terms*)

1.3.1. Air Force doctrine consists of those beliefs, distilled through experience, lessons learned, wargames, and experimentation, and passed on from one generation of Airmen to the next, that guide what we do; it is our codified practices on how best to employ airpower.

**1.4. Objective of Doctrine.** Air Force doctrine forms the basis for how the Air Force contributes to achieving joint force objectives across the range of military operations. It is imperative that Airmen understand it. Air Force doctrine also contributes to the development of joint and multinational doctrine and guides the development of AFTTPs and multi-Service TTPs.

**1.5. Roles and Responsibilities.** The development, education, and wargaming application of doctrine are led by the LeMay Center but is a shared responsibility throughout Air Force organizations. Air Force organizations should ensure the integration of airpower is appropriately addressed in doctrine. Air Force MAJCOMs, reserve components, and two-letter Headquarters Air Force organizations should bring doctrinally relevant issues to the attention of the LeMay Center.

1.5.1. CSAF. The CSAF is the senior authority for the Air Force doctrine program and provides overall direction. Additionally, the CSAF:

1.5.1.1. Is the final approval authority for basic and operational level Air Force doctrine. The CSAF may delegate approval authority to the LeMay Center/CC for select doctrine products.

1.5.1.2. Chairs the annual Doctrine Summit, a forum to review the status of Air Force doctrine and to review and provide guidance on current and emerging doctrinal issues and concepts.

1.5.2. AF/A1, Deputy Chief of Staff for Manpower, Personnel, and Services.

1.5.2.1. Ensures, through the Commissioning Training and Education Committee, that doctrine education is represented in curricula of the Air Force commissioning sources.

1.5.2.2. Ensures Basic Military Training requirements for doctrine are approved by the Basic Military Training Triennial Review Committee or, if out of cycle, through the Air Force Learning Committee in accordance with (IAW) AFI 36-2201, *Air Force Training Program*.

1.5.3. AF/A3/5, Deputy Chief of Staff for Operations, Plans, and Requirements. Coordinates with the LeMay Center on staffing of multinational doctrine projects for the North Atlantic Treaty Organization (NATO) other than allied joint publications, and Air and Space Interoperability Council's air standards and advisory publications.

1.5.4. AF/A9, Director, Studies and Analysis, Assessments, and Lessons Learned.

1.5.4.1. Coordinates with the LeMay Center to obtain doctrine advice and assistance on force structure analyses, lessons learned initiatives, and operational analyses as required to support Air Force objectives outlined in AFPD 90-16, *Studies and Analyses, Assessments and Lessons Learned*.

1.5.4.2. Maintains an AF/A9 Representative to LeMay Center to provide constant support to the LeMay Center with current lessons learned or to conduct specified lessons learned collections that contribute to improved doctrine.

1.5.5. MAJCOMs, reserve components, and Air Staff Organizations. Contribute their aggregate experience to the development of doctrine publications. Component Numbered Air Forces, Direct Reporting Units, and Air Force Field Operating Agencies should participate in doctrinal efforts as appropriate for the subject matter. These organizations:

1.5.5.1. Assist in the research, development, and assessment of basic and operational Service level doctrine and associated joint and multinational doctrine publications.

1.5.5.2. Ensure education programs under their purview are consistent with Air Force doctrine through consultation with, and support from, the LeMay Center.

1.5.5.3. Designate subject matter experts to assist in drafting or revising Service, joint, and multinational doctrine projects as requested by the LeMay Center.

1.5.5.4. Maintain an office responsible for coordination of all relevant doctrinal matters.

1.5.6. Commander, Curtis E. LeMay Center for Doctrine Development and Education:

1.5.6.1. Serves as the Air Force executive agent for doctrine and advises CSAF of key doctrine issues.

1.5.6.2. Represents the official Air Force position in joint doctrine. Additionally, represents the United States' position for airpower issues in multinational doctrine.

1.5.6.3. Coordinates doctrine development directly with the Joint Staff/J7 Joint and Coalition Warfighting, the Army's Training and Doctrine Command, the Naval Doctrine Command, the Marine Corps Combat Development Command and United States Special Operations Command (USSOCOM).

1.5.6.4. Communicates directly with Air Force MAJCOMs, reserve components, and Air Staff organizations, other Services, USSOCOM, the Joint Staff, and other countries on matters related to Service, joint, and multinational doctrine development and education, as appropriate.

1.5.6.5. Certifies all doctrine publishing actions. This certification validates the products are official Air Force doctrine.

1.5.6.6. Serves as Lead Agent (LA), when tasked by the Chairman of the Joint Chiefs of Staff (CJCS), for the development of selected joint and multinational doctrine, IAW CJCS Instruction (CJCSI) 5120.02, *Joint Doctrine Development System*.

1.5.6.7. Represents the Air Force as a member of the Joint Action Steering Committee for management and approval of multi-Service doctrine published by the Air Land Sea Application Center (ALSA).

1.5.6.8. Participates in the Air Force Lessons Learned General Officer Steering Group to discuss the doctrinal relevance of lessons learned IAW AFI 90-1601, *Air Force Lessons Learned Program*.

1.5.7. LeMay Center for Doctrine Development and Education:

1.5.7.1. Serves as the Air Force's single point of contact for Service, joint, multinational, and multi-Service doctrine research, development, staffing, publication, dissemination, and advocacy.

1.5.7.2. Serves as the Air Force's primary review authority for joint doctrine publications, when designated as LA by the Joint Staff IAW Chairman of the Joint Chiefs of Staff Manual (CJCSM) 5120.01, *Joint Doctrine Development Process*.

1.5.7.3. Serves as Service coordinating review authority for joint doctrine when the Air Force is not designated LA.

1.5.7.4. Serves as the focal point for formulating and implementing policy related to Air Force terminology and provides the overall direction, management, and implementation of the Air Force Military Terminology Standardization program. Approved terms, definitions, and acronyms are published in Joint Publication (JP) 1-02, IAW CJCSI 5705.01, *Standardization of Military and Associated Terminology*.

1.5.7.5. Maintains an appropriate website for doctrine dissemination and collaboration.

1.5.7.6. Liaises with other Service and joint professional military education schools and foreign militaries to facilitate an understanding of airpower. Maintains Air Force representation at selected US Army Schools and Centers, providing liaison and advice on Air Force doctrine, Service organization, mission, equipment capabilities, and joint doctrine.

1.5.7.7. Participates in the United States Air Force Warfare Center-led Tactics Review Board, and appropriate working groups, to facilitate the integration of doctrine into AFTTPs, IAW AFI 11-260, *Tactics Development Program*.

1.5.7.8. Conducts the coordination process for ALSA AFTTPs.

1.5.7.9. Collaborates and plans multinational doctrine development and education with NATO national representatives, NATO command representatives, Air and Space Interoperability Council representatives, US Service representatives, and unified combatant command representatives.

1.5.7.9.1. Serves as US principal delegate (Head of Delegation) to the NATO Air Operations Working Group IAW CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) Between the United States, Its Allies, and Other Friendly Nations*, when assigned by AF/A5X, Director of Operational Planning, Policy and Strategy.

## Chapter 2

### DOCTRINE DEVELOPMENT

**2.1. Air Force Doctrine Development and Revision.** The guiding principle is to ensure Air Force doctrine remains timely, accurate, and relevant. Air Force doctrine projects, which include the development of new or the revision of existing Service doctrine, will use the procedures outlined in the paragraphs below. If necessary, the LeMay Center/CC may approve deviations.

**2.2. Doctrine Summit.** The CSAF-chaired Doctrine Summit is held annually to review the status of Air Force doctrine, and to review and provide guidance on the prioritization and validation of doctrinal issues. The Summit is attended by MAJCOM commanders, and other senior Air Force officials as CSAF deems appropriate. The product of the Summit provides overarching senior leadership direction for Air Force doctrine.

**2.3. Air Force Doctrine Development Process.** New doctrine may be developed or existing doctrine revised, either at the direction of the CSAF or as a result of a recognized shortfall in doctrinal guidance. Air Force doctrine projects will be accomplished through the following procedures:

2.3.1. The LeMay Center, MAJCOMs, reserve components, or Headquarters Air Force 2-letter organizations may propose new doctrine products and revisions with general officer endorsement. Proposals must be submitted to the LeMay Center Director of Doctrine Development (LeMay Center/DD).

2.3.2. LeMay Center/DD will analyze any recommended new doctrine content. The analysis will be presented to organizations with equities regarding the topic under examination and will include an assessment as to whether the proposal meets the following criteria:

2.3.2.1. Describes specific Air Force operations and provides specific operational or strategic-level effects in support of a specific objective (*relevance*).

2.3.2.2. Describes operational level doctrine as opposed to tactical doctrine (*appropriateness*).

2.3.2.3. Describes a set of operations and command authorities distinct from those that currently exist for another similar function, mission, or task, or that fit completely under the umbrella of higher-level doctrine (*distinctiveness*).

2.3.2.4. Sufficient operational material exists that it cannot be adequately described within the context of existing discussion, thus warranting a stand-alone doctrinal discussion (*sufficiency*).

2.3.3. The LeMay Center will consolidate responses regarding the proposal and the LeMay Center analysis from organizations with sufficient equities, and make a recommendation to the LeMay Center/CC on whether or not to proceed with the proposal.

2.3.4. The LeMay Center will explore relevant sources including lessons learned files from past or ongoing operations; extant and emerging joint, multinational, and Air Force doctrine; and other sources, as appropriate, to contribute to the proposed content.

2.3.5. Coordination actions will be targeted to organizations as designated by the LeMay Center in coordination with MAJCOMs, reserve components, and select Air Staff organizations or other appropriate Service component. LeMay Center/DD will make information regarding coordination of these products available to all Air Force organizations. Non-targeted organizations wanting to coordinate on a specific doctrine product should advise the LeMay Center/DD of this fact, who will add it to the coordination action.

2.3.5.1. Coordination may be for specific content or an entire document.

2.3.5.2. The level of coordination and approval required for any given doctrine product will be determined by the LeMay Center/CC.

2.3.5.3. Administrative changes identified by, or brought to the awareness of, LeMay Center/DD, will be incorporated into the Air Force doctrine library without additional coordination.

2.3.5.4. Substantive changes involving information that is not contentious (e.g., a newly approved joint definition that does not affect Air Force doctrinal text) will also be incorporated without additional coordination.

2.3.5.5. Upon completion of coordination, LeMay Center will conduct a post-coordination statutory/regulatory review with AFPAA and AF/JAA.

2.3.6. LeMay Center/DD will notify all organizations when changes have been made to Air Force doctrine.

2.3.7. Doctrine products will be periodically reviewed by the LeMay Center to ensure currency. Two factors will drive this review:

2.3.7.1. Joint doctrine development timeline: If an Air Force doctrine topic can be affected by or influence changes to joint doctrine it should be reviewed for currency and accuracy before the comparable joint publication revision process is complete.

2.3.7.2. Regular review: If Air Force doctrine has not been reviewed for two years, LeMay Center/DD will review it for currency and present recommendations to the LeMay Center/CC for approval.

## Chapter 3

### TACTICS, TECHNIQUES, AND PROCEDURES

**3.1. Tactics, Techniques, and Procedures.** Tactics, techniques, and procedures (TTP) are tactical doctrine that describes the proper employment of specific resources, individually or in concert with other resources, to accomplish detailed objectives. Tactical doctrine considers particular objectives and conditions and describes how resources are employed to accomplish a tactical objective.

**3.2. Types of TTPs.** Air Force TTPs are developed as one of three types: weapon system TTPs, support TTPs, and multi-Service TTPs. While Air Force TTPs are developed by various sources, all Air Force TTPs should be consistent with and support basic and operational level doctrine.

3.2.1. Weapon system TTPs are developed by weapons system subject matter experts and are published by the 561<sup>st</sup> Joint Tactics Squadron (JTS) at Nellis AFB NV. These TTPs are specifically linked to weapon systems and may be classified. These TTPs are numbered as AFTTP 3-1 and 3-3 series publications, coordinated and assigned by HQ ACC/A3TW and 561 JTS. They are approved by the appropriate MAJCOM/A3. Formatting and formal coordination of weapon system TTPs will be in accordance with procedures outlined in AFI 33-360, *Publications and Forms Management*.

3.2.2. Support TTPs are developed by either the 422 JTS at Joint Base McGuire/Dix/Lakehurst NJ, by a MAJCOM, or Air Staff organization. These TTPs are intended to support military actions not necessarily directly linked to specific weapon systems. These TTPs are assigned numbers as coordinated and approved jointly by the LeMay Center and the developer or issuer. Formatting and formal coordination of support TTPs will be in accordance with procedures outlined in AFI 33-360.

3.2.3. Multi-Service TTPs are developed by the Air Land Sea Application (ALSA) Center at Joint Base Langley-Eustis VA. These TTPs are approved by two or more military Services and enter each Service's library as a Service TTP. Multi-Service TTPs are formatted similar to joint doctrine publications. Formal coordination for multi-Service TTPs will be in accordance with ALSA standard operating procedures. Formal coordination for Air Force-approved multi-Service TTPs will be in accordance with AFI 33-360, and will be managed by the LeMay Center/DD.

MARK A. WELSH, III  
General, USAF  
Chief of Staff

## ATTACHMENT 1

## GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

*References*

- AFDD 1, *Air Force Basic Doctrine, Organization, and Command*, 14 Oct 11
- AFI 11-260, *Tactics Development Program*, 15 Sep 11
- AFI 36-2201, *Air Force Training Program*, 15 Sep 10
- AFI 90-1601, *Air Force Lessons Learned Program*, 22 Sep 10
- AFMAN 33-363, *Management of Records*, 1 Mar 08
- AFPD 10-13, *Air Force Doctrine*, 25 Aug 08
- AFPD 90-16, *Studies and Analyses, Assessments and Lessons Learned*, 31 Aug 11
- CJCSI 2700.01, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) Between the United States, Its Allies, and Other Friendly Nations*, 18 Jan 12
- CJCSI 5120.02C, *Joint Doctrine Development System*, 13 Jan 12
- CJCSI 5705.01D, *Standardization of Military and Associated Terminology*, 10 Nov 10 (Current as of 6 Dec 2012)
- CJCSM 5120.01, *Joint Doctrine Development Process*, 13 Jan 12
- JP 1-02, *DOD Dictionary of Military and Associated Terms*, 8 Nov 10 (as amended through 15 Mar 13)

*Adopted Forms*

- AF Form 847, *Recommendation for Change of Publication*, 22 Sep 09

*Abbreviations and Acronyms*

- AFI**—Air Force instruction
- AFPD**—Air Force policy directive
- AFTTP**—Air Force tactics, techniques, and procedures
- ALSA**—Air, Land, Sea Applications Center
- AU**—Air University
- CJCS**—Chairman of the Joint Chiefs of Staff
- CJCSI**—Chairman, Joint Chiefs of Staff instruction
- CJCSM**—Chairman, Joint Chiefs of Staff manual
- CSAF**—Chief of Staff, United States Air Force
- DOD**—Department of Defense
- IAW**—in accordance with

**JP**—Joint publication

**LA**—Lead agent

**MAJCOM(s)**— Air Force major command(s)

**NATO**—North Atlantic Treaty Organization

**OPR**—office of primary responsibility

**RDS**—records disposition schedule

**USSOCOM**—United States Special Operations Command

### *Terms*

**Basic Doctrine**—States the most fundamental and enduring beliefs that describe and guide the proper use, presentation, and organization of air and space forces in military action. It describes the “elemental properties” of air and space power and provides the Airman’s perspective. Because of its fundamental and enduring character, basic doctrine provides broad and continuing guidance on how Air Force forces are organized, employed, equipped, and sustained. Because it expresses broad, enduring fundamentals, basic doctrine changes relatively slowly compared to the other levels of doctrine. As the foundation of all air and space doctrine, basic doctrine also sets the tone and vision for doctrine development for the future.

**Doctrine**—The fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but not directive and requires judgment in application. A more complete discussion may be found in AFDD 1, *Air Force Basic Doctrine, Organization, and Command*.

**Joint Doctrine**— Fundamental principles that guide the employment of United States military forces in coordinated action toward a common objective and may include terms, tactics, techniques, and procedures (CJCSI 5120.02, *Joint Doctrine Development System*).

**Joint Publication (JP)**— A compilation of agreed to fundamental principles, considerations, and guidance on a particular topic, approved by the Chairman of the Joint Chiefs of Staff that guides the employment of a joint force toward a common objective ( CJCSI 5120.02).

**Lead Agent**—An individual Service, combatant command, or Joint Staff directorate assigned to develop and maintain a joint publication.

**Multinational Doctrine**—Fundamental principles that guide the employment of forces of two or more nations in coordinated action toward a common objective. They are ratified by participating nations.

**Multi—Service Doctrine**—Fundamental principles that guide the employment of forces of two or more Services in coordinated action toward a common objective and not written in the joint construct. They are ratified by two or more Services, and are promulgated in multi-Service publications that identify the participating Services, e.g., Army-Navy doctrine.

**NATO air operations working group**—NATO working group that meets annually to discuss, coordinate, and agree upon proposals for new doctrine projects and review the status of existing doctrine agreements within NATO.

**Operational Doctrine**—Doctrine that guides the proper organization and employment of air and space forces in the context of distinct objectives, force capabilities, broad functional areas, and operational environments. Operational doctrine provides the focus for developing the missions and tasks that must be executed through tactical doctrine. Doctrine at this level changes a bit more rapidly than basic doctrine, but usually only after deliberate internal Service debate.

**Tactical Doctrine**—Describes the proper employment of specific Air Force capabilities and their inherent assets, individually or in concert with other capabilities and assets, to achieve desired effects and objectives. Tactical doctrine considers particular objectives (e.g. stopping the advance of an enemy armored column) and conditions (threats, weather, terrain, etc.) and describes how Air Force assets are employed to accomplish the tactical objective (B-1s dropping anti-armor cluster munitions, etc.). Tactical doctrine, in the form of techniques and procedures, also gives detailed guidance on how to develop functional capabilities and accomplish combat support tasks (civil engineers repairing facilities, services technicians providing beddown support, etc.). Tactical doctrine is codified as tactics, techniques, and procedures (TTP) in Air Force TTP 3-X series manuals. Because tactical doctrine is closely associated with employment of technology, change may occur more rapidly than to the other levels of doctrine. Also, due to their sensitive nature, some of these documents are classified.