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Operations

AIR AND SPACE DOCTRINE

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This instruction implements AFPD 10-13, *Air and Space Doctrine*. It provides guidance and procedures for developing air and space doctrine for both the Air Force and the joint and combined military communities. 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.

SUMMARY OF REVISIONS

This issuance aligns the instruction with AFPD 10-13, recognizes the activation and alignment of the Headquarters Air Force Doctrine Center (HQ AFDC), establishes the Air Force Doctrine Working Group, and realigns responsibilities for developing, coordinating, approving and publishing air and space doctrine.

1. General Information. This instruction describes the processes to be used in developing doctrine, a specific format for commenting on doctrine publications, and general information on both joint and combined doctrines. **Attachment 1** provides a brief list of terminology used in doctrine development.

2. Processes. The process used to develop doctrine depends on the type of doctrine involved (Air Force, joint or combined) and on who has been assigned lead agent responsibilities for the project. Accordingly, there are two general processes for developing doctrine. These processes are discussed under the following headings: Air Force Doctrine, Joint Doctrine (Air Force lead agent), and Joint Doctrine (Air Force not lead agent).

2.1. Air Force Doctrine Development Process. Air Force doctrine projects will be developed using the following process (See **Figure 1** for a graphic representation):

2.1.1. Proposal. Major commands (MAJCOM), field operating agencies (FOA), direct reporting units (DRU) and Air Force Deputy Chiefs of Staff may propose doctrine requirements to HQ AFDC.

2.1.2. Discussion - Air Force Doctrine Working Group (AFDWG). The AFDWG normally meets twice each year, hosted by HQ AFDC to validate and make recommendations on proposals for new USAF doctrine projects to HQ AFDC/CC and to review the status of existing USAF doctrine publications. Priority doctrine projects can be validated by the AFDWG by electronic means if necessary.

2.1.3. Approval. The HQ AFDC/CC approves and makes final disposition on all Air Force doctrine proposals.

2.1.4. Primary Review Authority (PRA)/Scope. HQ AFDC designates the PRA, normally the Air Force Doctrine Center, and details the scope of the proposed doctrine.

2.1.5. Research and Outline - Air Force Doctrine Working Committee (AFDWC). HQ AFDC conducts preliminary research on the doctrine topic and proposes an outline. HQ AFDC may host an AFDWC composed of subject matter experts from applicable Air Force agencies. The AFDWC will conduct follow-on research and develop a more extensive outline for the draft of the approved Air Force doctrine projects. The objective is to ensure all concerned organizations have the opportunity to participate and any contentious issues are raised and worked.

2.1.6. Draft. Upon completion of the outline, HQ AFDC drafts the doctrine and distributes the draft to MAJCOMs and Air Staff for comment.

2.1.7. Comment Incorporation and Resolution. HQ AFDC revises the draft based on the comments it receives; HQ AFDC incorporates appropriate comments, resolves issues in direct coordination with the originator of the comments, or identifies these comments as unresolved.

2.1.8. Comments Not Incorporated or Resolved With Originator. HQ AFDC prepares the proposed final doctrine publication and identifies any outstanding issues.

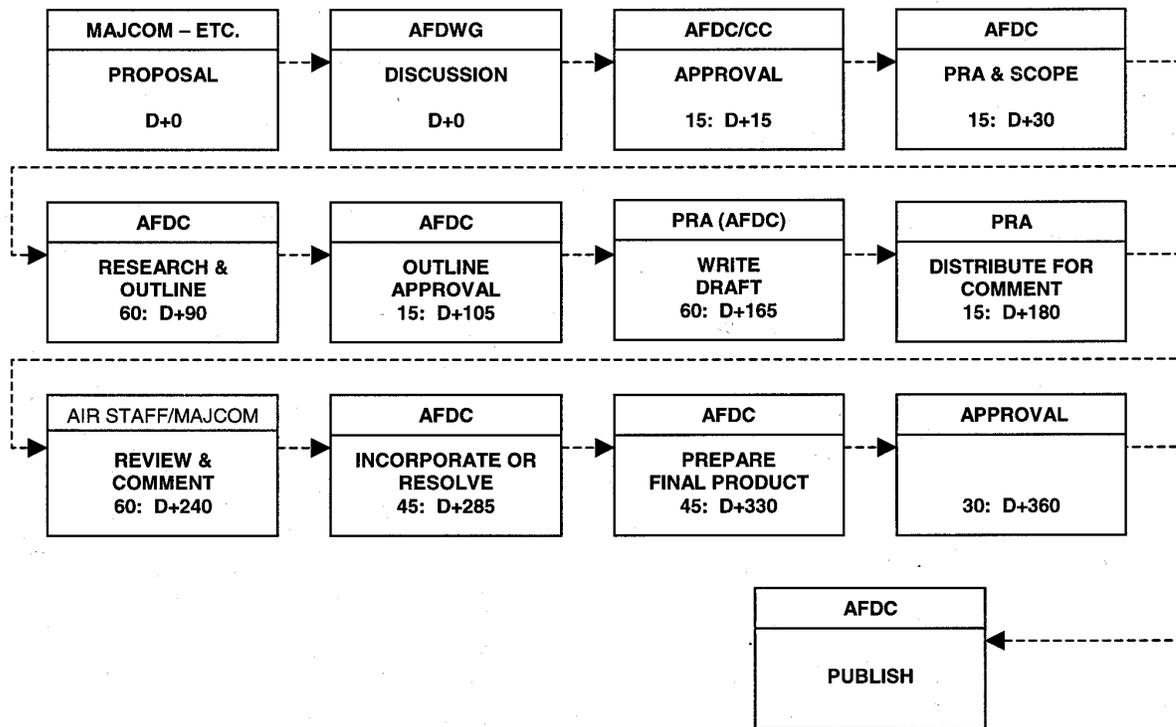
2.1.9. Resolving Outstanding Issues. HQ AFDC conducts staff actions to resolve outstanding issues at the lowest level possible.

2.1.10. Final Approval. HQ AFDC prepares staff actions for final approval. CSAF is the final approval authority for capstone and keystone Air Force Doctrine Documents (AFDDs). HQ AFDC/CC is the approval authority for all other operational doctrine.

2.1.11. Publication. This process is handled by HQ AFDC according to AFI 33-360, Volume 1, *Publications Management Program*.

2.1.12. Non-AFDC PRA. When an organization other than HQ AFDC is designated PRA, that organization will follow standard HQ AFDC procedures described above and provide information copies to HQ AFDC.

Figure 1. Air Force Doctrine Development Process (D+# = Number of Days in Process).



2.2. Joint Doctrine Development Process (see Figure 2):

2.2.1. Proposal. Service chiefs, combatant commanders and directors of Joint Staff directorates may propose doctrine projects either by message to CJCS or by submission to the Director, J-7, for Joint Doctrine Working Party (JDWP) consideration. HQ AFDC will staff Air Force proposals for joint doctrine projects.

2.2.2. Validation. Director, J-7, requests comments from the Services and combatant commands, either by correspondence or in the course of Joint Doctrine Working Party (JDWP) meetings, and advises the proposing commander of the result. HQ AFDC will represent the Air Force at JDWP meetings.

2.2.3. Approval. The JDWP recommends actions to be taken on joint doctrine proposals to the Director, J-7 in JDWP minutes; these are then coordinated IAW Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5711.01, *Policy on Action Processing*.

2.2.4. Program Directive. After a proposal is validated through the JDWP, the Director, J-7 and the proposed lead agent prepare the Program Directive for approval through the CJCSI 5711.01 process. The Program Directive establishes project scope, outline, lead agent, and timing or priority.

2.2.5. Program Development. After the Program Directive is approved, the lead agent develops the doctrine and requests each Service and combatant command designate a CRA for the project.

2.2.6. Air Force Lead Agent . Joint doctrine projects for which the Air Force has been assigned as lead agent will be developed by the following process:

2.2.6.1. Primary Review Authority. When the Air Force is the lead agent, the HQ AFDC will designate the primary review authority (PRA).

2.2.6.2. Research and Initial Draft. HQ AFDC conducts preliminary research on the doctrine topic using procedures detailed in Joint Pub 1-01, *Joint Publication System*.

2.2.6.3. Distribution for Comment. HQ AFDC distributes the first draft to the Joint Staff, MAJCOMs, and appropriate Air Staff organizations for comment and to other joint doctrine points of contact as information.

2.2.6.4. Collation and Revision. Joint Staff directorates, MAJCOMs, and appropriate Air Staff agencies reply directly to HQ AFDC. HQ AFDC collates and revises the doctrine accordingly.

2.2.6.5. Second Draft. HQ AFDC sends the second draft to the Joint Staff, MAJCOMs, Air Staff agencies, appropriate numbered air forces (NAFs), and CRAs.

2.2.6.6. Comment Incorporation and Resolution. HQ AFDC prepares the proposed final publication based on the comments it receives; incorporates appropriate comments; attempts to resolve issues by direct coordination with the originator of the comments; and identifies unresolved comments.

2.2.6.7. Deliver Proposed Publication. Upon approval by HQ AFDC/CC, HQ AFDC forwards the proposed final pub to CJCS (via J-7) for approval.

2.2.6.8. Non-AFDC PRA. When an Air Force organization other than HQ AFDC is designated PRA, that organization will follow standard HQ AFDC procedures described above and provide information copies to HQ AFDC.

2.2.7. Air Force Not Lead Agent. Joint doctrine projects for which the Air Force is **not** designated as the lead agent will be developed using the following process:

2.2.7.1. Designation of CRA. HQ AFDC will be the CRA for joint doctrine publications for which the Air Force is not the Lead Agent.

2.2.7.2. Distribution for Comments. HQ AFDC will, upon receipt of a first or second draft joint publication, distribute the publication to MAJCOMs and Air Staff agencies for review and comment.

2.2.7.3. Consolidation of Comments. HQ AFDC will prepare and incorporate comments received from other Air Force reviewing organizations into a coherent product for both the initial and final drafts. HQ AFDC will provide this consolidated comment package to the lead agent in accordance with Joint Pub 1-01.

2.2.8. Preliminary Coordination. The joint staff doctrine sponsor will distribute the proposed joint publication for preliminary coordination to the Services and combatant commands in accordance with CJCSI 5711.01. The Air Force Planners will task HQ AFDC to perform preliminary coordination in accordance with DCS/P&O OI 11-3, *Joint Actions Handbook*. HQ AFDC will reproduce and distribute the draft to applicable MAJCOMs and Air Staff agencies. HQ AFDC

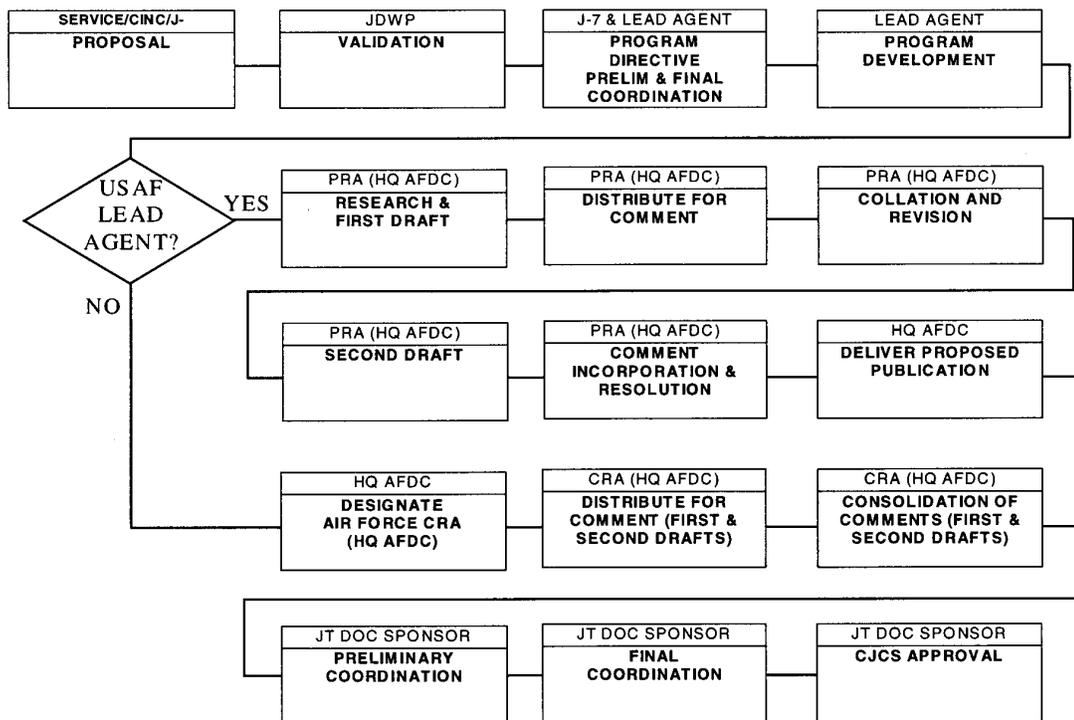
will prepare and consolidate all Air Force comments, and deliver them directly to the joint staff doctrine sponsor.

2.2.9. Final Coordination. The joint staff doctrine sponsor will distribute the proposed joint publication for final coordination to the Services and combatant commands in accordance with CJCSI 5711.01. HQ AFDC will reproduce and distribute the final draft to applicable MAJCOMs and Air Staff agencies. HQ AFDC will prepare and consolidate all Air Force comments, and prepare the final Air Force Planners' package IAW DCS/P&O OI 11-3, *Joint Actions Handbook*.

2.2.10. CJCS Approval. Upon completion of the CJCSI 5711.01 coordination process, J-7 forwards the final document to CJCS for approval.

2.2.11. Test Publications. The HQ AFDC will be the focal point for Air Force participation in evaluating those joint doctrine publications that are formally evaluated.

Figure 2. Joint Doctrine Development.



3. Comments. HQ AFDC will request selected offices at the Air Staff, MAJCOM, and numbered Air Force levels to comment on Air Force, joint or combined doctrine projects. These comments should conform to the following guidance:

3.1. Categories. Comments should be placed into the following distinct categories:

3.1.1. Critical Comments. Critical comments will cause nonconcurrence in the draft if the concern is not satisfactorily resolved.

3.1.2. Major Comments. Major comments are significant concerns that may result in nonconcurrency in the entire document. This category may be used with a general statement of concern with a subject area, thrust of the document, etc., followed by detailed comments on specific entries in documents that, taken together, constitute the concern.

3.1.3. Substantive Comments. Substantive comments are provided because sections in the document appear to be or are potentially incorrect, incomplete, misleading, or confusing.

3.1.4. Administrative Comments. Administrative comments correct inconsistencies between different sections, typographical errors, or grammatical errors.

3.2. Specificity. Comments should include rationale with exact references when possible. When suggesting additional text, that text should be included with the comment

3.3. Line-In, Line-Out Form. Text to be revised is effectively shown with underlined new text to be added (sample added text style) and text to be deleted printed in "strike through" (~~sample strike through style~~).

3.4. Format. Comments should be in the following format: [Office symbol] [sequential number of comment] [location of affected section (page, paragraph, line number)] **Change to read:** [suggested revision in line-in, line-out form]. **RATIONALE:** [reason change is needed].

3.4.1. Sample Comment:

XOCD-1. Administrative. Page III-5, para 3.d., lines 10-12. **Change to read:** "...contact 7CG Security Assistance and Technology Transfer Division, DSN 224-7578-5787." **RATIONALE:** Correct typographical error.

4. Joint Doctrine. The Chairman, JCS, has overall responsibility for developing joint doctrine and joint tactics, techniques, and procedures (JTTP) for the joint employment of the armed forces. Director of JCS, J-7 is responsible to the Chairman for the management of the joint doctrine and JTTP program. The Joint Chiefs of Staff will approve joint doctrine and JTTP publications. Joint Pub 1-01 contains the approved joint doctrine publications or projects and development procedures.

4.1. Multi-Service Doctrine. Only doctrine approved by the Chairman, JCS, may be referred to as joint doctrine. Publications involving two or more Services but not approved by the Chairman, JCS, will be referred to as "multi-Service" and must identify the participating Services. The USAF publishes these documents as Air Force tactics, techniques, and procedures (Interservice) documents.

4.2. Precedence. If conflicts arise between procedures found in joint publications and those found in other US publications, joint publications will govern the operations of joint US forces.

4.3. Joint Doctrine Working Party (JDWP). The JDWP normally meets twice each year to discuss proposals for new doctrine projects and the status of existing joint doctrine and JTTP publications. HQ AFDC will represent the Air Force at these JDWP meetings.

5. Combined Doctrine. A complete list of Air Force agreements with allied nations can be found in the Air Standardization Coordinating Committee (ASCC) Reference Catalog and NATO Allied Administrative Publication 4 (AAP-4). HQ AFDC is the point of contact for the Air Force for matters related to combined doctrine.

5.1. US Position. Joint doctrine provides the national position for combined doctrine development. Development of combined doctrine is detailed in CJCSI 2700.01, *International Military Rationalization, Standardization, and Interoperability Between the United States and its Allies and Other Friendly Nations*. During combined operations, US forces are obligated to use the following, agreed combined doctrine:

5.1.1. North Atlantic Treaty Organization (NATO). NATO Standardization Agreements (STANAG) and Allied Publications (AP) govern Air Force employment in NATO operations. Within the NATO Military Committee, the Military Agency for Standardization (MAS) is responsible for fostering NATO military standardization. The MAS is divided into three service boards: naval, army, and air. Board members are assigned from NATO nations and obtain the respective national positions or commitments from their national services. The Air Staff International Standardization Office (HQ USAF/XOOX (ISO)) will send out for staffing all NATO STANAGs which can affect air forces.

5.1.2. Air Operations Working Group (AOWG). The AOWG is a NATO working party that meets once each year to discuss, coordinate, and agree upon proposals for new doctrine projects and the status of existing combined doctrine agreements within NATO. The Commander, HQ AFDC, normally serves as the US principal delegate to the AOWG.

5.1.3. Air Standardization Coordinating Committee (ASCC). The ASCC is made up of five English speaking nations: Australia, Canada, New Zealand, United Kingdom, and the United States. The ASCC is a forum for discussion and coordination of standardization policy for the air forces of its member nations in order to achieve a capability for combined operations. ASCC publishes agreed doctrine as Air Standards and Advisory Publications. HQ USAF/XOOX (ISO) sends proposed ASCC documents to appropriate Air Force agencies for staffing.

5.1.4. American, British, Canadian, and Australian Armies (ABCA Armies). This organization is similar to the ASCC and coordinates standardization agreements related to its members' armies. ABCA agreements are called Quadripartite Standardization Agreements (QSTAG). QSTAGs which can affect air forces are sent by HQ USAF/XOOX (ISO) to appropriate Air Force agencies for staffing.

5.1.5. American, British, Canadian, Australian Navies (ABCA Navies). Naval counterpart to ABCA Armies. HQ USAF/XOOX (ISO) sends proposed ABCA Navies agreements that can affect air forces to Air Force agencies for staffing.

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Commander, HQ AFDC

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

Basic Doctrine—Fundamental and enduring beliefs that describe and guide the proper use of air and space forces in military action. It describes the “elemental properties” of air and space power and provides the airman’s perspective. Basic doctrine provides broad and continuing guidance on how Air Force forces are organized and employed. (AFPD 10-13)

Combined Doctrine—Fundamental principles that guide the employment of forces of two or more nations in coordinated action toward a common objective. It is ratified by participating nations. See also joint doctrine; multi-Service doctrine. (Joint Pub 1-02)

Coordinating Review Authority (CRA)—An agency appointed by a Service or combatant command to coordinate with and assist the primary review authority in doctrine development, evaluation, and maintenance efforts. Each Service or combatant command must assign a coordinating review authority. If so authorized by the appointing Service or combatant command, coordinating review authority comments provided to designated primary review authorities should represent the position of the appointing Service or combatant command with regard to the publication under development. See also joint doctrine; joint tactics, techniques and procedures; lead agent; primary review authority. (Joint Pub 1-02)

Joint Doctrine—Fundamental principles that guide the employment of force of two or more Services in coordinated action toward a common objective. It will be promulgated by the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands, Services, and Joint Staff. See also Chairman of the Joint Chiefs of Staff Instruction; combined doctrine; doctrine; guidance; joint publication; joint tactics, techniques, and procedures; joint test publication; multi-Service doctrine. (Joint Pub 1-02)

Joint Tactics, Techniques, and Procedures (JTTP)—The actions and methods that implement joint doctrine and describe how forces will be employed in joint operations. They will be promulgated by the Chairman of the Joint Chiefs of Staff, in coordination with the combatant commands, Services, and Joint Staff. See also joint doctrine. (Joint Pub 1-02)

Lead Agent—Individual Services, combatant commands, or Joint Staff directorates may be assigned as lead agents for developing and maintaining joint doctrine, joint tactics, techniques, and procedures (JTTP) publications, or joint administrative publications. The lead agent is responsible for developing, coordinating, reviewing, and maintaining an assigned doctrine, JTTP, or joint administrative publication. See also coordinating review authority; joint doctrine; joint tactics, techniques, and procedures; primary review authority. (Joint Pub 1-02) [*HQ AFDC, performs the duties of the Lead Agent for the Air Force.*] {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

Multi-Service Doctrine—Fundamental principles that guide the employment of forces of two or more Services in coordinated action toward a common objective. It is ratified by two or more Services, and is promulgated in multi-Service publications that identify the participating Services, e.g., Army-Navy doctrine. See also combined doctrine; joint doctrine; joint tactics, techniques, and procedures. (Joint Pub 1-02)

Operational Doctrine—Describes more detailed organization of air and space forces and applies the

principles of basic doctrine to military actions. Operational doctrine guides the proper employment of air and space forces in the context of distinct objectives, force capabilities, broad functional areas, and operational environments. Basic doctrine and operational doctrine provide the focus for developing the mission and tasks that must be executed through tactical doctrine. (AFPD 10-13)

Primary Review Authority (PRA)—The organization assigned by the lead agent to perform the actions and coordination necessary to develop and maintain the assigned joint publication under cognizance of the lead agent. See also lead agent. (Joint Pub 1-02)

Tactical Level Doctrine—Describes the proper employment of specific weapons systems individually or in concert with other weapon systems to accomplish detailed objectives. Tactical doctrine considers particular tactical objectives and tactical conditions and describes how weapon systems are employed to accomplish the tactical objective. Tactical doctrine is codified in Air Force Tactics, Techniques, and Procedures (AFTTP) 3-series manuals. (AFPD 10-13)

Technical Review Authority (TRA)—The organization tasked to provide specialized technical or administrative expertise to the primary review authority or coordinating review authority for joint [*or Air Force*] publications. See also coordinating review authority, primary review authority. (Joint Pub 1-02) {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}