

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

AIR FORCE INSTRUCTION 10-1301

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Operations

**AIR FORCE DOCTRINE
DEVELOPMENT**

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This Air Force Instruction (AFI) implements guidance from Air Force Policy Directive (AFPD) 10-13, Air Force Doctrine. This AFI establishes responsibilities and procedures 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 principal agent for doctrine to the Chief of Staff of the Air Force (CSAF), and those who support the Air Force doctrine process. It addresses doctrine focused at the basic and operational levels, as well as responsibilities and processes for developing tactics, techniques, and procedures. This instruction applies to all Regular Air Force, Air National Guard, Air Force Reserve, and Department of the Air Force civilian personnel responsible for doctrine development. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Manual 33-363, Management of Records, and disposed of in accordance with the Air Force Records Disposition Schedule. This instruction 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 using the Air Force Form 847, Recommendation for Change of Publication; route Air Force Forms 847 from the field through the appropriate functional's chain of command. The authorities to waive wing/unit level requirements in this publication are identified with a Tier ("T-0, T-1, T-2, T-3") number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the requestors commander for non-tiered compliance items.

SUMMARY OF CHANGES

This document has been substantially revised and needs to be completely reviewed. Major changes include: (1) reflecting the restructuring of the former AF/A3/A5 Deputy Chief of Staff for Operations, Plans, and Requirement, mentioned in [para 1.4.3.](#), into separate Deputy Chiefs of staff; (2) updating the developmental organization for support tactics, techniques, and procedures in [para 3.2.2.](#); (3) updating the signature block; and (4) updating all references.

Chapter 1

RESPONSIBILITIES

1.1. Mission. The LeMay Center for Doctrine Development and Education (LeMay Center) develops basic and operational level doctrine for the Air Force 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 in their development of tactical doctrine (Air Force Tactics, Techniques, and Procedures [TTP]) 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 in developing, executing, and monitoring Service-wide doctrine education policies and material.

1.2. Doctrine Development Authority. Doctrine is developed under the auspices of the CSAF. Per AFPD 10-13, the LeMay Center/CC serves as the CSAF's principal 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 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.

1.3. 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 Air Force TTPs and multi-Service TTPs.

1.4. Roles and Responsibilities. The LeMay Center leads the development, education, and wargaming application of doctrine, however all Air Force organizations share this responsibility. Air Force organizations should ensure the integration of airpower is appropriately addressed in doctrine. Air Force major commands, reserve components, and two-letter Headquarters Air Force organizations should bring doctrinally relevant issues to the attention of the LeMay Center.

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

1.4.1.1. 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.

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

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

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

1.4.2.2. 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.

1.4.3. Major commands, reserve components, and Air Staff organizations contribute their aggregate experience to the development of doctrine publications. These organizations:

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

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

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

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

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

1.4.4.1. Serves as the Air Force principal agent for doctrine and advises the CSAF of key doctrine issues. **(T-3)**.

1.4.4.2. Represents the official Air Force position in joint doctrine and represents the United States' position for airpower issues in multinational doctrine. **(T-3)**.

1.4.4.3. Coordinates doctrine development directly with the Joint Staff's Joint and Coalition Warfighting Directorate (JS/J7), the Army's Training and Doctrine Command, the Naval Doctrine Command, the Marine Corps Combat Development Command and United States Special Operations Command (USSOCOM). **(T-3)**.

1.4.4.4. Communicates directly with Air Force major commands, reserve components, 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. **(T-3)**.

1.4.4.5. Certifies all basic and operational doctrine publishing actions, as well as multi-Service tactics, techniques, and procedures. This certification validates the products are official Air Force doctrine. **(T-3)**.

1.4.4.6. Serves as lead agent when the Air Force is tasked by the Chairman of the Joint Chiefs of Staff (CJCS) for the development of selected joint and multinational doctrine. **(T-3)**.

1.4.4.7. 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). For additional information on ALSA, see para 3.2.3. **(T-3)**.

1.4.4.8. Participates in the Air Force Lessons Learned general officer steering group to discuss the doctrinal relevance of lessons learned in accordance with AFI 90-1601, *Air Force Lessons Learned Program*. **(T-3)**.

1.4.5. LeMay Center for Doctrine Development and Education:

1.4.5.1. 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. **(T-3)**.

1.4.5.2. Serves as the Air Force's primary review authority for joint doctrine publications, when designated as lead agent by the joint staff in accordance with CJCS Manual (CJCSM) 5120.01, *Joint Doctrine Development Process*. **(T-3)**.

1.4.5.3. Serves as Service coordinating review authority for joint doctrine when the Air Force is not designated lead agent. **(T-3)**.

1.4.5.4. 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 *Department of Defense Dictionary of Military and Associated Terms*, in accordance with CJCSI 5705.01F, *Standardization of Military and Associated Terminology*. **(T-3)**.

1.4.5.5. Maintains a website for doctrine dissemination. **(T-3)**.

1.4.5.6. 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. **(T-3)**.

1.4.5.7. Participates in the United States Air Force Warfare Center-led tactics review board, and appropriate working groups, to facilitate the integration of doctrine into TTPs, in accordance with AFI 11-260, *Tactics Development Program*. **(T-3)**.

1.4.5.8. Conducts the coordination process for ALSA TTPs. **(T-3)**.

1.4.5.9. Collaborates and plans multinational doctrine development and education with North Atlantic Treaty Organization national and command representatives, Air and Space Interoperability Council representatives, US Service representatives, and unified combatant command representatives. **(T-3)**.

1.4.5.10. Serves as US principal delegate (Head of Delegation) to the North Atlantic Treaty Organization's Air Operations Working Group in accordance with CJCSI 2700.01, *Rationalization, Standardization, and Interoperability Activities*, when assigned by the Deputy Chief of Staff for Strategic Plans and Requirements (AF/A5/8). **(T-3)**.

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, use the procedures outlined in the paragraphs below. 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 major command commanders and other senior Air Force officials as the CSAF deems appropriate. The results of the Summit provide 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 are accomplished through the following procedures:

2.3.1. The LeMay Center, major commands, reserve components, or Headquarters Air Force 2-letter organizations may propose new basic and operational doctrine products and revisions with general officer endorsement. Proposals must be submitted to the LeMay Center Director of Doctrine Development (LeMay Center/DD). **(T-3).**

2.3.2. LeMay Center/DD will analyze any recommended new doctrine content. **(T-3).** 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*). **(T-3).**

2.3.2.2. Describes operational-level doctrine as opposed to tactical doctrine (*appropriateness*). **(T-3).**

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*). **(T-3).**

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*). **(T-3).**

2.3.3. LeMay Center/DD will consolidate responses from organizations with sufficient equities regarding the proposal, along with the LeMay Center analysis, and make a recommendation to the LeMay Center/CC on whether or not to proceed with the proposal. **(T-3).**

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. **(T-3).**

2.3.5. LeMay Center/DD will direct coordination actions to the major commands, reserve components, select Air Staff organizations or other Service components as appropriate. LeMay Center/DD will also make information regarding the proposed doctrine products available to all Air Force organizations. Non-targeted organizations wanting to coordinate on a specific doctrine product should notify the LeMay Center/DD, who will add validated organizations to the coordination action. **(T-3)**. The following are coordination considerations:

2.3.5.1. Coordination may be for specific content or an entire document. **(T-3)**.

2.3.5.2. The LeMay Center/CC determines the level of coordination and approval required for any given doctrine product. **(T-3)**.

2.3.5.3. LeMay Center/DD will incorporate any identified administrative changes into the Air Force doctrine library without additional coordination. **(T-3)**.

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. **(T-3)**.

2.3.5.5. Upon completion of coordination, the LeMay Center will conduct a post-coordination statutory/regulatory review with the Judge Advocate General Administrative Law Directorate (AF/JAA). **(T-3)**.

2.3.6. LeMay Center/DD will notify all organizations when changes have been made to Air Force doctrine. **(T-3)**.

2.3.7. LeMay Center/DD will review doctrine products for currency using two factors: **(T-3)**.

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. **(T-3)**.

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. **(T-3)**.

Chapter 3

TACTICS, TECHNIQUES, AND PROCEDURES

3.1. Tactics, Techniques, and Procedures. TTPs 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 561st Joint Tactics Squadron (JTS) at Nellis Air Force Base, Nevada. These TTPs directly support specific weapon systems. Headquarters Air Combat Command's Weapons and Tactics Division (ACC/A3TW) and 561 JTS coordinate and assign numbers to the TTPs as AFTTP 3-1 and 3-3 series publications. The appropriate major command director of operations is the approval authority. Formatting and formal coordination of weapon system TTPs will be in accordance with procedures outlined in AFI 33-360, para 4.1.2. **(T-3).**

3.2.2. Support TTPs are developed by the 423d Mobility Training Squadron at Joint Base McGuire/Dix/Lakehurst, New Jersey, by a major command, or by an 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, para 4.1.2. **(T-3).**

3.2.3. Multi-Service TTPs are developed by ALSA at Joint Base Langley-Eustis, Virginia. 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. **(T-3).**

MICHAEL D. ROTHSTEIN, Major General, USAF
Commander, LeMay Center for Doctrine
Development and Education

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

AFI 11-260, *Tactics Development Program*, 15 Sep 11

AFI 33-360, *Publications and Forms Management*, 1 Dec 15 (Incorporating AFGM 2018-02.01 dated 15 February 2018)

AFI 90-1601, *Air Force Lessons Learned Program*, 18 Dec 13

AFMAN 33-363, *Management of Records*, 1 Mar 08

AFPD 10-13, *Air Force Doctrine*, 17 Jan 19

CJCSI 2700.01, *Rationalization, Standardization, and Interoperability Activities*, 18 Mar 15

CJCSI 5120.02D, *Joint Doctrine Development System*, 5 Jan 15

CJCSI 5705.01F, *Standardization of Military and Associated Terminology*, 15 Sep 17

CJCSM 5120.01, *Joint Doctrine Development Process*, 29 Dec 14

DOD Dictionary of Military and Associated Terms

JP 3-16, *Multinational Operations*, 16 Jul 13

Volume 1, *Basic Doctrine*, 27 Feb 15

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 Application Center

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 of the Air Force

JTS—Joint Tactics Squadron

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 Force forces in military action. It describes the “elemental properties” of airpower 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 airpower doctrine, basic doctrine also sets the tone and vision for doctrine development for the future. (Volume 1, *Basic Doctrine*)

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 5120.02D, *Joint Doctrine Development System*)

Joint Publication—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 5120.02D, *Joint Doctrine Development System*)

Multinational Doctrine—The agreed upon fundamental principles that guide the employment of forces of two or more nations in coordinated action toward a common objective. (Joint Publication 3-16, *Multinational Operations*)

Operational Doctrine—Doctrine that guides the proper organization and employment of air, space, and cyberspace 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 to 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. (Volume 1, *Basic Doctrine*)

Tactical Doctrine—Describes the proper employment of specific Air Force assets, individually or in concert with other assets, to accomplish detailed objectives. Tactical doctrine considers particular objectives and conditions and describes how Air Force assets are employed to accomplish the tactical objective. Air Force tactical doctrine is codified as tactics, techniques, and procedures in Air Force TTP -3 series manuals. Because tactical doctrine is closely associated with the employment of technology and emerging tactics, change will likely occur more rapidly than other levels of doctrine. Also, due to their sensitive nature, many TTPs are classified. (Volume 1, *Basic Doctrine*)