

Canadian Forces Joint Publication



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Foreword

01. Military doctrine—the fundamental principles by which military forces guide their actions in support of objectives¹—is an essential element of the military as it “provides the framework within which military operations are planned and executed. It represents the distilled insights and wisdom gained from experience.”²

02. While authoritative, doctrine requires judgment in its application. “Military doctrine provides a common approach to the conduct of military arts and science based upon methodical thinking that is not bound by prescriptive rules. When combined with effective training, doctrine does not constrain individual initiative; rather it leads to consistent behaviour, mutual confidence and effective collective action. Well-developed military doctrine is inherently flexible, allowing commanders to seize the initiative and adopt unorthodox or imaginative courses of action as opportunities arise in the *battlespace*.”³

03. It is the policy of the CF that its doctrine, both joint and environment-specific, be consistent to the maximum extent possible with each other, as well as with the doctrine of its principal allies to facilitate interoperability. In this regard, the United States of America (US) is Canada’s “most important ally.”⁴ Interoperability with the US is therefore a primary goal of CF doctrine development, as is interoperability with the North Atlantic Treaty Organization (NATO). Finally, interoperability with the United Kingdom, Australia, and New Zealand, with whom Canada shares similarities in force structures, basic laws and traditions, is highly desirable. Doctrine writers must therefore work closely within international doctrine fora to minimize or mitigate conflicts.

04. This publication provides guidance to transform the “insights and wisdom gained from experience” into CF doctrine and is therefore pertinent to:

- a. Commanders and staff involved in the initial development of CF doctrine (CF, joint, and environment-specific) and NATO doctrine (joint and environment-specific);
- b. Commanders and staff involved in the review and updating of CF and NATO⁵ doctrine;
- c. members of the Joint Doctrine Working Group (JDWG) and other established bodies authorized to approve CF and NATO doctrine;

¹ *Defence Terminology Bank*, record # 1761.

² CFJP 01 – *Canadian Military Doctrine*, paragraph 0104.

³ *Idem*, paragraph 0105.

⁴ *Canada First Defence Strategy*, June 2008.

⁵ The NATO equivalent to this publication is *Allied Joint Doctrine Development (AAP-47)*, a supplement to *The Directive for the Development and Production of NATO Standardization Agreements (STANAGs) and Allied Publications (APs) (AAP-3)*. It is to be used when working on NATO doctrine.

- d. members of the Department of National Defence (DND) and the CF involved in concept development;
 - e. members of DND and the CF involved in operational experimentation; and
 - f. Canadian representatives to:
 - (1) the American, British, Canadian, Australian, and New Zealand (ABCA) Armies Standardization Program;
 - (2) the Australia, Canada, New Zealand, United Kingdom, United States Naval Command, Control, Communications and Computers Organisation (AUSCANNZUKUS C4);
 - (3) the Air and Space Interoperability Council (ASIC);
 - (4) the Combined Communications Electronics Board (CCEB);
 - (5) the Quinquartite Combined Joint Warfare Conference (QCJWC); and
 - (6) the Multinational Interoperability Council (MIC).
05. The Canadian Forces' *Doctrine Development Manual* is composed of the following:
- a. Chapter 1 – Principles of Canadian Forces Doctrine;
 - b. Chapter 2 – Development of Joint Doctrine;
 - c. Chapter 3 – Joint Doctrine Development Authority; and
 - d. Chapter 4 – NATO Doctrine.
06. Recommendations for amendments to this publication are welcome and should be forwarded to the Canadian Forces Experimentation Centre (CFEC), attention Joint Doctrine Branch.



S.A. Beare
Major-General
Chief of Force Development

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Chapter 1

Principles of Canadian Forces Doctrine

Introduction

0101. This chapter outlines the principles that guide the development and content of Canadian Forces (CF) doctrine.

0102. The expression “CF doctrine” encompasses doctrine written for all three levels of military activities—strategic, operational, and tactical. It encompasses doctrine that is pan-CF,¹ joint,² and environment³-specific. Joint⁴ doctrine publications generally deal with doctrine at the operational level of war. Environment-specific doctrine is generally at the tactical level, but can also cover strategic and operational levels, and encompass activities by more than one service.⁵

Doctrine as guidance

0103. Doctrine is defined as the “fundamental principles by which the military forces guide their actions in support of objectives. It is authoritative but requires judgement in application.”⁶ In general, doctrine describes the factors to be considered and provides the specifics for planning and executing military operations and activities.

0104. Doctrine is considered guidance and is neither mandatory nor prescriptive in nature. However, departure from the application of established doctrine should be undertaken only after the doctrine has been considered in light of the particular circumstances of an operation and the doctrine is found to be wanting in some respect. Such a departure should be taken as an indicator that the doctrine itself may require amendment. Errors in doctrine should be brought to the attention of the custodian of a doctrine publication as soon as possible in order to initiate corrective actions.

0105. When writing military doctrine, it is essential that doctrinal aspects be presented in such a manner that they are perceived clearly as guidance and do not assume a mantle of undue authority. Of greater importance, however, is the need to clearly identify all laws, policies, and regulations that have been incorporated into doctrine publications to avoid confusion in the mind of the reader regarding the mandatory nature of such directives.

0106. Doctrine reflects current or developing capabilities and should be written as guidance for military operations and activities that may be undertaken today or in the near future. It is therefore imperative that doctrine development and revision be completed in a

¹ Pan-CF doctrine is that doctrine that is not considered joint but is applicable to an activity that impacts the entire CF, e.g. mobilization doctrine.

² Joint means applicable to two or more services when operating together as part of a joint force.

³ “Environment” is employed in this publication in its traditional sense, i.e. Navy, Army, and Air Force.

⁴ For the rest of this document, joint will also include pan-CF

⁵ For example, doctrine for maritime operations that is applicable to both naval units and supporting aircraft.

⁶ *Defence Terminology Bank*. Available at <http://terminology.mil.ca/term-eng.asp> (accessed March 2009).

relatively short timeframe⁷ to prevent the development process from being overtaken by recent events in the field. It is equally important that doctrine be reviewed rigorously and updated as required at periodic intervals.⁸

0107. Achieving a balance between currency and excessive change is a constant challenge for doctrine custodians and development authorities. Doctrine should be as current as possible, but constant change can present difficulties for education, training, and validation. While contradictions to law and policy and serious errors in doctrine require immediate corrective action, less significant changes should be incorporated into the normal review cycle.

Doctrine relationships

0108. Many factors either affect doctrine or are affected by doctrine will be address the most important onces.

0109. **Law and policy.** Doctrine shall always be consistent with applicable Canadian and international laws, Government of Canada policy, and Department of National Defence (DND) policy. Doctrine can be developed and promulgated in advance of, or in the absence of, policy but must be reviewed and modified, as required, once that policy has been promulgated.

0110. **Concepts.** New approaches to operations or concepts may be deemed worthy of consideration for further experimentation and validation. Once a concept is proven, it will need to be incorporated into extant doctrine. More than one doctrine publication may be affected by the adoption of a single concept.

0111. **Experimentation.** Doctrine and experimentation are closely linked. Experimentation can be used to:

- a. validate current doctrine against current scenarios in support of preparations for operations;
- b. determine if current doctrine will be valid in future scenarios, thus determining the need to revise doctrine; and
- c. validate concepts prior to development into doctrine.

0112. **Lessons learned.** The analysis of lessons and observations from recent operations and training exercises provides a measure of effectiveness of doctrine. Doctrine developers must consider lessons learned or identified from operations and training when developing a new doctrine manual or updating an existing document. There should be a close relationship between doctrine and lessons learned or identified.⁹

⁷ The current goal for the development or update of CF doctrine is 15 months from inception through drafting, approval, translation, and promulgation.

⁸ The current goal is to conduct a formal review of doctrine at intervals not exceeding three years.

⁹ For more information see JDN 04/08 *The Lessons Learned Process*.

<<http://cfd.mil.ca/websites/Resources/dgfd/Pubs/CF%20Joint%20Doctrine%20Notes/JDN_04_08_%20Lessons_Learned_Process_En.pdf>>

Which doctrine to use?

0113. CF doctrine provides guidance for, and is applicable only to, the CF. Therefore, the use of the terms “national” or “national-level” in connection with any portion of CF doctrine is inappropriate.

0114. The CF will use:

- a. CF doctrine when operating under CF control;
- b. NATO doctrine when operating under NATO control; and
- c. other doctrine only when specifically approved by appropriate CF authorities.

Doctrinal interoperability with allies

0115. It is CF policy that our doctrine, both joint and environment-specific, be consistent to the maximum extent possible with the doctrine of our principal allies to facilitate interoperability. However, interoperability with allies does not constitute justification for the development of CF doctrine that is inconsistent with Canadian law, or Government of Canada or DND policy.

0116. Since the United States (US) is Canada’s most important ally, doctrinal interoperability with US forces is to be a primary goal of CF doctrine development.

0117. As a member of the North Atlantic Treaty Organization (NATO), Canada is expected to follow NATO doctrine when conducting operations or exercises under NATO control. The consideration of NATO doctrine while developing CF doctrine is therefore of utmost importance to ensure interoperability. All NATO doctrine publications are subject to a thorough review and ratification process. Chapter 4 contains the applicable procedures and responsibilities for the ratification of NATO doctrine. In addition, due to similarities in force structures, basic laws, traditions, and the probability that our forces will work together in the future, it is also highly desirable that CF doctrine development takes into account parallel doctrine development within the United Kingdom (UK), Australia (AUS), and New Zealand (NZ).

0118. Balancing conflicting requirements for interoperability can present significant challenges to doctrine developers. CF doctrine publications should draw attention to those areas where conflicts exist or can potentially exist between CF doctrine and the doctrine of our principal allies. Where conflicts are known to exist, this fact should be highlighted in broad detail in the Preface and in greater detail in the appropriate locations in the main text of the manual. Footnotes can also be used to highlight such conflicts. If necessary, guidance must be sought from the Joint Doctrine Branch to address any discrepancy.

0119. In addition to NATO, Canada participates in the following organizations that may either produce doctrine or influence the development of CF doctrine with the objective of enhancing interoperability:

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- a. the **American, British, Canadian, Australian and New Zealand (ABCA) Armies Standardization Program** is an international armies program developed to ensure that the partners achieve agreed levels of interoperability and standardization necessary for two or more ABCA land forces to operate effectively together within a coalition;
- b. the **Australia, Canada, New Zealand, United Kingdom, and United States (AUSCANNZUKUS) Naval Command, Control, Communications, and Computers (C4)** program has aims to achieve internal sharing and understanding of maritime C4 knowledge, to produce products and processes to achieve maritime C4 interoperability, to increase external sharing and understanding of AUSCANNZUKUS, and to continuously achieve enhanced maritime C4 interoperability;
- c. the **Air and Space Interoperability Council (ASIC)** (formerly know as the Air Standardization Coordination Committee [ASCC]) is an international organization that has been working on behalf of five air forces (AUSCANNZUKUS) since 1948. Its principal objective is to ensure member nations are able to fight side-by-side as airmen in joint and combined operations;
- d. the **Combined Communications Electronics Board (CCEB)** is a five-nation organization supported by Australia, Canada, New Zealand, United Kingdom, and United States. Its mission is to examine military communications-electronics issues to ensure Allied interoperability. The Board is also responsible for the content, format, and release policy of Allied communications publications;
- e. the **Quinquartite Combined Joint Warfare Conference (QCJWC)** is a five-nation forum supported by delegates from Australia, Canada, New Zealand, United Kingdom, and United States. Its function is to facilitate coalition interoperability through the exchange of views and techniques on the study, development, promulgation, and application of joint doctrine and procedures; joint doctrine releasable to member nations; and information on opportunities for participation in member nations' joint training and joint exercises; and
- f. the **Multinational Interoperability Council (MIC)** consisting of Australia, Canada, France, Germany, Italy, United Kingdom, and United States, provides a multinational forum to address coalition operational requirements, identify coalition interoperability issues, and develop solutions that positively impact on coalition operational policy, doctrine, and planning. The MIC's goal is to provide for the exchange of relevant information across national boundaries in support of the warfighter in coalition operations.

Use of other doctrine in the CF

0120. Occasions may arise when it is more expeditious or otherwise desirable to use foreign doctrine publications than it would be to implement new or revised CF doctrine.

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Careful review is required to ensure that these publications do not contradict Canadian law or Government of Canada/DND policy. Where such conflicts are found, use of those aspects of the other doctrine is prohibited. Any foreign doctrine publication under consideration for use by the CF must be brought to the attention of the Joint Doctrine Branch who will assist with its evaluation.

0121. Authority for approving the use of other doctrine resides with:

- a. Commander CEFCOM for operations outside of North America;
- b. Commander Canada COM for operations and national joint exercises within North America;
- c. Environmental Chiefs of Staff (ECSs) for training and exercises limited to their individual environment; and
- d. CFD for joint training and exercises.

0122. Other doctrine approved for use in the CF will be promulgated through the insertion of a letter of promulgation in publication and a Canadian Forces General (CANFORGEN) message that both clearly indicate:

- a. who has approved the use of the publication;
- b. which portion of the CF has approval to use this doctrine;
- c. those portions of the doctrine that do not apply and the reasons for this; and
- d. any time and space limitations on the use of the doctrine.

0123. The adoption of a foreign doctrine publication as CF doctrine does not obviate the requirement for the publication to be available in both English and French prior to promulgation.

CF doctrine development agencies

0124. The Canadian Forces Experimentation Centre (CFEC) is the lead agency for the development and/or coordination of all CF and joint doctrine. The following organizations will develop or assist in the development of CF or joint doctrine, as designated functional authorities or as subject matter experts:

- a. Canadian Operational Support Command (CANOSCOM);
- b. Canadian Special Operations Forces Command (CANSOFCOM);
- c. Canadian Forces Maritime Warfare Centre (CFMWC) on behalf of the Chief of the Maritime Staff;
- d. Director Army Doctrine (DAD) on behalf of the Chief of the Land Staff;

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- e. Canadian Forces Aerospace Warfare Centre (CFAWC) on behalf of the Chief of the Air Staff;
- f. Chief Defence Intelligence (CDI);
- g. Director General Health Services (DGHS);
- h. Director General Information Management Strategic Direction (DGIMSD) on behalf of Assistant Deputy Minister (Information Management);
- i. Director Joint Capability Production (DJCP); and
- j. Director Military Personnel Strategy (DMP Strat).

Joint doctrine publication hierarchy

0125. The Chief of Force Development (CFD) is the CF authority for the development and organization of all CF and joint doctrine. The following are the categories of publications associated with joint doctrine:

- a. **Joint doctrine.** Joint doctrine publications are official DND publications that have been ratified by all the force-generating and force-employed commands and approved by the appropriate authority. The Joint Doctrine Branch will assign a National Defence Index of Documentation (NDID) number and a joint publication number (e.g. CFJP 3.0 *Operations*). Joint doctrine publications are divided into the following categories:
 - (1) **Capstone doctrine.** The CF capstone doctrine manual is the highest order publication in the hierarchy of joint doctrine publications. It provides a link between the strategic guidance and the operational level of war.
 - (2) **Keystone doctrine.** Within the CF, NATO, and the forces of our principal allies, doctrine publications other than capstone publications are arranged using the continental staff system, i.e. under the general categories of: personnel and administration (1), intelligence (2), operations (3), logistics (4), plans (5), communications and information systems (6), training (7), resources and finance (8), and military cooperation (9). The highest level publication within each of these categories is called a keystone publication.
 - (3) **Subordinate doctrine.** Under the keystone joint doctrine publications, there may be any number of supporting joint doctrine publications associated with particular subject matter areas, e.g. use of force, non-combatant evacuation operations (NEO), etc. CFD is the authority for designating joint publications and positioning these publications within the joint doctrine hierarchy.

- (4) **Tactics, techniques and procedures (TTP).** These publications and documents are generally very detailed and prescriptive in nature. They are largely, but not exclusively, environment-specific oriented and apply mainly to the tactical level of war. TTPs may be either incorporated as attachments to higher-level doctrine or promulgated separately.
- b. **Joint doctrine note (JDN).** A joint doctrine note may provide initial guidance on a specific issue for the planning and execution of joint operations, or may provide condensed best practices on a subject that is relatively new. JDNs are expeditious in nature and therefore may be considered as “interim doctrine” that falls outside the normal development cycle. Because of this, JDNs often span all levels of war and there is often a need to establish where the doctrine fits in the overall scheme of things. JDNs may be prepared by any organization within the CF but must be staffed through the Joint Doctrine Branch for publication. The development process will be similar to that of joint doctrine manuals and the Joint Doctrine Branch will ensure that adequate consultation with the major organizations, commands, and/or departments is conducted. The contents of JDNs will subsequently be incorporated into formal doctrine publications as they are reviewed and amended. JDNs will not be assigned a NDID number but they will be assigned a “JDN number” such as JDN 01/08 (sequential number/ year).
- c. **Joint discussion paper (JDP).** A joint discussion paper does not represent fully agreed or staffed positions or concepts but is published to provide perspectives on evolving concepts and doctrine to generate discussion and feedback that will support the doctrine and concept development processes. The content of JDPs may eventually be incorporated into extant or future joint doctrine publications as the particular concept or practice evolves and matures. Joint discussion papers can be prepared by any CF organization, but must be staffed through the Joint Doctrine Branch, and endorsed by the JDWG, to ensure consistency with extant joint doctrine and harmonization with concept development work underway. Joint discussion papers will not be assigned a NDID number but will be assigned the abbreviation “JDP number” such as JDP 01/08 (sequential number/ year).
- d. **Supporting joint publications.** Supporting joint publications do not fall in any of the categories described above. Despite being joint in nature and supporting or amplifying joint doctrine, they are not considered doctrine documents. Examples of such documents are lexicons, collections of documents, compendia of legal documents, summary trial procedures, and joint concept documents. Supporting joint publications will be assigned a NDID number and will retain the title given by the originator. Supporting joint publications can be posted on the Joint Doctrine Branch’s web page, subject to endorsement by the JDWG.
- e. **Aides-mémoire.** These are usually single-page or card-size documents with a single word or a short phrase encapsulating the critical aspects of a particular doctrine or policy. *Aides-mémoire* are developed from extant doctrine and

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should make reference to the publication from which they have been developed.

0126. The Joint Doctrine Branch is responsible for the administration of the joint doctrine development process on behalf of CFD.

Environment-specific doctrine

0127. Environment-specific doctrine publications are organized and published under the authority of the appropriate ECS. Environment-specific doctrine must be consistent with CF and joint doctrine where appropriate. In the event of conflicting information, joint doctrine takes precedence over environment-specific doctrine.

Chapter 2

Development of Joint Doctrine

Introduction

0201. This chapter describes the processes used in developing joint doctrine and the management of the associated terminology, which are very similar to those used by NATO for its doctrine and terminology.¹ These processes can also be applied for the development of environment-specific doctrine and their use is encouraged.

Harmonization

0202. Harmonization is the process of reviewing and modifying doctrine to ensure consistency with Canadian law and policy and higher-level CF doctrine. If necessary, guidance is to be sought from the Joint Doctrine Branch. Harmonization includes, in order of priority, the following activities:

- a. Removing or modifying doctrine that contradicts Canadian law and policy or higher-level CF doctrine (for promulgated doctrine, this must be done expeditiously through an amendment to the publication).
- b. Including pertinent aspects of Canadian law and policy in new or updated doctrine.
- c. Ensuring that the material in the publication is complete and appropriate for the intended audience.
- d. Ensuring that the terminology is consistent with both accepted CF terminology and higher-level doctrine publications or that the variances are clearly noted in the publication.
- e. Ensuring that the doctrine is, to the maximum extent, interoperable with the doctrine of our principal allies, in particular the US and NATO. It is also highly desirable that developments in the UK, AUS, and NZ be taken into consideration when developing CF doctrine.
- f. Ensuring that related texts in various doctrine publications convey identical meaning.
- g. Reducing repetition within doctrine publications.

0203. Harmonization should be a consideration during the initial development phase and revisited during the formal review process. Harmonization can, when considered necessary or

¹ The NATO doctrine development process is explained in AAP-47 *Allied Doctrine Development*. Action Sheet C-M(2007)0023 *Guidance for the Development and Publication of NATO Terminology*, dated 20 April 2007, is the reference document for NATO terminology.

when directed, be undertaken as a separate process.

0204. The Joint Doctrine Branch oversees the joint doctrine harmonization process. With respect to the harmonization of a particular doctrine publication with other CF doctrine, custodians² should attempt to harmonize their publications with the publication immediately superior in their respective branch of the hierarchy, and with other associated doctrine publications as required. In addition to initiating harmonization changes to their own publications, custodians should pass recommendations for such changes to the appropriate custodian of other publications.

0205. CFD is the ultimate authority to resolve harmonization issues relating to joint doctrine. The Joint Doctrine Branch exercises this authority on behalf of CFD.

Development process

0206. The target timeline for the development of a new joint doctrine publication is to obtain ratification within 15 months of initiating the doctrine development process.

0207. The joint doctrine development process consists of the following 13 steps:

- a. Identifying the requirement to develop a new doctrine publication.
- b. Appointing a custodian.
- c. Identifying the target audience.
- d. Selecting a title.
- e. Determining the publication's place in the joint doctrine hierarchy.
- f. Selecting a NDID number for the publication.
- g. Developing the publication (this involves extensive research and usually the production of a series of drafts that are distributed for review and comments).
- h. Ratifying the publication.
- i. Translating the publication.
- j. Promulgating the publication.
- k. Educating and training personnel on the doctrine.
- l. Validating the doctrine.

² An individual or organization designated as the executive agent for the development and updating of a doctrine publication.

- m. Reviewing and updating the publication.

0208. **Identifying the requirement for a new publication.** Requirements for a new publication can be generated either top-down or bottom-up. Normal sources of doctrine requirements come from:

- a. CFD organizations;
- b. lessons identified and/or learned from operations or exercises;
- c. the acceptance of a new concept of operations for activities not previously conducted by the CF;
- d. doctrine identified through the monitoring of doctrine forums of our allies, NATO, and the other groups;
- e. force employment commands;
- f. ECSs or group principals;
- g. professional development institutions (e.g. Canadian Forces College [CFC]);
- h. the Capability Development Boards (CDBs); and
- i. project management staff.

0209. Once identified, the requirement to develop new joint doctrine or to update an existing publication will be staffed through the Joint Doctrine Branch for approval and inclusion in the Joint Doctrine Work Plan (JDWP).³

0210. **Appointing a custodian.** The Joint Doctrine Working Group (JDWG) will appoint a custodian to oversee the development and administration of a new doctrine publication. The staff of the Joint Doctrine Branch will draft direction for the custodian in the form of terms of reference that will be approved by CO CFEC. The custodian will normally form a panel made up of subject matter experts (SMEs) to assist in developing the publication.

0211. The custodian will update the JDWG⁴ on the progress achieved and the way ahead at each semi-annual meeting. More frequent updates may be required as directed by the JDWG chair.

0212. **Identifying a target audience.** It is important to identify the target audience very early in any doctrine development process, as this will determine the content and style. The publication's intended audience should be indicated in its preface.

³ See Chapter 3 for additional details.

⁴ See Chapter 3 for details.

0213. **Selecting the title.** The custodian is responsible for selecting an appropriate title in accordance with the direction provided below. It is important to note that, as the publication develops, it may be necessary to modify its title. CFD will approve the title as part of the approval process.

0214. All joint publications will display a line above the title on the title page specifying that the document is a “Canadian Forces Joint Publication.” Therefore, the title will not repeat the words “Canadian Forces” or contain the letters “CF.”

0215. The word “doctrine” will not be used in the title of supporting joint publications that are not doctrine.

0216. It is important to remember that doctrine is not used exclusively by SMEs and operational staff, but also by commanders and staffs of all backgrounds, as well as by training and education establishments at all levels.

0217. **Determining the position in the hierarchy.** The numbering system for the Joint doctrine hierarchy is as close as practicable to the system used by NATO.⁵ The Joint Doctrine Branch controls this hierarchy and only CFD can authorize modifications or additions to it.

0218. Only joint doctrine publications will be depicted within the joint doctrine hierarchy. All other supporting joint publications will be shown on a separate page. An example of such documents would be this publication.

0219. The Joint Doctrine Branch will assign a publication code that will follow the publication’s title and will reflect the position of the publication in the Joint Doctrine Hierarchy. This code will begin with the abbreviation CFJP (Joint Publication) and will be followed by a number consistent with the position of the document in the hierarchy (ex: CFJP 3.0 for *Operations*).

0220. **Determining the NDID publication number.** Once development has begun for a Joint doctrine publication, the publication must be assigned a NDID number. In order to ensure consistency and conformity within the joint doctrine hierarchy, the Joint Doctrine Branch will coordinate the allocation of NDID numbers. When the English and French versions of joint doctrine are published separately a different NDID number will be attributed to each publication. The NDID number will be shown on the upper right hand side of the title page.

0221. **Developing the publication.** With the assistance of the Joint Doctrine Branch, the custodian will obtain background information (such as operational concepts, lessons learned, and similar allied joint doctrine publications) that will assist with developing joint doctrine publications.

0222. The panel is responsible to research the subject, develop an outline of proposed content, seek review as appropriate, and use other means to assist in the initial development of the publication. Annex A to this chapter contains a list of questions designed to assist custodians when developing any doctrine.

⁵ A sample NATO joint doctrine hierarchy is in AAP-47. The most recent version can be obtained from the Allied Joint Operations Doctrine Working Group (AJODWG).

0223. When it is necessary to continually monitor the development of joint doctrine, panels will be established between organizations to share information. The JDWG will appoint a chair for each of these panels.

0224. **Ratifying the publication.** When a panel feels that the publication it is working on has reached the maturity of a Final Draft, the publication will be distributed as such to the community of interest. Each organization will then ratify (i.e. accept) the publication, ratify it with reservations, or reject it. When the publication has been ratified by all (without or with reservations), then the publication is deemed ready to be promulgated.

0225. Details concerning the ratification process for NATO doctrine are available in Chapter 4.

0226. **Translating the publication.** All CF publications must be available in both official languages (cf. paragraph 0248). Promulgation of a joint doctrine publication will only take place once the document is available in both official languages with the exception of the following specific circumstances:

- a. When an urgent operational requirement dictates that doctrine should be distributed in advance of translation, the authorization to do so resides with CO CFEC. When doctrine is distributed in advance of translation, distribution is to be limited to only those affected by the urgent operational requirement. This will normally include the affected commanders and their staff, deploying and/or deployed units, and the training facilities supporting the deployment. Doctrine publications distributed for urgent operational requirements in advance of translation are to be clearly marked as “Interim version - For urgent operational requirements only - Awaiting translation and promulgation.” The publication will be promulgated when both English and French versions are available.
- b. Ratified doctrine may be released to appropriate training facilities in advance of translation. This acknowledges that development of course training standards and training plans can involve lengthy processes, and that implementation of training needs must coincide as closely as possible with the promulgation of doctrine. Such publications are to be clearly marked as “Interim version - For training development purposes only - Awaiting translation and promulgation.”

0227. The Joint Doctrine Branch is responsible for translation. DAOD 5039-4 *Translation of Texts and Acquisition of Bilingual Documentation*⁶ provides general guidance on the issue.

0228. Whether or not joint doctrine is distributed in advance of translation, it is important that translation be undertaken as quickly as possible. While translation can commence in advance of ratification, there is a risk that late changes could result in lost effort.

0229. Previous translations or translations of similar documents can be of significant assistance when translating a publication. Custodians or others involved in translating doctrine should undertake to provide translators with as much assistance and guidance as possible.

⁶ DAOD 5039-4 can be found at http://admfincs.mil.ca/admfincs/subjects/daod/5039/4_e.asp.

0230. The publication's custodian is responsible for verifying the accuracy of the translation. The Joint Doctrine Branch will assist the custodian with the translation accuracy check on a case-by-case basis.

0231. **Promulgating the publication.** Prior to final promulgation of joint doctrine, the Joint Doctrine Branch will perform a last editorial verification of both English and French versions to ensure conformity to the structure, content and format as detailed in Annexes B and C to this Chapter. It is strongly recommended that joint doctrine developers seek editorial advice from the Joint Doctrine Branch staff early during the development process.

0232. The following have the authority to promulgate CF doctrine:

- a. CDS, or his/her delegate, for capstone doctrine;
- b. CFD, or his/her delegate, for keystone and all other joint doctrine; and
- c. ECSs, or their delegates, for environment-specific doctrine.

0233. The Joint Doctrine Branch will issue a Canadian Forces General (CANFORGEN) message to advertise all newly promulgated joint doctrine publications, with directions on how to access the publication.

0234. In accordance with the guidelines provided in Annex C to this Chapter, custodians must provide a version of the publication in the MS Word format to the Joint Doctrine Branch.

0235. Unless otherwise directed, Joint doctrine will be available on the web via the CFEC's intranet and internet websites. There will be no hard copies distributed. The Joint Doctrine Branch will ensure that current versions are available in both official languages. Other CF organizations are discouraged from placing joint doctrine publications on their website(s). The preferred method is to provide a link to the CFEC's Joint Doctrine Branch web page. This will ensure that only up-to-date and approved publications are available.

0236. In the case of classified joint doctrine, the above process remains valid. The only change will be that the Joint Doctrine Branch web page will refer to an office of primary interest (OPI) who will provide additional information concerning the document.

0237. **Educating and training personnel.** CF schools and training facilities should be included from the outset in the development of doctrine. This will ensure valuable input during development of the joint doctrine, as well as expedite the inclusion of new or revised doctrine into the educational process. It may also be appropriate to include guidance on education and training within the doctrine publication.

0238. As a follow-up to this process, when joint doctrine development is nearing completion, custodians should establish liaison with CF education facilities so they may identify the impact on training programs and ensure that curricula are created or adapted as necessary. Custodians should consider briefing appropriate agencies to educate them about new or revised doctrine. The Joint Doctrine Branch will assist custodians with these efforts as appropriate.

0239. Exercises are good venues for training personnel in the use of joint doctrine. Custodians should liaise with appropriate exercise development agencies to include the use of a particular developmental joint doctrine as objectives during exercises. This process must be coordinated with the Joint Doctrine Branch.

0240. **Validating the doctrine.** Joint doctrine should be validated at an appropriate time after promulgation and at regular intervals. The review of lessons learned, exercises and experiments offer the best venues for controlled validation of joint doctrine.

0241. **Reviewing and updating the publication.** In order to maintain the currency of Joint doctrine and enhance doctrinal interoperability with Canada's principal allies, joint doctrine will undergo a formal review at intervals not exceeding three years from the time of last promulgation. The Joint Doctrine Branch will initiate this formal review and the custodian responsible for the publication will lead the review and make recommendations to CFD.

0242. Custodians must:

- a. Ensure that the harmonization steps outlined in paragraph 0202 are followed during the review process.
- b. Review applicable Canadian law, Government of Canada and DND policies and directives that have been enacted, modified, or promulgated since the Joint doctrine was last promulgated.
- c. Review similar allied joint doctrine to see if significant changes have been made since the Joint doctrine was promulgated.
- d. Seek input from members of the Joint Doctrine Branch, the Joint Lessons Learned Branch, and other SMEs as appropriate.

0243. The formal review will lead to one of four recommendations:

- a. A complete rewrite of the publication, requiring up to one year to complete, or the equivalent of a full development cycle.
- b. A minor update of the publication, requiring up to six months to complete, to incorporate changes that have occurred since it was last ratified.
- c. Editorial changes, requiring up to three months to complete.
- d. No changes to the publication are required.

Editorial matters

0244. **Terminology.** Terminology is the foundation of military doctrine. The use of standard terminology is essential for clarity of meaning and ease of understanding. The *Defence Terminology Bank (DTB)* is to be used as the source for existing terms and definitions to be used in joint doctrine publications. If other existing terminology (i.e. one not in the *DTB*) is preferred, it must be submitted to the Joint Terminology Panel (JTP) with a definition, its source, and the reasons for its preferred use over *DTB* terminology.

0245. The JTP will review the submissions and determine whether they should be included in the *DTB* or not.

0246. The initial writing stage and the doctrinal review process are excellent opportunities to capture new terminology and different definitions or the use of existing terminology.

0247. The order of precedence for terminology sources is as follows:

- a. the *DTB* (<http://terminology.mil.ca/>);
- b. approved subject matter or specialized glossaries and reference books, such as NATO's AAP-6 and AAP-15;
- c. the Translation Bureau's on-line database *Termium*; and
- d. the latest editions of the *Canadian Oxford Dictionary* for English and *Le Petit Robert* for French.

0248. **Official languages.** The requirement for bilingual communication within DND/CF and within the national context is further emphasized by the legislative requirement of DND/CF to comply with the *Official Languages Act* and the Treasury Board's Management of Government Information Holdings Policy. The *Official Languages Act* requires DND/CF to provide bilingual work instruments and to ensure that bilingual documentation and information systems, regardless of format or medium, convey the same meaning and are of the same linguistic quality in both official languages.

0249. **Tracking information sources.** It is essential to track the source of all the information used while developing joint doctrine publications, whether it be past CF publications, publications from the Government of Canada, NATO or another ally, or private sources. This will ensure that footnotes are annotated correctly and will facilitate obtaining copyright permissions in a timely manner. Furthermore, when the source of the material is tracked, material previously translated can be obtained. This not only ensures that unnecessary translation expenses are avoided, but also ensures consistency in the translation of similar material.

0250. The easiest way to track a source is to indicate it in scare brackets [] at the end of the paragraph or section, as applicable. These tags will be removed prior to formal publication. When the source is a published book, please provide a copy of the title page to the JDB for later reference.

0251. **Copyright.** The Joint Doctrine Branch is responsible for obtaining permission from the copyright holder to use any non-DND material (including, but not limited to, text, graphics and images) in the publication. Please note that even if there is an agreement between general officers of two countries to use one another's material as source, this does not eliminate the requirement to obtain copyright approval.

0252. **Format.** Early in the development process, the custodian has some latitude with respect to the format of the draft publication. When the first study draft is ready for review, the recommended structure and content guidelines in Annex B to this chapter should be followed in order to ensure that critical or relevant information is not omitted, and that the document flows logically. As development proceeds, and most particularly for the ratification draft, the custodian will undertake to comply with the format recommended in Annex C to this chapter. In rare circumstances, the custodian will be allowed by the Joint Doctrine Branch to modify the recommended structure, content and/or format of a doctrine publication in order to present the material more effectively to the target audience.

0253. **Security classification of doctrine.** To the extent practicable, joint doctrine should be kept at the unclassified level. When it is necessary to publish classified information, it should be contained in separate annexes or volumes so that unclassified material may be stored and transferred on unclassified computer systems during the development phase. This eases file exchange and makes material accessible for others (i.e., graphic artists, editors, writers) who may be involved in the development process.

0254. **Writing style.** Doctrine should be written in a clear and unambiguous manner. Straightforward prose and simple grammatical structures are the norm. Doctrine publications must adhere to the following guidelines:

- a. They must be readily understood by the target audience. If highly technical language or phrases are considered essential, then a plain language explanation should be provided in the form of footnotes, notations in a glossary, or other means.
- b. They may include excerpts from higher-level doctrine, DND/CF documents, or academic paper, when appropriate. Doctrine writers must consider whether the excerpts are necessary to fully understand the text or are included as additional information. Excerpts are usually illustrative in nature and it is preferable to cite a document, or include it as an annex, to avoid distraction from the key message.
- c. Footnotes should be used where appropriate in order to provide short amplifying remarks, as well as to guide the reader to the source of the information presented.
- d. Abbreviations should be used sparingly, due to the potential for multiple meanings among the different services and supporting agencies (as a rule, every abbreviation must be spelled out the first time it is used in the publication).

0255. Normally, doctrine should only contain sufficient detail to ensure understanding of the principles of a particular military activity and provide broad guidance with respect to the application of those principles in particular situations. However, if considered practical,

additional details and examples may be included in annexes, in appendices, or in separate publications. There are no firm rules in this regard, as the inclusion of additional details in a doctrine publication may be a more practical means of providing the information than creating additional supporting documents.

0256. **Editorial style.** The standards for style and format, where not otherwise provided for in this publication, are contained in:

- a. English – *The Canadian Style: A Guide to Writing and Editing*;⁷ and
- b. French – *Le Guide du rédacteur*.⁸

0257. **Spelling.** The standards for spelling and meaning, where not otherwise provided for, are contained in:

- a. English – the *Canadian Oxford Dictionary*, latest edition. When one entry has two options for spelling a word, the first one shall be used to ensure standardization; and
- b. French – *Le Petit Robert*, latest edition.

0258. **Gender neutrality.** Doctrine shall be written so that the prose is gender neutral.

0259. **Capitalization.** There is a tendency in the military to abuse the use of capitals. Terminology is to be capitalized as shown in the *DTB*. For example, the tendency is to write *Rules of Engagement* when the correct way is *rules of engagement*. The latter is the one to be used. The exception would be when the term is used in a chapter title (cf. Annex C paragraph 04).

0260. **Use of italics.** The use of italics will be in accordance with:

- a. English
 - (1) *The Canadian Style: A Guide to Writing and Editing*
 - (2) the *Canadian Oxford Dictionary*, latest edition
- b. French
 - (1) *Le Guide du rédacteur*
 - (2) *Multidictionnaire de la langue française*, latest edition

⁷ Available at <http://btb.termiuplus.gc.ca/tpv2guides/guides/tcdnstyl/index.html?lang=en>.

⁸ Available at <http://btb.termiuplus.gc.ca/tpv2guides/guides/redac/index.html?lang=fr&i=1&index=ent&srchtxt=>.

Publishing process

0261. **Publication drafts.** There are several methods for developing joint doctrine publications. The most common involves creating a relatively complete draft publication that is distributed for review and comments. This helps reviewers get a sense of the publication in its entirety. In some cases, it may be preferable to distribute for review individual chapters of a draft publication. To standardize marking for drafts, the following is recommended:

- a. For initial development of the publication, the term “Study Draft 1” (SD1) should be used. The number indicates the version of the draft, e.g. “Study Draft 2” for the second study draft. This term is placed below the title of the publication on the title page.
- b. Once development is considered complete and the publication is deemed ready for approval, the term “Ratification Draft” shall be used. The Ratification Draft is the last version of the publication in draft form prior to ratification. This should be the final round of review since, at this stage, changes will normally be minor editorial ones. The term “Ratification Draft” is placed as per guidance for study drafts in the paragraph above.

0262. **Changes and amendments.** There are several methods for identifying changes or proposed amendments. For printed material, and in some circumstances for electronic documents, the use of sidebars has some utility, but this has limits when dealing with multiple proposed changes to a particular document. For electronic documents, the use of “editing” functions and different colours can be effective ways to identify multiple proposals for changes. The custodian is responsible for establishing guidelines in this regard.

0263. Once a draft document has been distributed for review, further development by the custodian should be treated in the same manner as a formal change to the draft, i.e. the changes must be identified as such in future drafts so that the other reviewers are aware of the developments.

0264. **Review of study draft.** Annex D to this Chapter contains a recommended table for submitting review comments and proposals for changes. It is essential that reviewers provide specific comments and recommendations clearly indicating the paragraphs or sentences to which the recommendations apply and the rationale for each recommendation. Vague statements such as “the chapter needs to be rewritten to bring it into line with NATO doctrine” are not very useful. It is also beneficial if the reviewers identify the nature of the proposed amendment. The following coding should be used to indicate the nature of the recommendation:

- a. **Critical (C).** A serious error or omission that would preclude the reviewer from ratifying the publication in its current form, e.g. the current content contradicts Canadian law or Department of National Defence policy.
- b. **Substantial (S).** A significant improvement to the content of the publication, e.g. the inclusion of additional material or the deletion of material that is covered in other doctrine publications or elsewhere in the publication.

- c. **Editorial (E).** An improvement to the layout or content of a minor nature, e.g. spelling or grammatical error, restructuring of a paragraph to enhance the presentation of the information, etc.

0265. In many circumstances, depending on the size of the draft publication and whether it has been reviewed previously, there can be a very significant number of comments and recommendations from reviewers. In this case, a custodial meeting may expedite the process.

0266. Often, there will be different and potentially conflicting recommendations made with respect to the same material. It can therefore be challenging for the custodian to collect, collate, and present these comments. In developing joint doctrine, guidance may be sought from the Joint Doctrine Branch to help resolve differing views between SMEs.

0267. **Duration of review.** While it is important to move the development of joint doctrine at a reasonable tempo, reviewers should be afforded an adequate amount of time for studying and commenting. Custodians and others involved in promulgating drafts and collating change proposals should adapt the duration of the review period according to the size of the document, method of distribution (i.e. electronic means are invariably faster), whether reviewers have seen the document previously, time of the year, potential conflict with other known activities, etc. As a rough guideline, it is recommended that reviewers be given a minimum of four weeks to review study drafts and three weeks for ratification drafts. It is not recommended to have a review duration extending beyond these timeframes.

0268. **Adjudication and custodial meetings.** The custodian will collate all the comments, attempt to adjudicate them and then distribute the adjudicated list to all those who contributed comments. In some instances, the quantity and types of issues resulting from the adjudication can result in lengthy email exchanges that will only delay the project. In that case, the alternative is to hold a custodial meeting. Those who reviewed the publication are asked to meet for one or two days to review the list of adjudicated comments. The objective is to expedite the process and to reach a consensus on how to deal with each comment. The comments will be adjudicated as follows:

- a. **Accepted (A).** The comment is accepted as proposed.
- b. **Accepted with amendments (AA).** The comment is accepted with a few modifications.
- c. **Withdrawn (W).** The comment is withdrawn by the originator.
- d. **Not accepted (NA).** The comment is rejected.

0269. At the discretion of the custodian, the cost of custodial meetings will either be borne by the custodian's organization or by the parent organization of each participant.

0270. Following a custodial meeting, the custodian will provide a report of the proceedings to each participant and to the Joint Doctrine Branch. In some instances, the adjudicated comments

from a particular study draft may result in a major rewrite of the document and it may become necessary to produce another study draft. The process described above is then repeated.

0271. **Distribution of CF doctrine to non-CF agencies.** Only the agency responsible for assigning the classification to all or portions of a document can authorize the distribution of the classified material outside DND. There are no restrictions for the distribution of unclassified material.

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Annex A

Questions to Aid Doctrine Writers

The following questions are designed to assist doctrine developers in acquiring sufficient relevant information. They should not be considered exhaustive. No particular significance should be assigned to the relative order of the questions, and not all questions are pertinent in every case.¹

01. Has the doctrine developer cast the net wide enough to capture the pertinent sources of information for developing doctrine?
02. Have advances in technology been taken into account that may temper or perhaps obviate the “lessons” of the past?
03. Have the following potentially relevant sources of information been considered?
 - a. Applicable Canadian and international law.
 - b. Government of Canada policy as articulated in the current Defence policy paper and other policy statements.
 - c. DND policy contained in Defence Administrative Orders and Directives (DAODs) or other documents.
 - d. Regulations, orders and directives promulgated by an appropriate authority in relation to the doctrine being developed.²
 - e. Approved CF doctrine— pan-CF, joint, or environment-specific.
 - f. Strategic assessments of current and future threats.
 - g. CF doctrine currently under development or revision.
 - h. Joint and environment-specific doctrine of the US, NATO, UK, AUS, and NZ.
 - i. CFEC and environment-specific lessons learned databases.
 - j. Operations and exercise after-action or post-deployment reports.

¹ Adapted from “An Analytical Framework for Doctrine Writers: A Common Perspective.” *US Joint Forces Command Joint Warfighting Center Doctrine Division's Newsletter*. Vol. 10 No. 1, April 2002.

² An example of what is meant by this would be that the directives issued by a formation commander which may not be binding on the development of Joint doctrine. None the less, the examination of such directives can be very useful in the development of Joint doctrine.

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04. What joint, environment-specific, Defence Research, national, NATO or allied subject matter experts (military or civilian) are available for consultation?
05. Would conducting interviews with experienced commanders and subject matter experts enhance the doctrine development? If so, have steps been taken to develop a questionnaire and interview process that elicits objective opinion and avoids leading questions that may elicit answers that tend only to support presumptions?
06. Are there any environment-specific, joint, NATO or international exercises that could be observed in order to obtain a better understanding of current activities and doctrine in relation to the subject area?
07. What national, international or environment-specific military periodicals could be consulted that may contain information relating to the subject area?
08. How do the principles of war apply to the doctrine under development?
09. Are there any relevant concepts under development or undergoing experimentation at the CFEC or environment-specific equivalents?
10. What are the pertinent underlying assumptions?
11. What terminology is pertinent, and does approved terminology already exist?
12. What are the essential topics that need to be included in this publication?
13. Who is the target audience for this publication?
14. What are the duties and responsibilities of the commanders and staffs involved in the publication?
15. When completing the first draft of the publication or a particular chapter, the following questions should be asked before distributing the document for review:
 - a. **Clarity.** Is that which is written sufficiently clear that the intended audience will understand the subject being discussed?
 - b. **Accuracy.** Has the publication's information been verified to the extent practicable?
 - c. **Relevance.** Do all elements contained in the publication have relevance to the subject of the publication?
 - d. **Depth.** Have the elements contained in the publication been discussed to the appropriate depth?
 - e. **Breadth.** Have all necessary elements been included in the publication?

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- f. **Logic.** As it is written, does the publication make sense?
16. What types of command and control arrangements should be considered?
 17. What types of operational areas are involved in this doctrine?
 18. What types and levels of training will be required to employ this doctrine effectively?
 19. What are the legal considerations involved in this doctrine?
 20. What are the implications involved in using this doctrine in a combined/coalition operation?
 21. What are the implications involved in using this doctrine in support of other government departments/agencies?
 22. What are the information operations considerations arising from this doctrine?
 23. What unique planning considerations arise from this doctrine?
 24. What are the support considerations arising from this doctrine?

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Annex B

Structure and Content for Joint Doctrine

01. This annex contains guidance on the structure and content for Joint doctrine publications. While departure from this guidance may be necessary to meet the requirements of particular publications, adherence to the extent practicable will enhance coherence and the development of harmonization amongst doctrine publications.
02. To facilitate uniformity, coherence and interoperability most CF doctrine publications should have structure and content similar to this publication. Thus, there should be:
- a. **English and French versions.** Each version is produced as a separate publication.
 - b. **Title page.** The title page contains, from top to bottom: the National Defence logo, the NDID number, the phrase “Canadian Forces Joint Publication,” the title (including the CFJP and version number), the study draft or ratification draft number (when required), the authority for promulgation, the office of the custodian, the date of promulgation and the Canada logo.¹ In addition, classified publications include the publication’s security classification at the top and bottom of the title pages.
 - c. **List of effective pages.** The list of effective pages contains instructions for amending an updated publication, the dates of issue for the original version and all changes, the total number of pages in the publication and a listing of the pages in each section indicating if they are the original version or a change.
 - d. **Foreword.** The foreword is a short introduction to the publication and is usually signed by a senior officer. Normally only capstone and keystone publications contain a foreword.
 - e. **Preface.** The preface introduces the publication, giving the reason for the development of the publication, its linkages to higher direction and history, and any over-arching principles presented in the publication. The preface should also detail the intended audience for the publication, the information presented in the major sections, a list of similar or related CF or allied doctrine publications, to whom comments and recommendations for changes are to be forwarded, and the authority responsible for ratifying the publication.
 - f. **Table of contents, lists of figures and tables.** The table of contents lists the contents by part, chapter, section, annex, appendix, and tab with their page number. It may be combined with a list of figures and a list of tables, or the lists may be set out as separate structures.

¹ To comply with Federal Identity Regulations these logos are available on the ADM(PA) website at <http://dgap-dgap.mil.ca/badges/cat/identifiers-identite-eng.asp>.

- g. **Parts.** If required, a publication can be sub-divided into several parts. Each part will in turn be subdivided into chapters.
- h. **Chapters.** The chapters provide a broad discussion of the fundamental principles and guidance and how they are to be applied in various situations. Chapters should be organized to present information in reasonably concise and coherent segments. The first chapter usually contains a general overview that introduces the succeeding chapters. Reading a chapter in isolation of other chapters in the publication should be sufficient for the reader to acquire a general understanding of the subject involved. That is, each chapter should be written clearly and completely according to its subject.
- i. **Annexes, appendices and tabs.** These divisions give increasing levels of information that support or are applicable to the information contained in the associated chapter, annex or appendix. In general, annexes, appendices, and tabs contain information that could be considered to be tactics, techniques, and procedures rather than the fundamental principles of doctrine. There will be occasions when it is more practical to include this material especially if it eliminates the need to create separate/supporting publications. However, if the information provided in a doctrine publication is broken down into numerous annexes, appendices and tabs, then a separate publication should be produced. The decision to include this information in the doctrine manual rests with the custodian.
- j. **Glossary.** The glossary is an alphabetical listing of all specialized terms used in the publication. Each term is followed by its approved abbreviation (if one exists) and definition. When the intended meaning of the term used coincides with the meaning provided in the *DTB* or any other authorized source,² the glossary should provide that meaning verbatim and cite the source immediately following the definition. If the definition is modified, the changes are enclosed in square brackets. See Appendix 1 for direction on creating and formatting a glossary.
- k. **List of abbreviations.** This list provides a quick reference of the abbreviations used in the publication. Note that, to the maximum extent possible, already accepted terminology is to be used in lieu of creating new terms and abbreviations. Every abbreviation used in the publication must be included in this list. The first time the abbreviation is used in the publication (in a chapter in the case of the capstone manual), the term is written out in full followed by the abbreviation in parenthesis. See Appendix 2 for direction on creating and formatting a list of terms and abbreviations.
- l. **List of references.** This list gives the publication number, full title, author(s) (if other than DND or foreign military publications) and publication date. As a convenience to the reader and when available, the publication's uniform resource locator (URL) should also be included. Format to be used is the one outlines in the reference publication identified at paragraph 0256.

² Paragraph 0247 provides authorized terminology sources and their order of precedence.

03. Departure from this standardized format may be required to suit an individual publication. In such cases, the Joint Doctrine Branch must be consulted.

04. **Classified publications.** It is intended that Joint doctrine remains unclassified. If it becomes necessary to classify all or a portion of a publication, the custodian should adhere to the rules that follow and coordinate the requirement with the Joint Doctrine Branch. The structure and content of classified publications differs somewhat from unclassified doctrine. Some of the differences are:

- a. copies are numbered;
- b. the addition of a Record of Page Checks page; and
- c. security classification is required in the headers, footers, titles, tables, and paragraphs.

05. Storing, processing and handling procedures for classified publications are controlled by the Canadian Forces Provost Marshall.³

06. It is recommended that the originator keeps classified and unclassified portions of the publication in separate files. This makes the unclassified portions of the document available to all users and minimizes special handling concerns.

07. Further instructions for layout for classified publication are available in Chapter 6 of A-DS-100-100/AG-002 *Writing, Format and Production Guide to Administrative, Operational and Tactical Publications*.

³ These procedures are available in *National Defence Security Policy* on the CF Provost Marshal website at http://vcds.mil.ca/cfpm/pubs/pol-pubs/ndsp/intro_e.asp.

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Appendix 1

How to Create a Glossary

01. To make it easier to sort the terms alphabetically, it is recommended that the glossary be formatted within a table (each term with its definition, abbreviation and source are one table cell). Table borders and cell division lines should be invisible.
02. Only include terms that are used in the text of the document. When the document is completed, use the *find* function for each term listed in the glossary to confirm that it is still used in the text. If the term is not used in the text of the publication (chapters, annexes, appendices or tabs) remove it from the glossary.
03. The term is written as it appears in the *Defence Terminology Bank (DTB)* or as it would appear in a sentence. Therefore only capitalize terms that are titles, names of organizations, etc. The term is written in a **bold** font.
04. The term is followed by the approved acronym/abbreviation in a bold font and within parenthesis.
05. The definition should be as concise as possible and limited to one sentence. The term should not be used at the beginning of the definition.
06. The term is presented in the singular form (unless always used as a plural). The definition is presented in the same number (singular or plural) used in the term.
07. Examples are not included in the definition; if required they follow the definition as a note.
08. Where there is a family of terms (using a common word) such as risk, residual risk, risk assessment and risk management; define (or agree on the definition for) the root word first (in this case risk) and then define the other terms.
09. The source of all definitions has to be identified with the definition. Place the reference in parenthesis following the definition. List all the sources used at the beginning of the glossary - include the abbreviation that will be used to identify the source in the definitions, full title (written in italics), identification number (in parenthesis and italics), date published. When possible, as a courtesy, provide the URL where the document is located. For example: *CFJP 5.0 – The Canadian Forces Operational Planning Process (B-GJ-005-500/FP-000)*, April 2008 could be abbreviated as CFJP 5.0.
10. The *DTB* should be the first source for defining a term. Determine if the definition provided is appropriate for use in the publication. If inappropriate, the definition can be modified (it will then have to be submitted to the JTP for inclusion as a new definition). If the *DTB* does not have an appropriate term the following sources are to be referred to in order of priority:

approved CF doctrine in a higher-level Joint or environment-specific doctrine hierarchy; approved subject matter or specialized glossaries and reference books, such as NATO's AAP-6 and AAP-15; the latest editions of the *Canadian Oxford Dictionary* for English and *Le Petit Robert* for French; and other sources such as the Translation Bureau's on-line database *Termium* (when there are inconsistencies between approved terminology sources of the same precedence level, then the most recently standardized terminology is to be used).

11. All terms and abbreviations not currently in the *DTB* have to be submitted to the JTP who will, once it has approved it, forward it to the Defence Terminology Programme Coordinator for inclusion in the *DTB*.

12. If the word is defined in the *Canadian Oxford Dictionary* and that is the meaning with which it is used in the document it should not be included in the glossary. An example of this would be "activity."

13. A sample glossary is shown below.

Glossary

Note: The definitions contained in this Glossary are derived from a number of sources. Where this publication is the source of a definition, no source is indicated. Definitions taken from other sources are indicated in parentheses at the end of each term, utilizing the following abbreviations:

- *DND Defence Terminology Bank* [DTB]
- CFJP 1.2 – *Law of Armed Conflict at the Operational and Tactical Levels* (B-GJ-005-104/FP-021) [CFJP 1.2]

chivalry

The concept of chivalry is difficult to define. It refers to the conduct of armed conflict in accordance with certain recognized formalities and courtesies. An armed conflict is rarely a polite contest. Nevertheless, the concept of chivalry is reflected in specific prohibitions such as those against dishonourable or treacherous conduct and against misuse of enemy flags or flags of truce. The concept of chivalry makes armed conflict slightly less savage and more civilized for the individual combatant. (CFJP 1.2)

force development (FD)

A system of integrated and interdependent processes that identifies necessary changes to existing capability and articulates new capability requirements for the CF. It is driven by changes in policy, actual or projected, changes in the security environment and lessons learned from operations. Force development comprises capability based planning, capability management and capability production.
(*DTB*, Record 26344)

Appendix 2

How to Create an Abbreviations List

1. Include all, and only those, abbreviations (abbreviations,¹ acronyms,² and initialisms³) that have been used in the text. When the document is completed, use the *find* function for each abbreviation listed to confirm that it is still used in the text. If the abbreviation has not been used in the publication (chapters, annexes, appendices or tabs) remove it from the list of abbreviations.
2. The abbreviation is written as it would appear in a sentence. Therefore only capitalize the explanation of the abbreviation when it is a title, the name of organizations, etc.
3. The list is sorted alphabetically, using the abbreviation.
4. All abbreviations should be compared with the *DTB* to ensure consistency in wording, capitalization and punctuation.
5. All abbreviations not currently in the *DTB* have to be submitted to the *JTP*.
6. A sample Abbreviations List is shown below:

Abbreviations List

AADC	area air defence commander
ABCA	America, Britain, Canada, Australia
ADF	air defence force
AO	area of operations
C2	command and control
CANOSCOM	Canadian Operational Support Command
DGHS	Director General Health Services
FOB	forward operating base
JTF	joint task force

¹ An abbreviation is a shortened word or phrase such as log for logistics.

² An acronym is a pronounceable word formed from the initial letters of a series of other words, e.g., NATO – North Atlantic Treaty Organization. They are normally written upper-case letters without a period, unless they have been accepted as words, e.g., radar. In general they are not preceded by a definite article (such as "a" or "the").

³ An initialism is formed from the initial letters of a series of other words and may or may not be pronounceable as a word (for example, RCMP and GST). See *The Canadian Style* Section 1.16 on the use of definite articles before an initialism. The distinction between an acronym and an initialism is a fine one and it is often overlooked.

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Annex C

Format for Joint Doctrine

01. Joint doctrine is to be developed using the Microsoft Office Suite (Word, Excel, Access, PowerPoint and Project) in the latest, nationally approved version. Three fonts will be used: **Arial**, for headings, figures, and inset; **Arial Narrow** for footnotes, and **Times New Roman** for the main text. An automatic table of contents should be generated for the document, so that the reader can use it to easily navigate through the document by clicking on a section title within the table. The final version of the document must also be converted to an Adobe Acrobat format (.pdf) for ease of printing, and for digital versions for the Intranet and Internet. The Adobe Acrobat document will retain the interactivity of any table of contents or indexes generated in the Microsoft Office Suite programs.
02. This annex is to be used as the basic guide for the normal format of Joint doctrine publications.
03. **Parts.** When required a publication, volume or book can be subdivided into two or more parts. Parts are numbered consecutively in Roman numerals. Each part is a grouping of chapters (and must contain at least two chapters) on a similar topic. The Part title and number will be in **ARIAL** font, size 16, bold, underlined, all in upper case, and centered on the page. The first chapter of the part will follow immediately after the part title.
04. **Chapters.** Chapters are numbered consecutively in Arabic numerals. Chapter titles are to be in **Arial** font, size 16, bold, will use title case¹ and be centered on the page.
05. **Sections.** Sections are used to subdivide chapters, annexes, appendices and tabs that cover more than one topic. If sections are used then there must be at least two sections per chapter, annex, appendix or tab. Sections are numbered consecutively in Arabic numerals. In chapters the section number and title are formatted so that they appear in the Table of Contents. Section titles are to be in **Arial** font, size 14, bold, will use sentence case² and be left justified.
06. **Subsections.** Subsections are used to group two or more paragraphs that address the same topic in a chapter, annex, appendix or tab. They may be used even if the chapter, annex, appendix or tab has not been divided into sections. Each subsection has a title. Sub-section titles are to be in **Arial** font, size 12, bold, will use sentence case and be left justified.
07. **Annexes, appendices and tabs.** These divisions are used to present detailed material—annexes to chapters, appendices to annexes, and tabs to appendices. At the discretion of the custodian, annexes can appear at the end of chapters or at the end of the publication, but there should not be a mix of both occurrences. These divisions can be used to present text in paragraph form, tabular information, graphs, photos, figures or other non-text material. Annexes are lettered

¹ **Title case:** Capitalize all words except the **articles** (unless they begin the heading) and any conjunctions or prepositions of fewer than four letters.

² **Sentence case:** Capitalize only the first word and any other words that require capitals in their own right.

consecutively for each chapter. Appendices are numbered consecutively in Arabic numerals for each annex. Tabs are lettered consecutively for each appendix. Only the division name and title are included in the table of content.

08. **Run-in headings.** Run-in headings are used to identify the topic of the specific paragraph or any level of subparagraph in which it appears. Run-in headings are to be in **Times New Roman** font, size 12, and bold. They will use sentence case.

09. **Paragraphs.** Paragraph numbering is dictated by the location of the paragraph in the publication.

- a. **Chapters.** Paragraphs are numbered starting with the chapter number, using sequential two-digit numbers, followed by a two digit sequential indicator for each paragraph, e.g. the fourth paragraph in Chapter 3 is numbered 0304.
- b. **Annexes, appendices and tabs.** Paragraphs are numbered sequentially starting with 01.

10. **Subparagraphs.** Subparagraphs are used to list a series of related items. Each level of subparagraph must be introduced by a sentence. The four levels of subparagraphs are numbered as follows:

- a. Text.
 - (1) Text.
 - (a) Text.
 - i. Text

11. **Page size.** Joint doctrine is to be developed in letter size. Exceptions may be made for foldouts, *aides-mémoire*, booklets, etc.

12. **Blank pages.** A blank page will be inserted when the following portions of the publication end on an odd page number: title page, list of effective pages, preface, foreword, table of contents, chapters, annexes, appendices, tabs, glossary, list of terms and abbreviations, and list of references. The blank page will have a header and footer similar to what is used in the preceding pages, including a page number. The blank page will have the following text centered justified and halfway down the page “This Page Intentionally Left Blank.”

13. **Margins.** Portrait pages should have margins with the following settings selected in Microsoft Word *Page Setup*:

- a. Top: 2.54 cm.
- b. Bottom: 2.54 cm.

- c. Left: 2 cm.
- d. Right: 2 cm.
- e. Gutter: 1 cm.
- f. Header: 1.27 cm.
- g. Footer: 1.27 cm.

14. **Headers and footers.** In MS Word *View*, select *Header and Footer*. The header contains the publication's short title on the right-hand edge of the page (i.e. CFJP-3.7). The footer contains the page number, centered, with the draft/change information placed on the same line at the right-hand edge of the page. If the publication is a classified document, then the security classification is centered in the top line of the header and the bottom line of the footer.

15. The NDID number is to be visible only on the document's title page in the upper right hand corner of the header.

16. **Tabs and indents.** Paragraph tabs and indents are to be set up at 1.25 cm, 2.25 cm, 3.25 cm, 4.25 cm, 5.25 cm, etc. Subparagraphs are to be set as "hanging" with an indent of 1 cm.

17. **Page numbering.** Page numbering is as follows:

- a. **Title page.** No page number.
- b. **List of effective pages, foreword, preface and table of contents.** Use small Roman numeral system to number the pages. Start with "iii" for the List of effective pages and number continuously.
- c. **Chapters.** Chapters are page numbered with a combination of the chapter number plus the sequential number of the page starting from the first page of the chapter. For example, the sixth page of Chapter 4 would be numbered 4-6.
- d. **Annexes.** Annexes are page numbered with a combination of the associated chapter number, plus the alphabetical designation for the annex, followed by the sequential number of the page starting from the first page of the annex. For example, the eleventh page of Annex D to Chapter 7 would be numbered 7D-11.
- e. **Appendices.** Appendices are page numbered with a combination of the associated chapter number, plus the alphabetical designator for the annex, plus the numerical designator for the appendix, followed by the sequential number of the page starting from the first page of the appendix. For example, the fourth page of Appendix 3 to Annex C of Chapter 3 would be numbered 3C3-4.

- f. **Tabs.** Tabs are page numbered with a combination of the associated chapter number, plus the alphabetical designator for the annex, plus the numerical designator for the appendix, plus the alphabetical designator for the tab, followed by the sequential number of the page starting from the first page of the tab. For example, the eighth page of Tab S to Appendix 7 to Annex F to Chapter 4 would be numbered 4F7S-8.
 - g. **Glossary.** The Glossary is page numbered with the prefix “GL” followed by the sequential number of the page starting from the first page of the Glossary. For example, the second page of the Glossary would be numbered GL-2.
 - h. **List of abbreviations.** The list of abbreviations is page numbered with the prefix “AL” followed by the sequential number of the page starting from the first page of the List of Abbreviations. For example, the third page of the List of Abbreviations would be numbered AL-3.
 - i. **List of references.** The List of References is page numbered with the prefix “REF” followed by the sequential number of the page starting from the first page of the List of Reference. For example, the seventh page of the List of References would be numbered REF-7.
18. **Footnotes** are used to provide more detailed or supplementary information, examples or source of information. The MS Word footnote format is used with the Arial Narrow font, size 10. Footnotes are numbered consecutively in each chapter, annex, appendix or tab. Chapter 9 of *The Canadian Style* is to be used as a reference.
19. **Tables.** Tables are used to present a series of text and/or numbers arranged in columns. Tables must be introduced or discussed in the text they support or expand upon. Each table is to be labelled with a number and a title. Tables are numbered consecutively with Arabic numbers in each division (chapter, annex, appendix and tab) of the publication. The division numbers and letters, followed by the title of the table in plain text, Times New Roman, size 12. For example, the third table in Chapter 1 is labelled “Table 1-3” and the first table in Annex D to Chapter 4 is labelled “Table 4D-1.” The first row of the table is to be formatted as a header row and repeated at the top of each page if the table covers more than one page. Rows are to be formatted so that they don’t break across pages.
20. **Figures.** Figures are any photographs, graphics, illustrations or drawings used to supplement and/or enhance the text which by itself cannot adequately describe a concept, procedure or piece of equipment. Figures shall not be used as a substitute for text. Each figure used in the publication has to be introduced or discussed in the text. Figures will be labelled as per direction for tables in preceding paragraph. Therefore, the fourth figure in Appendix 3 to Annex B to Chapter 9 is labelled “Figure 9B3-4.”
21. **Photographs.** Electronic images should be saved at a resolution of no less than 300 and no more than 600 dots per inch (dpi) to have sufficient clarity and not require excessive storage space.

Annex D - Example of Collated Comment Sheet

Comment Sheet for CFJP-01 *Canadian Forces Doctrine* – 1st Draft

Please use the template provided below for your comments. The serial number starts at 1 for each originating organization. Originator information should contain Unit, Name, Rank, Phone Number. There are two lines already filled in just to demonstrate the procedure. Blank each of these lines and replace them with your comments. Add lines to the table as required. It is required that you provide your comments sequentially in reference to the document. Make your comments as precise as possible.

<u>Serial</u>	<u>Originator</u>	<u>Nature</u>	<u>Section / Chapter</u>	<u>Para & Sub-Para</u>	<u>Line</u>	<u>Proposal</u>	<u>Rationale</u>	<u>Adjudication with Comments</u>
1	CFMWC Name Rank xxx-xxx-xxxx	C	Foreword	2.	5	Insert ", when approved by higher authority,' after 'Commanders may....'	The conduct of this activity must be authorized by the Chief of the Defence Staff and subsequently authorized down the chain of command.	
2	CFMWC Name Rank xxx-xxx-xxxx	S	Chapter 2	205.1(a)(1)	2	Replace "Units will conduct exercises to validate..." with "Units may conduct exercises to"	Some units may not have the expertise or capability to conduct exercises relating to this area of doctrine.	
3	CFMWC Name Rank xxx-xxx-xxxx	E	Chapter 4	Annex B	1	Delete "1077 Maritime Patrol Group" from the list of information addressees for messages of this type.	This group was disbanded.	

The Nature of a Change Proposal is one of the following:

C = Critical - A serious error or omission that would preclude the reviewer from ratifying the publication in its current form, e.g. the current content contradicts Canadian Law or Department of National Defence policy.

S = Substantial - Significant improvement to the content of the publication, e.g. the inclusion of additional material or the deletion of material that is covered in other doctrine publications or elsewhere in the publication.

E = Editorial - An improvement to the layout or content of a minor nature, e.g. spelling or grammatical error, restructuring of a paragraph to enhance the presentation of the information.

CFJP A1

Adjudication - The custodian uses the adjudication column to record the adjudication of the comment. The responses are Accepted (**A**), Accepted with amendments (**AA**), Withdrawn (**W**), or Not Accepted (**NA**).

Chapter 3

Joint Doctrine Development Authority

General

0301. The planning, execution, and support of operations require clearly understood and widely accepted doctrine. This is especially important for joint, alliance, or coalition operations when the price of misunderstanding could be the loss of lives and/or mission failure. As the CF continues to transform to meet the security challenges of a continually evolving environment, it is critically important to adapt its doctrine accordingly, striking a balance between accepted doctrine and emerging concepts and technology that will shape the future of conflict.

0302. CFD is designated by the Chief of Defence Staff (CDS) as the authority for the development of CF capstone and joint doctrine and the ratification of NATO joint doctrine. CFD manages this responsibility through CO CFEC and the Joint Doctrine Branch. Executive oversight of the development and maintenance of CF capstone and joint doctrine is carried out through the CDB while the management of these processes is carried out through the JDWG. Panels will be formed to write or amend doctrine as necessary. The panels will be convened under the authority of CO CFEC, who will appoint a chair for each panel.

0303. The ECSs are responsible for the development, approval and maintenance of their respective environmental doctrine.

Specific responsibilities

0304. CFD is responsible for:

- a. the approval/promulgation of CF capstone and joint operations doctrine (with the exception of CFJP 5.1 *Use of Force*, which is approved by the CDS);
- b. the national promulgation of all NATO joint doctrine;
- c. the coordination of the development and production of joint doctrine;
- d. the harmonisation of joint doctrine;
- e. the promotion of doctrinal interoperability with our principal allies; and
- f. the approval of the annual JDWP.

0305. **CDB responsibilities.** As the Board responsible for the oversight of the development and the maintenance of CF capstone and joint doctrine, the CDB, chaired by CFD, will review the recommendations of the JDWG and make recommendations to CFD. CFD is the ultimate

authority for CF capstone and joint doctrine and will take the recommendations of the CDB under advisement.

0306. **JDWG responsibilities.** As the manager of the development and the maintenance of joint doctrine, the JDWG will gain consensus and make recommendations to the CDB. The JDWG's responsibilities include, but are not strictly limited to:

- a. coordinating and managing the development of CF capstone and joint doctrine, including maintenance of the its hierarchy and the assignment of an OPI, or custodian, for each publication;
- b. recommending changes to CF and joint doctrine development procedures and modifications to the *Doctrine Development Manual* (CFJP A1);
- c. promoting doctrinal interoperability with our principal allies;
- d. recommending approval/promulgation or endorsement, as appropriate, of CF capstone and joint doctrine. (Note that authority to promulgate certain doctrine, such as CFJP 5.1 *Use of Force*, may be retained by the CDS. In such cases, the JDWG will recommend endorsement by CFD, and approval/promulgation by the CDS);
- e. recommending approval/national promulgation by CFD of all NATO joint doctrine; and
- f. developing the annual JDWP for CFD's approval and recommend modifications as required. The JDWP will contain an activities plan for the next two fiscal years and will clearly list the joint doctrine development priorities and timelines.

0307. CO CFEC chairs the JDWG. On a daily basis, CFEC's Joint Doctrine Branch will execute these functions.

The Joint Doctrine Working Group

0308. **Composition.** The JDWG is composed of two distinct groups: members and observers. The members, as listed below, represent the user community and they are the ones who can speak for those who put the joint doctrine in practice. The observers are essential to the process but as they are mostly subject matter experts, they do not have a say in the priorities for joint doctrine publication development. The JDWG is composed of:

- a. Chair (CO CFEC);
- b. Secretary (Joint Doctrine Branch Head);
- c. members (normally at the Colonel/Capt (N) rank level, or as appropriate to the organization):

CFJP A1

- (1) Chief Maritime Staff representative;
 - (2) Chief Land Staff representative;
 - (3) Chief Air Staff representative;
 - (4) Canadian Expeditionary Force Command representative;
 - (5) Canada Command representative;
 - (6) Canadian Special Operations Forces Command representative; and
 - (7) Canadian Operational Support Command representative.
- d. observers:
- (1) Strategic Joint Staff representative;
 - (2) Vice Chief of Defence Staff representatives;
 - (3) Assistant Deputy Minister (Policy) representative;
 - (4) Chief Military Personnel representative;
 - (5) Assistant Deputy Minister (Public Affairs) representative;
 - (6) Judge Advocate General representative;
 - (7) CF J6 representative;
 - (8) Chief Defence Intelligence representative;
 - (9) CFC representative;
 - (10) other representatives as required by the specific doctrine under discussion;
and
 - (11) representatives from the joint doctrine developments centres of AUS, UK
and US will normally be invited to observe the proceedings.

0309. **Process.** All representatives at the JDWG must be prepared and empowered to speak on the issues discussed on behalf of their respective Commander or Level 1. To the greatest extent possible, consensus will be sought among the board members; however, the Chair will make the final decision regarding which recommendations to present to CDB. Recommendations that do not have a large consensus will not be presented; however, major reservations will be presented to CDB for consideration.

0310. **Frequency of meetings.** The JDWG will meet twice a year, or more frequently if required.

Panels

0311. **Responsibilities.** On direction from JDWG, panels from the community of interest will form to examine specific doctrine issues, to develop doctrine or update doctrine publications. CO CFEC, on behalf of the JDWG, will appoint a chair for each panel. The chair will determine the membership and report to JDWG as per the mandate provided. Panel members will be at the rank of lieutenant-colonel/commander or major /lieutenant-commander. Each panel will normally have representation from the Joint Doctrine Branch who will serve as panel secretary. The main responsibilities of the panel are:

- a. writing, developing and maintaining joint doctrine drafts for consideration by the JDWG;
- b. integrating the views of the communities of interest into joint doctrine;
- c. ensuring doctrinal interoperability with our principal allies; and
- d. submitting the final product (ready for ratification by the users) to Joint Doctrine Branch for editing, which will then circulate for ratification. Once ratified, the doctrine will be submitted to the appropriate approving authority for formal approval/promulgation.

0312. **Process.** All panel members must be knowledgeable and prepared to speak on how the issues discussed at the panel might affect their particular organization. The success of each individual panel will rest on the quality of the representation provided by the community of interest.

Chapter 4

NATO Doctrine

Introduction

0401. Canada is a member of NATO, and the CF participates fully in almost all aspects of the Alliance's military activities, including the development of doctrine. Unless specific reservations have been expressed, members of the CF will follow NATO doctrine when conducting operations or exercises under NATO control. NATO doctrine is therefore important to Canada, and interoperability with NATO doctrine is a goal of CF doctrine development. Participation in the NATO doctrine development process is extremely beneficial to the development of CF doctrine, as it allows access to expertise that is not always available in Canada. This chapter describes the significant aspects of CF's participation in NATO joint doctrine development.

0402. The NATO joint doctrine development process is described in detail in AAP-47 *Allied Joint Doctrine Development*.¹

0403. The major areas in which NATO joint doctrine development differs from that of the CF are:

- a. There will always be some differences between the NATO joint doctrine hierarchy and the Joint doctrine hierarchy. However, both hierarchies follow the continental system. Annex A to this chapter contains the version of the Allied Joint Doctrine Hierarchy in use at the time of promulgation of this publication.
- b. NATO doctrine is promulgated in English only.

General

0404. The development of Alliance doctrine is part of the NATO standardization process whose purpose is to enhance interoperability among the armed forces of the various member nations. NATO doctrine is developed by Alliance nations principally to achieve the highest degree of standardization – commonality.² Within NATO, joint doctrine is encapsulated in Allied Joint Publications (AJPs). The process to develop an AJP, which is normally, but not solely, orchestrated by the NATO Standardization Agency (NSA), begins with the identification of the need for a new area of joint doctrine. This may originate from a NATO standardization objective, a nation, a strategic command or a working group (WG).

0405. Since custodians are either nations, strategic commands, or centres of excellence, the NATO joint doctrine development process incorporates the concept of author/editor which is explained by the following:

¹ This publication is available in electronic format at the NATO Standardization Agency website (<http://nsa.nato.int/nsa>).

² There are three degrees or levels of standardization within NATO, i.e. interoperable, interchangeable and common.

“Custodians designate authors and editors for AJP. An author is an organization/individual that develops all or portions of an AJP, as specified by the Custodian. The editor is responsible to the Custodian for circulating drafts of a new publication, editing and printing, and, in the longer term, orchestrating the change process. Authors/editors do not represent national positions but are ultimately responsible to the WG for developing a complete and coherent publication.”³

NATO joint doctrine development process

0406. The following figure outlines the process for developing NATO joint doctrine:

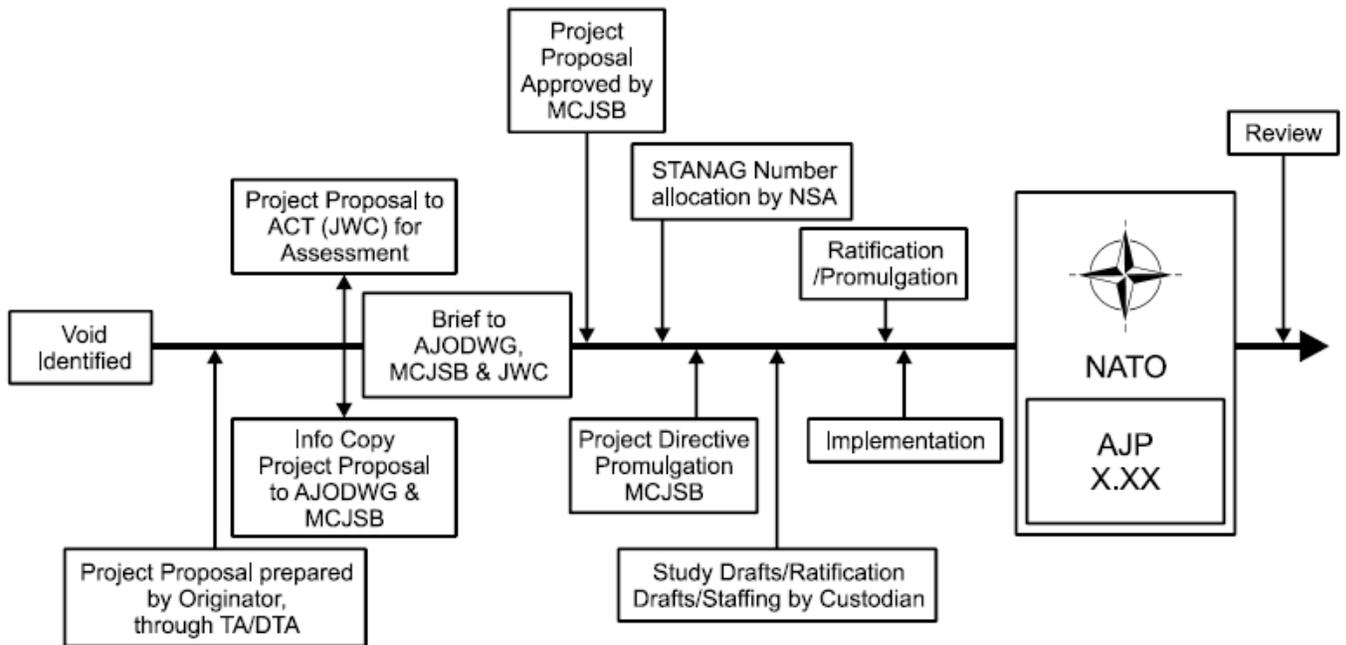


Figure 4-1. Allied Joint Doctrine Development Process

Source: AAP-47 *Allied Joint Doctrine Development – Supplement to AAP-3*

0407. Within NATO, nations have the option of not participating in the development of a particular NATO joint doctrine and will normally indicate this at the time when a doctrinal void is identified. Non-participation is appropriate for a nation that does not have the capability to which the joint doctrine refers (i.e. a nation without a navy would reasonably not wish to participate in the development of maritime doctrine). Nations can return to an active stance at any stage and, while they would not receive any study drafts, they will be forwarded a ratification draft of the joint doctrine publication, at which stage they might reaffirm their intention not to participate. Canada normally participates in all areas of NATO doctrine development.

0408. In the development of NATO joint doctrine, authors should use approved terms and

³ Paragraph 0227 of NATO's AAP-47 *Allied Joint Doctrine Development – Supplement to AAP-3*.

acronyms contained in AAP-6 *NATO Glossary of Terms and Definitions* and AAP-15 *NATO Glossary of Abbreviations Used in NATO Documents and Publications* where appropriate. If this is not possible, terms and abbreviations should be defined and will be applicable only to the publication in which they appear. When the publication reaches the ratification stage, the custodians submit the new terms and abbreviations to the NATO Terminology Coordinator for consideration as entries in AAP-6 or AAP-15 as appropriate.

NATO working groups

0409. Figure 4.2 shows the NATO hierarchy of organizations and highlights some of the many working groups that support the NATO Standardization Agency and its parent tasking authority, the NATO Committee for Standardization. While these working groups are responsible for the majority of NATO joint doctrine, working groups under other NATO tasking authorities also develop joint doctrine. Regardless of which group is responsible for producing joint doctrine, the NATO Standardization Agency is responsible for developing standards for the format and style of joint doctrine publications. This guidance is contained in AAP-47.

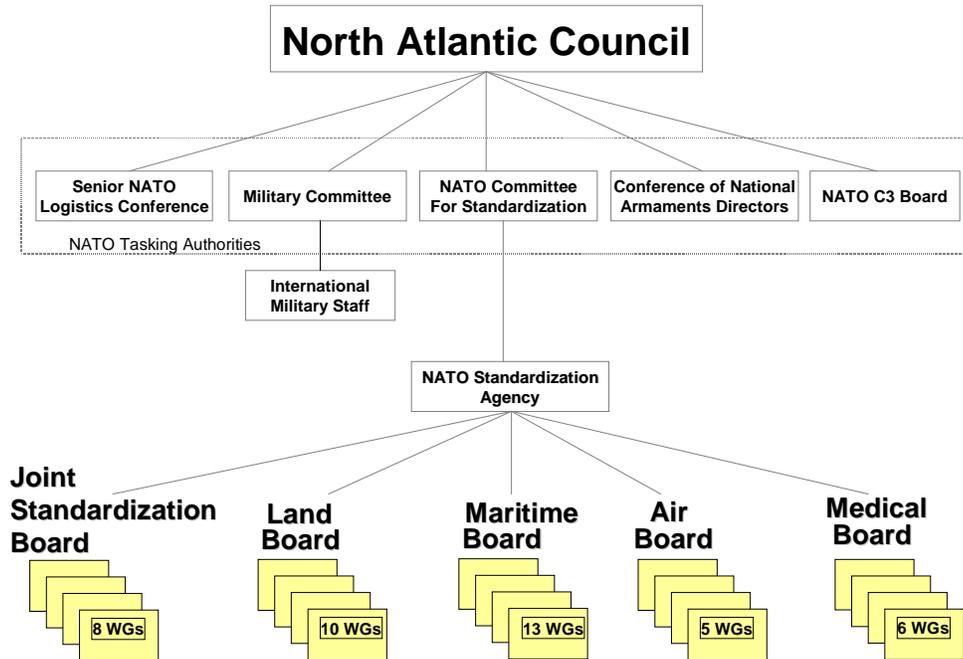


Figure 4-2. NATO Working Group Structure

0410. Canadian representatives to the working groups involved in joint doctrine development should be prepared to represent Canada’s viewpoint on the various aspects of Allied joint doctrine and participate actively in its development. Canadian representatives are required:

- a. To have an adequate understanding of Canadian law and Government of Canada and Department of National Defence policy that may be applicable to the NATO doctrine under development.

- b. To have adequate understanding of NATO Military Committee and other NATO policies that may be applicable to the NATO doctrine under development.
- c. To seek input to NATO joint doctrine development from appropriate Canadian OPIs, including from legal and policy staff. For development of NATO joint doctrine, Canadian representatives must present the views of the entire CF and not just the views of their particular command, environment, or ADM.
- d. To establish and maintain liaison with the NATO custodians.
- e. To act as the national coordinator for input to doctrine development and for the review of draft NATO publications.
- f. To provide input with respect to national ratification of NATO joint doctrine publications.
- g. To attend custodial meetings or arrange for Canadian representation at them.

0411. The Joint Doctrine Branch will maintain a list of Canadian points of contact for NATO joint doctrine publications. The points of contact will ensure that the draft document for review reaches the appropriate desk(s) within their organization, that an adequate review is conducted and that the review is completed on time.

0412. The Allied Joint Operations Doctrine Working Group (AJODWG), under the Military Committee's Joint Standardization Board (MCJSB), is the senior working group responsible for joint doctrine development within NATO. In addition to the direct responsibility for the NATO capstone doctrine manual (AJP-01 *Allied Joint Doctrine*), the AJODWG is responsible for coordinating terminology, harmonizing all NATO joint doctrine and recommending positions in the hierarchy for all NATO joint doctrine publications. The Head of CFEC's Joint Doctrine Branch, or a designated representative, acts as Canada's Head of Delegation at AJODWG meetings.

0413. The AJODWG meets semi-annually, normally in September and in April. The agenda of each AJODWG typically covers progress in developing or updating joint doctrine, liaison reports from other NATO working groups (Land, Maritime, Air, Medical, Logistics, etc.), proposals for changes to the joint doctrine hierarchy, harmonization issues, terminology, proposals for new joint doctrine and briefings on topics of interest by various organizations.

Ratification and the NATO Standardization Agreements

0414. NATO doctrine falls into a category that "directs the action to be taken in specific circumstances by implementing nations," and each doctrine publication is assigned a STANAG number. NATO regulations require the use of the STANAG process to implement ratification of NATO doctrine.

0415. The Director International Security Program (DISP) is responsible for coordinating the entire STANAG process on behalf of the CF. In this regard, the appropriate ratification paperwork is forwarded to the Canadian OPI for each STANAG. For NATO joint doctrine, OPIs are responsible for distributing the ratification draft for comments, seeking the appropriate approvals, and returning the paperwork to the Joint Doctrine Branch with comments and recommendations regarding ratification. CO CFEC will make the final recommendations to DISP regarding Canadian ratification of all NATO joint doctrine publications.

0416. The process allows each nation up to six months to ratify the draft of a new publication and three months to ratify changes to an existing joint doctrine publication. However, the ratification draft will normally follow several study draft reviews and few changes should be required in the ratification of this version. In Canada, the review process should not exceed two months. In response to receiving the covering STANAG for a ratification draft, the following actions can be taken:

- a. **Ratifying.** This is the normal situation. Editorial comments are still allowed at this stage.
- b. **Ratifying - not implement.** This would be an unusual situation for Canada. Should this be contemplated, advice is to be sought from the Joint Doctrine Branch.
- c. **Ratifying with reservations.** Note that, as detailed above, reservations are not permitted for NATO capstone and keystone doctrine. Should this be contemplated for supporting joint doctrine, advice is to be sought from the Joint Doctrine Branch.
- d. **Not Ratifying.** This would be a very unusual situation for Canada, and would indicate a failure of the normal consensus system for developing NATO doctrine. Should this situation arise for joint doctrine, advice is to be sought from the Joint Doctrine Branch.
- e. **Not Participating.** This would also be an unusual situation for Canada, and advice should be sought from CFEC's Joint Doctrine Branch.

0417. Before NATO capstone and keystone joint doctrine publications (i.e. AJP-01 and AJP-1 to AJP-9) can be promulgated, it is essential that all member nations ratify (approve) the publication. The publication will then be forwarded to the NATO Standardization Agency (NSA) for promulgation. All other joint doctrine publications are promulgated when a majority of NATO member nations has ratified the publication.

0418. Most NATO joint doctrine is reviewed by staff from the commands and other organizations. However, the responsibility for ratification of all NATO joint doctrine rests solely with CFD. The commands, ECSs and ADMs review NATO joint doctrine and recommend ratification. CO CFEC, on behalf of CFD, will then make the final recommendations to DISP. This process is necessary to ensure that each NATO joint doctrine publication is reviewed against higher-level NATO joint doctrine and to negate the possibility that Canada would ratify NATO joint doctrine that may contradict Canadian laws, high-level policies or Joint doctrine.

0419. It is possible to find out if NATO joint doctrine has been ratified by Canada, by verifying the status of the publication on NATO's NSA web site (<http://nsa.nato.int>). If doubt persists, DISP or CFEC's Joint Doctrine Branch should be contacted.

Distribution of NATO joint doctrine to non-NATO countries

0420. NATO joint doctrine, regardless of classification, is not to be made available to non-NATO countries or any civilian agencies unless specifically authorized by the appropriate originating NATO authority.

0421. NATO has a growing relationship with a designated group of nations, collectively known as Partnership for Peace (PfP). Some PfP nations are considering membership in NATO and are actively pursuing enhanced interoperability with NATO on many levels. NATO documents that are releasable to these nations will be designated as such in the security caveat on the document.

0422. The CFC regularly requires authorization to provide access to the NATO joint doctrine publications for some of their foreign students from other than NATO member nations. Such authority is to be sought through the Joint Doctrine Branch.

0423. Canada's *Official Languages Act* is quite clear in its requirement that official documents and publications produced by the Canadian Government, including the CF, are to be provided in both official languages. The *Act* does not apply to documents such as other nations' doctrine publications that are normally only used as reference by the CF, e.g. UK doctrine. NATO joint doctrine is peculiar in that members of the CF participate in its development, and NATO joint doctrine is binding on the CF when conducting operations or exercises under NATO control. The *Act* does not specifically cover this situation. NATO joint doctrine is promulgated only in English. NATO policy allows for the translation of its documents; however, such translation is solely the responsibility of the nation undertaking the translation. Any such translation is to have the following caveat displayed on the cover and title page:

À NOTER – LA PRÉSENTE PUBLICATION N'EST PAS UNE PUBLICATION OFFICIELLE DE L'OTAN. IL S'AGIT PLUTÔT D'UNE TRADUCTION FRANÇAISE PRÉPARÉE POUR LES FORCES CANADIENNES.

There are over 40 NATO joint doctrine publications, which are in a constant state of revision. The cost of translating them would be exorbitant and therefore these documents are made available only in English.

Annex A

Allied Joint Doctrine Hierarchy



Note : Publication titles are on the following pages.

Legend:

[PROM]	promulgated
[PROM/NE]	promulgated, new edition under ratification
[RAT]	under ratification
[DEV]	under development/study
[TBD]	to be developed
[TBR]	to be replaced par another publication OR incorporated into a higher publication

AJP-01: Allied Joint Doctrine [PROM]

Function 1: Personnel and administration [TBD]

AJP-2: Intelligence [PROM]

AJP-2.1: Intelligence Procedures [PROM]

AJP-2.2: Counterintelligence [PROM]

AJP-2.3: Human Intelligence [RAT]

AJP-2.5: Captured Persons, Equipments and Documents [PROM]

AJP-2.7: Reconnaissance and Surveillance [PROM]

AJP-3: Operations [PROM]

AJP-3.1: Maritime Operations [PROM]

AJP-3.2: Land Operations [DEV]

AJP-3.2.3: Military Police [RAT]

AJP-3.3: Air Operations [PROM]

AJP-3.3.1: Counter Air [PROM]

AJP-3.3.2: Air Interdiction / CAS [PROM]

AJP-3.3.3: Air-Maritime Co-ordination [PROM]

AJP-3.3.5: Airspace Control [PROM]

AJP-3.3.7: CFJACC [PROM/TBR]

AJP-3.3.9: Personnel Recovery [DEV]

AJP-3.4: Non-Article 5 CRO [PROM]

- AJP-3.4.1: Peace Support [PROM]
- AJP-3.4.2: Non-Combatant Evacuation [PROM]
- AJP-3.4.3: Support to Civil Authorities [DEV]
- AJP-3.4.4: COIN [DEV]
- AJP-3.5: Special Operations [RAT]
- AJP-3.6: Electronic Warfare [PROM]
- AJP-3.8: NBC Defence [PROM]
 - AJP-3.8.1 v1: CBRN Defence [RAT]
 - AJP-3.8.1 v2: Specialist NBC Defence [PROM]
 - AJP-3.8.1 v3: CBRN Defence for E T E [RAT]
- AJP-3.9: Joint Targeting [PROM]
- AJP-3.10: Info Operations [DEV]
 - AJP-3.10.1: PSYOPS [PROM]
- AJP-3.11: Met and Geo Support [PROM]
- AJP-3.12: Joint Engineering [PROM]
- AJP-3.13: Deployment of Forces [RAT]
- AJP-3.14: Force Protection [PROM]
- AJP-3.15: C-IED [DEV]

- AJP-4: Log [PROM]
 - AJP-4.4: Mov & Tpt [PROM]
 - AJP-4.5: HNS [PROM]
 - AJP-4.6: MJLC [PROM]
 - AJP-4.7: Petroleum Products [PROM]
 - AJP-4.9: Multinational Log Support [PROM]
 - AJP-4.10: Med Support [PROM]

- AJP-5: OPP [RAT]

- AJP-6: CCIS [DEV]

- AJP-7: Trg [TBD]

Function 8: Resources & Finances [TBD]

AJP-9: CIMIC [PROM]

Glossary

The definitions contained in this Glossary are derived from a number of sources. Where this publication is the source of a definition, no source is indicated. Definitions taken from other sources are indicated in parentheses at the end of each term, utilizing the following abbreviations:

DTB *Defence Terminology Bank*

capstone doctrine

The overarching doctrine in the CF. It has precedence over all other CF doctrine.

Defence terminology

The corpus of standardized general, doctrinal, operational, organizational, technical, procedural and administrative terminology pertaining to DND/CF activities. (DTB Record 27543)

doctrine

Fundamental principles by which the military forces guide their actions in support of objectives. It is authoritative but requires judgment in application. (DTB Record 1761)

environment

Designates either the Navy, the Army, or the Air Force.

harmonization (hrmzn)

Harmonization is the term used to describe the process of reviewing and modifying doctrine to ensure consistency with law, policy and higher-level doctrine.

custodian

An individual or organization designated as the executive agent for the development and updating of a joint doctrine publication.

keystone joint doctrine

A joint doctrine publication of seminal importance, under the CF capstone doctrine publication, on which are based related supporting joint doctrine publications published in the same field.

supporting joint doctrine

A joint doctrine publication subordinate to a keystone joint doctrine publication.

terminology consistency

The state in which equivalent concepts are accurately described in relevant terminology in both official languages and where this terminology is consistently utilized across all information systems and documentation regardless of format or medium.

terminology standardization

The application of approval procedures by authorities representing the breadth of a field of expertise to achieve and maintain the required level of commonality and consistency in a given body of terminology. (DTB Record 27545)

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Abbreviations List

ABCA	American British Canadian Australian Army Standardization Program
ACT	Allied Command Transformation (NATO)
ADM(Fin CS)	Associate Deputy Minister (Finance and Corporate Services)
ADM(IM)	Associate Deputy Minister (Information Management)
ADM(PA)	Associate Deputy Minister (Public Affairs)
ADM(Pol)	Associate Deputy Minister (Policy)
AJP	allied joint publication (NATO)
AJODWG	Allied Joint Operations Doctrine Working Group (NATO)
AP	Allied Publication (NATO)
ASCC	Air Standardization Coordination Committee (replaced by ASIC)
ASIC	Air Standardization – Coordinating Committee (Australia, Canada, New Zealand, United Kingdom and United States)
AUS	Australia
AUSCANNZUKUS	Australia, Canada, New Zealand, United Kingdom and United States
C4	command, control, communications and computers
C4ISR	command, control, communications, computers, intelligence, surveillance & reconnaissance
Canada COM	Canada Command
CANFORGEN	Canadian Forces General Message
CANOSCOM	Canadian Operational Support Command
CANSOFCOM	Canadian Special Operations Forces Command
CAS	Chief of the Air Staff
CCEB	Combined Communications Electronic Board
CDB	Capability Development Board
CDI	Chief Defence Intelligence
CDS	Chief of the Defence Staff
CEFCOM	Canadian Expeditionary Forces Command
CF	Canadian Forces
CFAWC	Canadian Forces Aerospace Warfare Centre
CFC	Canadian Forces College
CFD	Chief Force Development
CFEC	Canadian Forces Experimentation Centre
CFJP	Canadian Forces Joint Publication
CFMWC	Canadian Forces Maritime Warfare Centre
CFPM	Canadian Forces Provost Marshal
CIMIC	civil-military cooperation
cm	centimetre
CO	commanding officer
DAD	Director Army Doctrine
DAOD	Defence Administrative Orders and Directives
DGIMSD	Director General Information Management Strategic Direction
DISP	Director International Security Programs

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DJCP	Director Joint Capability Production
DMP Strat	Director Military Personnel Strategy
dpi	dots per inch
DND	Department of National Defence
DTA	delegated tasking authority (NATO)
DTB	Defence Terminology Bank
ECS	Environmental Chief of Staff
JDN	joint doctrine note
JDP	joint discussion paper
JDWG	Joint Doctrine Working Group
JDWP	Joint Doctrine Working Plan
JP	joint publication
JWC	Joint Warfare Centre
MCJSB	Military Committee Joint Standardization Board (NATO)
MIC	Multinational Interoperability Council
NATO	North Atlantic Treaty Organization
NDID	National Defence Index Documentation
NEO	non-combatant evacuation operation
NSA	NATO Standardization Agency
NZ	New Zealand
OPI	office of primary interest
pdf	portable document format (Adobe Acrobat file extensions)
PfP	Partnership for Peace
psy ops	psychological operations
PWGSC	Public Works and Government Services Canada
QCJWC	Quinquartite Combined Joint Warfare Conference
SJS	Strategic Joint Staff
SME	subject matter expert
STANAG	standardization agreement (NATO)
TA	tasking authority (NATO)
TTP	tactics, techniques and procedures
UK	United Kingdom
URL	uniform resource locator (internet)
US	United States
VCDS	Vice-Chief of the Defence Staff