

Administrative Change to AFI 10-1301, *Air Force Doctrine Development*

OPR: LeMay Center/AFDD

Delete parenthetical reference in paragraph 3.2.3.: (AFTTP 3-2 series publications).

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Operations

**AIR FORCE
DOCTRINE DEVELOPMENT**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This publication implements Department of the Air Force Policy Directive (DAFPD) 10-13, *Doctrine and Lessons Learned*. It 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 basic and operational 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. This publication does not apply to the United States Space Force. Ensure all records generated as a result of processes prescribed in this publication adhere to Air Force Instruction (AFI) 33-322, *Records Management and Information Governance Program*, and are disposed of in accordance with the Air Force Records Disposition Schedule, which is located in the Air Force Records Information Management System. Refer recommended changes and questions about this publication to the office of primary responsibility (OPR) using the Department of the Air Force (DAF) Form 847, *Recommendation for Change of Publication*; route DAF Forms 847 from the field through the appropriate functional chain of command. This Air Force instruction (AFI) may be supplemented at any level, but all supplements that directly implement this publication must be routed to the OPR for coordination prior to certification and approval. The authorities to waive requirements in this publication are identified with a tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See DAF Instruction (DAFI) 90-160, *Publications and Forms Management*, for a description of the authorities associated with the tier numbers. Submit requests

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SUMMARY OF CHANGES

Major changes include: (1) Incorporating discussion on doctrine's relation to policy, strategy, and concepts in [para 1.3.1](#) and [para 1.3.2](#); (2) Reflecting the restructuring of the former AF/A3/A5 Deputy Chief of Staff for Operations, Plans, and Requirements, mentioned in [para 1.4.3](#), into separate deputy chiefs of staff; (3) Adding guidance on Air Force terminology in [para 2.4](#); (4) Updating the developmental organization for support tactics, techniques, and procedures in [para 3.2.2](#); (5) Updating the signature block; and (6) 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 and other offices 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 authority of the CSAF. Per DAFFD 10-13, the LeMay Center/CC serves as the CSAF's principal agent for basic and operational doctrine. Therefore, the LeMay Center/CC is directly responsible to 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 or Air Force lessons learned, 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 competition continuum. Historically proven best practices are the foundation of doctrine. 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. Air Force basic and operational doctrine should not include detail more appropriate to instructions or TTPs.

1.3.1. Relationship of Air Force doctrine to policy and strategy. Policy is directive guidance stating what is to be accomplished, setting overall priorities and objectives as determined by senior national and military leadership. Strategy describes how the instruments of national power may be employed to achieve theater, national, and multinational objectives. Policy shapes strategy and may affect the application of doctrine. The success or failure of strategy may affect both policy and doctrine. Use of the historically proven best practices of doctrine should inform policy and strategy.

1.3.2. Relationship of Air Force doctrine to concepts. Concepts are unproven ideas that require rigorous testing before adoption; they are not authoritative nor do they rise to the level of official advice. Concepts should propose a clear alternative to existing doctrine. As concepts gain institutional acceptance and needed capabilities are developed, validated elements of the concepts may be incorporated into doctrine. This information is provided to ensure consistency with joint policy as outlined in Chairman of the Joint Chiefs of Staff instruction (CJCSI) 5120.02, *Joint Doctrine Development System*.

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. **(T-1)**

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. **(T-1)**

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. **(T-1)**

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. **(T-1)**

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. **(T-1)**

1.4.3.4. Maintain an office responsible for coordination of all relevant doctrinal matters. **(T-1)**

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 on key doctrine issues. **(T-1)**

1.4.4.2. 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 Space Application (ALSSA) Center. For additional information on ALSSA, see [para 3.2.3](#). **(T-1)**

1.4.5. LeMay Center for Doctrine Development and Education:

1.4.5.1. Represents the official Air Force position in joint doctrine and represents the United States' position for airpower issues in multinational doctrine. **(T-1)**

1.4.5.2. Coordinates doctrine development directly with the joint staff's Joint Force Development Directorate (JS/J7), the Army's Training and Doctrine Command, the Navy Warfare Development Command, the Marine Corps Combat Development Command, United States Special Operations Command (USSOCOM), and the United States Space Force's Space Training and Readiness Command. **(T-1)**

1.4.5.3. 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-1)**

1.4.5.4. 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-1)**

1.4.5.5. Serves as lead agent when the Air Force is tasked by the JS/J7 for the development of selected joint and multinational doctrine. **(T-1)**

1.4.5.6. 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-1)**

1.4.5.7. Serves as the Air Force's primary review authority for joint doctrine publications, when designated as lead agent by the JS/J7 in accordance with CJCSI 5120.02, *Joint Doctrine Development System*. **(T-1)**

1.4.5.8. Serves as service coordinating review authority for joint doctrine when the Air Force is not designated lead agent. **(T-1)**

1.4.5.9. Serves as the focal point for formulating and implementing policy related to Air Force terminology and provides the overall direction, management, and implementation of military terminology standardization within the Air Force. **(T-1)**

1.4.5.10. Maintains a website for doctrine dissemination. **(T-1)**

1.4.5.11. 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-1)**

1.4.5.12. 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. **(T-1)**

1.4.5.13. Conducts the coordination process for ALSSA TTPs. **(T-1)**

1.4.5.14. Collaborates and plans multinational doctrine development and education with North Atlantic Treaty Organization national and command representatives, Air Force Interoperability Council representatives, US service representatives, and unified combatant command representatives. **(T-1)**

1.4.5.15. Serves as US principal delegate (Head of Delegation) to the North Atlantic Treaty Organization's Air Operations Working Group and the Joint Capability Group for Unmanned Aircraft Systems Operational Syndicate in accordance with CJCSI 2700.01, *Rationalization, Standardization, and Interoperability Activities*, when assigned by the Deputy Chief of Staff, Strategic Plans, Installations, and Mission Support (AF/A5/7). (T-1)

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. **(T-1)**

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 at the direction of the CSAF or principal agent, 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. Organizations must submit proposals to the LeMay Center Director of Doctrine Development (LeMay Center/AFDD). **(T-1)**

2.3.2. LeMay Center/AFDD will analyze any recommended new doctrine content. **(T-1)** 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-1)**

2.3.2.2. Describes operational-level doctrine as opposed to tactical doctrine (*appropriateness*). **(T-1)**

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-1)**

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-1)**

2.3.3. LeMay Center/AFDD 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-1)**

2.3.4. LeMay Center/AFDD 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-1)**

2.3.5. LeMay Center/AFDD will direct coordination actions to the major commands, reserve components, select Air Staff organizations or other service components as appropriate. LeMay Center/AFDD 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/AFDD, who will add validated organizations to the coordination action. **(T-1)** The following are coordination considerations:

2.3.5.1. Coordination may be for specific content or an entire document. **(T-1)**

2.3.5.2. The LeMay Center/CC determines the level of coordination and approval required for any given doctrine product. **(T-1)**

2.3.5.3. LeMay Center/AFDD will incorporate any identified administrative changes into the Air Force doctrine library without additional coordination. **(T-1)**

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-1)**

2.3.5.5. Upon completion of coordination, the LeMay Center will conduct a post-coordination statutory/regulatory review with the Judge Advocate General (AF/JA) and Air University Public Affairs (AU/PA), acting on behalf of Air Force Public Affairs (SAF/PA). **(T-1)**

2.3.6. LeMay Center/AFDD will notify all organizations when changes have been made to Air Force doctrine. **(T-1)**

2.3.7. LeMay Center/AFDD will review doctrine products for currency using two factors: **(T-1)**

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-1)**

2.3.7.2. Regular review: If Air Force doctrine has not been reviewed for two years, LeMay Center/AFDD will review it for currency and present recommendations to the LeMay Center/CC for approval. **(T-1)**

2.4. Terminology. The Air Force will use and develop terminology in accordance with Department of Defense Instruction (DODI) 5025.12, *Standardization of Military and Associated Terminology*, and CJCSI 5705.01, *Standardization of Military and Associated Terminology*. The LeMay Center will designate an Air Force terminologist to be the focal point for Air Force terminology and to support the Department of Defense terminology program. **(T-1)**

2.4.1. Per DODI 5025.12, the Air Force will use the *Department of Defense Dictionary of Military and Associated Terms (DoD Dictionary)* as the primary terminology source when preparing correspondence, to include policy, strategy, doctrine, and planning documents. This does not restrict the use and publication of terms and definitions for unique functional areas, but these terms should not conflict with existing joint terminology. **(T-1)**

2.4.2. Only when common English dictionary or DoD Dictionary terminology is inadequate for Air Force use should development of Air Force-unique terms be considered. Terms proposed for inclusion in the Air Force glossary will be developed in accordance with guidance in CJCSI 5705.01, and an appropriate proponent Air Force doctrine publication will be identified. Terms will then be included in the staffing and final approval of the proponent doctrine document. **(T-1)**

Chapter 3

TACTICS, TECHNIQUES, AND PROCEDURES

3.1. Tactics, Techniques, and Procedures. TTPs are tactical doctrine that describes the proper employment of specific capabilities, individually or in concert with other capabilities, to accomplish tactical objectives.

3.2. Types of TTPs. Air Force TTPs are developed as one of three types: weapons 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. (T-1)

3.2.1. Weapons system TTPs are developed by weapons system subject matter experts and are published by the 561st Weapons Squadron (WS) at Nellis Air Force Base, Nevada. These TTPs directly support specific weapons systems. Headquarters Air Combat Command's Weapons and Tactics Division (ACC/A3TW) and 561 WS coordinate and assign numbers to the TTPs as Air Force TTP (AFTTP) 3-1 and 3-3 series publications. The appropriate major command director of operations is the approval authority. DAF Manual (DAFMAN) 90-161, *Publishing Processes and Procedures*, provides guidance on formatting and formal coordination of weapons system TTPs.

3.2.2. Support TTPs are developed by the 423d Mobility Training Squadron at Joint Base McGuire-Dix-Lakehurst, New Jersey, by AF/A4 or AF/SG, or by other Air Staff organizations or major commands. These TTPs are intended to support military actions not necessarily directly linked to specific weapons systems. These TTPs are assigned numbers and deconflicted by the developer or issuer. DAFMAN 90-161 provides guidance on formatting and formal coordination of support TTPs.

3.2.3. Multi-service TTPs (AFTTP 3-2 series publications) are developed by ALSSA at Joint Base Langley-Eustis, Virginia, or by the appropriate Air Force or other service lead organizations. Multi-service TTPs are approved by two or more military services and enter each service's library as a service TTP. Multi-service TTPs are typically formatted similar to joint doctrine publications and numbering assignment is through the LeMay Center. Formal coordination for ALSSA multi-service TTPs is in accordance with ALSSA standard operating procedures. DAFMAN 90-161 provides guidance for formal coordination of other Air Force-approved multi-service TTPs that are managed by the LeMay Center/AFDD or appropriate AF organization.

JAMES C. SLIFE
Lieutenant General, USAF
Deputy Chief of Staff for Operations

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

CJCSI 2700.01, *Rationalization, Standardization, and Interoperability Activities*, 11 Feb 19

CJCSI 5120.02E, *Joint Doctrine Development System*, 6 Nov 20

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

Joint Publication 3-16, *Multinational Operations*, 01 Mar 19, validated 12 Feb 21

Office of the Chairman of the Joint Chiefs of Staff, *DOD Dictionary of Military and Associated Terms*, (Washington DC: The Joint Staff, Nov 21)

DODI 5025.12, *Standardization of Military and Associated Terminology*, 05 Mar 20

DAFPD 10-13, *Air Force Doctrine*, 12 Jan 23

DAFMAN 90-161, *Publishing Processes and Procedures*, 15 Apr 22

AFI 33-322, *Records Management and Information Governance Program*, 23 Mar 20

Air Force Doctrine Publication 1, *The Air Force*, 10 Mar 21

Prescribed Forms

None

Adopted Forms

DAF Form 847, *Recommendation for Change of Publication*, 14 Apr 22

Abbreviations and Acronyms

AFI—Air Force instruction

AFTTP—Air Force tactics, techniques, and procedures

ALSSA—Air Land Sea Space Application (ALSSA) Center

CJCS—Chairman of the Joint Chiefs of Staff

CJCSI—Chairman, Joint Chiefs of Staff instruction

CSAF—Chief of Staff of the Air Force

DAF—Department of the Air Force

DAFI—Department of the Air Force instruction

DAFMAN—Department of the Air Force manual

DAFPD—Department of the Air Force policy directive

DoD Dictionary—Department of Defense Dictionary

DODI—Department of Defense instruction

OPR—office of primary responsibility

TTP—tactics, techniques, and procedures

USSOCOM—United States Special Operations Command

WS—Weapons Squadron

Office Symbols

ACC/A3TW—Headquarters Air Combat Command, Weapons and Tactics Division

AF/A1—Air Force Deputy Chief of Staff, Manpower, Personnel, and Services

AF/A3—Air Force Deputy Chief of Staff, Operations

AF/A3/A5—Deputy Chief of Staff for Operations, Plans, and Requirements

AF/A4—Air Force Deputy Chief of Staff, Logistics, Engineering and Force Protection

AF/A5/7—Air Force Deputy Chief of Staff, Strategic Plans, Installations, and Mission Support

AF/JA—The Office of The Judge Advocate General

AF/SG—Air Force Surgeon General

AU/PA—Air University Public Affairs

CSAF—Chief of Staff of the Air Force

JS/J7—Directorate for Joint Force Development

LeMay Center/AFDD—Air Force Doctrine Development Directorate, Curtis E. LeMay Center for Doctrine Development and Education

LeMay Center/CC—Commander, Curtis E. LeMay Center for Doctrine Development and Education

SAF/PA—Air Force Public Affairs

Terms

Basic doctrine—The most fundamental and enduring beliefs that describe and guide the proper use, presentation, and organization of Air Force forces in military action.

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 5120.02E, *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 5120.02E, *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 airpower forces in the context of distinct objectives, force capabilities, broad functional areas, and operational environments.

Tactical doctrine—Describes the proper employment of specific Air Force assets, individually or in concert with other assets, to accomplish detailed objectives.