Doctrine Study Group (DSG)

Long Deck

05 DEC 08

DSG Objectives

- Examine service-wide doctrine
- Provide "actionable recommendations"
  - responsibilities   - hierarchy
  - architecture   - format
  - definitional content   - development process
- Draft of a codifying document may be included in the report

Charter dtd 23 Jun 08

Examination Considerations

- Doctrinal alignment throughout *modernized* CG
- Alignment with:
  - DoD   - DHS
  - interagency   - international standards (e.g.: ISO 9000)
- Impact on Directives System
  - Process to evaluate current directives
  - Potential need for revisions
- Resources required for new processes

Charter dtd 23 Jun 08

Additional Items for DSG to Consider

- Current revision of CG-Pub 1

- Coast Guard Regulations – Oct 1994

- Coast Guard Organizational Manual

- [Delegation of Authority – Jul 1989]

Previous CG Studies of Doctrine

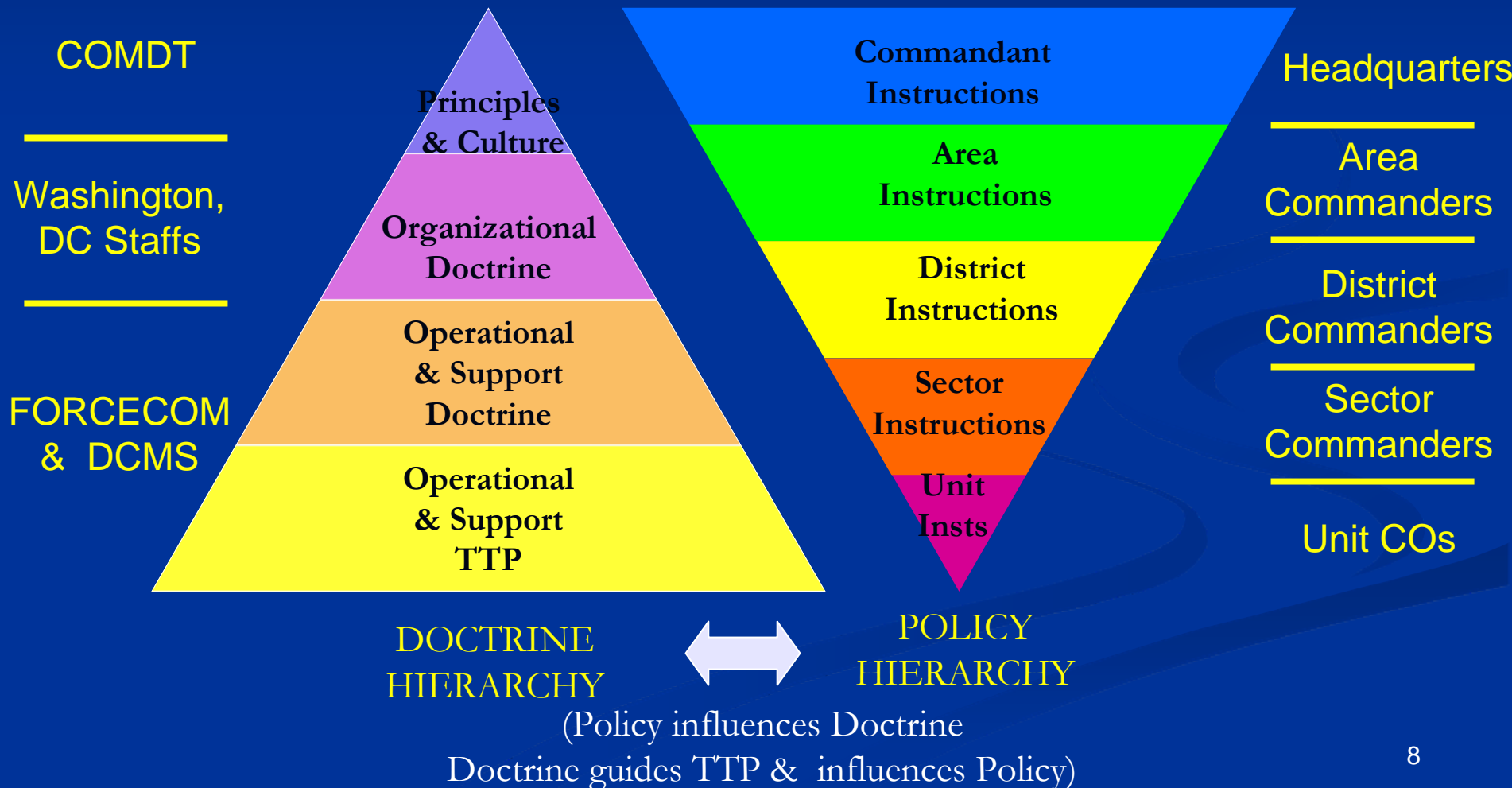| Mar 95	<u>Report of Field Commanders' Concept of Doctrine</u>	RADM Appelbaum RADM Lockwood RADM Peschel
Fall 96	Presentation: "Coast Guard Doctrine: Analysis & Proposal"	RADM Larrabee CAPT Clay
Winter 96-97	Article: <u>Joint Forces Quarterly</u> "The Fifth Service Looks at Doctrine"	CAPT John S. Clay
Oct 99	Coast Guard Chartered Study: <u>U.S. Coast Guard: A Systems Proposal</u> Charted by ALDIST 222/99 (22Jun99)	CAPT Keith Coddington OC Incorporated
Fall 03	TRACEN Yorktown Doctrine Study	CAPT Scott Burhoe
Jun 07	Academic Paper: "Shaping DHS Doctrine for Operational Success"	CAPT Brian D. Perkins
Feb 08	Draft – "Coast Guard Doctrine Development System (COMDTINST 5120.3)" and accompanying "Doctrine Development Process and Procedures"	CAPT J.J. Fisher (CG-513)

Previous Study Results

No decision memo has been located that documents intentional action regarding service wide doctrine in response to these studies.

Yorktown's study led to a Chief of Staff memo 5400 of 18 Sep 06 which reorganized the Performance Technology Division and included Doctrine Development in the revised functional statements.

Key Concepts

- *Policy* prescribes.

- *Doctrine* guides.

- *TTPs* instruct.

Doctrine and Policy Relationship

COMDT
_____

Washington,
DC Staffs
_____

FORCECOM
& DCMS

Principles
& Culture

Organizational
Doctrine

Operational
& Support
Doctrine

Operational
& Support
TTP

Commandant
Instructions

Area
Instructions

District
Instructions

Sector
Instructions

Unit
Insts

Headquarters
_____

Area
Commanders
_____

District
Commanders
_____

Sector
Commanders
_____

Unit COs

DOCTRINE
HIERARCHY

POLICY
HIERARCHY

(Policy influences Doctrine
Doctrine guides TTP & influences Policy)

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Three Views of Doctrine - I

" Doctrine is codified common sense…It is what tells a commander or a soldier what to do when specific directions are lacking."

Captain C. H. Amme, USN
U.S. Naval Institute Proceedings
March, 1964

Three Views of Doctrine - II

" Doctrines are the most frightful tyrants to which men ever are subject."

William Graham Sumner
1840-1910, Essays

Three Views of Doctrine - III

" Doctrine is indispensable to an army…Doctrine provides a military organization with a common philosophy, a common language, a common purpose, and a unity of effort."

General George H. Decker, USA
Address, Command & General
Staff College
16 Dec 1960

For Context…

Consider Doctrine as a stand alone concept:

Doctrine consists of those officially sanctioned beliefs and fundamental principles that guide the Coast Guard in support of national objectives.*

Doctrine is authoritative, but it is not directive.*

It requires judgment in application.*

[Good] doctrine provides decision makers and personnel with a [common] frame of reference [for effective action].*

Good doctrine simplifies procedures.

Good doctrine provides organizational continuity.

Good doctrine is useful.

To endure, doctrine must be taught methodically and reviewed periodically.

The Coast Guard does not have a formalized program for the development and deployment of doctrine, and there are no formal connections among doctrine, training and resources in our Service.**

Certainly, doctrine exists in myriad forms in the Coast Guard.**

However, there is no standardized approach and it is by no means universal.**

The doctrine that is in print today will endure the shelf life of the document or publication containing it; there is no mechanism for readily updating it to meet the changes in the operational environment.**

Perhaps the most serious impact of the lack of a formalized doctrine program is the disconnect of doctrine and training -- there is no established mechanism to cycle the valuable knowledge accrued through operational experience and experimentation back into academia and training centers.**

Thus, benefits of operational experience and experimentation tend to remain within local circles as opposed to becoming updates in the Service as a whole, suboptimizing operational procedure and preventing unity of effort.**

Further, the absence of a formalized doctrine program precludes use of key factors in making resource decisions.**

Citations from previous slides:

* - Modernization Effort Roles and Responsibilities Work Group memo 5000 dtd 21 April 2008: Coast Guard Doctrine and TTP: Key Definitions and Roles and Responsibilities for Doctrine/TTP Development Lifecycle.

** - Problem Statement from the Report of Field Commander's Concept of Doctrine – March 1995.

More Context…

Consider Doctrine in relationship to other concepts:

-Goals

   - Objectives

     - Strategies

      - Plans

       - Roles

        - Missions

         - Policy

          - Doctrine

           - TTPs

Goals

Achievements toward which effort is directed.

For Example:
(The essence of) our National *Goals*

"We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain Unalienable Rights, that among these are *Life*, *Liberty*, and the *pursuit of Happiness*. That to secure these rights, Governments are instituted among Men, deriving their just powers from the consent of the governed…"

- Declaration of Independence, July 1776

Objectives

Things that one's actions are intended to accomplish.

For Example:

(The essence of) our National *Objectives*

"We the People of the United States, in Order to
- Form a ***more perfect Union***,
- Establish ***Justice***,
- Insure ***domestic Tranquility***,
- Provide for the ***common defense***,
- Promote the ***general Welfare***, and
- Secure the ***Blessings of Liberty***
- To ourselves and our Posterity

Do ordain and establish this Constitution for the United States of America."

-Sept. 1787

Strategies

Strategies are prudent ideas for employing instruments of power to achieve objectives.

-DOD Dictionary (JP 1-02)

Examples of National *Strategies*

- National Security Strategy
- National Strategy for Homeland Security
- National Strategy for Maritime Security

The Coast Guard is an instrument of National Strategies.

It is a statutorily created military service and branch of the armed forces at all times.

Plans

Detailed schemes, worked out beforehand, to accomplish a purpose.

Roles

Functions or activities for which one is specifically fitted.

Coast Guard *Roles*

-Maritime Security

    -Maritime Safety

        -Maritime Mobility

           -National Defense

                -Protection of Natural Resources

Missions

Tasks or responsibilities that one is specially called upon to undertake.

Coast Guard *Missions*

Consistent with its roles, the Missions of the Coast Guard are:

Maritime Security	**Drug Interdiction** **Migrant Interdiction** **Other Law Enforcement**
Maritime Safety	**Marine Safety** **Search and Rescue** **Ports, Waterways & Coastal Security**
Protection of Natural Resources	**Living Marine Resources** **Marine Environmental Protection**
Maritime Mobility	**Aids to Navigation** **Ice Operations**
National Defense	**Defense Readiness**

Apparent Fact

To execute its missions, the
U.S. Coast Guard:

- establishes Policy

- uses Doctrine

- develops supporting TTPs

The Coast Guard's First Doctrine
Hamilton's "Letter of Instruction"

(Among federal agencies, the Coast Guard was one of the first to possess Doctrine.)

"Accordingly I send you a copy of the Act under which you have been appointed… and I shall add such observations as appear to me requisite *to guide* you in fulfilling the intent of that act."

(Emphasis supplied)

Circular of 04 Jun 1791: revalidated 13 July 1819 by William H. Crawford

Commentary on Hamilton's Letter

(Regarding the necessity to maintain current doctrine.)

"…the Circular embodied the views of the Secretary concerning the Service he had created,… He was ever ready to listen to suggestions of officers tending to improve the Corps, and stood ready to aid the evaluation and improvement of the Service…"

Captain-Commandant Horatio Davis Smith
1845-1918

Summary

To execute a Coast Guard *mission*,

within a *role*,

consistent with *plans* and *strategies*,

in pursuit of National *Objectives*,

that secure National *Goals*:

- *Policy* prescribes.

- *Doctrine* guides.

- *TTPs* instruct.

In Other Words…

Policy, Doctrine & TTPs link mission execution with plans and strategies to meet objectives that secure goals.

The Issue:

What is the best *system* by which the Coast Guard can develop, publish and maintain Doctrine?

Doctrine Study Group Phases

1: Comparative Analysis   07 Aug

2: Requirements & Functions   04 Sep

3: Form   25 Sep

4: Responsibilities   Pends

5: Style and Detail   Pends

* Final report delivered   19 Dec estimated

Phase 1
Completed 07 Aug 08

Comparative Analysis

Organizations Examined

- Joint Staff

- Army

- Navy

- Marines

- FAA

- DHS

- ABS

- DHS Components

  - TSA

  - FEMA

  - Secret Service

  - CBP

  - ICE

Methodology

- On-line research of applicable web sites

- In person visit / brief, if possible

- Gather briefing slides / background info / references

- Develop summary report for each organization

- Develop comparative analysis report

Phase 1

(Comparative Analysis) Some Observations…

1. Organizations with a *centralized doctrine oversight* function, dedicated resources, and senior leadership support have robust doctrine.

2. Organizations that establish a *doctrinal hierarchy* directly responsible to specific elements at each level produce effective doctrine.

3. Organizations that *adhere to established clear review cycles* produce the most current doctrine.

4. Organizations that place the greatest value on doctrine have a *direct linkage to training & standardization* systems.

5. Organizations capable of *capturing lessons learned*, executing emergent updates, and resolving potential conflicts with other pubs, produce effective doctrine.

Phase 2
Completed 04 Sep 08

Requirements and Functions

Phase 2 Analysis: Desired Characteristics

Determine the features or qualities our process should have:

- Complies with Legal Requirements (incl FOIA & Privacy Act).
- Complies with Records Requirements.
- Consistent with Internat'l Agreements.
- Clear and Concise.
- Timely & Current.
- Realistic.
- Useful.
- Easy to read & easy to use.
- Collaborative.
- Accessed in one location (electronically)
- Web based.
- Employs standardized terms, definitions & requirements.
- Consistent across staffs responsible for producing doctrine.
- Consistent in format, purpose, intent.
- Clearly delineates responsibilities.
- Employs but is not governed by a cataloging system.

- Able to be rapidly updated.
- Is not isolated; integrates with organization, training, and standardization.
- Effectively integrates with policy and TTP.
- Written in the language of the end user/consumer.
- Has centralized oversight function.
- Has sufficient resources to be effective.
- Has support of all levels of USCG leadership.
- Uses SMEs from field to develop doctrine.
- Uses "proponents" to detect and resolve conflicts across USCG components.
- Parses strategic, operational, and tactical doctrine along functional lines but allows (vice constrains) overlap.
- Has feedback loop for updating & incorporating lessons learned.
- Has direct linkages and feedback loops among training, doctrine, and standardization.
- Linked to training system so that doctrine can be operationalized.
- Alerts field of doctrine changes.

Phase 2
Essential Elements for Any COA

- **Oversight Function to Coordinate, Adjudicate & Enforce; Senior Leadership Chartered & Backed (O-9 and above).**

- **Feedback Loop / Lessons Learned System.**

- **Doctrine Development Group.**

- **Direct Link to Training System.**

- **Useful.**

Phase 3
Completed 09 Oct 08

Form

Phase 3
Overview of COAs

- **COA 1: Originator Oriented (current)**

- **COA 2: Mission Oriented**

- **COA 3: Staff Function Oriented**

- **COA 4: Latticed Frame**

COA 1: Originator Oriented Architecture
Our Current State

A system based upon the Coast Guard Directives System (COMDTINST M5215.6E)

- **Informal as to Doctrine**

- **Formal as to Policy and TTPs.**

- **Originator based**
  - **Commandant**
  - **Area, District, Sector Commanders**
  - **MLC Commanders**
  - **Commanding Officers and Officers in Charge**

- **SSIC identified**

- **Program / Staff symbol managed**

COA 1: Originator Oriented Architecture
Using the Maritime Law Enforcement Manual, Change 4, as an example.

MLEM Change 4
Written by CG-3RPL

Concurrent
Clearance
Process
(determined by ?)

MLEM Change 4
Signed by ACO

COA 1: Originator Oriented Architecture
Our Current State

This system:

- Uses long-standing (familiar) cataloging systems and nomenclature

- Requires minimal dedicated resources

- Complies with statutory requirements for record keeping

COA 1: Originator Oriented Architecture
Our Current State

This system does not:

- Provide a formal process to develop the *guidance element* of mission execution

- Enforce a structure to coordinate and adjudicate policy, doctrine, and TTPs

- Provide a feedback loop, i.e. lessons learned system

- Link doctrine, policy or TTPs to the training system

COA 2: Mission Oriented Architecture

A system in which the 11 mission areas would publish *consolidated* policy, doctrine, and **TTP** documents within the parameters of **CG** wide published policy and doctrine. All of this would be anchored to our bedrock principles, values, and ethos.

COA 2 – Mission Oriented Architecture

CG Wide Doctrine & TTP

CG Wide Policy

Drug Interdiction

Migrant Interdiction

Other Law Enforcement

Marine Safety

Search & Rescue

Ports, Waterways & Coastal Security

Living Marine Resources

Marine Environ. Protec.

Aids to Navigation

Ice Operations

Defense Readiness

CG Pub 1 – "The bedrock"

COA 2: Mission Oriented Architecture

This system would:

- Formally recognize the role of doctrine in mission execution

- Encourage development of utilitarian documents that consolidate doctrine, policy and TTPs for each mission area

- Require less admin lift to implement than COAs 3 and 4

COA 2: Mission Oriented Architecture

This system would not:

- **Provide for direct coordination or deconfliction among mission areas**

- **Help differentiate guidance from prescription**

- **Show clear lanes of authority for the modernized CG command structure**

COA 3: Staff Function Oriented Architecture

A system in which policy would be published in accordance with the directives system and chain of command. Meanwhile, doctrine and TTPs would be published in a separate hierarchy, roughly based on the organization of the functional staffs.

COA 3 – Staff Function Oriented Architecture
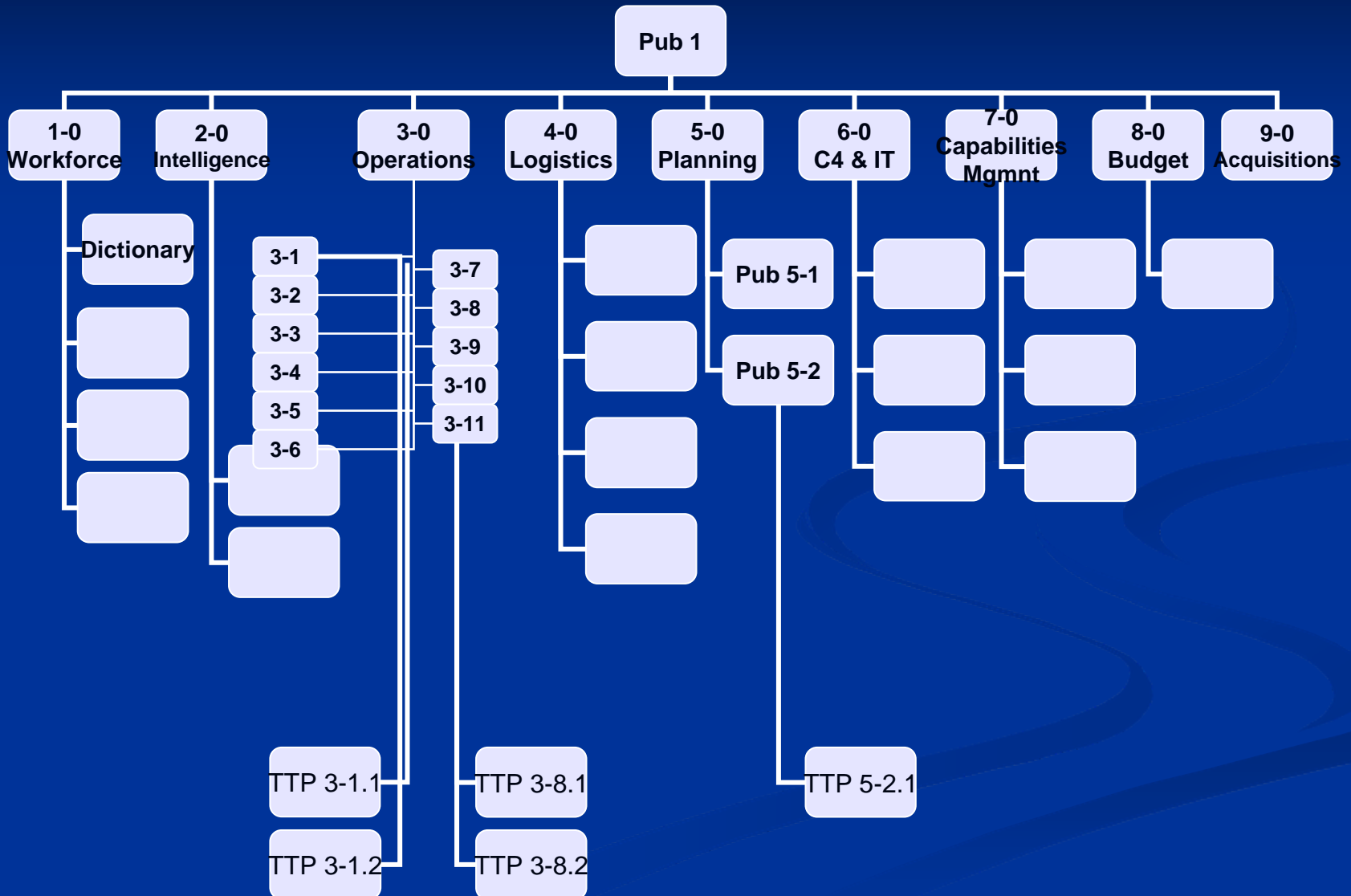
Staff Function Oriented Architecture (Down to TTP Level)

CG Pub 1

CG Pub 3-0
CG Operations

CG Pub 3-1
Drug Interdiction

CG Pub 3-8
Marine Environ. Protection

CG TTP 3-1.1
K-9 unit TTP

CG TTP 3-1.2
Ionscan TTP

CG TTP 3-1.3
Space Accountability TTP

CG TTP 3-8.1
Maritime Pollution Enforcement TTP

CG TTP 3-8.2
Recovery Boom TTP
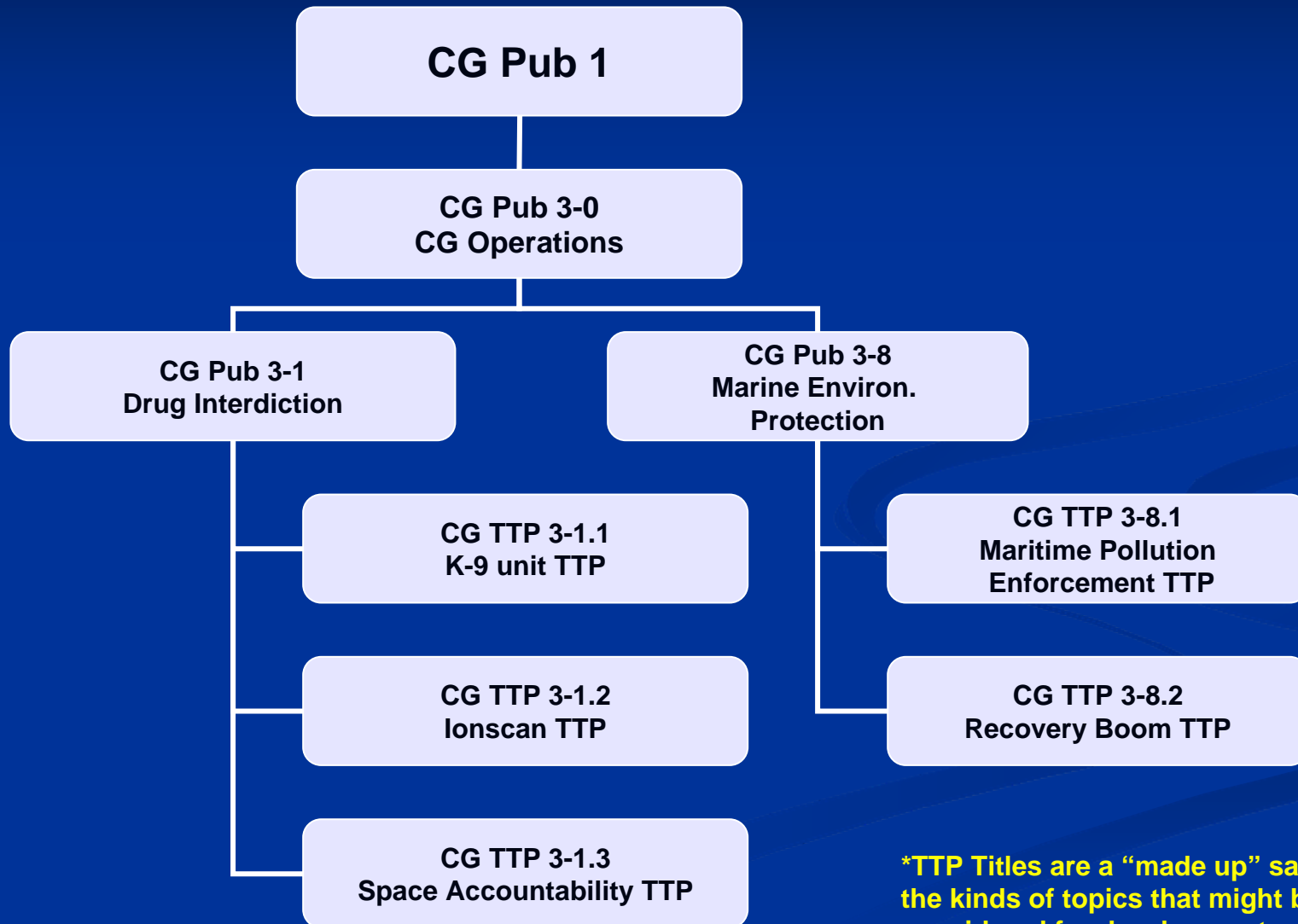
*TTP Titles are a "made up" sample of the kinds of topics that might be considered for development

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COA 3: Staff Function Oriented Architecture

This system would:

- Correlate directly with the Joint Chiefs of Staff publication system

- Identify which staff function is responsible for which doctrine

- Clearly separate policy directives from doctrinal guidance

COA 3: Staff Function Oriented Architecture

This system would not:

- Be achievable without at least some significant time commitment by staff elements

COA 4: Latticed Frame

A system which would require publications developed along staff lines to acknowledge mission program lines, *and* mission publications to acknowledge all staff functions.

COA 4 – Latticed Frame

Level I
Capstone Pub

Level II
Keystone Pubs

Level III
Operational
&
Mission
Support
Doctrinal
Pubs, Policy
Directives
and TTP
Documents

Drug Interdiction

Migrant Interdiction

Other Law Enforcement

Marine Safety

Search & Rescue

Ports, Waterways & Coastal Security

Living Marine Resources

Marine Environ. Protection

Aids to Navigation

Ice Operations

Defense Readiness

*This Pub would define & guide doctrinal architecture.

CG Pub 1
CG Pub 1 XP *

Pub 1-0:	Pub 2-0:	Pub 3-0:	Pub 4-0:	Pub 5-0:	Pub 6-0:	Pub 7-0:	Pub 8-0:	Pub 9-0:
P o l i c y								
Workforce	Intelligence	Operations	Logistics	Planning	C4IT	Capabilities Management	Resources	Acquisitions

Capabilities-based TTP common across programs/missions

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COA 4: Latticed Frame

This system would:

- Clearly separate policy directives from doctrinal guidance

- Require mission managers coordinate with all staff functions

COA 4: Latticed Frame

This system would not:

- **Provide a clear lane for operational doctrine which applies in multiple mission areas (e.g. Radiation detection, K9s, Rescue and Survival Systems)**

- **Be achievable without at least some significant time commitment by staff elements**

Doctrine Hierarchy Options

Option 1: Doctrine Pyramid

COMDT

Washington, DC Staffs

FORCECOM & DCMS

CG Pub 1

1-0	2-0	3-0	4-0

5-0	6-0	7-0	8-0	9-0

Drug	Migrant	Other LE	Marine Safety	SAR

PWCS	LMR	MEP	ATON	Ice Ops	Def Ready

Tactics, Techniques & Procedures

Principles & Culture

Organizational Doctrine

Operational & Support Doctrine

Operational & Support TTP

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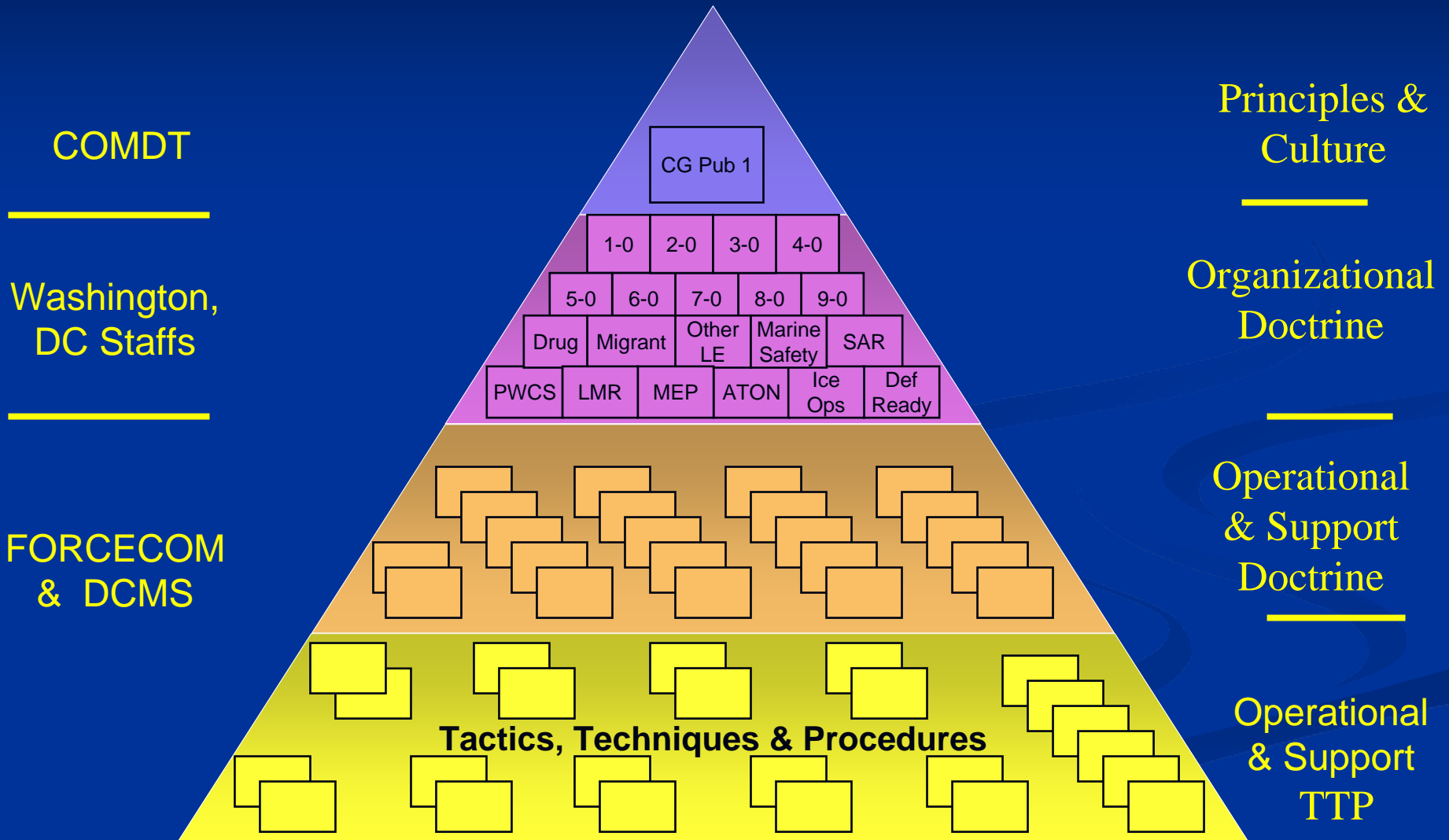
Option 2: Doctrine Pyramid

Left labels (top to bottom):
- COMDT
- Washington, DC Staffs
- FORCECOM & DCMS

Right labels (top to bottom):
- Principles & Culture
- Organizational Doctrine
- Operational & Support Doctrine
- Operational & Support TTP

Pyramid content:

CG Pub 1

Pub 1-0 DCMS	Pub 2-0 CG-2	Pub 3-0 DCO
Pub 4-0 DCMS	Pub 5-0 DCO	Pub 6-0 DCMS	Pub 7-0 DCO
Pub 8-0 CG-8	Pub 9-0 CG-9

| Drug Interdiction | Migrant Interdiction | Other LE | Maritime Safety | Search & Rescue |
| PWCS | Living Marine Resources | Marine Environ Protect | Aids to Nav. | Ice Ops | Defense Readiness |

Other Doctrinal Pubs – as needed

Tactics, Techniques & Procedures

Option 1: Mock Doctrine Schematic

Principles & Culture

Pub 1

| 1-0 Workforce | 2-0 Intelligence | 3-0 Operations | 4-0 Logistics | 5-0 Planning | 6-0 C4 & IT | 7-0 Capabilities Mgmnt | 8-0 Budget | 9-0 Acquisitions |

Dictionary

3-1
3-2
3-3
3-4
3-5
3-6

3-7
3-8
3-9
3-10
3-11

Organizational Doctrine

Pub 5-1

Pub 5-2

Operational & Support Doctrine

TTP 3-1.1
TTP 3-1.2
TTP 3-1.3

TTP 3-8.1
TTP 3-8.2

TTP 5-2.1

Operational & Support TTP
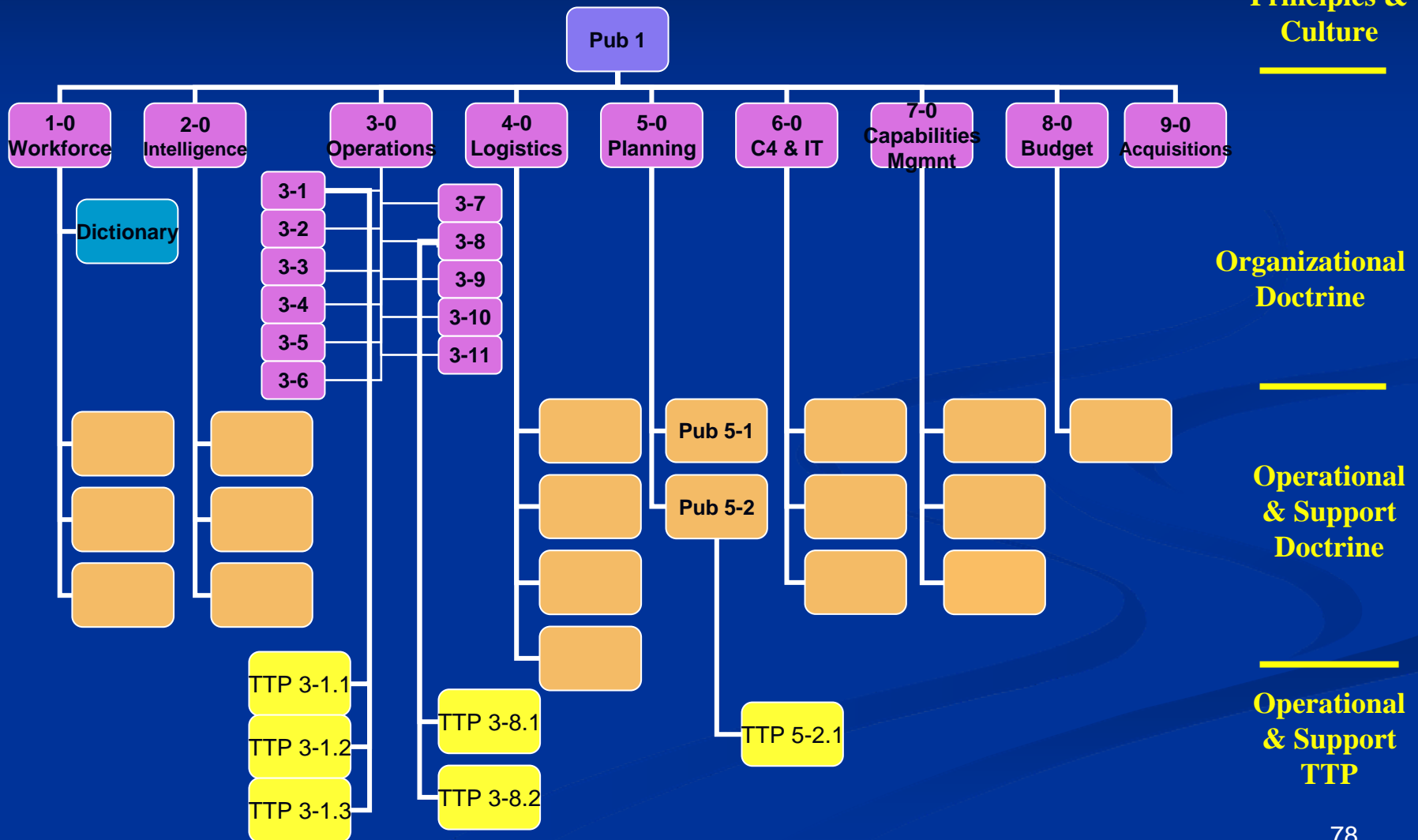
Option 2: Mock Doctrine Schematic
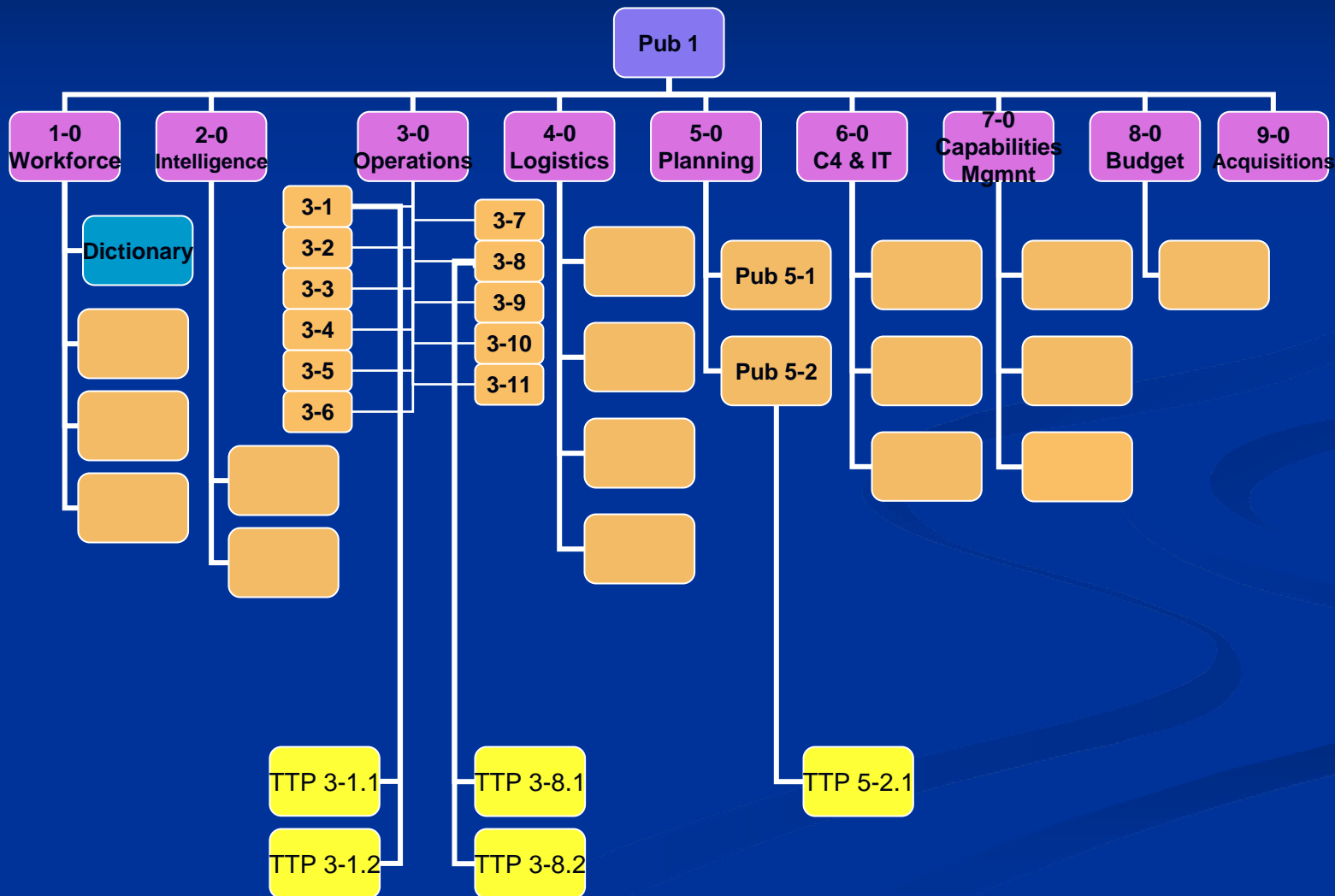
Principles & Culture

Organizational Doctrine

Operational & Support Doctrine

Operational & Support TTP

Pub 1

1-0 Workforce
2-0 Intelligence
3-0 Operations
4-0 Logistics
5-0 Planning
6-0 C4 & IT
7-0 Capabilities Mgmnt
8-0 Budget
9-0 Acquisitions

Dictionary

3-1
3-2
3-3
3-4
3-5
3-6

3-7
3-8
3-9
3-10
3-11

Pub 5-1

Pub 5-2

TTP 3-1.1

TTP 3-1.2

TTP 3-8.1

TTP 3-8.2

TTP 5-2.1

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Phase 4
Ongoing

Assignment of Responsibilities:

The Doctrine Process

The Doctrine Process

PHASES	STEPS
1. Requirements	1. Validation
	2. Tasking
2. Develop	3. Drafting
	4. Routing
	5. Approval
3. Execution	6. Publication
	7. Distribution
	8. Training
	9. Usage
4. Maintenance	10. Evaluation
	11. Review
	12. Update

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources-Unlimited

Scope, Alignment & Resources
Doc Process Control Element

Authority to Proceed
Review Board

DOCTRINE DIRECTIVE (DD)

Requirements   *Requirements*   *Requirements*   *Requirements*

Use & Exercise

Assess Revise
DD3

Cycle time

Strategic pubs

Tactical pubs

Maintenance

DD1- Draft Doctrine
Author

Editor
Doc Process Control Element

DOD/DHS

Train

PUBLISH & DISTRIBUTE

AUTHOR's DRAFT

DD3-Approval
Approval Authority

CLEARANCE DRAFT

DD2-Concurrent Clearance
Clearance Agent

Execution   *Execution*   *Execution*

Development   *Development*   *Development*   *Development*

Development   *Development*   *Development*   *Development*

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The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources-Unlimited

Publication Proposal

A.   Submissions made by anyone
          to the Doctrine Process Control Element

B.   Dual Paths

- Endorsed: By OIC, CO, Flag Officer
- Unendorsed or Unsolicited: Direct from field

C.   Outside influence

- Department Directive
- Government (Executive, Legislative, or Judicial)
- Mishap

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources-Unlimited

Scope, Alignment & Resources
Doc Process Control Element
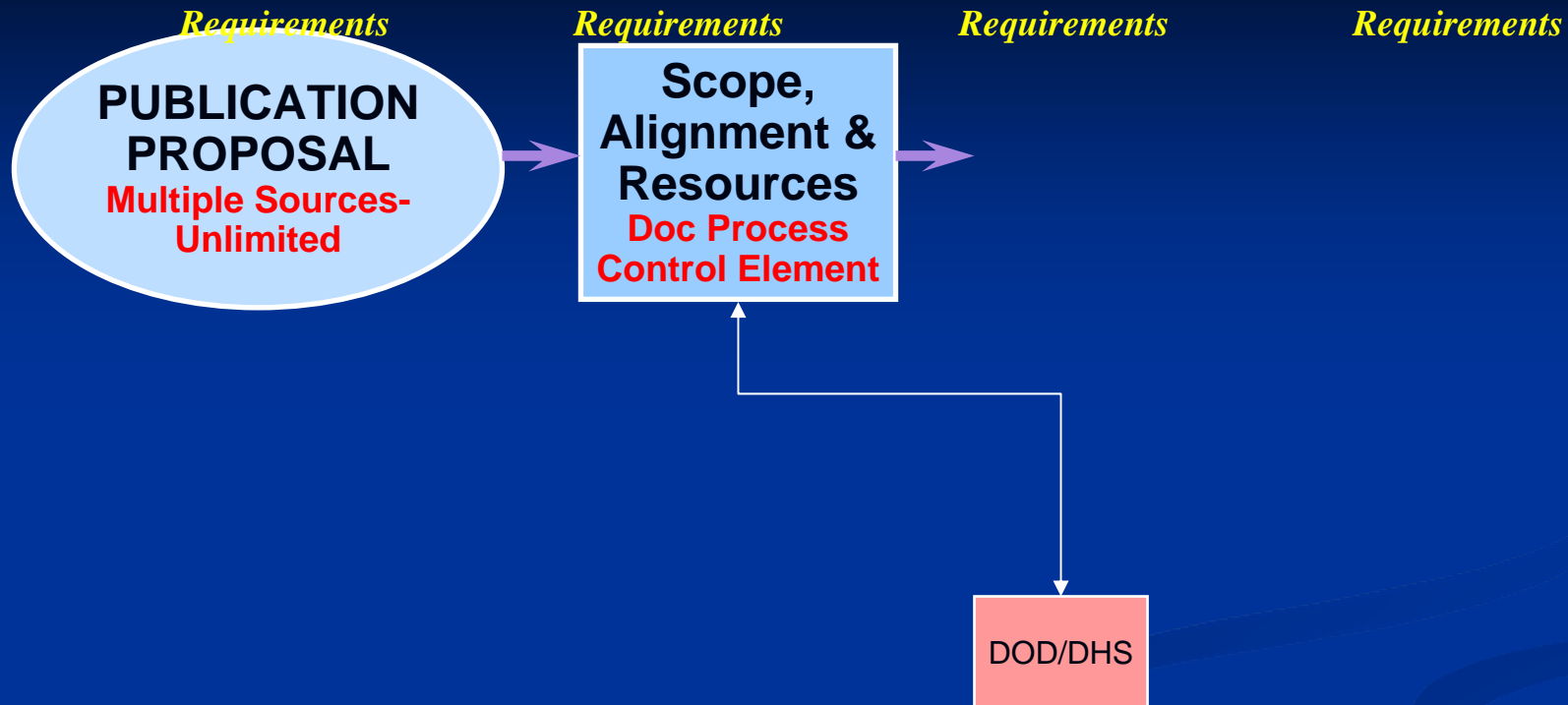
DOD/DHS

Scope, Alignment, & Resources

A.   Conduct Research….

- Understand the gap or question
- Review applicable Policy documents
- Review extant CG Doctrine
- Search for external policy or doctrine (DOD/DHS/other)

B.   Identify SMEs

C.   Develop package for Review Board consideration

D.   Recommend Concurrent Clearance signatories and the Approval Authority

Doctrine Process Control Element Entering Assumptions:

A. The Doctrine System will not enact itself

B. Developing and sustaining a doctrinal library will require personnel who focus on Doctrine as a Primary Duty

Chain of Command Options for DPCE

1. Vice Commandant

2. DCO

3. FORCECOM

Proposed Option

Discuss VCG option:

COMDT (CG-01T) memo 5000 dtd 15OCT08

Director, Enterprise Management leadership with GS-15 deputy and lead for Office of Doctrine

Doctrine Process Control Element
13 Members

A. Director (SES)

B. Deputy (O-6)

C. (3) Editor (GS 12-14)

D. (2) Terminologist / Symbologist (GS)

E. (4) Staff Officer (O-3/O-4)
   *Source: DCO, DCMS, FORCECOM, OPCOM

F. (2) Clerical (GS)

DPCE: Director & Deputy

SES

- Horsepower and access to senior leadership necessary to administer system

- Represent CG at DHS/DOD Doctrine Planning Conferences

- Possible rotation within USCG DC SES corps

O-6

- Support SES

- Manage staff & workload

Other Options: Director & Deputy

A. Sel. Res. Flag (2-4 yrs) with GS-15 deputy
   * with Exclusionary Zone around DSG Chair!

B. SES loaned from outside CG with O-6 deputy

C. GS-15 with O-5 deputy

DPCE: 3 Editors

A. 3 - GS 13

B. 1 - GS 12
   1 - GS 13
   1 - GS 14

Editorial standards, consistency in writing style, easy of understanding, consistency with other doctrine

DPCE: Terminologists/Symbologist

Terminologist (GS 12/13)

- Expert in language
- Ensure consistent use of Words, Terms, Acronyms
- Maintain CG Lexicon or Dictionary
- Coordinate with DOD/DHS

Symbologist (GS 12/13)

- Expert in visual models
- Expert in computer graphic programs
- Ensure consistent use of Symbols and Models
- Coordinate with DOD/DHS

DPCE: 4 Staff Officers

A.   Detailed Staff Officers

   1 DCO, 1 DCMS, 1 F/C, 1 O/C

B.   Assigned Staff Officers

- 4 – O-4

- 1 – O-3
   2 – O-4
   1 – O-5

Staff work, research, alignment, recommendations, Review Board preparation,

DPCE: 2 Clerical

A. 2 – GS 9/11

B. 1 - GS 7/9
    1 - GS 9/11

C. 1- GS 9/11
    1 - YN2

D. 1 - YN2
    1 - SK2

Office management, paperwork flow, files, supplies, AV/tech support, admin (travel, evaluations)

Money

According to Standard Rates for Personnel, 13 member DPCE:

Recurring: $1,731, 374

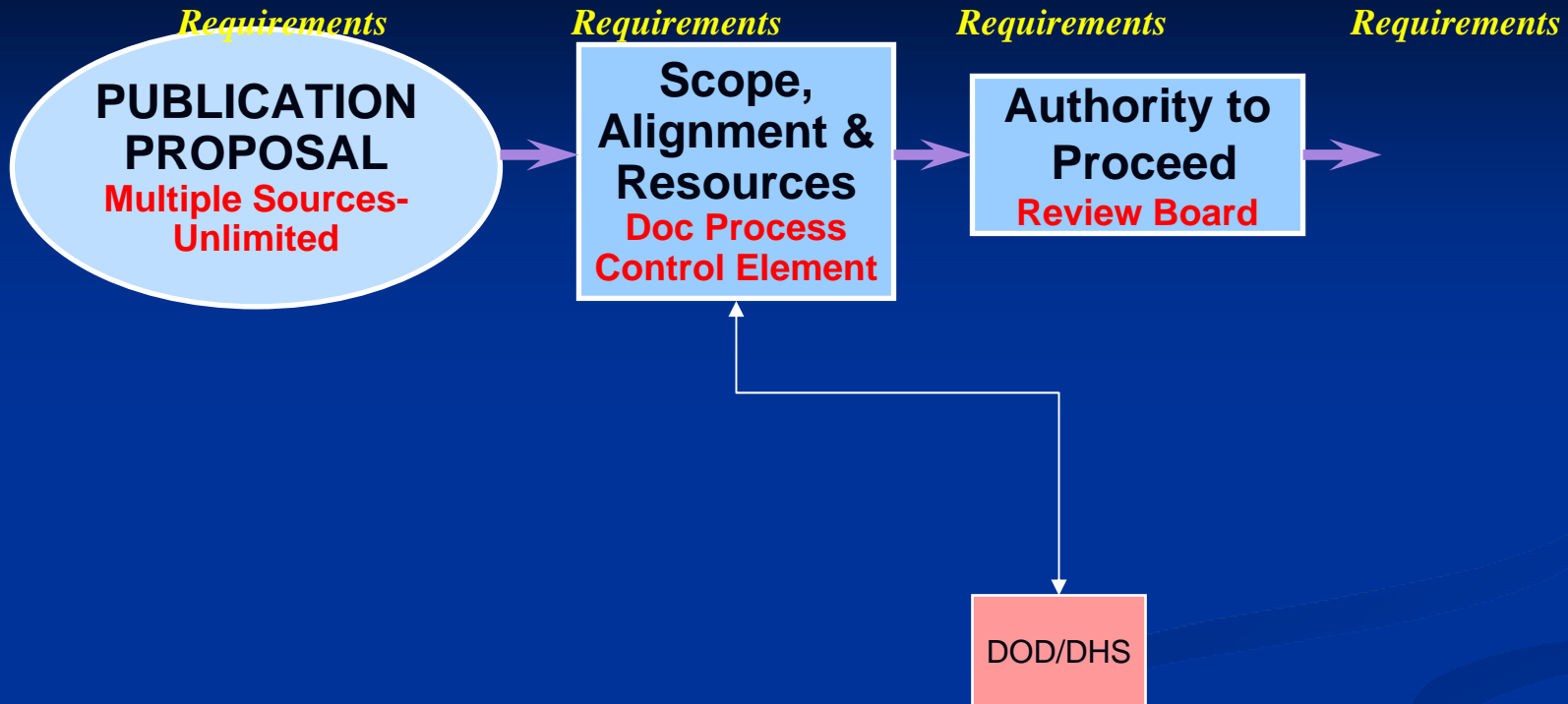Non-recurring: $45, 017

Proposed DPCE Locations

A. Alameda, CA @ FORCECOM

B. Yorktown, VA @ Training Center

C. Washington, DC @ HQ

D. New London, CT @ Leadership Development Center

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

→

Scope, Alignment & Resources
Doc Process Control Element

→

Authority to Proceed
Review Board

→

DOD/DHS

Authority to Proceed

A.   Make a formal decision whether or not to dedicate further resources to the Publication Proposal.

B.   The meeting of the Review Board can be scaled to the level of Doctrine and the urgency of the Proposal.
(eg: The CG Doctrine Review Board may meet annually for Organizational Doctrine. The FC Doctrine Review Board may meet quarterly for Operational Doctrine.)

CG Doctrine Review Board
(For *Principles & Culture* and *Organizational* Doctrine)

	Coast Guard Doctrine Review Board	
Principal Members	DCO DCMS FORCECOM OPCOM	VCG (Chair)
Standing Advisory Members	CG-2, CG-8, CG-094, MCPOCG	
By Invitation	DOD (Doctrine leads) DHS DHS Agency reps	

FC Doctrine Review Board
(For *Operational* Doctrine)

	FORCECOM Doctrine Review Board	
Principal Members	**FC 1, 2, 3, 4, 5, 6, 7** **DCO (Rep)** **DCMS (Rep)** **OPCOM (Rep)**	**FC (Executive Director) (Chair)**
Standing Advisory Members	**FC-094, FC-CMC** **All DISTRICT COMMANDERS (Reps)**	
By Invitation	**DOD (Doctrine leads)** **DHS (Operations Coordination)** **DHS Agency reps** **CG Training Centers**	

DCMS Doctrine Review Board
(For *Support* Doctrine)

	DCMS Doctrine Review Board	
Principal Members	**CG 1, 4, 6, 9** **DCMS 34, 5, 8** **DCO (Rep)** **FC (Rep)** **OPCOM (Rep)**	**DCMS (Executive Director)** **(Chair)**
Standing Advisory Members	**CG-094, DCMS-CMC** **All DISTRICT COMMANDERS (Reps)**	
By Invitation	**DOD (Doctrine leads)** **DHS (Operations Coordination)** **DHS Agency reps** **CG Training Centers**	

FC TTP Review Board
(For *Operational* TTP)

	FORCECOM TTP Review Board	
Principal Members	**FC 15, 25, 53, 54, 55, 75**	**FC-5 (Chair)**
Standing Advisory Members	**FC-094, FC-CMC** **DCO (Rep)** **DCMS (Rep)** **OPCOM (Rep)**	
By Invitation	**DOD (Doctrine leads)** **DHS (Operations Coordination)** **DHS Agency reps** **CG Training Centers**	

The Doctrine Process

Requirements *Requirements* *Requirements* *Requirements*

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

→

Scope, Alignment & Resources
Doc Process Control Element

→

Authority to Proceed
Review Board

→

DOCTRINE DIRECTIVE (DD)
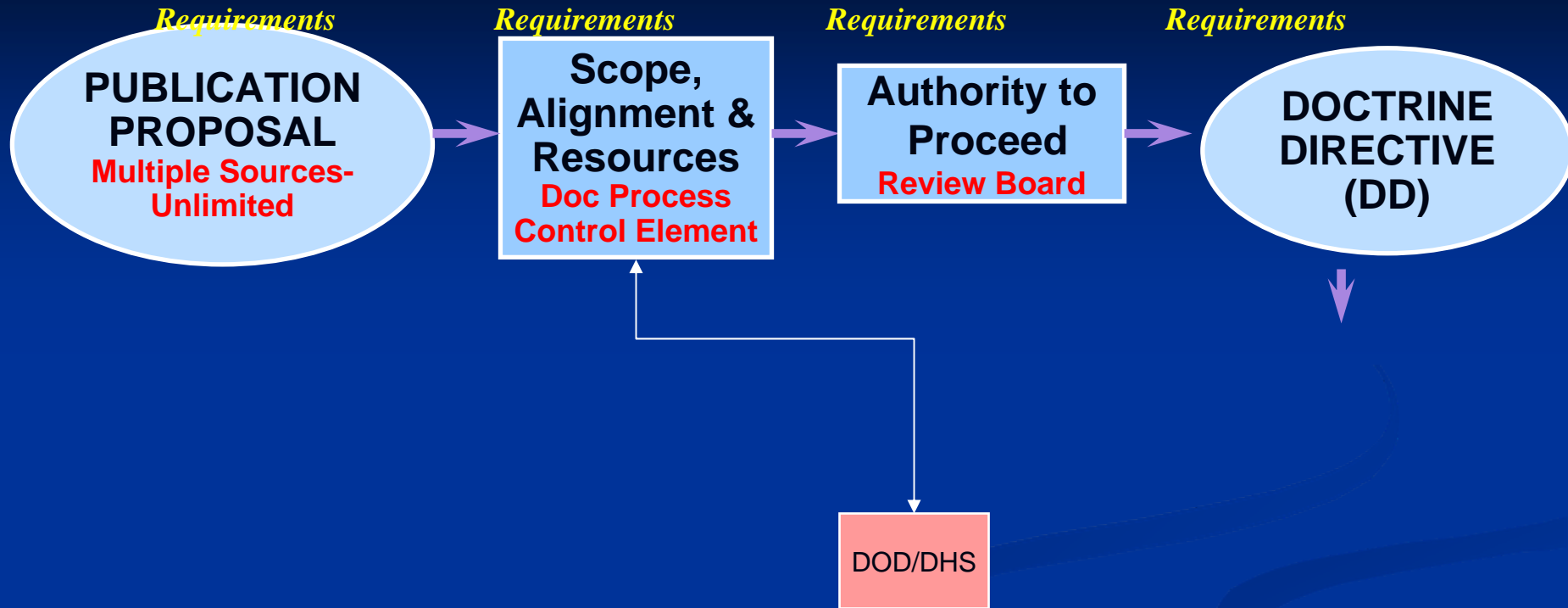
DOD/DHS
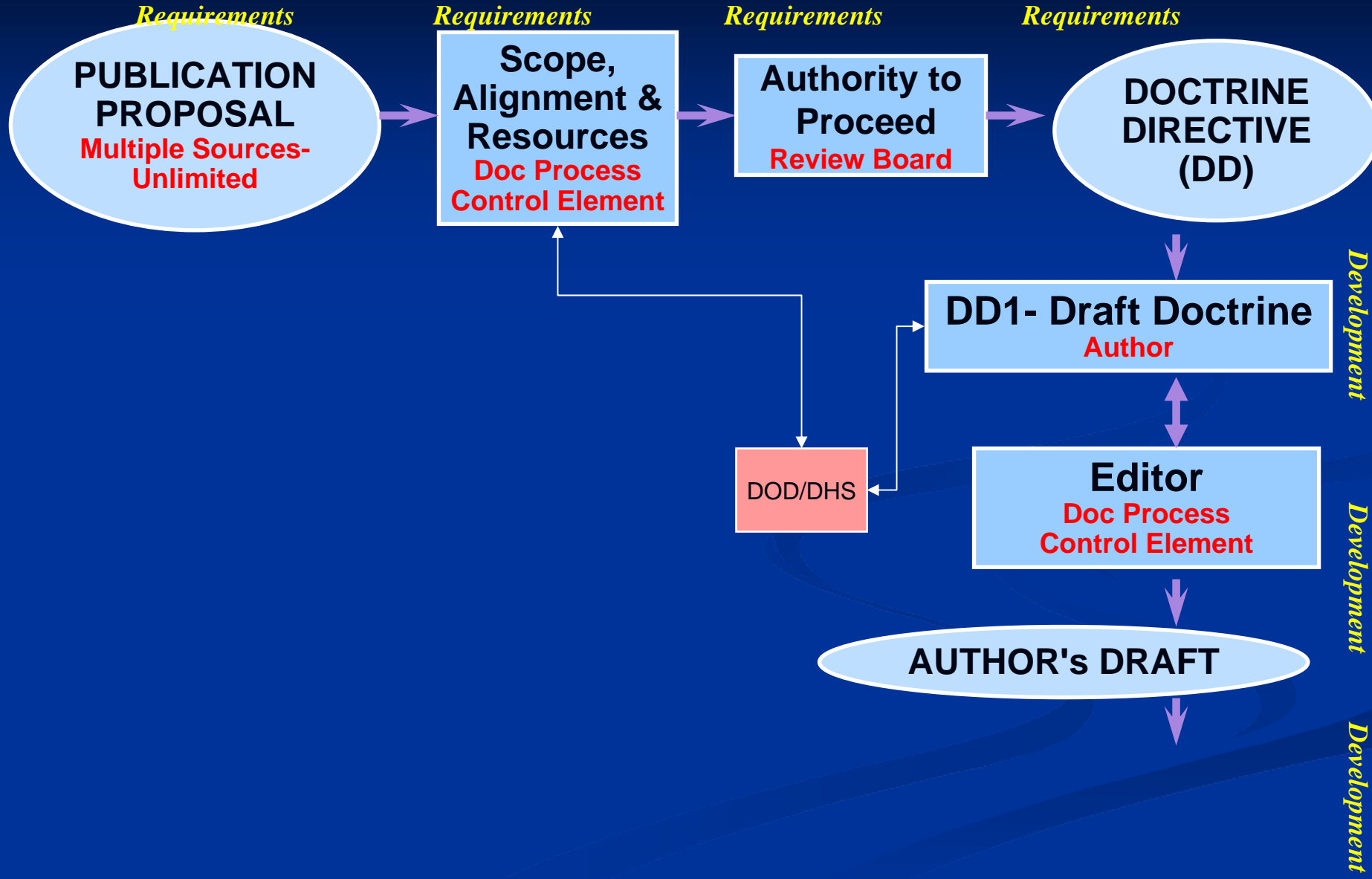
Doctrine Directive

A.   Designates & Tasks specific staffs as:

- Author

- Support to author

- Clearance Agent

- Concurrent Clearance signatories

- Approval Authority

B.   Directs required coordination (DOD/DHS/Partners)

C.   Establishes Timeline and Milestones

D.   Allocates funding as necessary

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

Scope, Alignment & Resources
Doc Process Control Element

Authority to Proceed
Review Board

DOCTRINE DIRECTIVE (DD)

DD1- Draft Doctrine
Author

DOD/DHS

Editor
Doc Process Control Element

AUTHOR's DRAFT

Development   *Development*   *Development*

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Doctrine Directive 1 (DD1): Draft Doctrine

A. Conducts research and drafts the Doctrine

B. Coordinates with parties designated in the Doctrine Directive as well as other appropriate resources

C. Regularly works with the Editors at the DCPE

D. Meets Milestones and Timelines

E. Presents the Author's Draft to the Clearance Agent when the Author and Editor agree the publication is complete
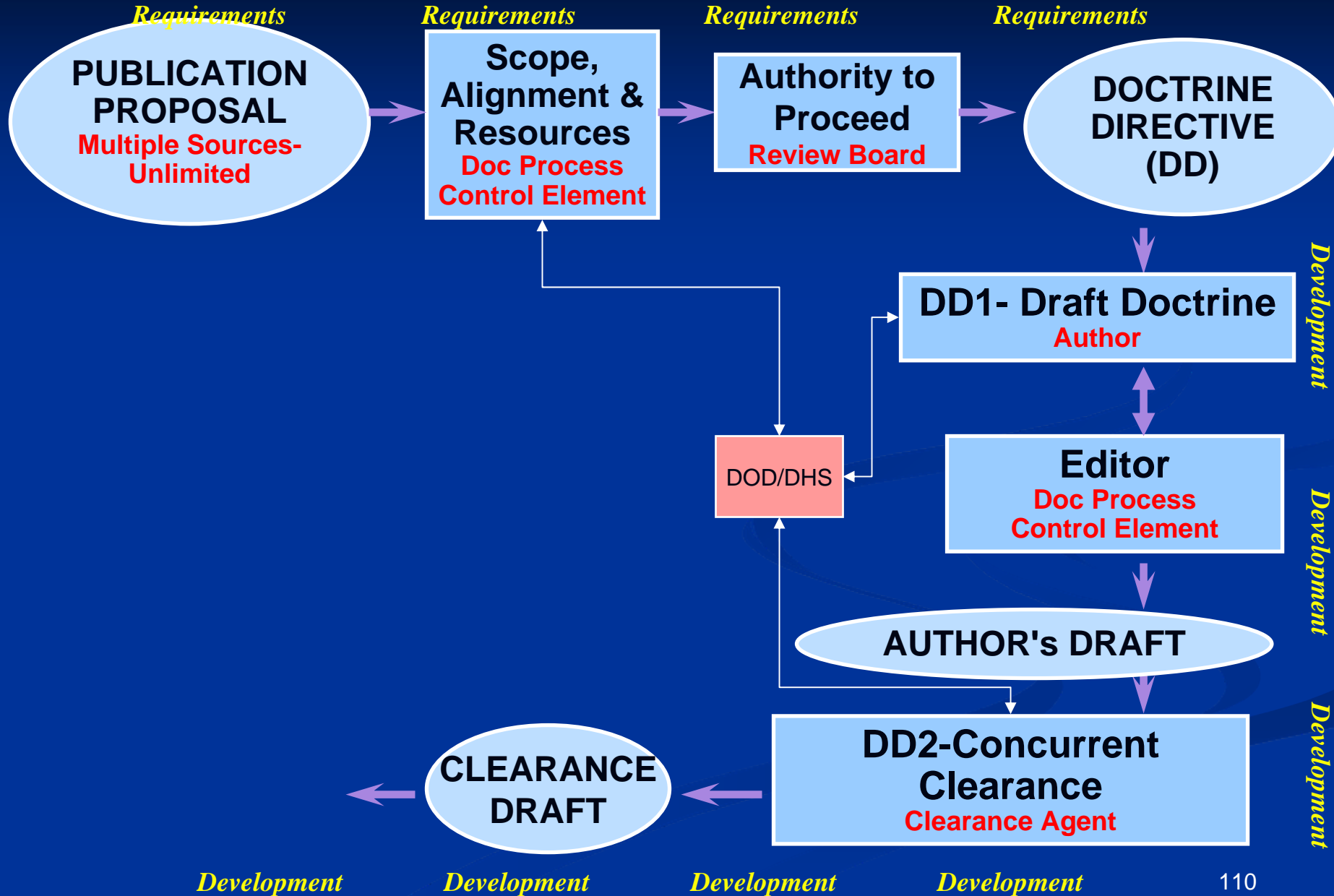
Author Options

A.   Staff Officer

- Appropriate for the kind & level of Doctrine

- Dedicated to the project – primary responsibility

- Active, Reserve or Civilian

B.   Contracted support to a staff

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

→

Scope, Alignment & Resources
Doc Process Control Element

→

Authority to Proceed
Review Board

→

DOCTRINE DIRECTIVE (DD)

DD1- Draft Doctrine
Author

DOD/DHS

Editor
Doc Process Control Element

AUTHOR's DRAFT

CLEARANCE DRAFT
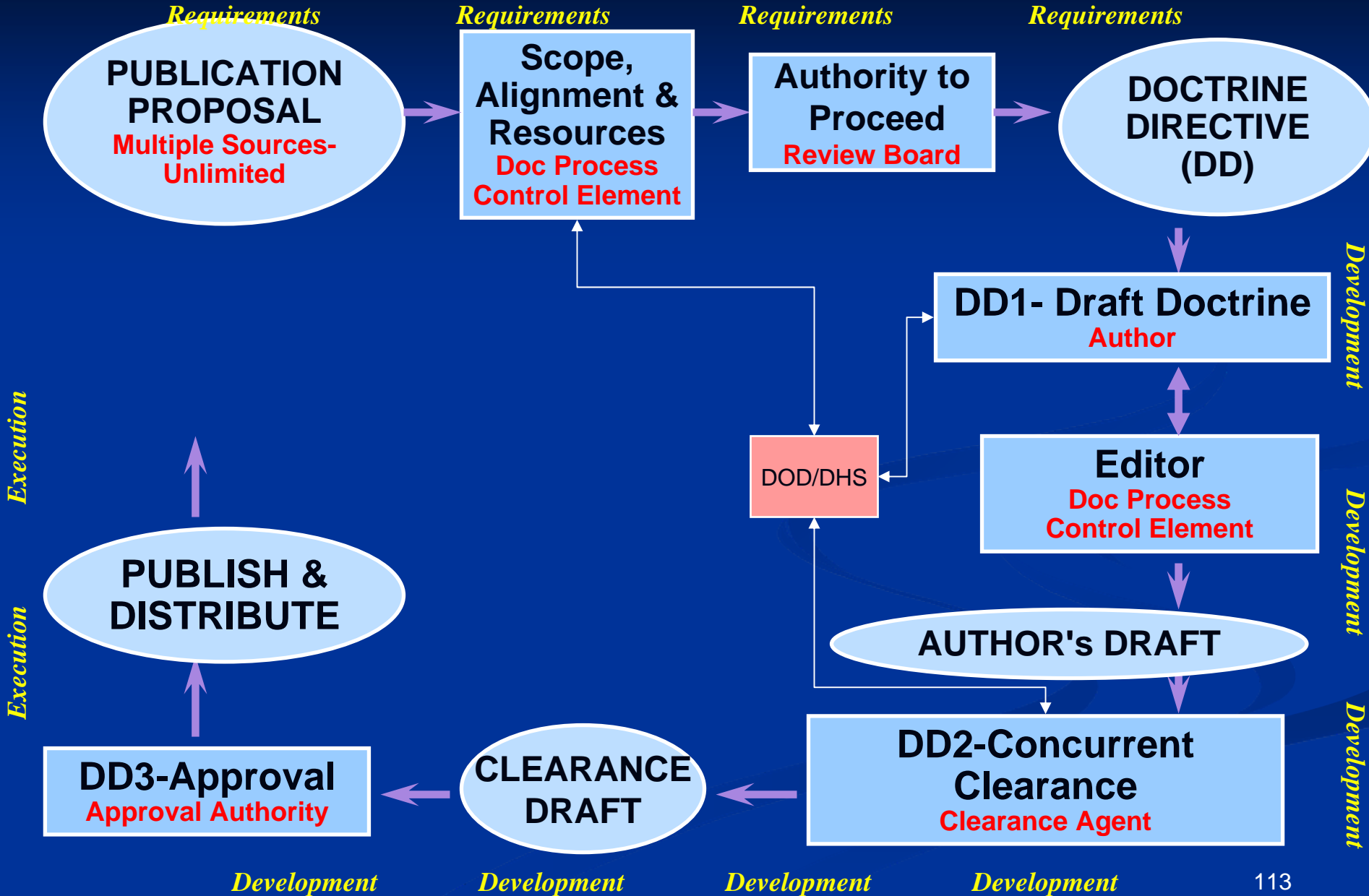
←

DD2-Concurrent Clearance
Clearance Agent

Doctrine Directive 2 (DD2): Concurrent Clearance Agent

A. Accepts Author's Draft and releases author back to primary duties

B. Routes draft through Concurrent Clearance

C. Adjudicates general comments; Confers with author regarding sustentative changes

D. Presents the Clearance Draft to the Approval Authority when publication is complete.

E. Meets Milestones and Timelines

Why Separate Author & Clearance Agent?

A. Designation as Author implies the member's primary responsibility for the specified time is Writing

B. Separating the authors from the Clearance Agent should allow the authors to return to their normal duties as quickly as possible
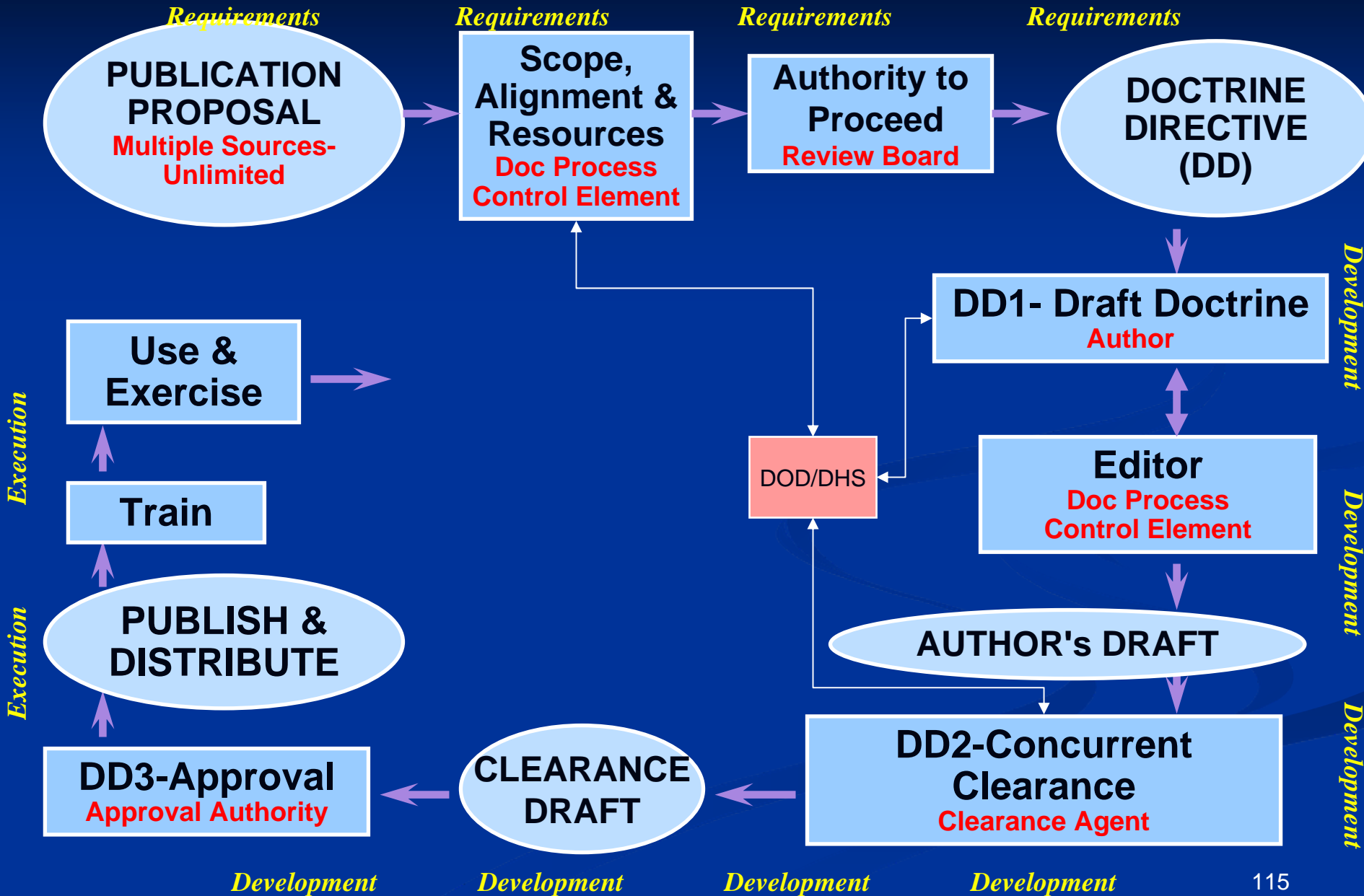
The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

Scope, Alignment & Resources
Doc Process Control Element

Authority to Proceed
Review Board

DOCTRINE DIRECTIVE (DD)

DD1- Draft Doctrine
Author

Editor
Doc Process Control Element

DOD/DHS

AUTHOR's DRAFT

PUBLISH & DISTRIBUTE

DD3-Approval
Approval Authority

CLEARANCE DRAFT

DD2-Concurrent Clearance
Clearance Agent

Execution   *Execution*

Development   *Development*   *Development*

Doctrine Directive 3 (DD3): Approval Authority

A. Approval Authority designated as appropriate for the level and kind of Doctrine

B. Approves Doctrine and signs publication

C. Publishes and distributes as appropriate

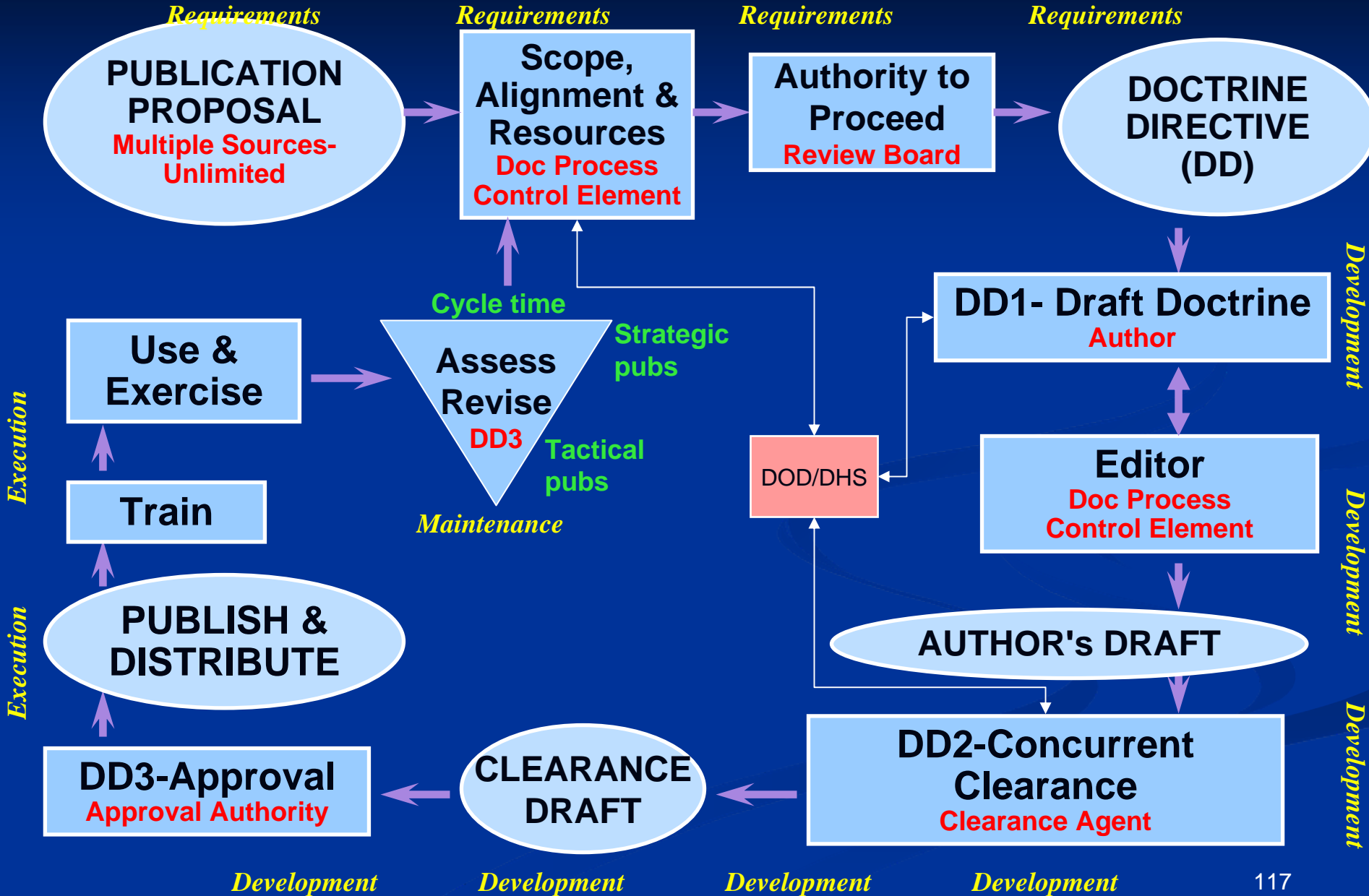D. Ensures an appropriate plan for training or education is executed

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

→ **Scope, Alignment & Resources**
Doc Process Control Element

→ **Authority to Proceed**
Review Board

→ **DOCTRINE DIRECTIVE (DD)**

DD1- Draft Doctrine
Author

Editor
Doc Process Control Element

DOD/DHS

AUTHOR's DRAFT

DD2-Concurrent Clearance
Clearance Agent

CLEARANCE DRAFT

DD3-Approval
Approval Authority

PUBLISH & DISTRIBUTE

Train

Use & Exercise

Execution   *Execution*   *Execution*

Development   *Development*   *Development*   *Development*

Train / Use & Exercise

A.   Train or Educate as appropriate

B.   Use the Doctrine

The Doctrine Process

PUBLICATION PROPOSAL
Multiple Sources- Unlimited

Scope, Alignment & Resources
Doc Process Control Element

Authority to Proceed
Review Board

DOCTRINE DIRECTIVE (DD)

Development

DD1- Draft Doctrine
Author

Cycle time

Strategic pubs

Use & Exercise

Assess Revise
DD3

Tactical pubs

DOD/DHS

Editor
Doc Process Control Element

Development

Execution

Train

Maintenance

AUTHOR's DRAFT

PUBLISH & DISTRIBUTE

Execution

DD3-Approval
Approval Authority

CLEARANCE DRAFT

DD2-Concurrent Clearance
Clearance Agent

Development

Assess & Revise

A. Lessons Learned System

B. Revision cycle different for different levels and types of Doctrine

C.   Need Urgent Change outlet for Safety or Mission Failure issues

Back up / Old / In progress / Considering

Back up

Back up

Back up

Back up

Back up

Back up

Back up

Back up

Reference Point
DSG Charter Ref (a)

COMDT CG-01T memo 5000 dtd 25 FEB 08:

- Leadership Council direction for Modernization
- VCG designated as Chief Operating Officer of the service
- FORCECOM designated to assume responsibility for Operational Doctrine & TTP

Charter ref (a)

Reference Point
DSG Charter Ref (b)

Modernization Effort Role and Responsibilities Work Group memo 5000 dtd 21 APR 2008:

- Initial working definitions of Policy, Doctrine, and TTP

Charter ref (b)

Working Definitions per ref (b) "Policy"

- Restrictive or prescriptive direction
- Issued by an accountable person in authority
- To accomplish a planned outcome

Note: Believed to be of in house origin.

Working Definitions per ref (b)
"Doctrine"

- Fundamental principles/officially sanctioned beliefs
- Guides the USCG in support of national objectives
- Doctrine is authoritative but not directive
- Requires judgment in application
- Provides a standard frame of reference

Note: Based on DoD Dictionary

Working Definitions per ref (b)
"Tactics, Techniques, & Procedures" (TTP)

- Codified, specific, & measurable actions & methods which implement doctrine or policy.
  - **Tactics:** The employment and ordered arrangement of forces in relation to each other.
  - **Techniques:** Non-prescriptive ways or methods used to perform missions, functions, or tasks.
  - **Procedures:** Standard, detailed steps that prescribe how to perform specific tasks.

Note: All terms verbatim from DoD Dictionary

Working Definitions per ref (b)
Types of Doctrine

Principles and Culture

- The overarching guidance communicating the intent, purpose, history, ethos, values, and reason for the existence of the Coast Guard, its missions, and its workforce. For example, principles and culture that drive Coast Guard activities and align them with national objectives are communicated within Pub 1: U.S. Coast Guard America's Maritime Guardian.

Organizational

- A series of publications promulgated to communicate unity of effort and guide professional judgment. Organizational Doctrine is authoritative but requires judgment in application and influences how forces are organized and trained as well as how systems and equipment are procured and maintained.

Operational

- Guidance on developing and performing mission execution processes and meeting operational standards. Provides operational guidance for subordinate commanders to follow in carrying out routine Coast Guard missions. It is intended to assist subordinate commanders in making resource apportionment decisions.

Support

- Guidance on developing and performing mission support activities; delivering required capability; and meeting support standards informed by readiness, operational, and resource priorities. Guides the delivery of full life cycle support to Coast Guard forces in order to enable and sustain mission execution.

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Doctrine/TTP Life Cycle Primary Responsibility

	CG-00	CG-2	CG-8	DCO	DCMS	FORCECOM	OPCOM
Establish Requirements	Principles & Culture	*Organizational	*Organizational	*Organizational Operational	*Organizational Support		
Develop and Update		*Organizational	*Organizational	Principles & Culture *Organizational	*Organizational Support	Operational	
Review and Approve	Principles & Culture Organizational				Support	Operational	
Maintain Doctrine Library (Config. Mgmt)				Principles & Culture Organizational Operational Support			
Evaluate Performance and Assess Implementation		*Organizational	*Organizational	Principles & Culture *Organizational	*Organizational Support	Operational	

Note 1) Primary entity responsible for activities associated within the indicated doctrine level
2) Slide does not include Policy – addressed by Coast Guard Directives System
3) * Within applicable numbered organization/publication

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Doctrine/TTP Life Cycle Secondary Responsibilities

	CG-00	CG-2	CG-8	DCO	DCMS	FORCECOM	OPCOM
Establish Requirements		Support	Support	Support		Support	Organizational / Operational / Support
Develop and Update	Principles & Culture	Principles & Culture / Support	Principles & Culture	Operational	Principles & Culture	Principles & Culture / Organizational / Support	Principles & Culture / Operational
Review and Approve		Principles & Culture / Support	Principles & Culture	Principles & Culture / Operational	Principles & Culture	Principles & Culture / Organizational / Support	Principles & Culture / Operational
Maintain Doctrine Library (Config. Mgmt)							
Evaluate Performance and Assess Implementation	Principles & Culture	Principles & Culture	Principles & Culture		Principles & Culture	Principles & Culture / Organizational / Support	Principles & Culture / Organizational / Operational

Note 1) Entity responsible for assisting the Primary entity within the indicated doctrine level.
2) Slide does not include Policy – addressed by Coast Guard Directives System

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Reference Point
Ref (c)

COMDT (CG-2) memo 3810 dtd 06 FEB 2008:

- Cryptologic (Signals Intelligence) doctrine excluded from consideration.
  This is NSA function.

Charter ref (c)

Other Current CG Efforts
Related to Doctrine, Policy, & TTP

- **Coast Guard Mission Management System**
- **Force Readiness Command**
- **TRACEN Yorktown**
- **Proposed Performance and Doctrine Command**
- **Draft <u>DHS Capstone Doctrine Publication 1</u>**
- **Draft <u>CG Doctrine Dev System</u>** (COMDTINST 5120.3)
- **Draft CG-Pub 5: <u>Policy and Planning</u>**

CG Modernization
Critical Success Factors
version 9-12-07

-Enterprise Requirements

  -Strategic Guidance and Metrics

    -Authority and Responsibilities

      -Human Capital

        -Asset Support

          -Services for "Non Assets"

            -Resource Management

              -Policies, Processes and Procedures

CG Modernization
Critical Success Factors
version 9-12-07

<u>Authority and Responsibilities</u>: The Coast Guard must have clear lines of authority and responsibility [as to…] Doctrine and TTP.

CG Modernization
Critical Success Factors
version 9-12-07

Policies, Processes and Procedures: The Coast Guard must have a system that continually addresses process management… to include review, revision and documentation of Coast Guard processes… [T]he Coast Guard must have supporting organizational policies and procedures (e.g. Standard Operating Procedures, Organizational Manuals, Instructions, etc.) and a process to ensure this documentation is maintained and updated in a timely manner.