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CANADIAN FORCES

DOCTRINE DEVELOPMENT

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PREFACE

CANADIAN FORCES DOCTRINE DEVELOPMENT

1. Doctrine is defined as the “fundamental principles by which the military forces guide their actions in support of objectives. It is authoritative but requires judgment in application.”¹ In general, doctrine describes the factors involved and provides the broad “how” to plan and execute operations or military activities. While doctrine is guidance and not mandatory, departure from guidance should normally be undertaken only after 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 requires amendment.
2. The Government of Canada has stated, “the maintenance of multi-purpose, combat-capable forces is in the national interest.”² Doctrine is an essential element of military capability as it describes how military activities are to be conducted. The concept of multi-purpose forces therefore necessitates that a broad range of doctrine be developed for the Canadian Forces.
3. Military activities and operations are undertaken at three levels—strategic, operational and tactical.³ Doctrine is therefore required to cover the military activities in these three levels. While most doctrine manuals provide guidance for a particular level, some manuals such as the Use of Force in Canadian Forces Operations⁴ provide guidance for all three levels. Canadian Forces Doctrine Development is applicable to the development and approval of doctrine at all three levels.
4. The Government has also stated, “Canada needs armed forces that are able to operate with the modern forces maintained by our allies and like-minded nations against a capable opponent - that is, able to fight ‘alongside the best, against the best.’”⁵ It is Canadian Forces policy that our doctrine, both joint and single-service, should be consistent to the maximum extent possible with the doctrine of our principal allies. In this regard, the United States is Canada’s “most important ally.”⁶ Doctrinal interoperability with the United States is therefore to be a primary goal of Canadian Forces doctrine development. Canada is a member of the North Atlantic Treaty Organization (NATO). When conducting operations or exercises under NATO control, Canada will follow NATO doctrine. NATO doctrine is therefore very important to Canada, and interoperability with NATO doctrine is to be a goal of Canadian Forces doctrine development. It is also highly desirable that Canadian Forces doctrine development be done in cognizance of the doctrine of the United Kingdom and Australia, due to similarities in force structures, basic laws and tradition. Balancing conflicting requirements for interoperability can present particular challenges for doctrine developers.
5. The successful conduct of joint or multinational operations requires clearly understood doctrine that is applicable across all Services and levels of military activities. The development of sound doctrine is important to:
 - a. planning and conducting operations and exercises, particularly for those that involve activities for which the Canadian Forces may not have broad or in-depth experience. Even for those activities that are conducted regularly, adherence to doctrine can expedite planning and execution, help to ensure that no pertinent factors are overlooked, and enhance interoperability and common understanding among units; and
 - b. developing training objectives and standards.
6. Applicable Canadian and international laws, Government of Canada policy, and Defence policy are predominant in terms of Canadian Forces doctrine. Canadian Forces doctrine shall always be consistent

¹ AAP-6 NATO Glossary of Terms and Definitions.

² 1994 Defence White Paper.

³ B-GJ-005-300/FP-000 Canadian Forces Operations.

⁴ B-GJ-005-501/FP-010 Use of Force in CF Operations.

⁵ 1994 Defence White Paper.

⁶ 1994 Defence White Paper.

with these laws and policies. Canadian Forces doctrine can be developed and promulgated in advance of or in the absence of policy but must be modified, as required, when policy is promulgated.

7. Canadian Forces doctrine provides guidance for and is applicable only to the Canadian Forces.

FOREWORD

CANADIAN FORCES DOCTRINE DEVELOPMENT

1. Doctrine is the “fundamental principles by which the military forces guide their actions in support of objectives. It is authoritative but requires judgment in application.”⁷ This publication provides guidance for the development of Canadian Forces doctrine and is pertinent to:

- a. all persons involved in the initial development of Canadian Forces doctrine (joint, pan Canadian Forces and Single-service) and NATO doctrine (joint and Single-service);
 - b. all persons involved in the review and updating of Canadian Forces and NATO doctrine;
 - c. members of the Canadian Forces Doctrine Board and other established bodies authorized to approve Canadian Forces and NATO doctrine;
 - d. members of the Canadian Forces and Department of National Defence involved in concept development;
 - e. members of the Canadian Forces and Department of National Defence involved in operational experimentation; and
 - f. Canadian representatives to American, British, Canadian and Australian (ABCA) Armies Standardization Program; Australia, Canada, New Zealand, United Kingdom, United States (AUSCANNZUKUS) Naval C4; Air Standardization Coordination Committee (ASCC); Combined Communications Electronics Board (CCEB); Quadripartite Combined Joint Warfare Conference (QCJWC); and Multinational Interoperability Council (MIC).
2. Canadian Forces Doctrine Development is composed as follows:
- a. Chapter 1 – basic principles governing the development of Canadian Forces doctrine;
 - b. Chapter 2 – the development and approval processes for Canadian Forces doctrine, including direction for the style and format of Canadian Forces doctrine publications;
 - c. Chapter 3 – terms of reference for the Canadian Forces Doctrine Board;
 - d. Chapter 4 – development and approval of NATO doctrine; and
 - e. Chapter 5 – other doctrine.

Note: If desired, other doctrine development agencies may propose additional chapters or annexes to this publication providing amplifying guidance for the development of doctrine within their specific areas of responsibility.

3. Joint Service Board Procedure – 01 (Supplementary to AAP – 3) a *Handbook for the Guidance of Custodians of Allied Joint Publications* is the NATO publication that provides similar guidance to that contained in this publication.

4. Recommendations for amendments to this publication are welcome and should be forwarded to National Defence Headquarters, attention J7 Doctrine.

5. The Canadian Forces Doctrine Board is the ratification (approval) authority for this publication.

⁷ AAP-6 NATO Glossary of Terms and Definitions.

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CHAPTER 1

PRINCIPLES OF CANADIAN FORCES DOCTRINE

101. INTRODUCTION

1. This chapter outlines the principles that guide the development and content of Canadian Forces doctrine.
2. The term *Canadian Forces doctrine* encompasses doctrine written for all three levels of military activities—strategic, operational and tactical. It covers doctrine that is joint⁸, pan Canadian Forces⁹ and single-service. Canadian Forces joint and pan Canadian Forces doctrine publications generally deal with doctrine at the operational level; however, some of these doctrine publications span all three levels. Single-service doctrine is generally at the tactical level but can also encompass activities by more than one service.¹⁰

102. DOCTRINE AS GUIDANCE

1. 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.”¹¹ In general, doctrine describes the factors involved and provides the “how” to plan and execute operations or military activities. Doctrine is guidance and not mandatory; however, departure from doctrine should normally 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 requires amendment.
2. In articulating Canadian Forces doctrine, it is essential that the doctrinal aspects be presented in such a manner that they are perceived clearly as guidance and do not assume any mantle of undue authority. Of greater importance, however, is the need to identify clearly all laws, policies and regulations when they are incorporated into doctrine publications so that there is no confusion in the mind of the reader regarding the mandatory nature of these directives.
3. Doctrine deals with current capabilities and should be written as guidance for military activities that may be undertaken today or in the near future. It is therefore important that doctrine development is completed in a relatively short timeframe¹² to prevent the drafts being overtaken by further developments, and it is equally important that doctrine is reviewed rigorously at periodic intervals.¹³ See Chapter 2 for details of the process for the production and review of Canadian Forces doctrine.
4. Errors in doctrine should be brought to the attention of the custodian¹⁴ of the publication as soon as possible so that corrective action can be initiated.
5. Doctrine should be maintained as current as possible, but constant change can present difficulties for education, training and validation. While contradictions in doctrine to law and policy and serious errors in doctrine require immediate corrective action, less significant changes can usually await the next review cycle. Achieving a balance between currency and excessive change can be a particular challenge for doctrine custodians and ratification authorities.

⁸ Joint means applicable to two or more services when operating together as part of a joint force.

⁹ Pan Canadian Forces doctrine is that doctrine that is not considered joint but is applicable to an activity that impacts the entire Canadian Forces, e.g. mobilization doctrine.

¹⁰ For example, Maritime Operations doctrine that is applicable to both naval units and to supporting aircraft.

¹¹ AAP-6 NATO Glossary of Terms and Definitions.

¹² The current goal for the development of Canadian Forces doctrine is one year from inception through drafting, approval, translation and promulgation.

¹³ The current goal is to conduct a formal review of Canadian Forces doctrine at intervals not exceeding three years.

¹⁴ Custodian is the NATO term for the OPI for a publication. This term has been adopted to enhance commonality.

6. **Writing Doctrine.** Doctrine, as guidance, should be written in a clear and unambiguous manner. Straightforward prose and simple grammatical structures should be the norm. The text in doctrine publications must be:

- a. readily understood by all people for whom the doctrine is intended.¹⁵ It should be remembered that doctrine is used not only by subject matter experts in a particular field but also by commanders and operators of various backgrounds and by CF education and training establishments at many levels. It is therefore important to ensure that the doctrine is readable and easily understood by the entire spectrum of the CF;
- b. verbatim excerpts from higher level or other documents may be included in doctrine publications where appropriate, but wholesale repetition is to be avoided for the sake of brevity;
- c. the use of footnotes is strongly encouraged to provide short amplifying remarks, as well as to guide the reader to the source of the information presented (and which may be worthy of additional review); and
- d. while abbreviations and acronyms are accepted parts of military writing, they should be used sparingly in writing Canadian Forces joint and pan Canadian Forces doctrine due to the potential for multiple meanings among the different services and supporting agencies.

7. Doctrine per se should not contain excessive detail. It should generally be limited to discussion of the principles of a particular military activity and broad guidance with respect to their application in particular situations. If considered necessary, detail and use of extensive examples may be included in annexes, appendices or separate publications. There are no firm rules in this regard, as the inclusion of some detail in a doctrine publication may be a more practical means of providing the information than creating additional small documents.

8. The following diagrams illustrate the many factors that affect doctrine or may be affected by doctrine.¹⁶

¹⁵ If highly technical language or phrases are considered essential, then a plain language explanation should be provided in the form of footnotes, notation in a glossary, or other means.

¹⁶ Courtesy of Dr. James Tritten United States Joint Forces Command.

What Affects Doctrine



Figure 1-1 What Affects Doctrine

What Doctrine Affects



Figure 1-2 What Doctrine Affects

103. RELATIONSHIP OF DOCTRINE

1. **Law and Policy.** Applicable Canadian and international law, Government of Canada policy, and Defence policy are predominant in relation to Canadian Forces doctrine. Canadian Forces doctrine shall always be consistent with these laws and policies.
2. Canadian Forces doctrine can be developed and promulgated in advance of or in the absence of policy but must be modified, as required, when policy is promulgated.

3. **Experimentation.** There are close linkages between doctrine and experimentation. Experimentation can be used to:

- a. validate current doctrine in current scenarios in support of preparations for operational deployments;
- b. determine if current doctrine would be valid in future scenarios, thus determining the need for revised doctrine; and
- c. validate future concepts that would be developed into doctrine at appropriate times.

4. **Concepts.** Concepts can be considered embryonic doctrine. Concepts are generally broader and less detailed than doctrine. More than one doctrine publication may evolve from a single concept.

5. When doctrine is developed from a concept, doctrine should be consistent with the concept or explanation must be provided as to why the doctrine differs from the concept.

104. PRECEDENCE

1. To the extent that any conflict exists, Canadian Forces joint and pan Canadian Forces doctrine take precedence over single-service doctrine.

105. DOCTRINE USE

1. As doctrine is the “*fundamental principles by which the military forces guide their actions in support of objectives*”, Canadian Forces doctrine provides guidance for and is applicable only to the Canadian Forces. Therefore, the use of the terms “national” or “national level” in connection with any portion of Canadian Forces doctrine is inappropriate as doctrine is not applicable outside the Canadian Forces.

2. Canadian Forces will use:

- a. Canadian Forces doctrine when under Canadian Forces control;
- b. NATO doctrine when under NATO control; and
- c. other doctrine only when specifically approved.

106. ADOPTION OF FOREIGN DOCTRINE

1. 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 Canadian Forces doctrine. Adoption of these publications is governed by C-01-100-100/AG-005 *Acceptance of Commercial and Foreign Publications as Adopted Publications*. Careful review is required to ensure that these publications do not contradict Canadian law or Government of Canada and Department of National Defence policy. These publications must be ratified by an appropriate authority before being accepted as Canadian Forces doctrine.

2. Use of a foreign doctrine publication as Canadian Forces doctrine does not obviate the requirement for the publication to be available in both English and French prior to promulgation.

3. Authority for approving the temporary use of other doctrine during operations and exercises resides with:

- a. Deputy Chief of the Defence Staff for contingency operations and national joint exercises; and
- b. Environmental Chiefs of Staff for routine operations and single-service exercises.

4. Before other doctrine is approved for use during operations or exercises, a detailed review is to be conducted to determine if any conflict exists with Canadian Law or Government of Canada and Department

of National Defence policy. Where such conflicts are found, use of those aspects of the other doctrine is prohibited.

5. Other doctrine that has been approved for use should have this indicated by the insertion of a Letter of Promulgation inserted into the publication or some other such means that clearly indicates:

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

107. DOCTRINAL INTEROPERABILITY WITH ALLIES

1. It is Canadian Forces policy that our doctrine, both joint and single-service, should be consistent to the maximum extent possible with the doctrine of our principal allies. In this regard, the United States is Canada's "most important ally."¹⁷ Doctrinal interoperability with the United States is therefore to be a primary goal of Canadian Forces doctrine development.

2. Canada is a member of the North Atlantic Treaty Organization (NATO). When conducting operations or exercises under NATO control, members of the Canadian Forces will follow NATO doctrine. NATO doctrine is therefore very important to Canada, and interoperability with NATO doctrine is to be a goal of Canadian Forces doctrine development. As NATO doctrine is binding on the Canadian Forces, all NATO doctrine publications are to be subjected to the appropriate review and ratification process. See Chapter 4 for details.

3. It is also highly desirable that Canadian Forces doctrine development be done in cognisance of the doctrine of the United Kingdom and Australia, due to similarities in force structures, basic laws and tradition, and the probability that our forces will work together in the future.

4. Balancing conflicting requirements for interoperability can present significant challenges for doctrine developers. If necessary, guidance is to be sought from the Canadian Forces Doctrine Board.

5. Interoperability with allies does not provide justification for the development of Canadian Forces doctrine that is inconsistent with Canadian Law, Government of Canada policy or Department of National Defence policy.

6. CF doctrine publications should draw attention to those areas where conflicts exist or potentially exist between CF doctrine and the doctrine of our principal allies. Where conflicts are known to exist, reference to those conflicts should be made in broad detail in the Preface and in greater detail in appropriate locations in the main text of the CF doctrine manual. The use of footnotes is a good mechanism for highlighting doctrinal conflicts.

108. TERMINOLOGY USED IN CANADIAN FORCES DOCTRINE

1. Terminology is the foundation for authoring doctrine. Standardized terminology is essential for safety, operational interoperability, consistent interpretation of doctrine and procedures, and the coherence of policies, regulations and training materials. Commonality of terminology adds to the quality and value of information, ease of information exchange, systems interoperability and information integrity. Common understanding of terms and abbreviations is essential to interoperability in all military activities and most particularly in joint and combined operations.

2. Key Definitions:

¹⁷ 1994 Defence White Paper Chapter 5

- a. **Defence Terminology** is defined as: “the corpus of standardized general, doctrinal, operational, organizational, technical, procedural and administrative terminology pertaining to DND/CF activities.”
- b. **Terminology Consistency** is defined as: “the state in which equivalent concepts are accurately described in relevant terminology in both official languages and where this terminology is consistently used across all information systems and documentation regardless of format or medium.”
- c. **Terminology Standardization** is defined as: “the application of approval procedures by authorities representing the breadth of a field of expertise to achieve and maintain the required level of standardization in a given body of terminology in order to attain commonality contributing to interoperability.

3. **Defence Terminology Policy.** Canadian military terminology is managed as a corporate resource. The Defence Terminology Programme collates, standardizes and disseminates departmental, inter-departmental and allied terminology and promotes its use throughout DND/CF regardless of format, medium or official language. The Programme strategy supports the production of standardized terminology to achieve commonality and thus facilitate interoperability within DND/CF, with other national agencies and with our principal allies. The Programme fulfils the operational requirement for a common vocabulary; contributes significantly to operational and managerial requirements for common data, metadata and standards for information systems; and supports a Government of Canada legislative requirement to provide standardized terminology as a broadly used bilingual work instrument. Standardized terminology is also the principal means to ensure content equivalency of bilingual information regardless of medium or format. The Programme is guided by principles of:

- a. optimal integration of standardized terminology in the conduct of all Defence operational and management activities;
- b. integration of standardized terminology into all military documentation and information systems and the promotion of terminology consistency therein;
- c. centralized coordination and accessibility with decentralized development and approval, quality control at all levels, and interaction with national and international terminology organizations; and
- d. standardization within and between both official languages and maintenance of intellectual property interests in all Defence Terminology.

4. **Mandate.** The Defence Terminology Programme’s mandate is primarily driven by the operational requirement for clear communication and interoperability within each language group within DND/CF. This requirement is further emphasized by the operational requirement for bilingual communication and interoperability between the two language groups within DND/CF. This mandate is expanded by the operational requirement for DND/CF bilingual communication and interoperability with other Government of Canada / national institutions and with our primary allies.

5. The operational 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.

6. Responsibility for programme delivery to facilitate compliance with these requirements is assigned to the Assistant Deputy Minister (Information Management) with the strategic objective of facilitating clear communication and interoperability by implementing the Defence Terminology Programme and by supporting the NATO Standardization Agency on behalf of the NATO Atlantic Council. This objective is in line with the terminology programme mission to participate, in consultation and partnership with the staff of the Vice Chief of the Defence Staff, in the NATO Terminology Programme and other allied terminology initiatives. The

Defence Terminology Programme mission aims at achieving commonality in all DND/CF corporate terminology of military significance, in consort with our principal allies and other Government of Canada departments.

7. **Terminology Consistency.** The requirement for terminology consistency demands an accurate description of concepts through the consistent use of terms and abbreviations in both official languages. The development of terminology consistency throughout all Canadian Forces doctrine can represent a significant challenge to doctrine developers and to reviewers of manuals authored by different custodians.

8. **Terminology Standardization.** The requirement for standardized terminology relies on approved procedures to achieve and maintain commonality. This process necessitates the identification of new terms, abbreviations and definitions by authors to enhance the understanding of emerging concepts and promote interoperability. The doctrinal review process is an excellent opportunity to capture new terminology. National and Allied publications and documents that are translated and subsequently published without verification of the translation by native speaking subject-matter experts are non-authoritative as terminology sources in the translation target language.

9. The Defence Terminology Programme is responsive to the requirement to incorporate in its on-line Defence Terminology Bank the terminology of new concepts; in particular those authored and reviewed by the subject-matter community. This also includes the collation of all glossaries of military significance within the Defence Terminology Bank for centralized dissemination. It is highly desirable that glossaries, included in Allied doctrine manuals under review for ratification, be forwarded for assimilation and standardization to the Defence Terminology Programme Coordinator. These glossaries can be reviewed for further development in both official languages and verified within the context of existing approved (standardized) NATO terminology. The Coordinator is the Head of Delegation for Canada within the NATO Terminology Programme and as such can usually impart a broader perspective on terminology standardization issues. The Coordinator is always available to provide advice and assistance in developing terminology. The Coordinator can be contacted at http://img.mil.ca/DGKMI/DKIM/DKIM3/terminology/index_e.htm.

10. **Precedence of Terminology Sources.** The order of precedence of Defence Terminology sources is as follows:

- a. the Defence Terminology Bank;
- b. approved subject matter or specialized glossaries and references books;
- c. the *Concise Oxford Dictionary* for English and "*Le Petit Robert*" for French;
- d. other sources, including the Translation Bureau's on-line database "*Termium*".
- e. The most recently standardized terminology is to have precedence when inconsistencies arise between approved terminology sources of the same precedence level.

11. **DND/CF references for military terminology include:**

- a. Defence Terminology Bank (DTB), Web; site <http://diso-s049.d-ndhq.dnd.ca:4712/>
- b. Administrative and Staff Procedures Volume 5 Military Glossary A-AD-121-E01/JX-000 (CFP 121(5));
- c. CF Glossary B-GA-401-000/FP-000, 1988;
- d. command reference books/web sites:
 - (1) Naval Vocabulary A-AD-121-180/JX-001;
 - (2) Army Terminology Repertoire - <http://lfdts.army.mil.ca/dad/Terminology/term.asp?tree=sections&subtree=ATB>; and

(3) Air Force Glossary B-GA-401-001/FP-000.

12. Allied and standing military cooperation group references for military terminology include:

- a. *NATO Glossary of Terms and Definitions (AAP-6)*, current edition (English and French); NATO STANAGs site: <http://www.nato.int/docu/standard.htm>. Note that AAP-6 is considered the capstone NATO glossary;
- b. programmes and committees: ASCC, Naval C4 Organizations and ABCA Armies published Glossaries of Specialist Terms and Definitions. The most recent listing of Quadripartite Advisory Publications (QAPs) is on the ABCA Armies website: <http://www.abca.hqda.pentagon.mil/References/ref.html>. Aviation committee with current standardization documents, ASCC: <http://www.xo.hq.af.mil/xor/xorg-iso/ascc/>. Naval C4: <http://auscannzukus-navalc3.hq.navy.mil/index.htm>;
- c. NATO Glossary of Abbreviations used in NATO documents or publications (AAP-15). Note that AAP-15 is non-authoritative and is for information only due to its lack of ratification by a recognized standardization process; and
- d. terms and definitions found in various NATO Military Committee documents, STANAGs, QSTAGs, and ASCC Air STD's.

13. Other references for general terminology include:

- a. use the *Concise Oxford Dictionary* for English and "*Le Petit Robert*" for French, in their latest editions. In the case of the Concise Oxford Dictionary, only the first spelling i.e., British spelling is to be used to ensure standardization;
- b. subject matter or specialized glossaries, abbreviation manuals and reference books;
- c. other recognized dictionaries, such as "*le Grand dictionnaire encyclopédique Larousse*"; and
- d. the Translation Bureau's on-line terminology database "*Termium*" located at: <http://termiumpus.translationbureau.gc.ca/site/>. Note: "*Termium*" is non-authoritative and is for information only due to the inconsistency of verification of its records by a recognized standardization process.

109. CANADIAN FORCES DOCTRINE DEVELOPMENT PROCESS

1. The process for the development of Canadian Forces doctrine has the following general steps:
 - a. identification of the requirement for new or amended doctrine;
 - b. initial development phase that involves extensive research and usually the production of a series of drafts that are distributed for review and comment;
 - c. ratification (approval) of the doctrine by an appropriate doctrine approval authority;
 - d. translation;
 - e. promulgation;
 - f. education;
 - g. validation; and
 - h. updating that generally involves reiterating the development process.

2. Chapter 2 contains further details on the Canadian Forces doctrine development process.

110. CANADIAN FORCES DOCTRINE DEVELOPMENT AGENCIES

1. The following are designated Canadian Forces doctrine development agencies:
 - a. Canadian Forces Doctrine Board for Canadian Forces joint, pan Canadian Forces and NATO joint doctrine. J7 Doctrine provides secretariat services to the Canadian Forces Doctrine Board;
 - b. Director Maritime Strategy for single-service Canadian Forces and NATO doctrine relating to maritime operations;
 - c. Director Army Doctrine for single-service Canadian Forces and NATO doctrine relating to land operations;
 - d. Director Air Strategic Planning for single-service Canadian Forces and NATO doctrine relating to air operations;
 - e. Canadian Forces Health Services Doctrine Forum for Canadian Forces and NATO doctrine relating to the provision of health services support to operations; and
 - f. Director Information Management Strategic Plans 3 for Canadian Forces and NATO doctrine related to information management.
2. Other Canadian Forces doctrine development agencies may be created as required.

111. INTENDED AUDIENCE

1. Very early in the doctrine development process, it is important to identify the intended audience for the doctrine publication. This will greatly assist development of the content and the style for the publication.
2. The intended audience for the publication should be indicated in the publication itself. The Foreword is the recommended place for this information.

112. HARMONIZATION OF DOCTRINE

1. Harmonization is the term used to describe the process of review and modification of doctrine to ensure its consistency with law, policy and other doctrine. Harmonization includes the following activities (in order of priority):
 - a. removal or modification of doctrine that contradicts law or higher level policy. For doctrine that is already promulgated, this is normally to be accomplished through an urgent amendment to the publication(s);*
 - b. inclusion in doctrine of pertinent aspects of law and policy;*
 - c. ensuring that the material in the publication is complete and adequate in relation to the intended audience;*
 - d. ensuring that terminology is either consistent with accepted Canadian Forces terminology or that the variances are noted definitively in the publication;
 - e. ensuring that the doctrine is interoperable with those of our principal allies to the maximum extent practicable;
 - f. ensuring that related texts in various doctrine publications convey the identical meaning;* and

- g. reduction of repetition of doctrine among various doctrine publications.

* Includes ensuring that references are complete and up to date.

2. Harmonization should be done during initial development and again during formal reviews of doctrine. Harmonization can, when considered necessary or when directed, be undertaken as a separate process for any one or more of the activities listed in the preceding paragraph.

3. The responsibility for harmonization rests with the custodian for the particular doctrine publication. With respect to the harmonization of doctrine with Canadian Forces doctrine publications, custodians should normally look to harmonise their publications with doctrine in immediately superior and subordinate publications in their respective hierarchies, and with other associated doctrine publications as required. In addition to initiating harmonization changes to their own publications, custodians should pass recommendations for harmonization changes to the custodians of other publications as appropriate.

113. DOCTRINE RATIFICATION AUTHORITIES

1. Ratification is the term used to describe the approval of doctrine. The following have authority for the ratification of Canadian Forces doctrine:

- a. Armed Forces Council for the capstone¹⁸ doctrine manual and others as directed;
- b. Joint Capability Requirements Board for the keystone¹⁹ joint doctrine manuals and others as directed;
- c. Canadian Forces Doctrine Board for joint and pan Canadian Forces Supporting Doctrine and NATO doctrine and minor amendments to keystone doctrine manuals;
- d. Environmental Chiefs of Staff or their delegates for single-service doctrine;
- e. Group Principals for doctrine within their purview, for example, the Vice Chief of the Defence Staff approves doctrine for mobilisation;
- f. Canadian Forces Health Services Doctrine Forum for doctrine relating to the delivery of health services support to operations; and
- g. other fora as established.

2. Joint and pan Canadian Forces doctrine should be sent to the Canadian Forces Doctrine Board for endorsement, even when this board is not the ratification authority. This ensures that this doctrine is given review by the widest possible cross-section of doctrine development expertise within the Canadian Forces. Such an endorsement is usually highly beneficial in achieving ratification by other authorities.

114. TRANSLATION OF PUBLICATIONS

1. All Canadian Forces doctrine is to be provided in both English and French. Translations must be verified to ensure adequacy and accuracy of translation.

2. Unless otherwise provided, the custodian for the publication is responsible for translation. The Directorate of Knowledge and Information Management 3-2 (DKIM 3-2) may be able to provide advice and assistance in this regard. Custodians are advised to refer to DAOD 5039-4, Translation of Texts and Acquisition of Bilingual Documentation for general guidance on the issue.

¹⁸ See Article 117 in this chapter for the definition of capstone.

¹⁹ See Article 117 in this chapter for the definition of keystone.

115. PROMULGATION OF CANADIAN FORCES DOCTRINE

1. Doctrine is not in effect until it has been promulgated. Canadian Forces doctrine is not to be promulgated until available simultaneously in both English and French.
2. When urgent operational requirements dictate that doctrine is promulgated in advance of translation, such promulgation shall be authorised by a formation commander or Environmental Chief of Staff/Group Principal. For Canadian Forces joint or pan Canadian Forces doctrine, the Deputy Chief of the Defence Staff is the authority for promulgating doctrine in advance of translation. When doctrine is promulgated in advance of translation, distribution is to be limited to those affected by the urgent operational requirement. This will normally include the affected commanders and their staffs, deploying units, and the training facilities supporting the deployment. Doctrine publications promulgated for urgent operational requirements in advance of translation are to be clearly marked as *“Interim version. Awaiting translation. For urgent operational requirements only.”*
3. Acknowledging that development of course training standards and training plans can be lengthy processes, and that implementation of training needs to coincide as closely as possible with the promulgation of doctrine, ratified doctrine may be released to appropriate training facilities in advance of translation. Such publications are to be clearly marked as *“For training development purposes only. Awaiting translation.”*
4. Canadian Forces joint and pan Canadian Forces doctrine will normally only be promulgated electronically by posting to appropriate web sites on the Defence Wide Area Network (DWAN) and the Defence Secure Network (TITAN). In addition to eliminating the significant costs associated with printing hard copies, this practice helps ensure that everyone uses only the latest, ratified version of the doctrine.
5. Single-service doctrine is to be promulgated as directed by the appropriate Environmental Chief of Staff. Posting of doctrine to web sites is strongly encouraged.
6. When new or revised doctrine is posted to a web site, the custodian for the publication is to advise all concerned units and agencies.

116. VALIDATION OF DOCTRINE

1. At an appropriate time after promulgation and at regular intervals, doctrine should be validated. While lessons learned during actual operations are excellent sources for the validation of doctrine, it is not practicable to task operationally deployed forces with the validation of specific doctrine. Exercises and experiments offer the best venues for controlled validation of doctrine.
2. J7 Doctrine is responsible for drafting a proposed doctrine validation plan for Canadian Forces joint and pan Canadian Forces doctrine for input as training objectives in the Strategic Capability Training Plan. The J7 Doctrine proposed validation plan is to be updated and submitted annually to the Canadian Forces Doctrine Board for endorsement and then to the Joint Capability Requirements Board for approval.
3. Single-service and other doctrine developing agencies are encouraged to incorporate doctrine validation in their exercises to the extent practicable. Single-service and other doctrine developing agencies are requested to keep the Canadian Forces Doctrine Board apprised of their doctrine validation activities to avoid duplication of effort.

117. CATEGORIES OF DOCTRINE PUBLICATIONS

1. The following are the categories of publications associated with Canadian Forces doctrine:
 - a. **Capstone Doctrine.** The “Strategic Framework for the Canadian Forces”²⁰ tops the hierarchy of Canadian Forces doctrine publications. See Annex a to this chapter for the current hierarchy of

²⁰ This publication is under development.

Canadian Forces doctrine publications. Armed Forces Council ratifies Canadian Forces capstone doctrine, following Canadian Forces Doctrine Board endorsement.

Note: While not requiring high level approval, Canadian Forces terminology publications and systems are considered “capstone” documents to the extent that terminology in Canadian Forces doctrine publications will normally be taken from these sources.²¹

- b. **Keystone Doctrine.** Within the Canadian Forces, NATO and the forces of our principal allies, doctrine publications other than capstone publications are arranged using the continental staff system, that is, under the general categories of personnel and administration, intelligence, operations, logistics, plans, communications and information systems, doctrine and training, resources and finance, and civil-military co-operation. The highest level publication within each of these categories is called keystone doctrine. The Joint Capability Requirements Board ratifies Canadian Forces keystone doctrine, following Canadian Forces Doctrine Board endorsement.
- c. **Supporting Doctrine.** Under the keystone publications, there may be any number of supporting manuals or pamphlets dealing with particular aspects of doctrine, for example, Use of Force, Non-combatant Evacuation Operations (NEO), etc. The Canadian Forces Doctrine Board ratifies supporting Canadian Forces joint and pan Canadian Forces doctrine.
- d. **Tactics, Techniques and Procedures (TTP).** These publications and documents provide the lowest level of doctrine and are generally very detailed and prescriptive in nature. They are largely, but not exclusively, single-service oriented. They may be incorporated as attachments to higher level doctrine or promulgated separately. When promulgated separately, ratification is done under the authority of the Canadian Forces Doctrine Board or the similar level single-service doctrine approval mechanism.
- e. **Aide-mémoire.** These are usually single pages or card sized documents with single word or short-phrase, memory-triggering points covering the critical aspects of particular doctrine or policy. Approval is done at various levels depending on the nature of the aide-mémoire, for example, the Deputy Chief of the Defence Staff, on behalf of the Chief of the Defence Staff, approves “soldiers’ cards” for the use of force during operations.

2. Canadian Forces joint and pan Canadian Forces doctrine publications are organized into a hierarchy with the capstone manual at the top, keystone manuals arranged according to the continental staff system on the second level and then supporting doctrine and other publications and documents arranged under the appropriate keystone manual. Annex a to this chapter contains the hierarchy at the time of promulgation of this publication. This hierarchy is maintained by J7 Doctrine and is presented to the Canadian Forces Doctrine Board for approval at the semi-annual meeting. An updated hierarchy can be found on the Doctrine web site on DWAN²² at http://dcds.mil.ca/dqjfd/dpdt/dlls/doctrine/default_e.asp.

3. Single-service doctrine publications are to be organized as directed by the appropriate Environmental Chief of Staff. Use of a similar system to that detailed in this publication is encouraged to promote cross-reference.

118. NUMBERING OF PUBLICATIONS

1. Each Canadian Forces doctrine publication is to be identified by a National Defence Index of Documentation (NDID) number.

2. For Canadian Forces joint and pan Canadian Forces doctrine publications, J7 Doctrine controls the allocation of NDID to ensure conformance with the hierarchy of this doctrine (see Annex A).

²¹ Where terminology used in Canadian Forces doctrine is not consistent with approved Canadian Forces terminology, this should be specifically noted in the doctrine publication. Footnotes are a good vehicle for this type of notification.

²² Defence Wide Area Network—the Canadian Forces low-level intranet.

119. STANDARDS FOR GRAMMAR AND SPELLING

1. The standards for grammar used in Canadian Forces doctrine are contained in:
 - a. English – A-AD-121-P01/JX-003 *The Little, Brown Handbook*, Third Canadian Edition ISBN 0-201-70953-8; and
 - b. French – A-AD-121-P01/JX-002 *Grevisse le bon usage* douzième édition ISBN 2-8011-0588-0.
2. The standards for spelling and meaning (where not otherwise provided for) are contained in:
 - a. English – the *Concise Oxford Dictionary* in the latest edition. The first spelling, that is, British spelling, shall be used to ensure standardization; and
 - b. French – *Le Petit Robert* in the latest edition.

120. STYLE AND FORMAT OF CANADIAN FORCES DOCTRINE PUBLICATIONS

1. Canadian Forces joint and pan Canadian Forces doctrine publications are to be developed and promulgated using the style and format detailed in Chapter 2.
2. Single-service doctrine publications are to be developed in a style and format as directed by the appropriate Environmental Chief of Staff. Use of style and format similar to that detailed in this publication is encouraged.

121. TERMINOLOGY ASSOCIATED WITH DOCTRINE DEVELOPMENT

1. The CF Doctrine Board Secretariat has responsibility for administering the joint doctrine development process. For an understanding of the process, terms used in doctrine development need explanation:
 - a. **Custodian.** a custodian is the designated OPI with responsibility for the development and production of a doctrine publication;
 - b. **Author.** In some cases, the Custodian for a publication will utilise the services of another person or agency in performing the activities of author for a particular publication. The Custodian remains responsible for the content and style of the publication; and
 - c. **Editor.** In some cases, the Custodian for a publication will utilise the services of another person or agency in performing the activities of editor. The Custodian remains responsible for the format, grammar and spelling used in a publication.
2. Objectivity is a key element in developing joint and pan Canadian Forces doctrine. The Custodian or author should not represent the views of a parent organization or Service. The Custodian is responsible to the Canadian Forces Doctrine Board for the development of a complete, cogent and balanced publication taking into account the views of all Services, agencies and establishments.

122. CLASSIFICATION OF CANADIAN FORCES DOCTRINE

1. To the extent practicable, Canadian Forces doctrine should be produced as unclassified. Where it is necessary to present classified information, this should be done in separate annexes or volumes.

123. DISTRIBUTION OF CANADIAN FORCES DOCTRINE TO NON-CF AGENCIES

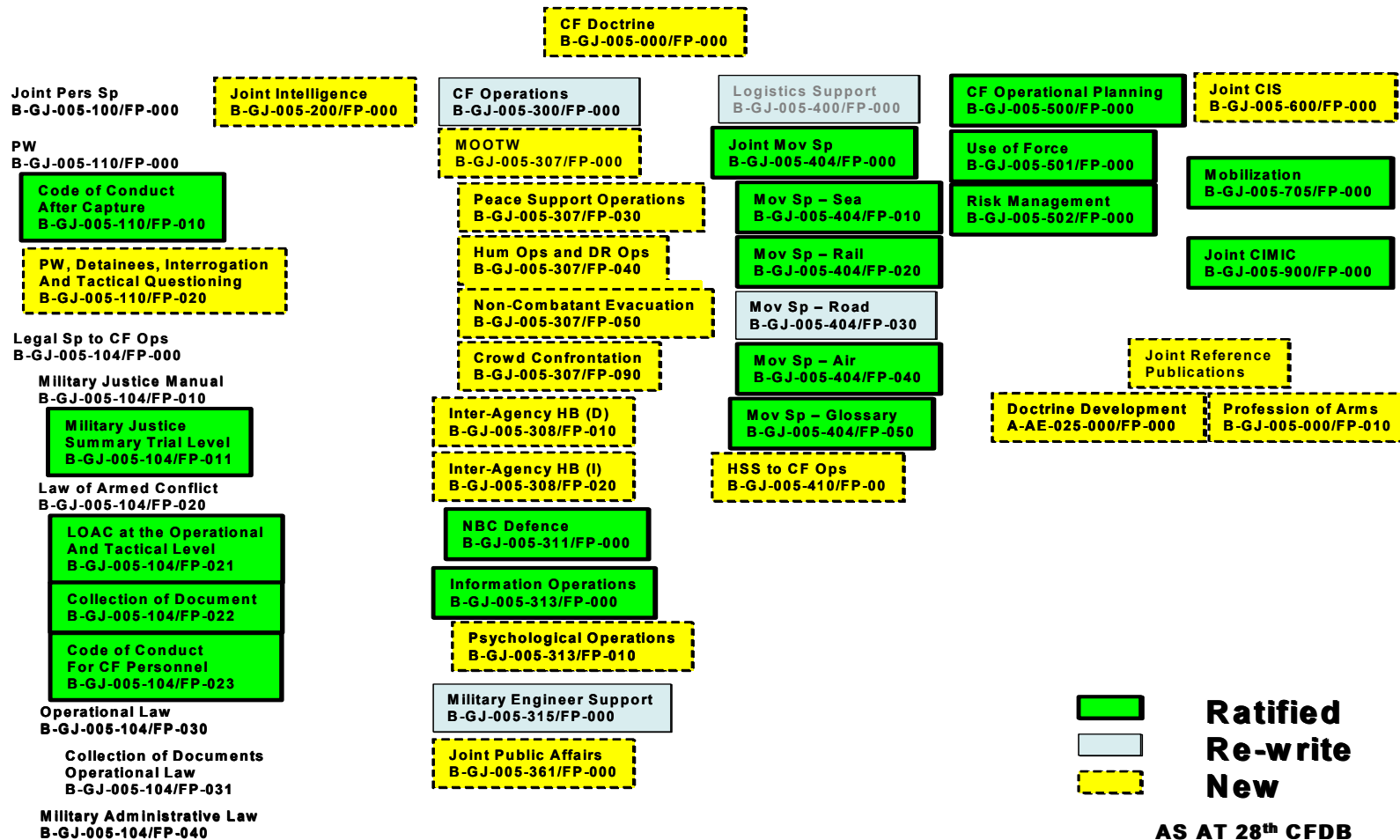
1. Unclassified CF doctrine may be distributed to any military or civilian agency upon request or when required to assist CF operations or exercises.

2. Authority to distribute classified CF doctrine outside the Department of National Defence should be sought through the Custodian of the appropriate publication.

ANNEX A - HIERARCHY OF CANADIAN FORCES JOINT AND PAN CANADIAN FORCES DOCTRINE

For the current hierarchy, see the J7 Doctrine web site on the Defence Wide Area Network at dcds.mil.ca/dgjfd/dpdt/dlls/doctrine/default_e.asp:

CF DOCTRINE HIERARCHY



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CHAPTER 2

DEVELOPMENT OF CANADIAN FORCES DOCTRINE

201. INTRODUCTION

1. This chapter describes the Canadian Forces doctrine development process and provides guidance for the conduct of the various steps.
2. To the extent practicable, the Canadian Forces doctrine development process and associated terminology are identical to the NATO process and terminology for doctrine development.²³

202. DOCTRINE DEVELOPMENT PROCESS

1. The development of Canadian Forces doctrine follows a process that has the following steps:
 - a. identification of the requirement for new or amended doctrine;
 - b. initial development phase that involves extensive research and usually the production of a series of drafts that are distributed for review and comment;
 - c. ratification (approval) of the doctrine by an appropriate doctrine approval authority;
 - d. translation;
 - e. promulgation;
 - f. education;
 - g. validation; and
 - h. updating that involves reiterating the process.
2. Annex A to this chapter contains a chart showing the doctrine development steps and associated time lines.
3. **Doctrine Development Time Line.** Experience has shown that extended development periods are generally counterproductive to doctrine development due to changes in custodians, introduction of new policies or concepts that lead to redevelopment of the doctrine, diversion of staff effort to higher priority tasks, etc. Excessive delay, amounting to many years in some cases, has resulted. For Canadian Forces joint and pan Canadian Forces doctrine, the target time line for development is to obtain ratification within twelve months of initiation. Doctrine developers experiencing difficulty meeting this time should advise J7 DLLS who will offer advice and assistance or seek guidance from the Chairman of the Canadian Forces Doctrine Board (CFDB) as appropriate.
4. **Doctrine Revision Intervals.** In order to maintain the currency of doctrine and enhance doctrinal interoperability with principal allies, Canadian Forces joint and pan Canadian Forces doctrine is to undergo formal review at intervals not exceeding three years from the time of ratification or previous review.
5. **Single Service Doctrine Development and Revision.** Environmental Chiefs of Staff may establish doctrine development time lines and revision intervals as deemed necessary. Adoption of short development time lines and intervals between revisions is encouraged for the rationale provided above.

²³ See Chapter 4 for an outline of the NATO doctrine development process.

203. IDENTIFYING THE REQUIREMENT

1. Requirements can be generated either top-down or bottom-up. Normal sources of requirements include:
 - a. lessons learned from operations or exercises;
 - b. acceptance of a new concept of operations for activities not previously conducted by the Canadian Forces, that is, capability development;
 - c. acceptance of a revised concept of operations;
 - d. monitoring of international doctrine fora (for example, US, NATO, other groups as listed in Chapter 5);
 - e. commanders and their staffs;
 - f. officers on the staffs of Environmental Chiefs of Staff or Group Principals;
 - g. professional development institutions (for example, staff colleges);
 - h. Joint Capability Requirements Board (JCRB);
 - i. project staffs;
 - j. Canadian Forces Experimentation Centre; and
 - k. members of the Canadian Forces Doctrine Board (CFDB).²⁴
2. There is no formal mechanism for raising requirements; agenda items can be placed for doctrine meetings, letters or emails sent, etc.

204. INITIAL DEVELOPMENT

1. Once a requirement for Canadian Forces doctrine has been identified, it is initially developed by either:
 - a. the branch, command, agency, unit or person initially identifying the requirement. This is the preferred option; or
 - b. a person or lead group nominated or appointed by a doctrine development agency, for example, the Canadian Forces Doctrine Board.
2. **Custodian.** When the CFDB secretariat (J7 DLLS) receives a statement of requirement for Canadian Forces joint doctrine, it co-ordinates the appointment of a Custodian (in the absence of a volunteer). If required, the secretariat will draft direction in the form of terms of reference for approval by the Chairman CFDB.
3. At the next meeting of the CFDB, or earlier if desired, the members of the CFDB (and others as appropriate) are advised of the development of the doctrine publication. With the assistance of the members of the CFDB, the Custodian is provided with information that would assist development of the doctrine, for example, operational concepts, lessons learned, similar allied doctrine etc. Personal research by the Custodian is also required. Annex D to this chapter contains a list of questions designed to aid Custodians in the development of doctrine. The Custodian is responsible to research the problem, develop an outline of proposed contents and seek review as appropriate, and use other means to assist the initial development of

²⁴ The membership of the Canadian Forces Doctrine Board is detailed in Chapter 3.

the doctrine. For Canadian Forces joint and pan Canadian Forces doctrine, the Custodian may convene a working group to assist doctrine development with approval of the Chairman CFDB.

4. In areas where the continuing monitoring and development of doctrine is required, permanent working groups headed by the Custodian may be established between organizations on a bilateral or multilateral basis. In these cases, drafts of the manuals under development will be circulated regularly amongst the CFDB members as well as the members of the working groups.

5. **Publication Number.** Once development has begun for a Canadian Forces doctrine publication, it should be assigned a National Defence Index of Documentation (NDID) number. For Canadian Forces joint and pan Canadian Forces doctrine publications, allocation of NDID is controlled by J7 DLLS in order to ensure conformance with the joint doctrine hierarchy.²⁵

6. **Interoperability.** It is Canadian Forces policy that our doctrine, both joint and single-Service, should be consistent to the maximum extent possible with the doctrine of our allies the United States and NATO. It is also highly desirable that Canadian Forces doctrine development be done in cognisance of the doctrine of the United Kingdom and Australia, due to similarities in force structures, basic laws and tradition, and the probability that our forces will operate together in the future. Balancing conflicting requirements for interoperability can present significant challenges for doctrine developers. If necessary, guidance is to be sought from the Canadian Forces Doctrine Board. Interoperability with allies does not provide justification for the development of Canadian Forces doctrine that is inconsistent with Canadian Law or Government of Canada and Department of National Defence policy.

7. **Conflict Resolution.** In the process of developing doctrine, guidance may be sought from the CFDB on issues that cannot be resolved otherwise. In exceptional cases, guidance may be sought from JCRB or higher authority.

8. There are several methods for developing doctrine. The most common involves the creation of a relatively complete draft publication that is distributed for review and comment. This helps reviewers to get a sense of the publication in its entirety. In some cases, it may be preferable to distribute draft chapters of a publication individually for review. To standardise terminology for drafts, the following is recommended:

- a. for initial development, the term "Study Draft" should be used, followed by a number which indicates the version of the draft, for example, "Study Draft 2" would be the second draft. This is to be indicated in the footer on each page;
- b. once development is considered complete and the publication is deemed ready for approval, a "Ratification Draft" should be produced and distributed. Normally only one Ratification Draft should be necessary; however, if more than one is required the second one should be labelled "Ratification Draft 2"; and
- c. for changes to established publications, the change drafts should be labelled with the change number as well, for example, "Change 3 Study Draft 2". Likewise, the ratification draft associated with this change would be labelled "Change 3 Ratification Draft." This is to be indicated on each page that has proposed changes and the title page for the publication.

9. **Identifying Changes or Proposed Amendments in Draft Documents.** 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 to the same segment. The Custodian or person co-ordinating the review is responsible for establishing guidelines in this regard.

²⁵ See Chapter 1 Annex A.

10. 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, that is, the changes must be identified as such in future drafts so that the other reviewers are aware of the developments.

11. **Review Comments and Recommendations.** 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 should be used to indicate the nature of the recommendation:

- a. **Critical.** a serious error or omission that would preclude the reviewer from ratifying the publication in its current form, for example, the current content contradicts Canadian Law or Department of National Defence policy;
- b. **Substantial.** significant improvement to the content of the publication, for example, the inclusion of additional material, the deletion of material that is covered in other doctrine publications, etc; and
- c. **Editorial.** an improvement to the layout or content of a minor nature, for example, spelling or grammatical error, restructuring of a paragraph to enhance the presentation of the information, etc.

12. 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. 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. Annex B to this chapter contains instructions for the use of the Collated Comments Database—a semi-automated system that allows reviewers to submit their comments and recommendations in electronic format, and it can also assist the Custodian by identifying recommended changes precisely as described by reviewers and also eliminate the requirement to transcribe recommendations. In the event that the Collated Comments Database is not deemed useful, Annex C contains a recommended format for submitting change proposals in a more customary manner.

13. **Review Duration.** While it is important to move the development of doctrine at a reasonable tempo, reviewers should be afforded an adequate amount of time for study and comment. 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 (that is, 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 allowed 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 over months.

14. **Feedback to Reviewers.** Custodians are encouraged to provide feedback on the individual comments and recommendations made by reviewers, that is, whether or not their recommendations have been implemented, and if not why not. This feedback is highly beneficial in promoting professional discussion and understanding on doctrine issues, in addition to providing encouragement for reviewers to submit comments.

15. **Assistance by CFDB Secretariat.** When the recommendations from the first study draft have been incorporated into a draft Canadian Forces joint or pan Canadian Forces publication, and if desired by the Custodian, the CFDB Secretariat (J7 DLLS) will take a lead role in furthering the development of the doctrine through:

- a. distributing additional study drafts and the ratification draft to reviewers;
- b. collecting and collating comments and recommendations on subsequent study drafts and the ratification draft;

- c. co-ordinating the editing and translation of the publication; and
- d. arranging for the publication to be placed on the Department of National Defence intranets.

16 Regardless of the level of activity undertaken by the Secretariat in furthering the development of the publication, close co-ordination will be maintained with the Custodian, and the Custodian remains in overall control of the development of the publication.

17 **Structure, Content & Format.** During development, the Custodian should be afforded considerable latitude with respect the structure, content and format of the draft publication in order to allow efforts to be placed on the development of the doctrine itself. As development proceeds, and most particularly for the ratification draft, the Custodian should undertake to comply with the structure, content and format recommended in this publication to the extent practicable. Annex E contains details on the structure, content and format of Canadian Forces doctrine publications.

205. RATIFICATION

1. Ratification is the process of approving doctrine for use by the Canadian Forces. Single-Services are responsible for establishing procedures for ratifying their doctrine.
2. For the majority of Canadian Forces joint, pan Canadian Forces and NATO capstone and keystone (Level 1) joint doctrine, the Canadian Forces Doctrine Board is the ratification authority. For Canadian Forces joint and pan Canadian Forces doctrine that will be ratified by others, the doctrine should be brought before the Canadian Forces Doctrine Board for endorsement prior to ratification. It is normal practice for the Canadian Forces Doctrine Board to vote on the ratification or endorsement of doctrine during a semi-annual meeting, following a briefing by the Custodian. In exceptional circumstances, the Secretariat (J7 DLLS) will request Chairman CFDB approval to seek secretarial ratification or endorsement from the members of the CFDB. Ratification is achieved by majority consent of the members of the CFDB.
3. The agency having authority for ratification of doctrine should be noted in the Foreword to the doctrine publication or some other similar manner.
4. **Approval of Other Doctrine.** Other doctrine, that is, not Canadian Forces or NATO doctrine, may be used by the Canadian Forces once it has been thoroughly examined to determine if it contradicts Canadian Law or Government of Canada and Department of National Defence policy. Authority for approving the use of other doctrine resides with:
 - a. Deputy Chief of the Defence Staff for contingency operations and national joint exercises; and
 - b. Environmental Chiefs of Staff for routine operations and Single-Service exercises.
5. Other doctrine that has been approved for use should have this indicated by the insertion of a Letter of Promulgation inserted into the publication, or some other such means, that clearly indicates:
 - a. who has approved the use of the publication;
 - b. which portion of the Canadian Forces has approval to use this doctrine;
 - c. those portions of the doctrine which do not apply and the reasons for this; and
 - d. any time and space limitations on the use of the doctrine.

206. TRANSLATION

1. The *Official Languages Act* requires that all Canadian Forces doctrine is translated. Promulgation is only to take place once the document is available in both official languages, with the exception of the specific circumstances outlined below.

2. Translations must be verified to ensure adequacy and accuracy of translation. Unless otherwise provided, the Custodian for the publication is responsible for translation and its verification. The Directorate of Translation and Terminology Co-ordination (DTTC) may be able to provide advice and assistance in this regard. The Directorate of Knowledge Information Management (DKIM) is also developing translation databases that may be of assistance.

3. When urgent operational requirements dictate that doctrine is promulgated in advance of translation, such promulgation shall be authorised by a formation commander or Environmental Chief of Staff/Group Principal. For Canadian Forces joint or pan Canadian Forces doctrine, the Deputy Chief of the Defence Staff is the authority for promulgating doctrine in advance of translation to meet urgent operational requirements. When doctrine is promulgated in advance of translation, distribution is to be limited to those affected by the urgent operational requirement. This will normally include the affected commanders and their staffs, deploying units, and the training facilities supporting the deployment. Doctrine publications promulgated for urgent operational requirements in advance of translation are to be clearly marked as *“Interim version. For urgent operational requirements only. Awaiting translation”*

4. Acknowledging that development of course training standards and training plans can involve lengthy processes, and that implementation of training needs to coincide as closely as possible with the promulgation of doctrine, ratified doctrine may be released to appropriate training facilities in advance of translation. Such publications are to be clearly marked as *“For training development purposes only. Awaiting translation.”* The authority to promulgate doctrine ahead of translation for training development purposes rests Environmental Chiefs of Staff, Group Principals, and the Canadian Forces Doctrine Board (for Canadian Forces joint and pan Canadian Forces doctrine).

5. Whether or not doctrine is promulgated in advance of translation, it is very important that translation be undertaken in as expeditious a manner as possible. While translation can commence in advance of ratification, there is a risk that late changes could result in lost effort. For Canadian Forces joint and pan Canadian Forces doctrine, Custodians experiencing difficulties in having doctrine translated or translations verified should advise the CFDB Secretariat who may be able to offer advice and assistance.

6. When undertaking translation, the use of previous translations or translations of similar documents can be of significant assistance. Custodians or others involved in translating Canadian Forces doctrine should undertake to provide translators with as much assistance and guidance as possible.

207. EDITING

1. Prior to final promulgation, both English and French versions of Canadian Forces doctrine are to be edited to ensure conformity to the structure, format and content as detailed in this chapter to the extent practicable. If required, advice and assistance can be sought from the CFDB Secretariat.

208. PROMULGATION

1. Unless otherwise directed or agreed, Custodians are responsible for the promulgation of their doctrine publications.

2. Regardless of other methods of promulgation, Custodians are strongly encouraged to make their doctrine publications available through electronic means. Making doctrine available through web sites on the Department of National Defence intranets helps ensure that the latest doctrine is readily available and also reduces the cost of producing doctrine documents in other media.

3. Canadian Forces joint and pan Canadian Forces doctrine will normally only be promulgated on the intranets.²⁶ Electronic copies may be given to the CFDB Secretariat for posting to appropriate web sites. Agencies and units wishing to have these documents in other forms will normally be responsible for

²⁶ Consideration is being given to providing unclassified doctrine on the DND web site on the Internet.

producing them as required. Should this create undue difficulties, advice and assistance may be available from the CFDB Secretariat.

4. If doctrine is promulgated in some manner other than via the intranets, regular checks should be made to ensure that the doctrine held remains current.
5. Once Canadian Forces doctrine has been promulgated, additional measures in the form of messages, letters or emails should be taken to alert all concerned agencies to the availability of the new or revised doctrine.

209. EDUCATION

1. The effort to create new or revised doctrine is of limited value unless it gets into the minds of the people who should use it. When doctrine development is nearing completion, Custodians should establish liaison with Canadian Forces education facilities to identify the impact on training programmes and work with the appropriate agencies to ensure that curricula are created or adapted as necessary.
2. In many circumstances, Custodians should consider the requirement for briefings to appropriate agencies to educate them about new or revised doctrine.
3. Including appropriate Canadian Forces schools and training facilities in the development of doctrine from the outset is an extremely useful way to expedite the inclusion of new or revised doctrine into education, as well as tapping into a source of potentially valuable input to development of the doctrine.
4. It may be appropriate to include guidance on education and training as part of the doctrine manual.
5. Exercises are good venues for training personnel in the use of doctrine. Custodians should liaise with appropriate exercise development agencies to include the use of particular doctrine as objectives during exercises.

210. VALIDATION

1. At an appropriate time after promulgation and at regular intervals, doctrine should be validated. While lessons learned during actual operations are excellent sources for the validation of doctrine, it is not practicable to task operationally deployed forces with the validation of specific doctrine. Exercises and experiments offer the best venues for controlled validation of doctrine.
2. J7 Doctrine is responsible for drafting a proposed doctrine validation plan for Canadian Forces joint and pan Canadian Forces doctrine for input as training objectives in the Strategic Capability Training Plan. The J7 Doctrine proposed validation plan is to be updated and submitted annually to the Canadian Forces Doctrine Board for endorsement and then to the Joint Capability Requirements Board for approval.
3. Single-Service and other doctrine developing agencies are encouraged to incorporate doctrine validation in their exercises to the extent practicable. Single-Service and other doctrine developing agencies are requested to keep the Canadian Forces Doctrine Board apprised of their doctrine validation activities to avoid duplication of effort.
4. To the extent that resources allow, validation should be undertaken in a structured manner:
 - a. the validation of the doctrine should be incorporated as a formal exercise or experiment objective;
 - b. in conjunction with exercise or experiment developers, scenarios can be developed that will test the breadth and depth of the selected doctrine;
 - c. pre-exercise training or seminars should be considered to ensure that participants understand fully the doctrine to be validated;

- d. exercise observers need to be trained or briefed;
- e. development of a specific questionnaire or exercise report proforma should be considered;
- f. post exercise reports should include a requirement to comment on the doctrine being validated;
- g. comments should be collated and evaluated; and
- h. a report produced outlining the aim, methodology and results of the validation and forwarding recommendations for enhancing the doctrine to the Custodian.

211. UPDATING

1. Any number of factors can arise that can dictate a requirement to update doctrine. The following diagram²⁷, Figure 2-1, indicates the more common factors:

What Affects Doctrine



Figure 2-1 What Affects Doctrine

2. When any of these factors changes significantly, applicable doctrine should be reviewed to determine whether a change is necessary and how urgently it should be implemented. The update process is similar to the initial process for developing doctrine.
3. Unless there is assessed to be an urgent need to modify doctrine, proposals for changes should be collected by the Custodian and implemented during the next routine update to the doctrine manual.²⁸ Doctrine that is updated more frequently than needed will create difficulties in training and education.

²⁷ Courtesy of Dr. James Tritten United States Joint Forces Command.

²⁸ Canadian Forces joint and pan Canadian Forces doctrine should be reviewed for routine update at intervals of approximately three years.

4. Factors or issues that would normally necessitate an urgent change to doctrine include:

- a. safety; and
- b. change of existing or implementation of new Canadian Law and Government of Canada or Department of National Defence policy.

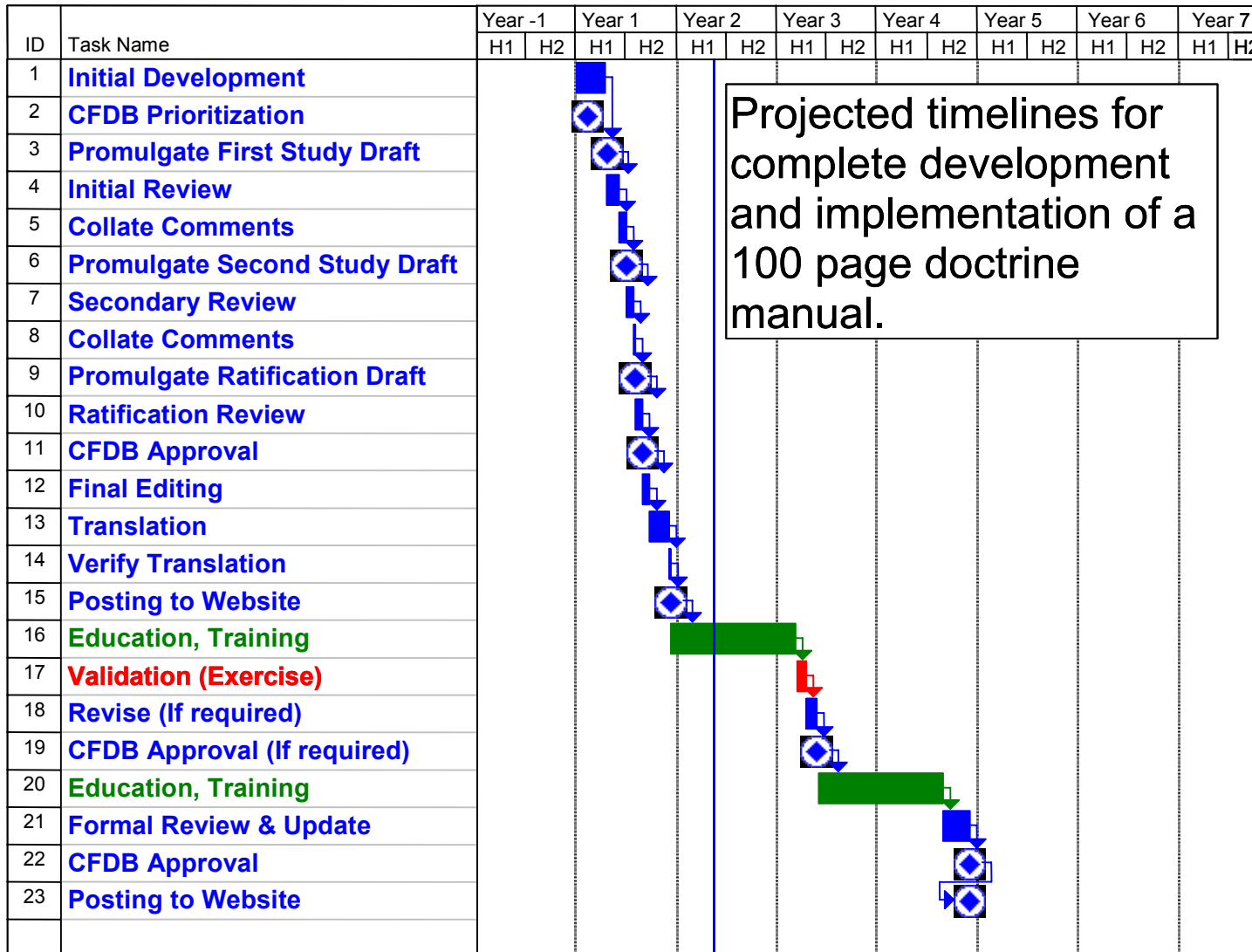
5. While ideal timelines for doctrine development (see Annex A) indicate that Canadian Forces doctrine should be updated routinely at intervals not greater than three years, updates should be undertaken only if there are critical or substantial amendments to be made (see Annex C for an explanation of critical and substantial amendments). If doubt exists as to whether an update should be undertaken, custodians are encouraged to:

- a. review applicable Canadian law, Government of Canada and Department of National policies and directives that have been enacted, modified or promulgated since the Canadian Forces doctrine was last updated;
- b. review similar allied doctrine to see if significant changes have been made since the Canadian Forces doctrine was promulgated; and
- c. seek input from members of the Canadian Forces Doctrine Board and other subject matter experts.

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ANNEX A - IDEAL DOCTRINE DEVELOPMENT PROCESS

The following chart presents the steps and ideal time lines for the development of doctrine:



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ANNEX B - COLLATED COMMENTS DATABASE

2B01. INTRODUCTION

1. This annex contains instructions for the use of the Collated Comments Database that was originally developed by the Canadian Forces Maritime Warfare Centre in Halifax to support changes to NATO publications. The version described here has been modified slightly.
2. The modified Collated Comments Database is available from the J7 Doctrine web site on the Defence Wide Area Network at http://dcds.mil.ca/dgjfd/dpdt/dlls/doctrine/docs_e.asp. The database and instruction files must be co-located in the same folder in order to access the instructions from the database.

2B02. GENERAL

1. The purpose of the Collated Comments Database is to assist the following in collating change proposals and ultimately producing an Agreed Contents of Change for doctrine publications, NATO Standardization Agreements (STANAGs) and other similar documents:
 - a. drafters of doctrine;
 - b. secretaries of doctrine development working groups;
 - c. OPIs for STANAGs; and
 - d. anyone wishing to offer comments and recommendations on publications and STANAGs.
2. The use of this electronic database to submit, collate and agree changes to doctrine and other publications should greatly enhance the speed and accuracy of these processes.

2B03. OPERATING REQUIREMENTS AND GENERAL GUIDELINES

1. The Collated Comments program uses MICROSOFT ACCESS 97 and is not compatible with previous versions of MICROSOFT ACCESS. Although an effort has been made to reduce the requirement for an intimate knowledge of MS ACCESS, familiarity with the Sort, Filter and Navigation buttons is an asset.
2. The J7 Doctrine web site noted earlier has a folder entitled Collated Comments that contains the following files:
 - a. Collated Comments Database;
 - b. General Instructions;
 - c. Change Proposal Instructions;
 - d. Collated Comments Instructions; and
 - e. Agreed Contents of Change Instructions.
3. Users should make a copy of the Collated Comments folder (as well as its contents) and retain it as a master copy. Duplicates can be made of this master as required. In some cases it will be convenient to enter proposals for a variety of publications in a single collated comments folder. In other cases it may be more convenient to have only one publication per collated comments folder. The folder should be renamed to reflect its contents, for example, MTWG 2000 Panel 1.
4. While the programme can accommodate change proposals for multiple publications, it is designed to accommodate proposals for only one change to a particular publication at any time.

2B04. MAIN MENU

1. Upon opening the Collated Comments via Explorer or ACCESS you will see a MAIN MENU. This menu has four buttons and one link. The buttons will:
 - a. Open the Change Proposal Menu;
 - b. Open the Collated Comments Menu;
 - c. Open the Agreed Contents of Change Menu; and
 - d. Exit the Collated Comments program.
2. Each Menu has its own set of instructions. The link will open these General Instructions.

2B05. CHANGE PROPOSAL INSTRUCTIONS

1. The Change Proposal Menu has six buttons and four links. The buttons permit the user to:
 - a. Open the Change Proposal Entry form;
 - b. Sort Change Proposals;
 - c. Print Change Proposals in full;
 - d. Print a Summary;
 - e. Return to the Main Menu; and
 - f. Exit the program.
2. The link opens the Change Proposal Instructions.
3. **Entering Change Proposals.** Clicking the "Open Change Proposal Entry Form" button will open the entry form. This form has the following features:
 - a. Six buttons that allow the user to:
 - (1) begin a new proposal;
 - (2) add a new originator to the Database;
 - (3) add a new publication to the Database;
 - (4) delete the current proposal;
 - (5) return to the Change Proposal Menu; and
 - (6) exit the Collated Comments program;
 - b. Pull down lists to enter the Publication, Originator and Status;
 - c. Fields to enter Publication, Originator, Item Number, Status, IER Requirement, Chapter, Article, Page, Proposal, Rationale and Remarks, Individual/agency that submitted the proposal, and Consequential changes; and
 - d. Automatic saving of entries.

Note: Change proposals for multiple publications can be entered into the Database; however, it may be simpler to maintain a separate Database/file for each publication in which case duplicates of the Collated Comments folder can be made.

4. To begin a new proposal, click the "Begin New Proposal" button. a blank entry form will open and the cursor will be in the Publication field. Click on the inverted triangle beside the blank field to display a drop-down list of publications. Select the desired publication by clicking on it. If the desired publication is not available, select the "Add New Publication" button and enter the new publication. After selecting "Continue" the proposal form will re-open. Select "Begin New Proposal" and carry on with your proposal. It may be convenient to apply a filter at this point so that you only see Change Proposals for the selected publication. To do this, leave the cursor in the publication field and select the Filter button. To remove the filter, select the Remove Filter button.
5. Move to the Originator field using the TAB key and select the desired originator using the drop down list. If the desired originator is not in the list, select "Add New Originator" and enter the desired originator in the field. After selecting "Continue" the proposal form will reopen and you can carry on with your proposal.
6. Move to the Item number field by using the TAB key and enter the Item number. Item numbers should be sequential beginning at 1. If proposals for multiple publications are being entered, each publication must have its own sequential numbering beginning at 1.
7. Move to the Status field by using the TAB key. Once again, click on the inverted triangle and select the desired status.
8. The next field is used to indicate the requirement for and IER. Simply click in the box if an IER is required.
9. Move through the remaining fields using the TAB key and enter the required information. The "Submitted by" field can be used to record the individual or agency that originated the change proposal; the inclusion of the name and telephone number of the individual is recommended. The "Consequential Changes" field is used to identify those publications that will require changes as a result of the change proposal. If at any point you wish to change the information you have entered, text can be edited in the same manner as any word processing software. If you wish to delete the entire proposal, simply click on the "Delete this proposal" button and answer the confirmation cue.
10. To move between the proposals you have entered, use the Navigation buttons at the bottom left corner of the entry form.
11. Printing Change Proposals and Summaries. You must sort your proposals before attempting to print either a summary or a full report. This is done by clicking the "Sort" button and answering "yes" to the cues.
12. This feature is used to print a report of Change Proposals to a single publication. This will allow distribution of paper copies if required. Click on the "Print Change Proposals" button to print Proposals. You will be asked to select the Publication, Originator, Classification and Year of your proposals. The classification you select should be the same as that of the publication. After making your selections, click the "OK" button and a report will be generated that you will be able to preview prior to printing. If you are happy with the content of the report, it can now be printed by using either the print icon on the menu bar or selecting File, Print from the menu bar.
13. A similar procedure is followed to print a Summary report.
14. A blank report indicates that there are no proposals for the selected publication/originator. The Change Proposal and Summary reports are sorted by Chapter, Article and Page. If proposals were not entered sequentially the Originator Numbers may not appear sequentially. Although this will have no effect on the Collated Comments or Agreed Contents of Change, you may wish to renumber your proposals. To renumber proposals return to the Proposal Entry Form and modify Item Numbers as required.

Note: Prior to printing the Full Report or Summary you must again sort your proposals.

2B06. COLLATED COMMENT INSTRUCTIONS

1. Upon opening selecting the "Open Collated Comments Menu" button you will see the Collated Comments Menu. This menu has seven buttons and four links. The buttons allow you to:
 - a. Import Change Proposals from another folder (MICROSOFT ACCESS only);
 - b. Sort Change Proposals,
 - c. Edit Change Proposals;
 - d. Print Collated Comments;
 - e. Print a Summary;
 - f. Return to the Main Menu; and
 - g. Exit the Collated Comments program.
2. The links opens these instructions as well as the three optional Annexes.
3. **Producing Collated Comments.** Collated Comments are produced by the Custodian of the publication in question. Custodians will either enter Change proposals and Remarks using the entry form via the "Edit Change Proposals" button, or by importing electronic submissions as outlined in the following paragraph. They may also make limited editorial changes as required using the "Edit Change Proposals" button.
4. **Importing Change Proposals.** Submissions that are made using this program can be imported into the Collated Comments using the "Import Proposals" button. To import proposals, select this button and you will be prompted to identify the file you wish to import. Select the desired file and click on "Import". You must now click on the "Tables" tab, select the table titled "Proposals" and click OK. You must answer "yes" when asked to confirm your selections. The proposals have now been imported to your Collated Comments file.
5. **Printing Collated Comments/Summaries.** You must sort the Change Proposals before you print either the full Collated Comments or the Summary. This is done by clicking the "Sort Change Proposals" button and answering "yes" to the cues.
6. Printing Collated Comments is accomplished by selecting the "Print Collated Comments " button of the Collated Comments Menu. Once again, the classification you select should be the same as that of the publication. Note that the Item number is generated automatically and that proposals will be listed in the same sequence as they are found in the publication being reviewed. a summary can be produced in a similar manner by selecting the "Print Summary" button.

2B07. AGREED CONTENTS OF CHANGE INSTRUCTIONS

1. The Agreed Contents of Change Menu is opened with the "Open Agreed Contents of Change Menu" button of the Main Menu. This menu has five buttons that allow you to:
 - a. Open the Proposal Entry Form;
 - b. Edit the Agreed Contents of Change;
 - c. Print a Summary;
 - d. Return to the Main Menu; and
 - e. Exit the Collated Comments program.
2. The link opens the appropriate instructions.

3. **Producing the Agreed Contents of Change.** The Custodian will provide the drafter or assistant with a disk containing the Collated Comments for the publication being reviewed. The Agreed Contents of Change is produced using the Proposal Entry form. This form is opened via the "Edit Agreed Contents of Change" button. If more than one publication is on the disc you will need to apply a filter. To do this, begin a new record, select the desired pub and then select the filter. Finally delete the blank record that you have just created. You will now see only records for the selected publication. The record number at the bottom left corner of the screen corresponds to the item number of the Collated Comments and Agreed Contents of Change. You can use the navigation buttons to move through the collated comments, or you can enter the item number of the proposal being discussed in the Record number field.

4. To enter a new proposal click on the "Begin New Proposal" button and enter the new proposal. The new proposal will appear at the end of the Agreed Contents of Change and Summary.

Note: Do not sort the Agreed Contents of Change.

5. **Printing Agreed Contents of Change/Summary.** This is accomplished as outlined in paragraph 12 above by selecting either the "Print Agreed Contents of Change" or "Print Summary" button.

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ANNEX C - EXAMPLE COLLATED COMMENTS SHEET

If the Collated Comments Database is not used, the following is a recommended format for a collated comments sheet.

Ser	Originator	Nature	Section / Chapter	Para & Sub-Para	Line	Proposal	Rationale
1	CFMWC	S	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.
2	DAD	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.
3	D Air SP 2	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.

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.

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ANNEX D - QUESTIONS TO AID DOCTRINE DEVELOPERS²⁹

The following questions are designed to assist doctrine developers in acquiring sufficient relevant information. It 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. Has the doctrine developer cast his net wide enough to capture the pertinent sources of information for developing doctrine?
2. Have advances in technology been taken into account that may temper or perhaps obviate the “lessons” of the past?
3. 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 White Paper and other policy statements;
 - c. Department of National Defence 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 developed³⁰;
 - e. approved Canadian Forces doctrine—joint, pan Canadian Forces or Single-Service;
 - f. strategic assessments of current and future threats;
 - g. Canadian Forces doctrine currently under development or revision;
 - h. joint and Single-Service doctrine of the United States, NATO, United Kingdom, and Australia;
 - i. NDHQ and Single-Service Lessons Learned databases; and
 - j. operations and exercise after-action or post deployment reports.
4. What joint, Single-Service, Defence Research, national, NATO or allied subject matter experts (military or civilian) are available for consultation?
5. Would the conduct of 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?
6. Are there any single-service, national 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?
7. What national, international or Single-Service military periodicals could be consulted that may contain information relating to the subject area?
8. How do the Principles of War apply to the doctrine under development?

²⁹ 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

³⁰ An example of what is meant by this would be that the directives issued by a Formation Commander are not binding on the development of CF joint doctrine. None the less, examination such directives can be very useful in the development of CF joint doctrine.

9. Are there any relevant concepts under development or undergoing experimentation at the Canadian Forces Experimentation Centre or Single-Service equivalents?
10. What are the underlying assumptions that are pertinent?
11. What terminology is pertinent, and does approved terminology already exist?
12. What are the essential components 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?
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 sufficient clear that the intended audience will understand the subject being discussed?
 - b. Accuracy. Has the information contained in the publication 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?
 - f. Logic. Does the publication make sense as written?
16. What types of command and control arrangements should be considered?
17. What types of operational areas are involved in this doctrine, for example, joint operations area, area of operations, theatre, etc?
18. What types, and at what 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 coalition?
21. What are the implications involved in using this doctrine in support of Other Government Departments?
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?

ANNEX E - STRUCTURE, CONTENT & FORMAT OF CANADIAN FORCES DOCTRINE

2E01. INTRODUCTION

1. This annex contains guidance on the structure, format and content of an idealised Canadian Forces doctrine publication. While departure from this guidance will be necessary to meet the requirements of particular publications, adherence to the extent practicable will enhance coherence and the development of harmonisation amongst doctrine publications.

2E02. STRUCTURE & CONTENT

The basic guidance for the development of DND publications is contained in A-DS-100-100/AG-002 Writing, Format and Production Guide to Administrative, Operational and Tactical Publications.³¹ Some modification to the standard format has been made. To provide for uniformity, coherence and assist interoperability, most Canadian Forces doctrine publications should have structure and content similar to this publication, that is:

- a. **English and French versions** should be produced in separate publications;
- b. **Title Page.** Giving the title, NDID, Custodian, date and authority for promulgation;
- c. **List of Effective Pages;**
- d. **Preface.** 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;
- e. **Foreword.** Detailing the intended audience for the publication, the information presented in the major sections, a list of similar or related Canadian Forces or allied doctrine publications, to whom to forward comments and recommendations for changes, and the authority responsible for ratification of the publication;
- f. **Table of Contents.** Listing the contents by section, chapter, annex, appendix, tab, and major and minor segments of text, including the page number. This may be combined with a List of Figures, or the List of Figures may be set out as a separate structure;
- g. **Chapters.** Providing a broad discussion of the “fundamental principles” and guidance for their application in the various situations that are envisaged. Chapters should be divided to present information in reasonably concise and coherent segments. The first chapter usually contains a general overview that introduces the succeeding chapters. Reading of the chapters alone should be sufficient to provide a general understanding of the doctrine involved;
- h. **Annexes, Appendices and Tabs to Chapters.** Giving increasing levels of detailed information that support or may be applicable to the doctrine contained in the associated chapter. In general, annexes, appendices and tabs contain information that could be considered to be tactics, techniques and procedures rather than the fundamental principles of “pure” doctrine. The inclusion of this material usually represents a practical option that avoids the requirement to create separate and supporting documents. The decision to include this information in the basic doctrine manual rests largely with the Custodian;
- i. **Glossary;**
- j. **List of Terms and Abbreviations.** Providing a quick reference of the terms and 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 definitions;
- l. **List of References;** and

³¹ Available on the DWAN through the CFPD site at <http://admmat-i299unx.ottawa-hull.mil.ca/>

I. **Index.**

2. Departure from this standardized format may be required to suit the individual publication.

2E03. OFFICE AUTOMATION SUITE

Whenever possible, Canadian Forces doctrine is to be developed using the Microsoft Office Suite (Word, EXCEL, ACCESS, PowerPoint and Project) in the latest, nationally approved version.

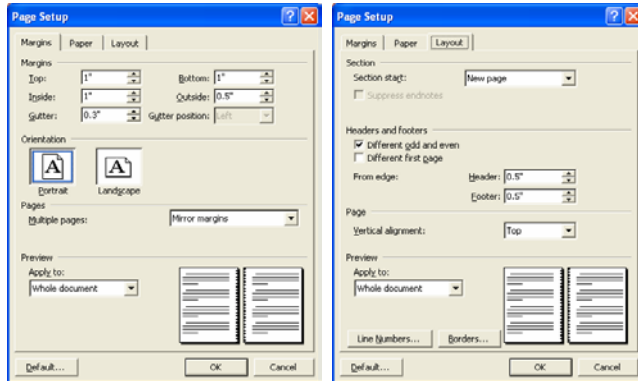
2E04. FORMAT

1. This document can be used as the basic guide for the normal format of Canadian Forces doctrine publications. The following details are pertinent:

- a. Doctrine is to be developed on 8.5"x11" paper. Exceptions may be made for fold-outs, aide-mémoire, booklets, etc;
- b. Both sides of the page should be used. When a page is left blank, a notation to the effect that "This Page Intentionally Blank" should be included in the centre of the page (20 lines deep);

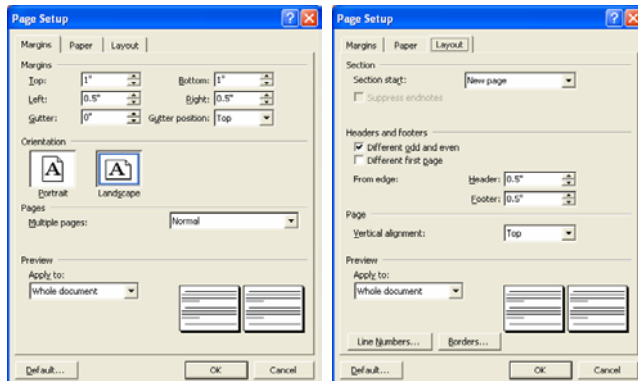
c. **Margins and Layouts.** Portrait pages should have "mirrored" margins with settings as follows:

- (1) top, bottom – 1.0"
- (2) inside – 1.0"
- (3) outside – 0.5"
- (4) gutter – 0.3" (not set)
- (5) header and footer – 0.5"



d. Landscape pages should have "mirrored" margins with settings as follows:

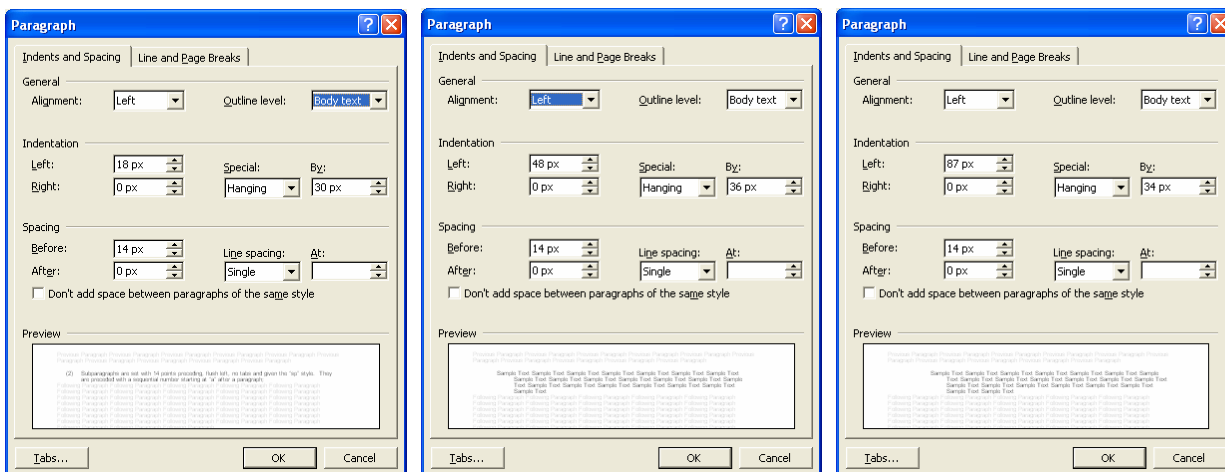
- (1) top – 1.0"
- (2) bottom – 1.0"
- (3) left, right – 0.5"
- (4) gutter – 0 and top
- (5) header – 0.5"
- (6) footer – 0.5"



e. **Headers & Footers.** In page setup, headers/footers should be selected as "different odd and even". The header should contain the security classification centred on the page and the NDID on the outer edge. The footer contains the page number centred on the page above the security classification, with the change number (and study draft number, etc) on the outside. For unclassified publications, no classification indication is required;

f. **Tabs & Indents.** The following tabs and indents are used for the following (refer to the diagram immediately following the style and element descriptions):

- (1) **Paragraphs** are set with 14 points before, none after, flush left, no tab, hanging indented at 30 points and given the style of “p”. They begin with a sequential number starting at one after a sub-section heading, section heading or chapter heading;
- (2) **Subparagraphs** are set with 14 points before, none after, flush left, indented at 18 points, tab at .5, hanging indented at 30 points and given the style “sp”. They begin with a sequential lowercase alpha letter starting at “a.”, which are restarted after a paragraph or a major section heading;



Subparagraph (sp)

Subsubparagraph (ssp)

Subsubsubparagraph (sssp)

- (3) **Subsubparagraphs** are set with 14 points preceding, none following, flush left, indented at 48 points, tab at .88, hanging indented at 36 points and given the style “ssp”. They begin with a sequential Arabic number within parenthesis starting at “(1)”, which are restarted after a subparagraph, a paragraph or a major section heading;
- (4) **Subsubsubparagraphs** are set with 14 points preceding, none following, flush left, indented at 87 points, tab at 1.25, hanging indented at 34 points and given the style “sssp”. They begin with a sequential lowercase alpha within parenthesis starting at “(a)”, which are restarted after a subsubparagraph, a subparagraph, a paragraph or a major section heading;

g. **Page Numbering.** Page numbering is as follows:

- (1) Title Page – no number;
- (2) List of Effective Pages – ii;
- (3) Preface, Foreword, and Table of Contents – continuously starting from iii;
- (4) Chapters – 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 in Chapter 4 would be “4-6”;
- (5) Annexes – 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 “7D-11”;
- (6) Appendices – 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 to Chapter 3 would be “3C3-4”; and

(7) Tabs – 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 “4F7S-8”;

- b. **Justification.** Left justification should be used; and
- c. **Section & Subsection Numbering.** Sections within paragraphs are to be numbered starting with the chapter number followed by a two digit sequential indicator, for example, the fourth section in chapter three should be numbered 304. For annexes, sections are to be numbered with the chapter number, the annex letter and followed by a two digit sequential indicator, for example, the seventh section in annex C to chapter 4 should be number 4C07. Paragraphs within sections are then numbered sequentially within each section. Subparagraphs, sub-subparagraphs, etc are to be numbered 1, a., (1), (a) and i. within each paragraph.

CHAPTER 3

CANADIAN FORCES DOCTRINE BOARD

301. INTRODUCTION

1. The Canadian Forces Doctrine Board is the senior organization within the Canadian Forces whose sole responsibility is the development of Canadian Forces doctrine. The Canadian Forces Doctrine Board is established under the authority of the Deputy Chief of the Defence Staff.
2. The Director General Joint Force Development is chairman of the Canadian Forces Doctrine Board.
3. Unless otherwise directed, the Canadian Forces Doctrine Board is the approval (ratification) authority for Canadian Forces joint, pan Canadian Forces and NATO capstone and keystone (Level 1) joint doctrine.³² The Chairman of the Canadian Forces Doctrine Board may also direct that certain doctrine publications be referred to higher authority for approval. An example of Canadian Forces joint doctrine, which requires approval by another authority, is use of force doctrine that is approved by the Chief of the Defence Staff.
4. Where Canadian Forces joint or pan Canadian Forces doctrine is to be approved by another authority, it should first come to the Canadian Forces Doctrine Board for endorsement. This ensures that doctrine is reviewed by subject matter experts with in-depth experience in doctrine development.
5. The Joint Capability Requirements Board provides oversight and guidance to Canadian Forces Doctrine Board. Once per year, or as directed, the Joint Doctrine Development Work Plan & Priorities shall be submitted to Joint Capability Requirements Board for approval. The Joint Doctrine Development Work Plan & Priorities shall have Canadian Forces Doctrine Board endorsement prior to being submitted to Joint Capability Requirements Board.
6. Environmental Chiefs of Staff are responsible for the development, approval and maintenance of their respective doctrine.
7. This chapter outlines the terms of reference for the Canadian Forces Doctrine Board.

302. TERMS OF REFERENCE

1. **Responsibilities.** The Canadian Forces Doctrine Board is responsible for the following:
 - a. co-ordinating the development and production of Canadian Forces doctrine³³;
 - b. providing guidance on the development of Canadian Forces joint and pan Canadian Forces doctrine;
 - c. providing guidance for the harmonisation of all types and levels of Canadian Forces doctrine;
 - d. promoting doctrinal interoperability with our principal allies³⁴;
 - e. approving (ratifying) or endorsing as appropriate Canadian Forces joint, pan Canadian Forces and NATO capstone and keystone (Level 1) joint doctrine; and
 - f. endorsing the Joint Doctrine Development Work Plan & Priorities prior to submission to Joint Capability Requirements Board.

³² See Chapter 4 Annex A for the Allied Joint Doctrine Hierarchy.

³³ This includes all doctrine developed within the Canadian Forces, i.e. Canadian Forces joint, pan Canadian Forces and Single-Service, and is normally accomplished through A-AE-025-000/AJ-001 *Canadian Forces Doctrine Development* and the minutes of the Canadian Forces Doctrine Board meetings.

³⁴ The United States is Canada's principal ally. Canada is also a member of NATO; therefore, interoperability with NATO doctrine is very important. For historical and organizational reasons, in addition to the probability that forces will operate together, the doctrine of the United Kingdom and Australia is also important.

2. **Composition.** The Canadian Forces Doctrine Board is composed of the following:

- a. Chairman (Director General Joint Force Development);
- b. Deputy Chairman (Director Plans, Doctrine & Training);
- c. Members (normally at the Colonel/Captain(N) rank level or as appropriate to the organization):
 - (1) NDHQ/DPDT (Deputy Chairman);
 - (2) NDHQ/CMS/DMarStrat;
 - (3) NDHQ/CLS/DAD;
 - (4) NDHQ/CAS/DAirSP;
 - (5) CF Health Services Doctrine Forum (CFHSDF) representative;
 - (6) CFCSC/Dir JCW;
 - (7) JHQ/J7;
 - (8) NDHQ/DDA;
 - (9) NDHQ/D Pol Dev;
 - (10) NDHQ/J1 Coord;
 - (11) NDHQ/ J2/DG Int;
 - (12) NDHQ/J3 Intl/Cntl and D NDCC;
 - (13) NDHQ/J3 Engr;
 - (14) NDHQ/J3 MP Ops;
 - (15) NDHQ/J3 NBC;
 - (16) NDHQ/J4 Log Doc;
 - (17) NDHQ/J4 Mov;
 - (18) NDHQ/J5 Legal Ops;
 - (19) NDHQ/J5 PA;
 - (20) NDHQ/J5 Plans;
 - (21) NDHQ/J6 IO;
 - (22) NDHQ/J6 Ops;
 - (23) NDHQ/J7 D&S;
 - (24) NDHQ/J8 Fin; and
 - (25) NDHQ/J9 CIMIC; and

Note: Observers are most welcome but should notify the Secretariat in advance to ensure that the meeting room will have sufficient space.

- d. Secretariat provided by J7 Doctrine, Lessons Learned & Standardization (J7 DLLS). In addition to supervising routine secretariat duties for the CFDB, J7 DLLS is responsible for drafting the Joint Doctrine Development Work Plan & Priorities.
3. **Voting.** Issues may be voted upon. Only the Chairman and members of the Canadian Forces Doctrine Board have a vote. Members have only one vote regardless of the size of the delegation to the Canadian Forces Doctrine Board. Normal parliamentary rules apply, including simple majority. a simple yes/no voting by show of hands will be the norm. The Chairperson votes only in the event of a tie. The Chairperson may defer casting a deciding vote pending consultation with others outside the Canadian Forces Doctrine Board. Individual voting will not be recorded unless directed by the Chairman or requested by a member of the Canadian Forces Doctrine Board.
4. **Frequency of Meetings.** The Canadian Forces Doctrine Board will meet twice annually or more frequently at the call of the Chairman.
5. **Working Groups.** On direction of the Chairman, working groups will form to examine specific doctrine issues and to recommend doctrine and related operational procedures for approval by the Board. The Chairman will designate of the chairman, composition and secretariat for the working group.

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CHAPTER 4

NATO DOCTRINE

401. INTRODUCTION

1. Canada is a member of the North Atlantic Treaty Organization (NATO), and the Canadian Forces participate fully in almost all aspects of Alliance military activity including the development of doctrine. When conducting operations or exercises under NATO control, members of the Canadian Forces will follow NATO doctrine. NATO doctrine is therefore very important to Canada, and interoperability with NATO doctrine is a goal of Canadian Forces doctrine development. Participation in the NATO doctrine development process is extremely beneficial to the development of Canadian Forces doctrine as it generally allows access to greater expertise than is usually available in Canada. This chapter describes the significant aspects of the NATO doctrine development process.
2. The major areas in which NATO doctrine development differs from that of the Canadian Forces are:
 - a. designation of nations or strategic commands³⁵ as custodians for doctrine publications, rather than individuals;
 - b. significant participation in doctrine development by standing working groups;
 - c. inclusion of an additional level, “Joint Applicable Doctrine”, to the Allied Joint Doctrine Hierarchy. Annex a to this chapter contains the version of the Hierarchy in use at the time of promulgation of this publication. The approved version of the Hierarchy is found in AAP-4;
 - d. requirement to achieve complete consensus during ratification by all participating nations for capstone and keystone joint doctrine publications, that is, no national reservations are allowed. Supporting Joint Doctrine and Joint Applicable Doctrine publications require a simple majority for ratification and may contain reservations;
 - e. use of the NATO Standardization Agreement (STANAG) process for the ratification of doctrine; and
 - f. NATO doctrine is currently produced in English only.

402. GENERAL

1. The development of Alliance doctrine is part of the NATO standardisation process whose purpose is to enhance interoperability amongst the armed forces of the various nation members. NATO doctrine is developed by the Allied nations principally because they have agreed to the highest degree of standardisation - commonality³⁶ - and it is the nations who have to train and contribute forces to NATO. 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 Standardisation Agency (NSA), commences with the identification of the need for a new area of doctrine. This may originate from a NATO standardisation Objective, nation, strategic command or Working Group (WG).
2. Since custodians are either nations or strategic commands, the Allied doctrine development process incorporates the concept of author/editor which is explained by the following:

“Authors/editors are designated by custodians. An author is an organization or individual who develops all or portions of an AJP as specified by the Custodian. An editor is the individual responsible to the Custodian for circulating drafts of new publications, editing and printing, and, in the longer term, orchestrating the change process. Authors/editors do not

³⁵ There are two Strategic Commanders within NATO—Supreme Allied Commander Atlantic (SACLANT) and Supreme Allied Commander Europe (SACEUR).

³⁶ There are three degrees or levels of standardization within NATO, i.e. interoperable, interchangeable and common.

represent national positions but are ultimately responsible to the NATO Standardization Agency (NSA) for developing a complete and cogent AJP.”

403. NATO JOINT DOCTRINE DEVELOPMENT PROCESS

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



Figure 4-1 Allied Joint Doctrine Development Process

2. For more details on the NATO doctrine development process refer to NATO Joint Service Board Publication - 01 *“The Custodians’ Handbook.”*³⁷

3. Within NATO, nations have the opportunity not to participate in the development of NATO doctrine and would normally indicate this during the requirement validation phase. Non-participation would be appropriate for a nation if it did not have the capability to which the doctrine refers (for example, 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 would be forwarded a ratification draft of the doctrine publication at which stage they might reaffirm their intention not to participate. At this point in the development of NATO doctrine, Canada has a requirement to participate in almost all areas of doctrine development.

4. In the development of NATO doctrine, as far as possible, authors should use approved terms and 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 this is not possible, terms and acronyms should be defined and will be applicable only to the publication in which they appear. When the publication reaches the ratification stage, Custodians should submit the new terms and acronyms to the NATO Terminology Coordinator for consideration as entries in AAP-6 or AAP-15 as appropriate.

404. NATO WORKING GROUPS

1. The following figure shows the NATO hierarchy of organizations and highlights the many working groups that support the NATO Standardization Agency and its parent Tasking Authority the NATO Committee for Standardisation. While these working groups are responsible for the majority of NATO doctrine, working groups under other NATO Tasking Authorities also develop and promulgate doctrine. Regardless of which group is responsible for producing doctrine, the NATO Standardization Agency is responsible for developing standards for the format and style of doctrine publications. This guidance is contained in the *“Custodians’ Handbook”*.

³⁷ Available from J7 DLLS.

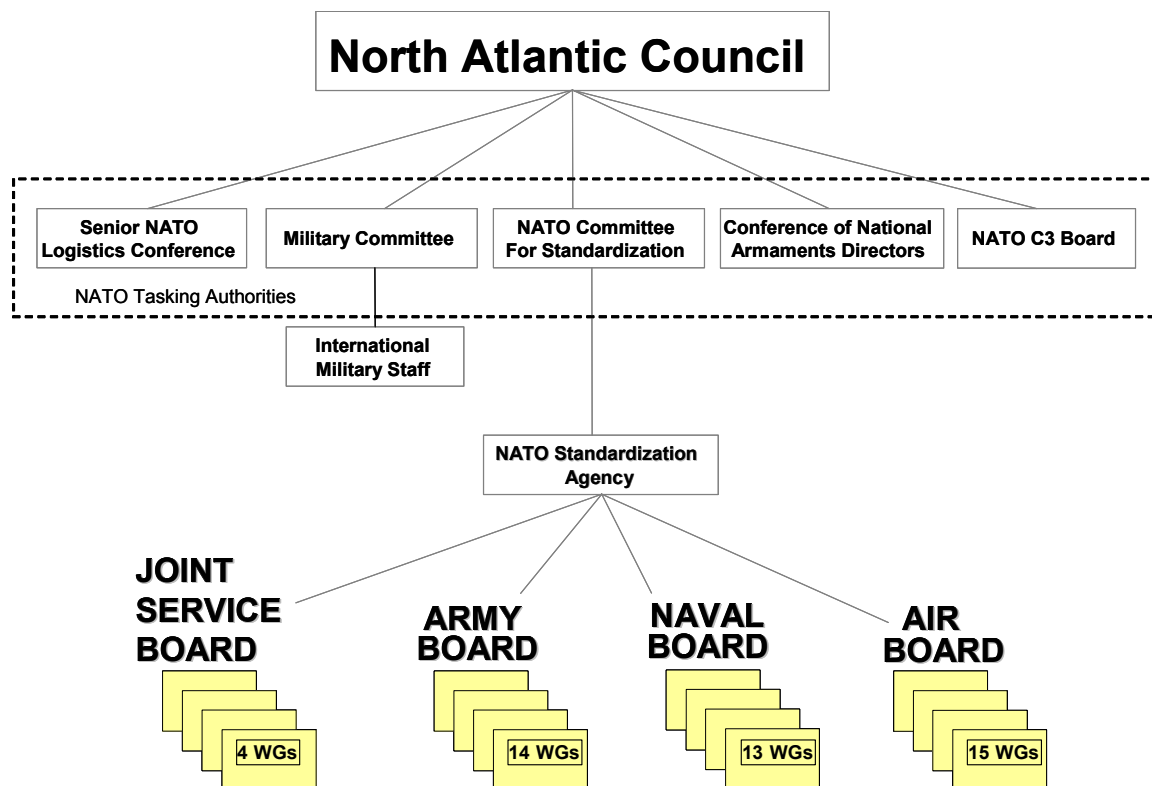


Figure 4-2 NATO Working Group Structure

2. Canadian representatives to the working groups involved with doctrine development should be prepared to represent Canada's viewpoint on the various aspects of doctrine. Canadian representatives are to:
 - a. 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. have adequate understanding of NATO Military Committee and other NATO policies that may be applicable to the NATO doctrine under development;
 - c. seek input to NATO doctrine development from appropriate Canadian OPIs, particularly legal and policy staffs. For development of NATO joint doctrine, Canadian representatives must present the views of all Canadian Forces and not just the views of their particular services;
 - d. establish liaison with the custodian;
 - e. act as the national co-ordinator for inputs to doctrine development and review of draft NATO publications;
 - f. attend or arrange Canadian representation at custodial meetings; and
 - g. organize ratification of the publication as required. See section 405 of this chapter.
3. Annex B to this chapter contains a list of Canadian POCs for NATO joint doctrine.
4. The Allied Joint Operations Doctrine Working Group (AJODWG) under the Joint Service Board is the senior working group responsible for joint doctrine development within NATO. In addition to the direct responsibility for the NATO capstone joint doctrine manual (AJP-01 *Allied Joint Doctrine*), committees of this working group are responsible for coordinating terminology, harmonization of all NATO joint doctrine and

recommending positions on the Hierarchy for all NATO joint doctrine publications. J7 DLLS is the Head of Delegation for Canada to the AJODWG.

405. RATIFICATION AND THE NATO STANDARDIZATION AGREEMENT (STANAG)

1. NATO doctrine falls into a category that “direct the action to be taken in specific circumstances by implementing nations”, and NATO regulations therefore require the use of the STANAG process to cover ratification of NATO doctrine.
2. Within the Department of National Defence, J7 DLLS 3 Standardization Section is responsible for coordinating the STANAG process. In this regard, J7 DLLS 3 staff will forward the appropriate ratification paperwork to the Canadian OPI for the NATO doctrine. OPIs are responsible for distribution of the ratification draft, seeking the appropriate approvals, and returning the paperwork to J7 DLLS 3.
3. The process normally allows up to 6 months to ratify a draft of a new publication and 3 months to ratify the draft change to a publication. In response to receiving the STANAG covering the ratification draft, the following actions could be taken:
 - a. **Agree to ratify.** This is the normal situation;
 - b. **Agree to ratify but not implement.** This would be an unusual situation for Canada. Should this be contemplated, advice is to be sought from J7 DLLS;
 - c. **Agree to ratify but with a reservation.** Note that as detailed above reservations are not permitted for NATO capstone and keystone doctrine;
 - d. **Not ratify.** Not ratify and provide a rationale and/or suggested amendment that would make the publication acceptable. 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, advice is to be sought from J7 DLLS; and
 - e. **Not participate.** This would also be an unusual situation for Canada, and advice should be sought from J7 DLLS.

Note: Editorial comments are acceptable during the ratification process.

4. Before NATO capstone and keystone doctrine publications (that is, AJP-01 and AJPs 1-9) can be promulgated, it is essential that all applicable Allied nations ratify (approve) the publication. It will then be forwarded to the Military Committee for notation. All other publications are normally promulgated when 10 or more applicable nations have ratified or at the discretion of the Director NATO Standardization Agency.
5. **Canadian Reservations to Doctrine.** For Canadian representatives to doctrine development working groups, it is highly desirable to achieve consensus on doctrine and avoid national reservations. Reservations on behalf of Canada should only be considered if the content of a draft doctrine publication contravenes Canadian or international law or Government of Canada or Defence policy. Should attempts to modify the NATO doctrine to meet Canadian requirements fail, it will be considered necessary to state a national reservation on behalf of Canada. Approval of this reservation will only be made after high-level review within the Department of National Defence. Any consideration of a Canadian reservation to NATO doctrine should be brought to the attention of J7 Doctrine in NDHQ for advice on how to proceed with obtaining the required high-level review and approval.
6. **Canadian Ratification Authority.** As NATO doctrine is binding on Canada, ratification therefore requires appropriate level review and approval within the Department of National Defence. Authority for Canadian ratification of NATO doctrine resides with the following:
 - a. Canadian Forces Doctrine Board for NATO capstone and keystone (Level 1) doctrine publications, that is, AJP-01 and AJP 1-9; and

- b. appropriate Environmental Chief of Staff/Group Principal or their designates for NATO supporting joint, joint applicable or other doctrine.
7. There is currently no mechanism for indicating which NATO doctrine has been ratified by Canada. If doubt exists, J7 DLLS 3 (Standardisation) should be contacted.
8. **NATO Effective Date.** When a doctrine publication has been ratified, a decision will be taken as to whether a NATO Effective Date is needed. a NATO Effective Date is the date after which the doctrine or the change becomes effective. NATO Effective Dates are necessary if the implementation of or change to a doctrine publication would affect a critical procedure that had potential to cause confusion, loss of effectiveness or even loss of life. Thus pure doctrinal changes rarely need a NATO Effective Date, while a tactical procedure that has the potential to bring together differing Services from a number of nations may require one.

406. DISTRIBUTION OF NATO DOCTRINE TO NON-NATO COUNTRIES

1. NATO doctrine, regardless of classification, is not to be given to non-NATO countries or any civilian agencies unless specifically authorized by an appropriate NATO authority.
2. 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.
3. NATO has recently adopted a policy that allows NATO Tasking Authorities to authorize the release of NATO UNCLASSIFIED documents to non-NATO countries via the Internet but requires complete consensus of all NATO nations before doing so. Proposals for the release of NATO documents to non-NATO countries will normally originate in the various subordinate working groups. In the interests of broadening interoperability with non-NATO countries, Canadian representatives to NATO working groups are to support proposals for the release of NATO UNCLASSIFIED documents to the Internet and encourage other nations to do likewise.

407. TRANSLATION OF NATO DOCTRINE

1. Canada's *Official Languages Act* is quite clear in its requirement that official documents and publications produced by the Canadian Government, including the Canadian Forces, are generally to be provided in both official languages. Canadian Forces doctrine must therefore be available in both English and French. The *Act* does not apply to documents such as other nations' doctrine that is normally only used as reference by the Canadian Forces, for example, UK national doctrine. NATO doctrine is peculiar in that members of the Canadian Forces participate in its development, and NATO doctrine is binding on the Canadian Forces when conducting operations or exercises under NATO control. The *Act* does not specifically cover this situation.
2. NATO doctrine is currently produced in English only. NATO policy allows for the translation of its documents; however, such translations are solely the responsibility of the nation undertaking the translation.
3. Pending promulgation of a Department of National Defence policy on the translation of NATO doctrine, OPIs may undertake the translation of NATO doctrine into French. Any such translations are 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.

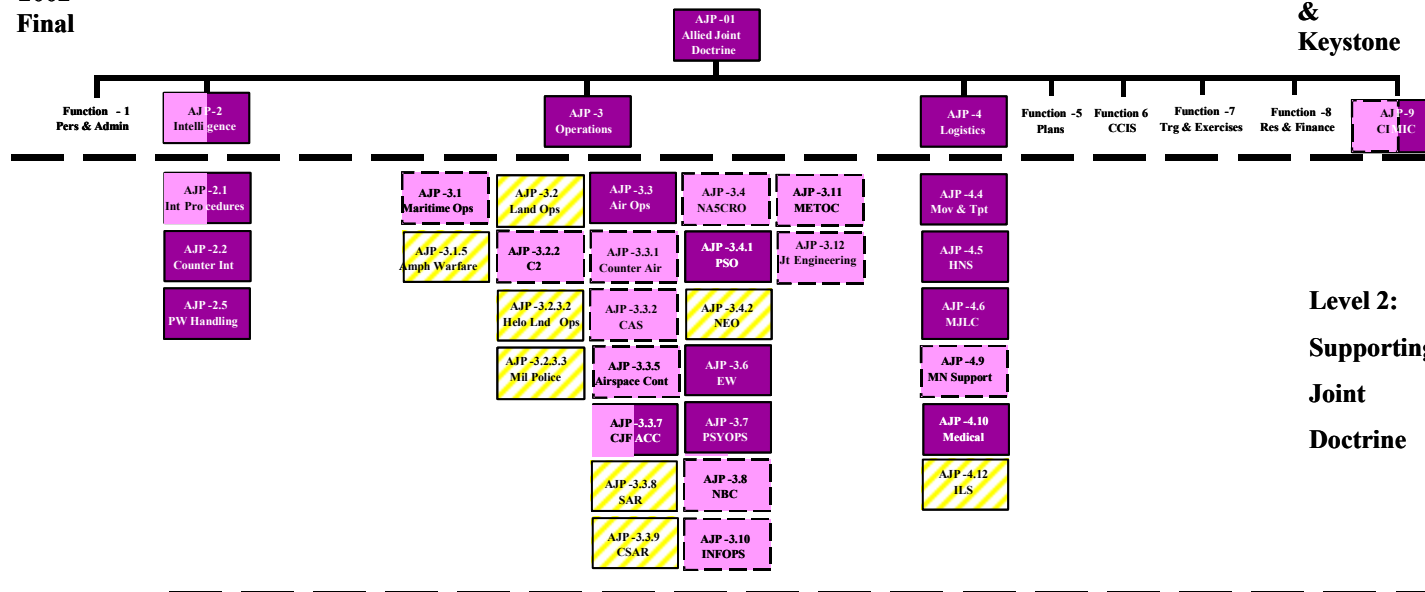
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ANNEX A - ALLIED JOINT DOCTRINE HIERARCHY

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AJOD WG
2002
Final

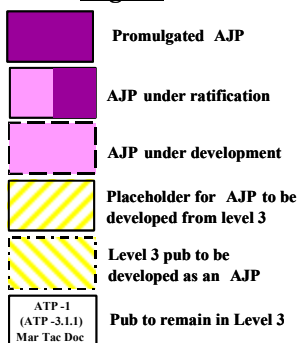
Allied Joint Doctrine Hierarchy

Level 1:
Capstone
&
Keystone



Level 2:
Supporting
Joint
Doctrine

Legend



ATP-1 (ATP-3.1.1) Mar Tac Doc	ATP-55 (ATP-3.1.1.1) Cl Mar Tac	AJP-3.2 Land Ops	AArtyP-5 AArtyP-3.2.4 Arty Tac Doc	ATP-56 (ATP-3.3.4.2) AAR	ATP-3.4.1.1 PSO TPs
ATP-31 (ATP-3.1.2) AWW Ops	ATP-8 (AJP-3.1.5) Amph Ops	ATP-35 (ATP-3.2.1) Land Ops	ATP-63 (ATP-3.3.2.1) CAS TTps	ATP-53 (ATP-3.3.4.3) Air Transpt	ATP-44 (ATP-3.6.1) Air EW
ATP-28 (ATP-3.1.3) ASW Ops	ATP-36 (AJP-3.1.5) Ship/Shore	ATP-52 (ATP-3.2.3.1) Ld Eng Doc	ATP-34 (AJP-3.3.3) TASSMO	ATP-61 (ATP-3.3.4.5) Recce & Surv	ATP-51 (ATP-3.6.2) Land EW
ATP-18 (ATP-3.1.4) Sub Ops	ATP-37 (AJP-3.1.5) Supp Arms	ATP-49 (AJP-3.2.3.2) Helo Lnd Ops	ATP-56 (ATP-3.3.4) Sup Air Ops	ATP-47 (ATP-3.3.4.5.1) Recce Hdbk	ATP-10 (AJP-3.3.8) SAR
ATP-57 (ATP-3.1.4.1) Sub Rescue	ATP-39 (AJP-3.1.5) Amph Emb	ATP-12 (AJP-3.2.3.3) Mil Police	ATP-3.3.4.1 Air Drop Sys	ATP-3.3.4.8 STO	ATP-62 (AJP-3.3.9) CSAR

ALP-4.1 Mar Logs
ALP-4.2 Land Logs
ALP-4.3 Air Logs
ALP-4.3.1 Air Logs (Sup)
ALP-10 (AJP-4.12) ILS

Level 3: Joint Applicable Doctrine

Notes:

- Function 5. GOP, Functional & Regional Planning Guides are currently used for planning Jt Ops. The planning guides and the planning principles in Capstone and Keystone AJP provide necessary guidance.
- Function 6. Requirement for doctrine recognised, SHAPE should begin work within the next 6 months.
- H2 Committee will request AJOD WG invite JALLC to develop Function 7 doctrine.
- ATP 3.3.3 (Air Mar. Coord. HB) may migrate to Lvl 2 if upgraded from handbook (will be validated by Nations).

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**ANNEX B - NATIONAL POINTS OF CONTACT
FOR ALLIED JOINT PUBLICATIONS**

AJP	TITLE	POC
01	Allied Joint Operations Doctrine	J7 DLLS
2	Joint Intelligence	J2 Plans and Policy 3
2.1	Intelligence Procedures	J2 Plans and Policy 3
2.2	Counter Intelligence	J2 Plans and Policy 3
2.5	Captured Personnel & Equipment	J2 Plans and Policy 3
3	Allied Joint Operations	J7 DLLS 2
3.1	Maritime and Amphibious Operations	CFMWC Halifax
3.2	Land Operations	DAD Kingston
3.3	Air Operations	A7 Force & Dev/ CAD
3.4	Peace Support Operations	J7 DLLS 2
3.4.1	Crisis Response Operations Non-Article 5	J7 DLLS 2
3.6	Joint Electronic Warfare	J6 IO
3.7	Psychological Operations	J7 DLLS 2-2
3.8	Joint NBCD	J3 NBC
3.9	Joint Targeting	Not yet assigned
3.10	Joint Information Operations	J3 IO
3.11	Allied METOC	DMETOC
3.12	Joint Engineering	J3 Engr
4	Joint Logistics	J4 Log Doc
4.4	Allied Transportation	J4 Mov
4.5	Host Nation Support	J4 Log Doc
4.6	Multinational Joint Logistics	J4 Log Doc
4.9	Modes of Multinational Cooperation	J4 Log Doc
4.10	Allied Medical Support	CFHSDF
6	Joint CIS	J6 Doc
9	Allied CIMIC	J9 CIMIC

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CHAPTER 5

OTHER DOCTRINE

501. INTRODUCTION

1. When conducting operations and exercises, Canadian Forces will use:
 - a. Canadian Forces doctrine when under Canadian Forces control;
 - b. NATO doctrine when under NATO control;
 - c. other doctrine only when specifically approved. Authority for approving the use of other doctrine resides with:
 - (1) Deputy Chief of the Defence Staff for contingency operations and national joint exercises; and
 - (2) Environmental Chiefs of Staff for routine operations and Single-Service exercises; and
 - d. other doctrine that has been approved for use should have this indicated by the insertion of a Letter of Promulgation inserted into the publication, or some other such means, that clearly indicates:
 - (1) who has approved the use of the publication;
 - (2) which portion of the Canadian Forces has approval to use this doctrine;
 - (3) those portions of the doctrine which do not apply and the reasons for this; and
 - (4) any time and space limitations on the use of the doctrine.

2. In addition to NATO, Canada participates in the following organizations that may either produce doctrine or influence the development of Canadian Forces doctrine with the objective of enhancing interoperability:
 - a. **American, British, Canadian and Australian (ABCA) Armies Standardization Program³⁸ is an international armies program developed to ensure that the partners achieve agreed levels of interoperability and standardization necessary for two or more ABCA armies to operate effectively together within a coalition. New Zealand is an associate member through Australia;**
 - b. **Australia, Canada, New Zealand, United Kingdom, United States (AUSCANNZUKUS) Naval C4³⁹ whose mission is 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. **Air Standardization Coordination Committee (ASCC)⁴⁰ is an international organization that has been working for five air forces (Australia, Canada, New Zealand, United Kingdom and United States) since 1948. Its principle objective is 'to ensure member nations are able to fight side-by-side as airmen in joint and combined operations;**
 - d. **Combined Communications Electronics Board (CCEB)⁴¹ is a five-nation organization supported by Australia, Canada, New Zealand, United Kingdom and United States. Its mission is to examine**

³⁸ More information about ABCA is available on its Internet web page www.abca.hqda.pentagon.mil.

³⁹ More information about AUSCANNZUKUS Naval C4 is available on its Internet web page www.auscannzukur-navalc3.hq.navy.mil.

⁴⁰ More information about ASCC is available on its Internet web page www.xo.hq.af.mil/xor/xorg-iso/ascc.

⁴¹ More information about CCEB is available on its Internet web page www.dtic.mil/jcs/j6/cceb.

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. **Quadripartite Combined Joint Warfare Conference (QCJWC)**⁴² consists of joint doctrine delegates from Australia, Canada, United Kingdom and United States. Its function is to facilitate coalition joint doctrine 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 exercises; and
 - f. **Multinational Interoperability Council (MIC)**⁴³, consisting of Australia, Canada, France, Germany, United Kingdom and United States, provides a multinational forum to address coalition operational requirements, identify coalition information interoperability issues, and develop solutions that positively impact on coalition operational policy, doctrine, and planning. Its goal is to provide for the exchange of relevant information across national boundaries in support of the warfighter in coalition operations.
3. Canadian participants in these and other doctrine fora are to keep Canadian Forces doctrine agencies informed of pertinent aspects of discussions or developments. Items of particular interest include:
- a. recently promulgated doctrine;
 - b. upcoming seminars and working group meetings; and
 - c. innovative methods for developing and promulgating doctrine.

502. USE OF OTHER DOCTRINE IN DEVELOPING CANADIAN FORCES DOCTRINE

1. The review of other nations' or organizations' doctrine in developing Canadian Forces doctrine is strongly encouraged to enhance interoperability. The United States, Canada's principal ally⁴⁴, has very well developed joint⁴⁵ and Single-Service doctrine. NATO also has well-developed Single-Service doctrine and is rapidly developing its joint doctrine. Both US and NATO doctrine should be consulted in developing Canadian Forces doctrine. In addition, due to historical reasons and similarities in political and military structures, the doctrine of Australia⁴⁶ and the United Kingdom⁴⁷ is worthy of review in developing Canadian Forces doctrine. This is not intended to be an all-inclusive list, and other doctrine can be used. Increasing caution is required, however, as other nations' doctrine may be founded on very different concepts and use terminology whose meaning is significantly different than that in use in Canada.

2. Particular care must be taken to ensure that the incorporation of other doctrine into Canadian Forces doctrine does not inadvertently create conflict with Canadian Law or Government of Canada and Department of National Defence policy.

⁴² More information about QCJWC is available from J7 DLLS.

⁴³ More information about MIC is available on its Internet web page www.c3i.osd.mil/org/c3is/ccbm/mic.html.

⁴⁴ 1994 Defence White Paper.

⁴⁵ Unclassified US joint doctrine is available on the Internet at www.dtic.mil/doctrine.

⁴⁶ J7 DLLS has electronic copies of most Australian joint doctrine.

⁴⁷ Unclassified UK joint doctrine is available on the DWAN at http://dcds.mil.ca/dgifd/dpdt/dlls/doctrine/uk_e.asp.

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