

**2 JANUARY 2004**

**Command Policy**

**AIR FORCE SPACE COMMAND CONCEPT  
DEVELOPMENT**



**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements Air Force (AF) policy and guidance in Air Force Policy Directive (AFPD) 10-28, *Air Force Concept Development*. It is to be used in addition to AFPD 10-28 while providing more specific Air Force Space Command (AFSPC) implementation guidance, particularly for format and organizational responsibilities in preparation, coordination, and dissemination of concept documents to support AFSPC capabilities. Existing concept documents are not required to be re-written solely to comply with this instruction. Compliance will be mandatory during the normal document review/revision cycle. Pertinent information and direction previously contained in AFSPCI 10-606, *Development and Use of Conceptual Documents*, (rescinded) is incorporated herein. This instruction applies to HQ AFSPC, its Numbered Air Forces (NAF) and their assigned wings, the Space Warfare Center (SWC) and the Space and Missile Systems Center (SMC). It also applies to Air Force Reserve or Air National Guard units directly supporting AFSPC units and missions.

**1. Concept Definition.** Air Force concepts describe the ways (sequenced actions) in which we employ military means (capabilities) to accomplish desired ends (effects). Air Force concepts describe how the USAF intends to employ air and space power in support of Joint Operating Concepts and national security and national military objectives. A concept is not a purely technical or procedural description.

1.1. **Concept vs. "CONOPS".** The term "concept of operations" or "CONOPS" has specific meaning in the Joint operations community. Joint Publication (JP) 1-02, *Department of Defense Dictionary of Military and Associated Terms*, defines it as "A verbal or graphic statement, in broad outline, of a commander's assumptions or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign plans and operation plans..." The majority of AFSPC "CONOPS" documents should more correctly be identified as Operational, Functional, or Enabling Concepts, with most being Enabling Concepts (describing a particular capability, such as a specific technology, training or education program, organization, facility, etc.). See **Attachment 1** for concept definitions, and **Attachment 2** for concept hierarchy and general examples.

1.2. **Fundamental Questions.** All concept documents must, at a minimum, have direct linkage to at least one of the overarching Operating Concepts approved by the Chief of Staff of the Air Force (CSAF) (e.g., Global Strike, Nuclear Response, Space & C4ISR), and answer eight fundamental questions. **Paragraph 2.3.** below provides suggestions as to how the questions may be answered within the document's framework. The questions (and their respective subsets) to be answered are as follows:

- 1.2.1. What are the missions to be accomplished?
- 1.2.2. What is the Combatant Commander's intent?
- 1.2.3. Who are the key players and what are their command relationships?
- 1.2.4. What elements of the system-of-systems are used to execute missions?
  - 1.2.4.1. Intelligence, Surveillance and Reconnaissance (ISR) elements?
  - 1.2.4.2. Command, Control, Communications and Computer (C4) elements?
  - 1.2.4.3. Engagement Systems elements?
  - 1.2.4.4. Connectivity elements?
  - 1.2.4.5. Base operating support?
- 1.2.5. What are the required high-level operational tasks?
  - 1.2.5.1. Who executes them, and by what authority?
  - 1.2.5.2. Where will elements or activities execute the mission?
  - 1.2.5.3. What system-of-systems elements are used in their execution?
  - 1.2.5.4. What are the information requirements for each operational task?
- 1.2.6. What connectivity is required between the participating system-of-systems elements?
- 1.2.7. What are the training tasks?
- 1.2.8. How is mission readiness determined and reported? What are the supportability/sustainability tasks needed to accomplish the mission?

**2. Concept Format and Content.** This section provides guidance for AFSPC concept document development. Concepts mature over their life cycle, and as the concept matures, so does the level of specificity. The concept development life-cycle phases include (but are not limited to) initiation, wargaming, experimentation, validation and implementation. An AFI implementer for AFPD 10-28 will be forthcoming from AF/XOX (timeframe TBD), defining each phase in detail. Concept approval is required at least twice in the concept life cycle: prior to moving into the experimentation phase and prior to the implementation phase.

2.1. **The Concept Document, in General.** Concepts should be clearly and concisely written, containing no extraneous information. If detailed or lengthy information is needed, include it as an appendix. The format listed below is a guide and should be followed as closely as possible, but may be modified as deemed necessary by the OPR. Format deviations should be kept to a minimum and are only acceptable when the intent of the concept document is best served with a deviation. Concept documents will follow general guidelines for AFSPC documents, i.e. using "Arial" font with 12 pitch and

character size, all headings in bold type, left justification for all text, and one inch margins on the left, right, top and bottom.

**2.2. For Classified Documents.** Follow direction in AF Instruction (AFI) 31-401, *Information Security Program Management*, USAFINTEL 201-1, *The Security, Use, and Documentation of Sensitive Compartmented Information (SCI)*, and the applicable Security Classification Guides (SCGs) and DoD guidance when classifying and marking concept documents. Classification authority and declassification instructions will be displayed on the title page. For all new classified information, assign a declassification date not to exceed 10 years from the original classification of the information. For documents classified from derivative sources and marked “Originating Agency’s Determination Required (OADR),” the date of origin of the source document or classification guide shall be included. This marking will permit the determination of when the classified information is 25 years old and subject to automatic declassification under section 3.4 of Executive Order 12958, *Classified National Security Information*. The inside of the last page of each classified document will be blank except for the following annotation, “THIS PAGE INTENTIONALLY LEFT BLANK,” and this annotation will be used for any blank page throughout the classified document.

**2.3. Document Sections/Headings.** All AFSPC concept documents must adhere as closely as possible to the following format. Suggestions are included as to where the eight fundamental questions described in **paragraph 1.2.** above may be addressed. See **Attachment 3** for general format guidelines.

**2.3.1. Executive Overview** As a general rule, the Executive Overview should consist of background information and an introduction summarizing all elements of the concept in less than two pages.

**2.3.1.1. Background.** The background statement should be a brief paragraph or outline describing the need for the concept, under what direction/authority it is being developed (Mission Area Plan (MAP) identified deficiency, etc.) and the higher level concept(s) it is supporting. Identify the overarching CSAF-approved Operating Concept and master capabilities the concept supports. The background is also a good place to discuss any historical significance, departures from historical practices, advances in technology, new military problems, or new ways to deal with existing military problems which have led to the need for the concept.

**2.3.1.2. Introduction.** Following the background information, an introduction of the concept should be written which states the concept type (Operating, Functional, or Enabling (MAJCOMs will not normally publish Institutional Concepts) - See **Attachment 1** for concept definitions), and highlights the capabilities and actions to be taken to achieve the desired effects. The introduction should also include the relationships to other supporting concepts, as well as a high-level outline of organizational involvement, systems required and important interfaces between them.

**2.3.2. Purpose.** The purpose describes the intended use of the concept. A concept may have more than one purpose. Initially it may be to stimulate creative thought, while later it may support specific operational requirements. Revise the purpose as the concept matures through validation and implementation.

**2.3.3. Time Horizon, Assumptions and Risks.** Explain the applicable time period for the concept. If there are any precepts or assumptions for implementing the concept, describe them here along with any operational, technological, or organizational risks involved.

**2.3.4. Description of the Military Challenge.** A mission statement will be developed for this section specifying the nature of the mission and the problem to be solved. Threats, concerns and deficiencies will be identified, as well as the conditions under which the mission will be achieved. Specify the focus of the mission; is it global in nature? Is it strategic or tactical? Is it operational, functional or enabling? What are the missions to be accomplished?

**2.3.5. Synopsis.** A high-level outline giving a broad description of the capabilities to be employed, and how they will be used to accomplish the desired effects. This section encapsulates the essence of the “how” of the concept in the most fundamental and widest terms possible that retain practical meaning. Use graphic representation (Operational View, IAW *DoD Architecture Framework*) to complement the description.

**2.3.6. Desired Effects.** This section boils down to an explanation of the Commander’s intent or a statement of the operational effects for achieving military objectives. What is the Combatant Commander’s intent?

**2.3.7. Necessary Capabilities.** Each necessary capability should be separately discussed. Include each capability in a concise statement as a heading or in bold type followed by a narrative description. Where appropriate, give physical descriptions of systems/organizations/functions and specific characteristics and performance factors. More detail here on the missions to be accomplished. What are the required high-level operational tasks?

**2.3.8. Enabling Capabilities (as required).** Follow the same guidelines given above for necessary capabilities not directly related to the concept objectives and desired effects, but essential for the successful execution of the concepts. Outline needed relationships. As concepts mature, identify needed infrastructure (facilities, etc.) to ensure proper insertion to the planning and programming process.

**2.3.9. Sequenced Actions.** This section should convey a logical flow, usually start to finish, of events framed in space and time. Operational scenarios may be used when appropriate. Attempts should be made to be as specific as possible. If specificity is not appropriate or possible, then relative and qualitative descriptions should be used. Each operational task should include the time element for accomplishing the task, descriptions of situations (how, where, when), the environment, the system-of-systems involved and their purpose, the actors and their responsibilities, and the information requirements to conduct each task. Include all necessary supporting actions. These may include but are not limited to the following:

2.3.9.1. Mission planning needs. More detail here on high-level operational tasks in sequence.

2.3.9.2. Training tasks, requirements and responsibilities.

2.3.9.3. Mission ready requirements, determination policies and responsibilities.

2.3.9.4. Reporting requirements and responsibilities. How is mission readiness determined and reported?

2.3.9.5. Security requirements (i.e., physical security, information security, industrial security, personnel security, acquisition system protection, force protection, operations security, communications security, computer security, etc.).

2.3.9.6. Intelligence support/requirements.

2.3.9.7. Integration with existing, developing, or planned operational systems and procedures.

What elements of the system-of-systems are used to execute missions?

2.3.9.8. What are the supportability/sustainability tasks needed to accomplish the mission?

2.3.10. **Command Relationships/Architecture (as required).** Sensor and shooter involvement is explained in this section. If known, define the organizations involved, interfaces between the organizations (to include a description of the information to be exchanged), and required organizational support necessary to employ the concept. This section will explain how the Rules of Engagement are supported, executed, and by what authority. It will also provide guidance for each applicable subordinate level organization and the supporting and supported command elements. Also, describe the systems/technologies and system/technological elements involved (state if the technologies are mature or evolving), the support/purpose they provide, their human-machine interface, and interfaces between systems/system elements necessary to employ the concept. Include the required integration of systems into C2 and/or operational structure. Who are the key players & what are their command relationships? What connectivity is required between the participating system-of-systems elements? Is the C2 structure of systems doctrinally sound and consistent with the command vision for C2?

2.3.11. **Summary.** Briefly re-cap the essence of the concept. This section should re-visit all the main points of each previous section.

2.3.12. **Appendix (as required).** Supporting material and information for the concept may be included as appendices.

**3. Concept Development Process.** This section provides more guidance on AFSPC concept development from tasking (initiation phase) through final approval. AFPD 10-28 defines the AF concept development process. The concept development life-cycle phases include (but are not limited to) initiation, wargaming, experimentation, validation and implementation. These phases are independent of the *National Security Space Acquisition Policy 03-01* phases, and normally will occur prior to Key Decision Point (KDP) A for a new concept. In cases of revised or revisited concepts, timing in the acquisition process may differ. Ideally, the concept document will serve as the primary source document for the Initial Capabilities Document, which leads to KDP-A. Refer to *NSS 03-1 Space Acquisition Policy* for more details of the acquisition process. Concept approval is required prior to experimentation and prior to implementation. This precludes unnecessary expenditure of funds for experimentation or implementation of unapproved concepts.

3.1. **Concept Source.** Concepts are derived from the overall Air Force Modernization Planning Process (MPP). Guidance flows from the national level in the form of the National Security Strategy, to the DoD in the National Military Strategy. AFSPC derives additional direction from key recurring documents to include the *Quadrennial Defense Review, Unified Command Plan, Theater Security Cooperative Plan, Combatant Commanders' Integrated Priority Lists, Joint Doctrine, and the USAF Strategic Plan, Transformation Flight Plan, Annual Planning and Programming Guidance, and Vision Statements*. The Air Force documents its key capabilities in the overarching Operating Concepts approved by the CSAF. These capabilities are vetted through the Capabilities Review and Risk Assessment (CRRA) process, where needed capabilities and identified deficiencies are prioritized at the Air Staff. These deficiencies/required capabilities form the basis for the Integrated Planning Process, which produces the Mission Area Plans (MAPs) and Mission Support Plan (MSP). AFSPC's capabilities-based modernization process identifies needed capabilities, determines shortfalls that must be filled through modernization and transformation, and produces a list of prioritized

needs for the command across the planning horizon. The prioritized needs list is submitted to the concept development engineers at the Space and Missile Systems Center (SMC/TD) and other product centers. Materiel and non-materiel solutions are developed, evaluated and costed by the product centers with support from Air Force Research Laboratory (AFRL). Technical Planning Integrated Product Teams (TPIPTs) identify modifications to existing systems and new concepts along with enabling technologies and available science and technology (S&T) resources that could meet the needs. AFSPC analysts identify the most cost-effective combination of programs, systems, technologically feasible future concepts, and acquisition schedules to satisfy the needs over the 25-year planning horizon under a realistic command funding profile. The Strategic Master Plan (SMP) is the capstone document representing the command's priorities for capability development, outlining a fiscally constrained and technologically feasible system roadmap to influence programming and budgeting decisions to transform AFSPC into a full spectrum space combat command. Concepts falling outside the scope of this process must be considered on a case-by-case basis for merit, and introduced into the planning process if deemed critical. It is important to understand the concept document is a living document. Development of the concept will mature over its lifecycle, requiring multiple iterations. Ultimately, the document will support the acquisition process and will mature with the envisioned program through its KDPs.

**3.2. Tasking.** AFSPC/XOOE is the central clearing house for all AFSPC concept documents. For major command (MAJCOM) concepts, tasking for development may originate from any AFSPC Directorate, NAF, Air Staff or a unified commander. Space Wing concept tasking may originate at the Wing or from the NAF. An Action Officer (AO) and Office of Primary Responsibility (OPR) with the appropriate expertise and level of responsibility will be assigned to develop the concept document.

**3.3. Drafting.** The AO and OPR conduct extensive research to determine the scope of the concept and its capabilities using the general elements discussed in this AFSPCI as an outline. Working groups should be formed to develop a strawman concept. Group members are selected by their area of expertise. Assistance may be requested from the NAFs, Direct Reporting Units (e.g., SWC, SMC), Wings, other MAJCOMs, sister services, etc., as needed. Once a workable draft is completed, it is reviewed and modified. This process may go through several iterations before a good working draft is sent out for initial coordination. While the document is in draft form, the top and bottom of all pages will be marked "**DRAFT – NOT FOR IMPLEMENTATION OR GUIDANCE**".

**3.4. Staffing/Coordination.** The document should receive the widest coordination and dissemination possible among those offices having possible inputs or being impacted. All AFSPC concepts require 3-letter (division level/2-letter NAF) coordination, and 2-letter (HQ Directorate/NAF Commander/SWC/CC/SMC/CC/other agency, when applicable) coordination with AFSPC/XO approval before being published. HQ AFSPC/XOO is a **mandatory** coordinating agency for all concept documents requiring AFSPC/XO or higher approval. NAF coordination should include input from the appropriate wing(s). Allow sufficient timelines for proper staffing. The Staff Summary Sheet (SSS) or official memorandums used to coordinate and obtain approval will be maintained with the master document as document approval authority. All comments submitted to the OPR should have justification/rationale associated with each comment. Conversely, all comments should be addressed by the OPR, usually in the form of a comment resolution matrix (AFSPC Fm 24, **Document Review Comments**), which provides feedback to coordinating agencies on why their comments were or were not incorporated into the document, along with the justification/rationale. When the document is in the coordination and review cycle, the following criteria will be used to determine the severity of comments provided:

3.4.1. **Critical.** Critical comments will result in a non-concur by the coordinating agency if not satisfactorily resolved. Critical comments describe major deficiencies that negatively affect the capability of the document to meet its objective and may prevent implementation of the document as written.

3.4.2. **Substantive.** Substantive comments pertain to less critical deficiencies such as deviations from command policy or the MAP. They also identify areas that appear or are potentially unnecessary, incorrect, incomplete, misleading or confusing in nature.

3.4.3. **Administrative.** Administrative comments are offered for clarity, accuracy and consistency. They include such items as outdated references, improper terminology and minor typographical or grammatical errors.

3.5. **Approval.** Concept approval is required at two phases during concept development: 1) prior to experimentation, and 2) prior to implementation. The OPR prepares the document for final review by the approving authority (i.e. AFSPC/XO for AFSPC concepts). At this point, all comments should have been resolved and incorporated for final approval and signature.

3.6. **Distribution.** The signed concept document is ready for reproduction and distribution to all applicable agencies. For all concepts, the final approved version must be provided to AFSPC/XOOE for maintenance in the command concepts repository.

3.7. **Review.** Reviews are normally conducted biennially or at each new KDP, as applicable. When conducting the review of approved concept documents, the OPR should circulate the document to the appropriate 3-letter offices. The OPR must ensure widest dissemination of the document to applicable offices/agencies. If significant changes are required, the AO must accomplish the coordination as described in **paragraph 3.4.** above. If only minor or administrative changes are required, the AO may incorporate those changes and have the 3-letter OPR sign out the document for distribution. In either case, a new cover sheet for the concept must be generated to reflect the revised date. If a review was conducted and it was determined that no significant changes are required, then a memo for record (MFR) should be accomplished to document that the review was conducted and the outcome of that review. The MFR should be filed with the basic document working file.

#### 4. Responsibilities:

4.1. **The Director of Air and Space Operations (HQ AFSPC/XO).** XO has overall responsibility for the development and approval of concept documents IAW AFSPC Headquarters Operating Instruction (AFSPCHOI) 10-1, *Operational Requirements Guidance*. XO divisions will review all products of the Integrated Planning Process for capabilities/deficiencies requiring concept development. XO will coordinate all concept documents with the appropriate NAFs and agencies/offices within the command and other agencies, as appropriate. XOOE, Concepts Branch, is the AFSPC POC for all concept documents and OPR for policy, guidance, procedures and oversight for concept development within AFSPC. A centralized database of all AFSPC concepts will be maintained by XOOE.

4.2. **The Director of Requirements (HQ AFSPC/DR).** Future concepts may create new requirements, and new requirements may drive the development of concept documents. As such, the appropriate DR office must be involved in the concept development process.

4.3. **The Director of Plans and Programs (HQ AFSPC/XP).** XP has overall responsibility for the Integrated Planning Process and MAP development IAW AFSPCHOI 10-1. MAPs identify potential

deficiencies and needed future AFSPC capabilities. Concepts must be developed and documented for these capabilities.

4.4. **The Director of Intelligence (HQ AFSPC/IN).** IN has overall responsibility for integration of intelligence requirements and considerations into all phases of AFSPC planning. As such, the appropriate IN office must be involved in the concept development process.

4.5. **Numbered Air Force (NAF) Commanders.** NAF Commanders may task the Wings to develop concept documents and/or coordinate on concepts in development or revision. When concept coordination is requested, the NAF will consolidate all Wing comments prior to responding to AFSPC.

4.6. **Space Warfare Center Commander.** SWC/CC may task SWC divisions to develop concept documents for projects in the planning phase and/or to coordinate on applicable concepts being coordinated through AFSPC units. Coordination must be obtained with appropriate SWC internal and external customers prior to responding to AFSPC.

4.7. **AFSPC Wing Commanders.** Wing Commanders may task their staff to develop concepts for tasks or procedures to be implemented within the Wing. Following Wing coordination, the concept will be coordinated with the appropriate NAF for approval. When coordinating on concept documents originating from higher headquarters, the Wing Commander will forward comments to the NAF for consolidation.

## 5. Concept Release Policy:

5.1. A concept document is an integral part of program documentation supporting the Air Force and DoD. Draft concepts normally are not released outside the Department of the Air Force or other participating services due to potential source selection sensitivity and the possibility the information may be misinterpreted or changed. Following its approval and inclusion of recommended revisions, a published concept document may be released to other US government and non-government agencies who are authorized to receive such information and who have a valid need to know. However, if proprietary rights could be jeopardized or conflicts of interest appear to be possible, the related information must be deleted or sanitized. Implementing commands must clearly state the constraints to be placed on the review and distribution of a concept document.

5.2. Release of a complete or partial concept document is governed by AFI 61-204, *Disseminating Scientific and Technical Information*. Multi-command, multi-service, and joint concept document initiatives require concurrence of all users before such documents may be released. Draft documents released prior to AFSPC approval must clearly state that they do not necessarily reflect AFSPC policy or approval and are subject to change.

DOUGLAS M. FRASER, Maj Gen (s), USAF  
Director of Air and Space Operations

## Attachment 1

## GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

***References***

AFI 31-401, *Information Security Program Management*

AFI 61-204, *Disseminating Scientific and Technical Information*

AFPD 10-28, *Air Force Concept Development*

AFPD 31-4, *Information Security*

AFSPCHOI 10-1, *Operational Requirements Guidance*

DoD 5200.1-R, DoD Information Security Program Regulation

Executive Order 12958, Classified National Security Information

USAFINTEL 201-1, The Security, Use, and Documentation of Sensitive Compartmented Information (SCI)

A Practical Guide for Developing and Writing Military Concepts, Defense Adaptive Red Team Working Paper 02-4

Joint Operations Concept – Full Spectrum Dominance Through Joint Integration, Version 4.8

Joint Publication 1-02, amended

***DoD Architecture Framework***

NSS 03-1, *Space Acquisition Policy*

AFDD 2-2, *Space Operations*

AFDD 2-2.1, *Counterspace Operations*

***Abbreviations and Acronyms***

**AFI**—Air Force Instruction

**AFPD**—Air Force Policy Directive

**AFPDO**—Air Force Publication and Distribution Office

**AFSPC**—Air Force Space Command

**AFSPCHOI**—Air Force Space Command Headquarters Operating Instruction

**AFSPCI**—Air Force Space Command Instruction

**AO**—Action Office

**C4**—Command, Control, Communications and Computer

**CONOPS**—Concepts of Operation. Also called commander's concept. (Reference JP 1-02)

**DoD**—Department of Defense

**JOpsC**—Joint Operations Concept

**JP**—Joint Publication

**ISR**—Intelligence, Surveillance and Reconnaissance

**MAJCOM**—major command

**MAP**—Mission Area Plan

**MFR**—Memo for Record

**NAF**—Numbered Air Force

**OADR**—Originating Agency's Determination Required

**OPR**—Office of Primary Responsibility

**POC**—Point of Contact

**SMC**—Space and Missile Systems Center

**SWC**—Space Warfare Center

**SSS**—Staff Summary Sheet

### *Terms*

**Concept of Operations**—A verbal or graphic statement, in broad outline, of a commander's assumptions or intent in regard to an operation or series of operation. The concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an overall picture of the operation. It is included primarily for additional clarity of purpose. Also called commander's concept or "CONOPS." Reference JP 1-02

**Institutional Concepts**—A description of the features and functioning of a military institution or institutions. Also referred to as Operational Concepts or Capstone Concepts, Institutional Concepts describe not only the operating policies of the institution, but also manpower, training, education, materiel, morale and welfare, and other policies. Institutional Concepts are the highest-order of all military concepts. They take their guidance directly from the National Security Strategy and the National Military Strategy. They provide context and guidance for all other military concepts. Future institutional concepts are often promulgated as vision statements applying to some specified future time horizon, such as *Joint Vision 2020*.

**Operating Concepts**—A description in broad terms of the application of military art and science within a defined set of parameters. In simplest terms, operating concepts articulate how a commander will plan, prepare, deploy, employ or sustain a joint force against potential adversaries within a specified set of conditions. Operating concepts encompass the full scope of military actions required to achieve a specific set of objectives. The Joint Chiefs of Staff's Joint Operations Concept (JOpsC) provides further Joint Staff guidance on operating concepts. Operating concepts may be further stratified as strategic, operational or tactical, relating to the associated levels of warfare (definitions at Appendix 1), though the specific stratification is not as important as understanding the concepts' context and interrelationships.

**Strategic Operating Concepts**—Broad, overarching concepts that describe how air and space power support and accomplish national or multinational (alliance or coalition) strategic security objectives at the strategic level of war.

**Operational Operating Concepts**—Mid-level concepts that describe how to sequence air and space power operations to exploit and achieve strategic objectives at the operational level, through tactical successes.

**Tactical Operating Concepts**—Lower-level employment concepts that describe how to execute air and space power engagements to achieve operational objectives.

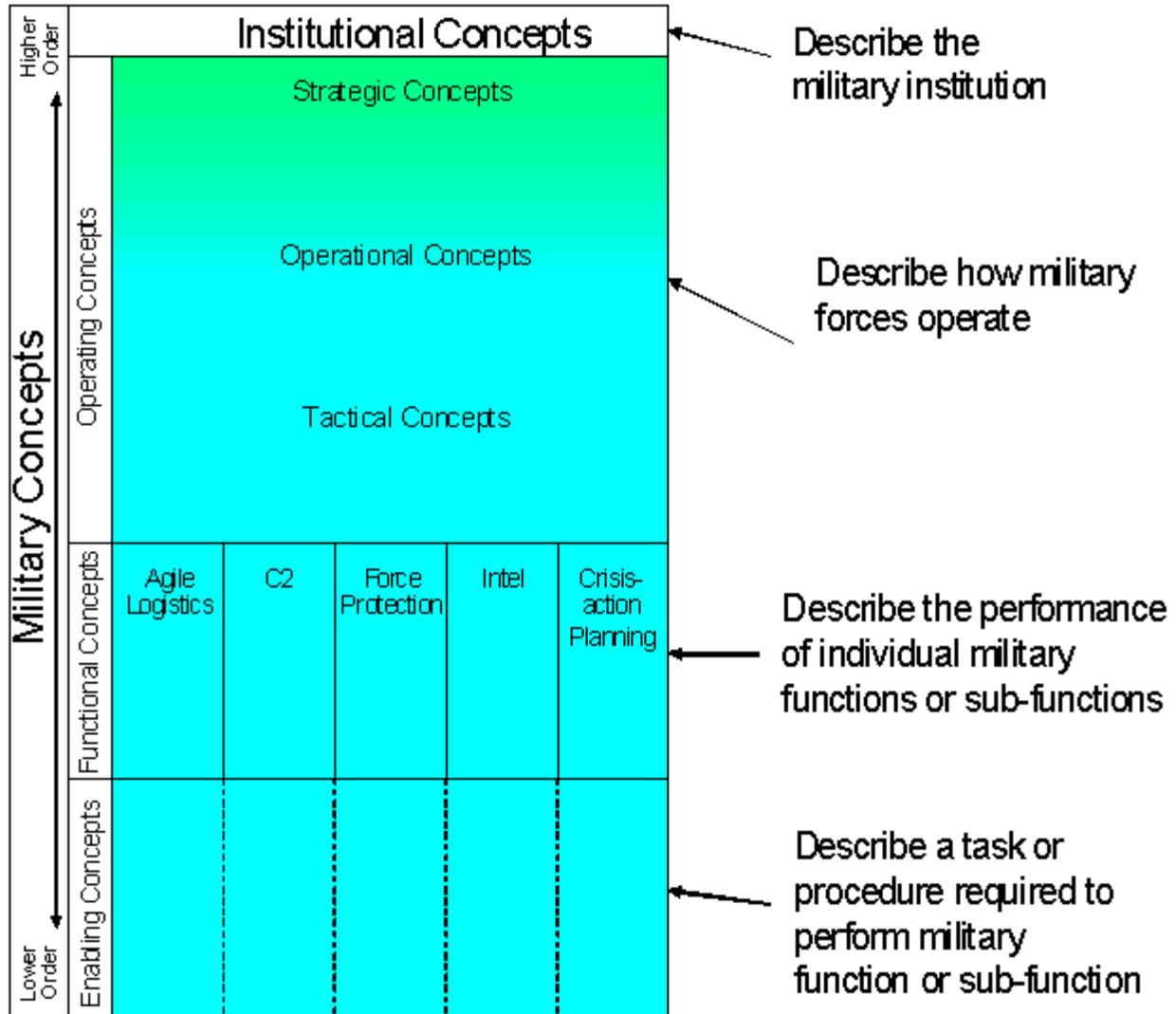
**Functional Concept**—Describe the performance of individual Air Force functions as they support operating concepts. Operating concepts supply the authoritative guidance and context for functional concepts. Functional concepts generally cut broadly across multiple operating concepts, though they can be specific to a single operating concept. Agile logistics, command and control, force protection, and intelligence are examples of functional concepts. In developing functional concepts, it's important to understand the potentially complex linkages to other functional concepts (e.g., the linkages between a command and control concept and an intelligence concept).

**Enabling Concept**—Describe how a particular task or procedure is performed, within the context of a broader functional area, using a particular capability, such as a specific technology, training or education program, organization, facility, etc. An enabling concept describes the accomplishment of a particular task that makes possible the performance of a broader military function or sub-function. The JOpsC defines an enabling concept as "A description of how a set of related military capabilities facilitate the accomplishment of particular tasks within the context of a broader military function or more specific operating concept." A concept describing base perimeter defense operations would be an enabling concept supporting force protection (a functional concept). While still expressed in conceptual terms, enabling concepts are the most specific of all military concepts. They should contain a level of guidance sufficient to lead directly to the establishment of military requirements. Like the broader functional concepts, enabling concepts usually apply to multiple operating concepts, but may, under certain circumstances, apply only to a specific operating concept.

Attachment 2

CONCEPT HIERARCHY AND GENERAL EXAMPLES

Figure A2.1. Military Operational Concept Hierarchy.



**Table A2.1. General Examples.**

<b>Translation Matrix ( general examples)</b>			
<b>CURRENT NOMENCLATURE</b>	<b>CONCEPT TYPE</b>	<b>LOGICAL OPR*</b>	<b>CONCEPT TIMEFRAME</b>
Air Force Vision Statement	Institutional	SECAF/CSAF	Future
Air Force CONOPS (e.g., Space and C4ISR)	Operating (Operational level)	Air Staff	Current/Future
Functional CONOPS (e.g., Space-based Missile Warning)	Functional	Component/NAF	Current/Future
System-level CONOPS (e.g. SBIRS)	Enabling	MAJCOM	Future
Tactics, Techniques and Procedures	Operating (Tactical level)	NAF/Wing	Implementation
* Denotes appropriate level for development. Proper coordination/input must be received from all concerned agencies.			

Attachment 3

CONCEPT DOCUMENT EXAMPLES

Figure A3.1. Concept Document Example, Title Page.

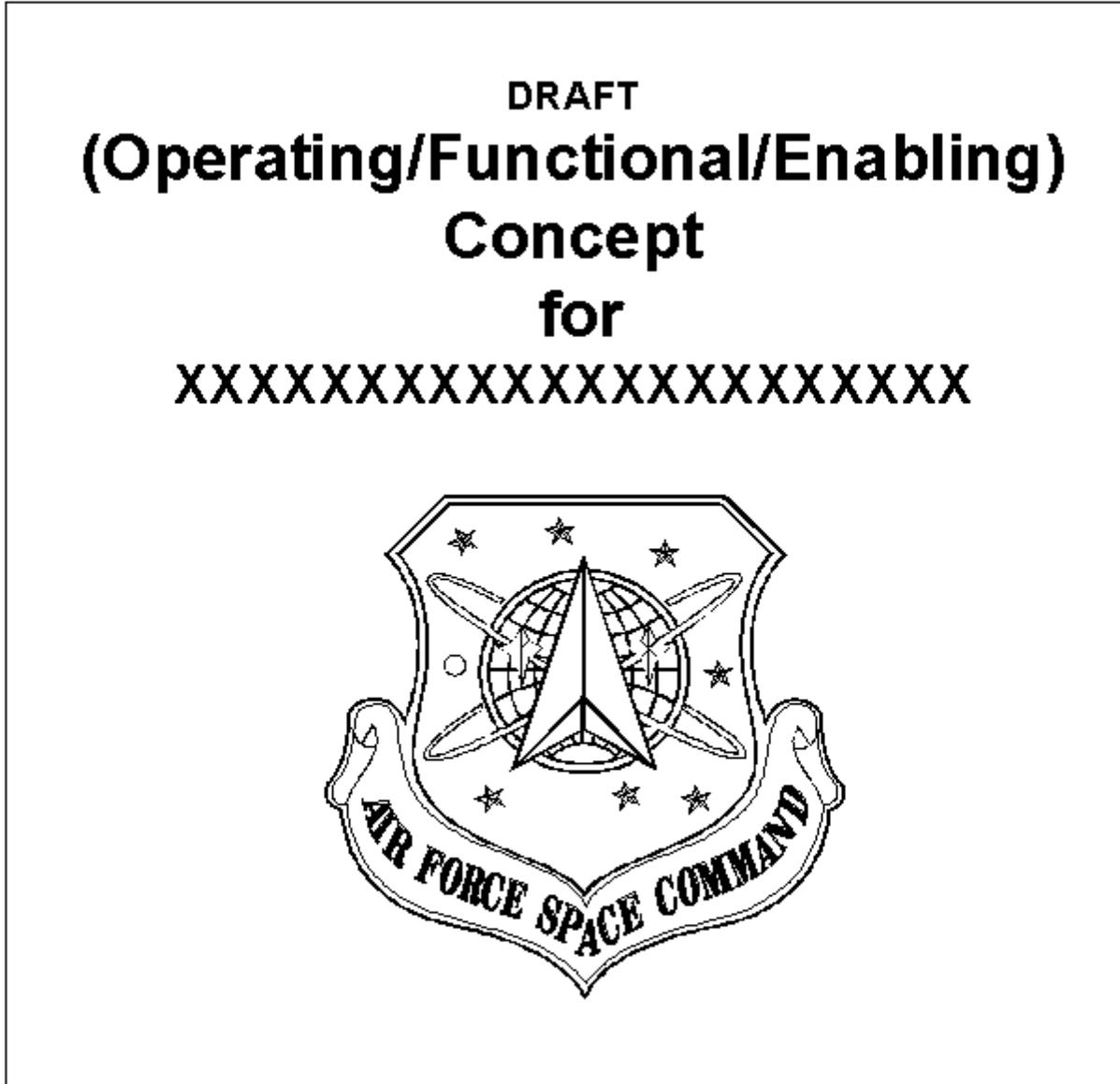


Figure A3.2. Concept Document Example, Signature Page.

**(Operating/Functional/Enabling) Concept**  
for  
XXXXXXXXXXXXXX

**Prepared by:**

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Major General (S), USAF  
Director of Air and Space Operations

**Figure A3.3. Concept Document Example, Headings.**

**1.0 EXECUTIVE OVERVIEW**

**1.1 Background**

**1.2 Introduction**

**2.0 PURPOSE**

**3.0 TIME HORIZON, ASSUMPTIONS AND RISKS**

**4.0 DESCRIPTION OF THE MILITARY CHALLENGE**

**5.0 SYNOPSIS**

**6.0 DESIRED EFFECTS**

**7.0 NECESSARY CAPABILITIES**

**8.0 ENABLING CAPABILITIES (AS REQUIRED)**

**9.0 SEQUENCED ACTIONS**

**10.0 COMMAND RELATIONSHIPS / ARCHITECTURE (AS REQUIRED)**

**11.0 SUMMARY**

**12.0 APPENDICES (AS REQUIRED)**