

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

**AIR FORCE INSTRUCTION 10-1901**

**1 OCTOBER 1997**



**Operations**

**AIR FORCE BATTLELAB RESPONSIBILITIES,  
PROCESSES, AND DOCUMENTATION**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

---

**NOTICE:** This publication is available digitally on the SAF/AAD WWW site at: <http://afpubs.hq.af.mil>. If you lack access, contact your Publishing Distribution Office (PDO).

---

OPR: HQ USAF/XORBB  
(Lt Col, Ricardo M. Cazessus)

Certified by: HQ USAF/XO  
(Lt Gen John P. Jumper)

Pages: 13  
Distribution: F

---

This instruction implements Air Force Policy Directive (AFPD) 10-19, Air Force Battlelabs. The Policy Directive establishes responsibilities, authorities, and measures for Air Force Battlelabs. This instruction describes the governing fundamentals of operating Battlelabs, and processes, format, and content to develop and report a Battlelab Initiative (BI). You should review the policy directive before using this instruction to construct or report a BI. Forward proposed revisions to the Battlelab Integration Division, HQ USAF/XORBB, 1480 Air Force Pentagon, Washington, D.C. 20330-1480.

## Chapter 1

### OVERVIEW AND GENERAL GUIDANCE

**1.1. Innovation.** “The key to ensuring today’s Air Force core competencies will meet the challenge of tomorrow is *Innovation*. Innovation is part of our heritage as airmen.”\* The Air Force must take advantage of the rapid pace of technology by exploring new ideas and fostering innovative technologies that will improve the capabilities of our core competencies. To do so, new ways of thinking and doing things will expand known boundaries and break old molds. Battlelabs will change paradigms and create new ones. This instruction provides the guideposts.

\*(excerpt *Global Engagement*, pg. 9)

**1.2. The Goal of the Process.** The Air Force is creating an environment where operations and logistics concepts – the way we want to fight – drive our investment in technology, creating a pull on the technology base. Air Force Battlelabs will focus on the mission of rapidly identifying and proving the worth of innovative and revolutionary operations and logistics concepts. The resulting Battlelab efforts will provide the Air Force opportunities to reach investment decisions more quickly and organize, train, equip, and program, more effectively. Air Force Battlelabs advance Air Force core competencies by rapidly identifying innovative and revolutionary operations and logistics concepts, evaluating their potential, and reporting results to the corporate Air Force. These results will guide decisions across the spectrum of mission areas and impact organization, doctrine, training, requirements, and/or acquisitions.

**1.3. Battlelab Fundamentals.** Four fundamental principles govern the Battlelabs:

**Lean** -- a permanent cadre of no more than 25 people, augmented by Temporary Duty experts and operating with a limited infrastructure, seeking to borrow or lease – not buy

**Unique** -- evaluating ideas and concepts; differing from research labs or warfare centers which manage systems, programs, and projects

**Focused** -- identifying, planning, and leading innovation; leveraging existing expertise, technology, and contracts

**Innovative** -- proving operations and logistics concepts which advance Air Force core competencies and drive revisions to doctrine, organization, training, requirements, or acquisitions

**1.4. The Battlelab Mission :** *Rapidly identify and prove the worth of innovative ideas which improve the ability of the Air Force to execute its core competencies and Joint Warfighting.* The overarching objective of Battlelabs is to generate high pay-off initiatives with minimum cost and investment.

Battlelab output: operations and logistics concepts whose worth has been proven, creating opportunities for the Air Force to impact organization, doctrine, training, requirements, or acquisitions. This output is produced in two forms.

**1.4.1. Kenney Battlelab Initiative (KBI).** KBIs are: 1) innovative; 2) relatively straight forward to plan and execute; and 3) funded within programmed levels. Initiatives must meet *all* of these criteria to be considered a KBI. KBIs are normally executed by a single Battlelab, but may involve more than

one. The sponsoring Battlelab will execute KBIs which are approved by the appropriate Major Commands (MAJCOM) or Field Operating Agency (FOA).

**1.4.2. Mitchell Battlelab Initiative (MBI).** MBIs are: 1) revolutionary in nature, *or* 2) complex to plan and execute, *or* 3) significantly cut across Battlelabs' areas of responsibility. Initiatives need *only meet one* of these criteria to be considered an MBI. Task Force Directors will execute MBIs approved by the Air Force Board of Directors (BOD), under the guidance of the sponsoring Battlelab and MAJCOM/FOA.

**1.5. The Battlelab Vision :** *Creating an environment where innovative ideas are rapidly harvested and evaluated -- leading to the swift fielding of proven concepts.* Battlelabs identify innovative and revolutionary operations and logistics concepts using field ingenuity to measure the worth of those concepts. The Air Force is committed to a vigorous program of experimenting, testing, exercising, and evaluating new operations and logistics concepts for the advancement of air and space power.

**1.5.1. Air Force Battlelabs Provide Focused Emphasis.** Focused Battlelabs will provide additional emphasis in six activity areas in Air Force centers of excellence. The Battlelabs are aimed at our core competencies, both institutionally and operationally. Leveraging ongoing training and exercise investments, the Battlelabs have a direct relationship with the Air Force's network of Warfare Centers. The Warfare Centers lead air and space training exercises and support the operational testing and evaluation of new capabilities. While conducting these functions, the Warfare Centers generate innovative operations and logistics concepts. In addition, Battlelabs identify ideas by interacting with Active, Guard, and Reserve forces, foreign military services, other operational and research agencies, and industry involved in operations, training, research, testing, acquisition, and logistics. The Battlelabs will draw upon the expertise of Air Force Materiel Command (AFMC), and other organizations to rapidly generate, lend, or lease technical capabilities needed to demonstrate and measure the worth of promising operational concepts.

## Chapter 2

### RESPONSIBILITIES

#### *Section 2A— Responsibilities for Battlelab Processes*

**2.1. Air Force Battlelabs.** Each Battlelab will pursue innovation in its specific mission or functional area and will operate in concert whenever broader cross-cutting innovations are identified. Air Force Battlelabs will review, evaluate and nominate BI proposals as KBIs, or MBIs. Battlelabs will not certify equipment or systems for operational use. Battlelab Commanders will be responsible for identifying, planning, leading, and reporting Battlelab products in accordance with this instruction and AFPD 10-19 Air Force Battlelab Policy. Battlelabs will present KBIs to responsible MAJCOM or FOA for review, approval, and allocation of funds from programmed KBI budget

**2.2. Battlelab Planning Cell (BPC).** The BPC consists of colonels representing each Battlelab, the Air Force Doctrine Center (AFDC), HQ USAF/XORBB, HQ USAF/ILXX, and MAJCOMs or FOAs as desired based upon agenda. The BPC has three main functions: (1) ensure ideas proposed as BIs are innovative and focused on operations and logistics concepts; (2) build synergy between the Battlelabs and prevent redundancy; and (3) serve as the planning staff to assist development of MBI Campaign Concept. MBI Task Force Directors executing MBIs can use the BPC for planning and coordination. The BPC will review all proposed initiatives initially and then periodically on an “as needed” basis to make recommendations supporting the rapid coordination, planning, and execution of KBIs and MBIs. The BPC will draw upon the expertise of AFMC to rapidly generate and leverage existing technical capabilities. To rapidly generate funding alternatives to execute MBIs and assimilate proven concepts, the BPC will draw upon the expertise of the Deputy Chief of Staff for Installations and Logistics (HQ USAF/IL), the Deputy Chief of Staff for Plans and Programs (HQ USAF/XP), the Assistant Secretary of Air Force Acquisition (SAF/AQ) and the Assistant Secretary of Air Force Financial Management, Comptroller (SAF/FM).

**2.3. Battlelab Integration Division.** HQ USAF/XORBB will: (1) oversee Battlelab policy; (2) chair the Battlelab corporate Air Force panel; (3) chair and serve as the BPC Secretariat; (4) coordinate the allocation of resources for the stand-up of task forces to execute MBIs as approved by the BOD; and (5) coordinate and staff Memorandums of Agreement (MOA), or Understanding (MOU), between Battlelabs and any non-Air Force organizations; (6) facilitate coordination of KBIs and MBIs

through the Air Staff and corporate process; (7) develop an overarching plan in concert with the BPC for public affairs and legislative liaison strategy and implementation at the national level, and supervise Battlelab implementation at the local level; and (8) review and track Battlelab metrics from annual activity reports.

**2.4. Air Force Requirements Oversight Council (AFROC).** The AFROC will review all after initiative reports as well as MBI Campaign Concepts to ensure candidates offer innovative operations or logistics concepts with a clear Demonstration Mission Statement. The mission statement must fully develop alternative courses of action and funding as well as illustrate the organizations and resources required, and demonstrate a high probability of completion within 18 months. In addition, the AFROC will prioritize candidate MBIs.

**2.5. Air Force Board of Directors (BOD).** The BOD will review the MBI Campaign Concept and approve candidate MBIs by: (1) selecting a specific course of action; and (2) selecting a funding option from the alternatives presented. The BOD will review after initiative reports on all KBIs and MBIs forwarded from the AFROC and recommend follow-on actions to the Chief of Staff of the Air Force and the SECAF such as: (1) revising doctrine, training or tactics; (2) developing a Combat Mission Needs Statement and implementing by way of rapid acquisition effort; (3) modifying requirements and/or ongoing acquisitions; (4) establishing an Advanced Concept Technology Demonstration (ACTD) or Joint Test Program Initiative; (5) developing new requirements and a new acquisition program; or (6) identifying another appropriate approach.

**2.6. Headquarters United States Air Force.** The Directorate of Operational Requirements (HQ USAF/XOR), will serve as the focal point for all Air Staff coordination. Any Air Force agency and DoD Service organization may provide resources in support of BIs, to include services and equipment, however the transfer of funds requires prior approval by HQ USAF/XOR. Battlelab activities with non-Air Force organizations are governed by MOA or MOU and require HQ USAF/XOR approval, unless an existing MOA or MOU (wing or base level) is in place and is suitable.

**2.7. MAJCOM and Field Operating Agencies (FOAs).** MAJCOMs and FOAs will: (1) manage and oversee Battlelab identification, planning, and execution of KBIs and MBIs; (2) sponsor candidate MBIs and after initiative reports for MBIs and KBIs for AFROC and BOD review; and (3) appoint Task Force Directors to lead MBIs approved by the BOD.

## Chapter 3

### BATTLELAB OUTPUT AND PRODUCTS

#### *Section 3A— Battlelab Initiative Content and Process*

**3.1. Battlelab Initiative.** A combination of descriptive and explanatory paragraphs with diagrams (as necessary) of: (1) *Demonstration Mission Statement*; (2) *Course of Action (COA)*; (3) *Proposed Public Affairs and Legislative Strategy* (4) *After Initiative Report*. Proposal briefings are a concise summary of the written documentation presented to the BPC. After review by the BPC, the proposal will be assessed as a KBI or MBI.

**3.1.1. Kenney Battlelab Initiative .** Consist of the demonstration mission statement, COA, and after initiative report data. KBIs are coordinated with the BPC and supporting organizations and presented to the responsible MAJCOM for review, approval, and allocation of funds from the programmed KBI budget. **See Attachment 3 for example KBI.**

**3.1.2. Mitchell Battlelab Initiative .** Consist of a Campaign Concept developed by the lead Battlelab. The Campaign Concept includes: (1) the Demonstration Mission Statement; (2) COA and alternative COAs; (3) Following BPC assessment a Campaign Concept will be developed by the lead Battlelab. A Campaign Concept will follow the format outlined but will also include alternative courses of action and a proposed Public Affairs and Legislative Liaison strategy; (4) after initiative report data. The sponsoring MAJCOM/Battlelab will prepare and present MBI briefings to the AFROC and BOD. MBIs are executed by Task Force Directors. **See Attachment 3 for example MBI.**

#### *Section 3B— Battlelab After Initiative Report*

**3.2. Battlelab After Initiative report .** The Battlelab after initiative report will contain: (1) Demonstration Mission Statement; (2) Course of Action; (3) Results; and (4) Recommendation. After initiative reports and briefings are required for all BIs and will be completed within 30 working days upon completion of the demonstration. Kenney Battlelab After Initiative reports are completed by the sponsoring Battlelab. Mitchell Battlelab After Initiative reports are completed by the Task Force Director. **See Attachment 4 for an example of an after initiative report.**

JOHN P. JUMPER, Lt Gen, USAF  
DCS, Air and Space Operations

## Attachment 1

### GLOSSARY OF ABBREVIATIONS AND TERMS

#### *Abbreviations and Acronyms*

**ACCI**—Air Combat Command Instruction

**ACTD**—Advanced Concept Technology Design

**AFDC**—Air Force Doctrine Center

**AFMC**—Air Force Material Command

**AFI**—Air Force Instruction

**AFPD**—Air Force Policy Directive

**AFROC**—Air Force Requirements Oversight Council

**AQ**—Assistant Secretary of the Air Force for Acquisition

**BI**—Battlelab Initiative

**BPC**—Battlelab Planning Cell

**BOD**—Board of Directors

**FM**—Assistant Secretary of Air Force for Financial Management, Comptroller

**FOA**—Field Operating Agency

**HQ USAF**—Headquarters, United States Air Force

**IL**—Deputy Chief of Staff for Installations and Logistics

**ILXX**—Contingency Plans and Crises Action Division

**KBI**—Kenney Battlelab Initiative

**MAJCOM**—Major Command

**MBI**—Mitchell Battlelab Initiative

**XO**—Deputy Chief of Staff, Air and Space Operations

**XOR**—Directorate of Operational Requirements

**XORBB**—Battlelab Integration Division

**XP**—Deputy Chief of Staff for Plans and Programs

#### *Terms*

**Battlelab Initiative (BI)**—Battlelabs pursue ideas as BIs consisting of: (1) Demonstration Mission Statement; (2) Course of Action (COA); (3) Proposed Public Affairs and Legislative Strategy; (4) After Initiative Report

**Battlelab Initiative**—An innovative or revolutionary operations or logistics concept capable of improving the Air Force's capability to execute its core competencies and will drive changes to organization, doctrine, training, requirements, or acquisitions.

**Campaign Concept**—An overarching step-by-step plan to execute a Mitchell Battlelab Initiative with the following elements: (1) demonstration mission statement; (2) course of action and alternative courses of action; and (3) proposed public affairs and legislative liaison strategy.

**Contracting Requirements**—Industry may be used when Air Force capabilities or personnel cannot provide the expertise needed to identify, plan, execute, or report the results of an initiative. Use existing contracts when appropriate. Seek new contracting avenues where required and use AFMC channels where appropriate.

**Course of Action (COA)**—A step-by-step plan to accomplish a goal with the following elements:

(1) strategy to achieve; (2) methods of measurement; (3) schedule and risk; (4) funding required; (5) expertise required; and (6) organizational support required.

**Course of Action**—establishes how to accomplish a Demonstration Mission Statement by: (1) seeking alternative solutions for achieving the objectives; (2) exploring the resources required for the various alternatives; (3) choosing the best strategy to meet the objectives; (4) defining the methods for measuring the potential worth of an idea, such as modeling and simulation, rapid assembly for an exploratory capability, or exercises and wargaming to scale-up the idea and measure its potential across a range of operational contingencies; and (5) defining the schedule and risk. The expertise, capabilities, and resources required to execute a COA may be jointly defined by the Battlelabs, AFMC, and other organizations.

**Demonstration**—To show, evidence, establish, prove.

**Demonstration Mission Statement**—The Demonstration Mission Statement contains:

(1) Problem/Purpose Identification of the initiative (what the proposed initiative seeks to accomplish, not how it is to be done); (2) Objectives to be met and specific measures of merit supporting the determination of the idea's potential for advancing one or more of the core competencies; and (3) The projected time required to complete the initiative (not to exceed 18 months; from MAJCOM approval for KBIs or BOD approval for MBIs).

**Expertise and Capabilities**—to accomplish the mission statement and execute an initiative come primarily from across the Air Force to include the Active Guard, and Reserve Forces. This vital support is secured by MAJCOM coordination, and/or direction from HQ USAF or Office of the Secretary of the Air Force (SECAF). Air Force personnel available to provide the required expertise will normally be used in a Temporary Duty status.

**Figure**—An illustration such as a map, drawing, photograph, or flow chart, or other pictorial device inserted into a publication. Additionally, a figure can be an illustration that is set in type such as a sample format or memorandum.

**Instruction**—A statement of essential procedural guidance necessary to implement Air Force Policy.

Air Force Instructions (AFIs) may be supplemented at any level. Subordinate activities may also issue instructions, which will be designated with the acronym of the command; e.g., ACCI (for Air Combat Command Instruction).

**Policy**—A statement of important, corporate level direction which guides Air Force decisions. Policy is enforceable, and compliance is measurable. Policy is the framework connecting the abstract ideas or principles contained in vision, mission, and purpose statements to the specific and concrete statements of plans, goals, and objectives. Policy can be viewed as establishing bounds within which the organization

will operate. Policy provides both a focus for Air Force action and a guide for the behavior of the organization and its members.

**Procedure**—The specific instructions on how to comply with a policy; the exclusive purview of MAJCOMs and FOAs (except where there is no supportive FOA). As a general rule, AFPDs will not spell out detailed procedures in order to give field organizations the greatest latitude possible to determine how a given policy is to be implemented under local conditions. A procedure begins with a specific, documentable event that causes an activity to occur. The activity must produce a product that normally affects another external organization. Frequently, that product will be the event that causes another procedure to occur. It is important to recognize that a procedure determines “what” an organizations must do at critical periods but does not direct “how” it will be done

**Standards**—The criteria described in a desired end result. A description of a level attainment used as a measure of adequacy. (DOD, NATO) An exact value, a physical entity, or an abstract concept, established and defined by authority, custom, or common consent as a reference, model, or rule in measuring quantities or qualities, establishing practices or procedures, or evaluating results. A fixed quantity or quality.

**Table**—A systematic listing of information in columns or rows used to explain, clarify, or replace narrative text in a publication. The two most common types are--

**Text Table**--Column heads run across the page and the information in each column runs down the page by row.

**Task Force**—A specially convened group with specific qualities or capabilities to accomplish a specific goal within a specified time period. Used in the context of Battlelabs, a task force will be set up to accomplish a Mitchell class BI within 18 months after BOD approval. The sponsoring MAJCOM will select a “Task Force Director” to organize, lead, and execute the MBI.

**Title Page and Classification**—is the format for the title page. Mark (including individual page and paragraphs) according to standard classification marking guidelines. Reference AFI 31-40; *Managing the Information Security Program, 22 July 1994.*

**Attachment 2**

**BATTLELAB INITIATIVE COVER PAGE EXAMPLE**

**CLASSIFICATION**

**TITLE**

(Battlelab Initiative, Kenny Battlelab Initiative,  
or Mitchell Battlelab Initiative)

**PROPOSED BY**

Name:

Phone:

Organization

Standard Classification

Notation as Required

**CLASSIFICATION**

**Attachment 3**

**BATTLELAB INITIATIVE FORMAT**

CLASSIFICATION

FORMAT FOR

**PROPOSED/KENNEY/MITCHELL BATTLELAB INITIATIVE**

---

CAMPAIGN CONCEPT FOR MITCHELL BATTLELAB INITIATIVE: (Name of Initiative)

**1. DEMONSTRATION MISSION STATEMENT.**

- a. Problem/Purpose Identification** (what the proposed initiative seeks to accomplish--not how it is to be done).
- b. Objectives to be met and specific measures of merit** supporting the determination of the idea's potential for advancing one or more of the core competencies.
- c. Time Required.** The projected time required to complete the initiative and report the measures of worth (not to exceed 18 months).

**2. COURSE OF ACTION (COA) and ALTERNATIVE COAs for MBIs**

- a. Strategy to Achieve.** Establishes "how" to accomplish.
- b. Methods of Measurement.** Methods to measure the potential worth of the idea. Also includes recommendation for modeling and simulation, rapid assembly of an exploratory capability, and exercises and wargaming to scale-up the idea and measure its potential across a range of operational contingencies. Some portion of proposed initiatives may have been demonstrated in JWIDS, Service exercises (e.g., Roving Sands 97), or previously by a government organization (e.g., ESC, USAFE, CAOC). Careful review of historical data is essential to preclude duplicating previous efforts.
- c. Schedule and Risk.** Timeline required and risk to that timeline for completion.
- d. Funding Required.** Breakout of costs required to execute with a total amount required.
- e. Expertise Required.** Battlelab, AFMC, and other organizations, to include contracting, may jointly define the expertise, resources, and capabilities required to execute course of action. Identify any known similar capabilities (e.g., hardware/software) that exist which may duplicate the proposed initiative or doctrine/training being explored at Air University (e.g., simulation war games).
- f. Organizational Support for Each COA Listed.** Break out of support required to execute. For example:

1. ACC agrees to
2. ANG agrees to
3. AMC agrees to
4. AFMC agrees to

**3. PROPOSED PUBLIC AFFAIRS AND LEGISLATIVE LIAISON STRATEGY (For MBIs).** Following BPC assessment a Campaign Concept will be developed by the lead Battlelab. A Campaign Concept will include alternative courses of action and a proposed Public Affairs and Legislative Liaison strategy. HQ USAF/XORBB will develop an overarching plan in concert with the BPC and lead Battlelab for implementation at the national level. Each Battlelab will implement the local strategy as appropriate.

**4. AFTER INITIATIVE REPORT.** Estimated date of report and distribution list.

MAJCOM/DR or Equivalent signature block for MBI *or* Battlelab Commander for KBI

Attachments (1)

Distribution List (List AF/XO/XOR/XORBB, Battlelabs, appropriate MAJCOMs, and others as required)

**Attachment 4**

**BATTLELAB AFTER INITIATIVE REPORT FORMAT**

CLASSIFICATION

**FORMAT FOR**

**KENNEY/MITCHELL CLASS AFTER INITIATIVE REPORT**

KENNEY/MITCHELL CLASS AFTER INITIATIVE REPORT (Name of Initiative)

ACTION NUMBER: (format: initiating organization name, fiscal year, sequential two digit number, e.g., ACC 97-01)

**1. DEMONSTRATION MISSION STATEMENT:**

**A. Purpose**

**B. Length of Time:**

**1. Submittal of BI to Approval**

**2. From approval to completion**

**C. Objectives and Measures of Merit**

**2. COURSE OF ACTION**

**3. RESULTS**

**4. RECOMMENDATION:** Recommendations may include the following; (1) revise doctrine, training, or tactics; (2) develop a Combat Mission Needs Statement and implement by way of a rapid acquisition effort; (3) modify requirements and ongoing acquisitions; (4) establish an Advanced Concept Technology Demonstration (ACTD) or Joint Test Program Initiative; (5) develop new requirements and a new acquisition program; or (6) identify another appropriate approach.

Battlelab Commander/Task Force Director Signature Block

Attachments (1)

Distribution List (List AF/XO/XOR/XORBB, Battlelabs, appropriate MAJCOMs, and others as required)