

3. DIRECTIVES AFFECTED. The Coast Guard Directives System, COMDTINST M5215.6E shall remain valid for the administration of policy directives. Future editions of reference (a) should reflect establishment of this doctrine system.
4. BACKGROUND. The Modernization Effort is reorganizing the Coast Guard from program-centric management to a more function-based model. Standardization of Coast Guard doctrine is one of the key benefits expected from the Coast Guard's Modernization Effort.

The Coast Guard has formally studied doctrine development six times since 1995, most recently by a Doctrine Study Group which delivered its final report in April 2009. These studies each recommended establishing a Coast Guard doctrine library (reference (b)). The report of the most recent study also elaborates in detail the process by which doctrinal publications should be developed, deployed, and maintained.

5. DISCUSSION.

- a. Coast Guard Doctrine Overview.

- (1) Coast Guard defines doctrine as fundamental principles and officially sanctioned beliefs which guide the Coast Guard in support of national objectives. Doctrine is authoritative, not directive. It requires judgment in application. It provides decision makers and personnel with a standard frame of reference.
 - (a) Doctrine embodies enduring fundamental principles which promote unity of purpose.
 - (b) Doctrine provides unambiguous principles relating to organizational intent, performance, operations, readiness, support, and resource management.
 - (c) Doctrine pertains to the way policy and plans are developed; forces are organized, trained, and employed; and equipment is procured and maintained.
 - (d) Coast Guard doctrine addresses both internal (Coast Guard) and external (Joint, DoD, interagency, international) matters.
 - (e) Doctrine defines how we work with multiple organizations or units. It provides a shared way of "how" to think, not "what" to think.
 - (f) Doctrine influences policy.
 - (g) Doctrine guides tactics, techniques, and procedures (TTP).
- (2) The purpose of Coast Guard doctrine is to codify best practices so as to enhance the effectiveness of our forces. It applies to all mission and support activities. Doctrine is written for those who:
 - (a) Provide strategic direction to Coast Guard forces;
 - (b) Employ Coast Guard forces;

- (c) Conduct the operational and support activities of the Coast Guard;
 - (d) Prepare, train, or educate Coast Guard operational and support forces; or
 - (e) Are supported by Coast Guard forces (DHS, DoD, and interagency partners).
- (3) Coast Guard doctrine is based on existing capabilities, force structure, and materiel. Use of Coast Guard doctrine standardizes terminology, training, relationships, responsibility, and processes among forces. This frees commands and their staffs, allowing them to focus their efforts on solving the strategic, operational, and tactical problems confronting them.
- (4) Coast Guard doctrine does not alter a commander's authority or obligation to exercise good judgment when making decisions. While definitive enough to guide actions, doctrine must be versatile and apply across a wide variety of situations.
- (5) When commanders of Coast Guard units participate in joint, interagency, or interdepartmental operations, they should follow doctrine approved by the Coast Guard. When called upon to operate in situations where doctrine has not been addressed by the Commandant, commanders should evaluate and follow another organization's approved doctrine if it is consistent with law and policy.
- b. Core Doctrine Attributes.
- (1) Doctrine must be readable. Publications must speak to all personnel within the Coast Guard workforce and its partners.
- (a) Since doctrine requires judgment in application, it should provide personnel with a standard frame of reference.
 - (b) Strict doctrine editorial guidelines should be observed, chief among them being:
 1. First, as to verbs, use active voice.
 2. Second, as to pronouns, use first person.
 3. Third, as to structure, use simple or compound sentences instead of complex or compound-complex sentences.
 4. Fourth, as to language – citing Mark Twain – "...plain, simple language, short words and brief sentences..."
- (2) Doctrine must be usable. For publications to be valuable, they must include information and ideas that encourage personnel to return to them for practical reasons.
- (3) Doctrine must be taught. When doctrine is taught or referenced, it is revalidated and strengthened as a guide to common reference and understanding. But teaching does not have to be formal. There are an abundance of opportunities to informally teach doctrine by reference, especially by senior leaders at all organizational levels.

c. Influence of Coast Guard Doctrine.

- (1) Doctrine and Policy. Policy and doctrine are closely related, but they fundamentally fulfill separate requirements. Policy is prescriptive or restrictive direction, issued by an accountable person in authority, to accomplish a planned outcome.
 - (a) Policy can direct, assign tasks, prescribe desired capabilities, and provide guidance to ensure the Coast Guard is prepared to perform its missions. Implicitly, therefore, policy can create new roles and a requirement for new capabilities. By comparison, doctrine enhances the operational effectiveness of the Coast Guard by providing authoritative guidance and standardized terminology on topics of relevance to the employment of resources.
 - (b) While doctrine and policy serve different purposes, policy makers and doctrine developers should work in close cooperation and strive to promulgate harmonized policy and doctrine. When a void is identified, it is not always clear whether filling it will require new (or revised) doctrine or policy (or perhaps both). As a general rule, if the need can only be adequately addressed by using the prescriptive words “shall” and “must,” then the void is in policy, and policy development should precede doctrine development. If the need is best addressed by using the terms “may,” “can,” or “should,” doctrine should be developed to fill the gap.
 - (c) In general policy is more detailed than doctrine. When prescribing or restricting certain actions, policy must account for the specific actions. Meanwhile, doctrinal guidance is more general since by design the professional judgment of the reader or actor is supposed to fill in the details.
 - (d) Policy that endures for an extended period can become doctrine. But policy is not doctrine and the two occasionally conflict. When they conflict, policy trumps doctrine unless policy is specifically revised to match doctrine (optional). Otherwise, doctrine must be revised to match policy (mandatory).
 - (e) Policy is reflected in directives (Commandant Instructions, Manuals, Notices). As discussed below, higher level doctrine will be articulated in a series of Coast Guard publications. TTP will be documented in a format appropriate for the topic.
- (2) Doctrine and Strategy. Strategies are the prudent ideas for employing forces to achieve national or multinational objectives. Doctrine is a crucial link between extant capabilities and strategic objectives.
 - (a) Coast Guard doctrine provides guidance to senior leaders responsible for the development of strategies regarding the core competencies, capabilities, and limitations of Coast Guard forces. Understanding Coast Guard doctrine can help shape the development of realistic strategies.

- (b) In addition, Coast Guard doctrine provides other government agencies and nongovernmental organizations with an opportunity to better understand the roles, capabilities, and operating procedures used by the Service.
- (3) Doctrine and Planning. Use of approved Coast Guard doctrine facilitates planning of operational and support activities. While the process of “how to” accomplish planning can be codified in doctrine, the final product of the planning is not doctrine. Doctrine provides fundamental guidance on how activities are best conducted to accomplish a mission. This insight can help planners predict courses of actions others will follow, which in turn will allow them to develop plans most likely to meet their objective.
- (4) Doctrine and Training. Since it is generally accepted that “we train as we fight,” it follows that Coast Guard doctrine provides the foundation for training. They describe common procedures and establish uniform operational methods from a common baseline using common terminology. This baseline assists commanders and their staffs in developing standards for training, exercises, and operations.
- (a) Doctrine requires a dynamic feedback system to capture the best methods and continually improve the way the Coast Guard members accomplish tasks. It increases the speed of learning within the Service.
- (b) Approved Coast Guard doctrine is necessary to conduct performance based training. When it is deemed valuable to introduce experimentation events into exercises, commanders are expected to ensure participants understand that such deviations may not necessarily indicate that changes to doctrine are required.
- (5) Doctrine and Mission Execution. It should be self evident that doctrine is written to be used. Doctrine is guidance which explains the best practices of how to accomplish objectives. Doctrine can be written for the full spectrum of activities conducted by the Coast Guard, from strategic level campaigns to appropriate small boat tactics. Moreover, doctrine is not limited to purely operational concepts, but includes best practices in mission support activities.
- (6) Doctrine and Lessons Learned. The primary influences on doctrine are lessons learned from operations (mission and mission support), exercises, and training. This review provides a standard from which to judge what works and what does not. These lessons also consider changes in the threat and operational environment. This ensures publications remain current and relevant.
- (a) Lessons learned are normally adopted during the routine development or maintenance of a Coast Guard publication.
- (b) If urgent or significant change is required, an expedited process for recommendations may be used. (See reference (c).) **Note to reviewer: reference (c) is under development.*

- d. Types and Hierarchy of Doctrine. Coast Guard doctrine is developed and promulgated at four different levels for different purposes (figure 1).

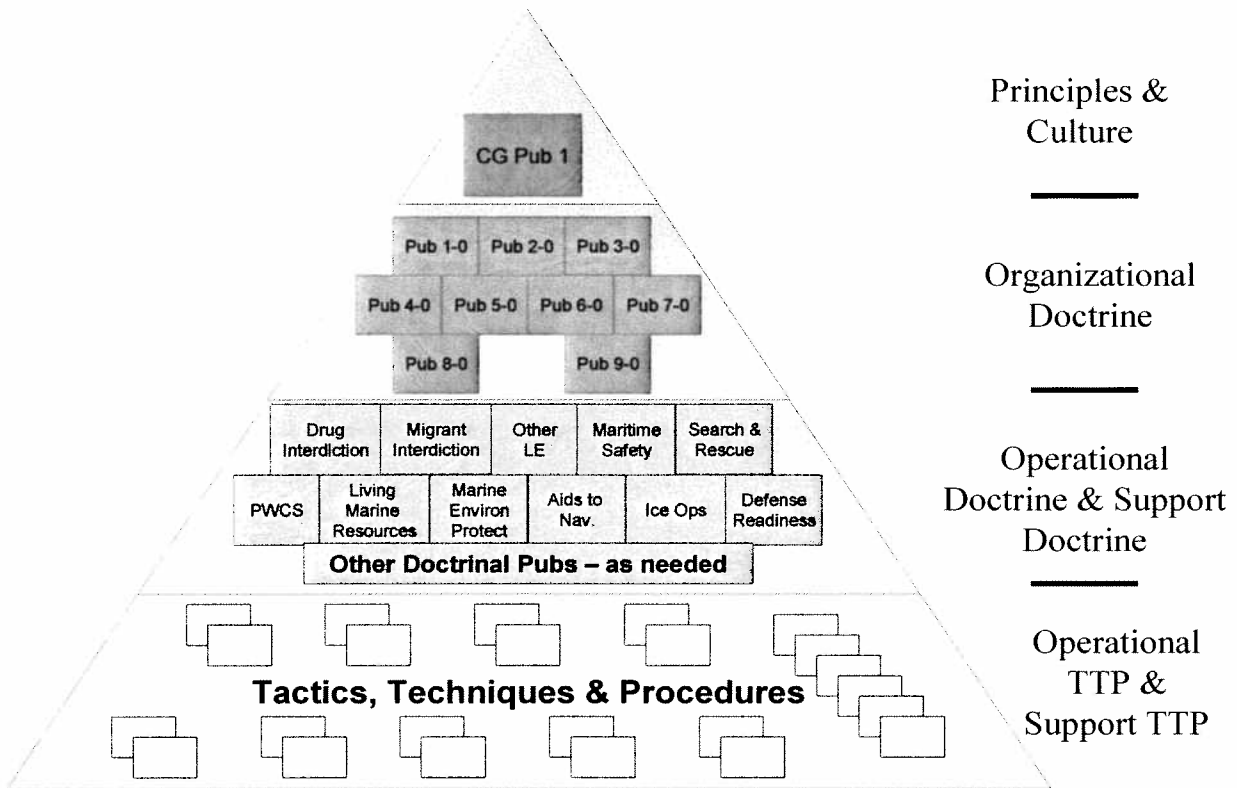


Figure 1: Coast Guard Doctrinal Pyramid

- (1) Principles & Culture. Coast Guard Pub 1: U.S. Coast Guard America's Maritime Guardian, discusses organizational principles and culture. It also contains overarching guidance communicating the intent, purpose, history, ethos, values, and reason for existence of the Coast Guard, its mission, and its workforce. These underlying characteristics drive Coast Guard activities and align them with national objectives.
- (2) Organizational Doctrine.
 - (a) Pub 1 shall be supported by a series of publications (Pub 1-0, Pub 2-0, etc.). This series of publications communicate unity of effort and guide professional judgment across the full spectrum of Coast Guard activities. It influences how forces are organized and trained, as well as how systems and equipment are procured and maintained.
 - (b) As a starting place, high level publications shall be developed addressing each of the major staff functions. Other organizational level publications (e.g.: legal affairs, policy development, etc.) should be considered as the doctrinal library matures.

(3) Operational and Support Doctrine.

- (a) Operational Doctrine is guidance on developing and performing mission execution processes and meeting operational standards. These publications shall provide operational guidance for subordinate commanders to follow in carrying out routine Coast Guard missions. They are intended to assist subordinate commanders in making resource apportionment decisions. As a starting place, a publication should be developed to address each of the Coast Guard's eleven statutorily assigned missions.
- (b) Support Doctrine is guidance on developing and performing mission support activities, delivering required capabilities, and meeting support standards informed by readiness, operational, and resource priorities. It guides the delivery of full life cycle support to Coast Guard forces to enable and sustain mission execution.
- (c) Operational and Support Doctrine shall be organized in a numbered series under the Organizational Doctrine publications to which they are most closely related. For example, Pub 5-0 is the Organizational Doctrinal document for Planning. Pub 5-1 could focus on strategy development, while Pub 5-5 could address contingency planning.

(4) Operational and Support Tactics, Techniques, and Procedures. Tactics, techniques, and procedures are the codified, specific, and measurable actions and methods that implement doctrine or policy. TTP refer to the content of the information; it can be published in a variety of ways from full manuals to maintenance cards. TTP provide the specific "What," "When," "How," "Where," "Who," and "Why." The "Why" is provided for insight into proper selection of tactics and techniques.

- (a) Tactics. The employment and ordered arrangement of resources in relation to each other.
- (b) Techniques. Non-prescriptive ways or methods used to perform missions, functions, or tasks.
- (c) Procedures. Standard, detailed steps that prescribe how to perform specific tasks.

e. Organizational Doctrine Series Description.

- (1) Pub 1-0 – Workforce. Pub 1-0 will include descriptions of the organization, functions, principles of workforce support roles, and responsibilities.
- (2) Pub 2-0 – Intelligence. Pub 2-0 will include descriptions of the availability of reliable intelligence and timely indications on the characteristics of the area of operations and the location, activities, and capabilities of the enemy. In addition, this publication defines the role of intelligence, intelligence operations, intelligence cycle, and standards for intelligence architecture.
- (3) Pub 3-0 – Operations. Pub 3-0 will provide the context for operations; operational art, design, planning, and assessment; considerations for the conduct of operations; characteristics and specific considerations for crisis response and limited contingency

operations; and considerations for engagement, cooperation, and deterrence. As is well known, the “Principles of Coast Guard Operations” are stated in Pub 1. They are of such an enduring nature they can fairly be considered essential elements of our principles and culture. Nonetheless, it is appropriate to restate them in Pub 3-0 with, perhaps, further discussion.

- (4) Pub 4-0 – Logistics. Pub 4-0 will include authorities and responsibilities for logistic operations, logistics principles, and considerations that ensure the right capabilities are in place to support operational effectiveness at the lowest cost. Logistics delivers services to Coast Guard operations.
- (5) Pub 5-0 – Planning. Pub 5-0 will describe core planning doctrine, frameworks, and roles. It will explain how to establish intent and translate intent into action. This publication provides alignment of intent, mission execution, and mission support across the organization.
- (6) Pub 6-0 – C4&IT. Pub 6-0 will include the planning processes that maintain the capability for rapid flow of information, facilitating informed operational decision-making. This publication is focused on successful mission performance through communications and information systems planning, development, and execution.
- (7) Pub 7-0 – Capabilities Management. Pub 7-0 will include the processes and plans for managing cutters, boats, aircraft, facilities, and personnel resources used for mission execution and mission support.
- (8) Pub 8-0 – Resources. Pub 8-0 will include the planning details for the resources the Coast Guard requests to fund operations and logistics activities.
- (9) Pub 9-0 – Acquisitions. Pub 9-0 will include a description of Coast Guard plans for acquiring and delivering effective platforms and mission support. Pub 9-0 will provide a foundation for more effective mission execution, acquisition functions, contracting authority, and responsibilities for research and development.

6. PROCEDURES.

- a. Doctrine Development Process and Procedures. Doctrine must be developed and maintained to ensure it accurately reflects the best service-wide guidance available to the user. Doctrine must be developed by appropriate commands at appropriate levels. The Doctrine Development Process and Procedures, reference (c), ensures this dispersed writing and approval of doctrine follows a standard development system and results in publications formatted consistently and easy to use.
- b. Doctrine Development Process. Reference (c) standardizes the development process. Proposals for doctrinal publications will be assessed and presented to the appropriate review board for consideration. If it is determined a need for new or revised doctrine exists, the project will be tasked in a doctrine directive. The doctrine directive will designate the author, clearance agent, and approval authority. It will also establish the timeline for development, designate resources to the author, and define required signatories for the concurrent clearance process. The author is responsible for initial draft development. The clearance agent is responsible for managing the

concurrent clearance process. The approval authority is the publication owner. As such, the appropriate authority must ensure the doctrine is published, distributed, and trained as well as evaluated for improvements.

c. Style and Detail.

(1) The importance of style and detail in written doctrine cannot be over emphasized. While doctrine is not written to entertain, with effort it can be interesting. Doctrinal publications should encourage the professional mind to return to them from time to time for renewed guidance throughout the course of a career.

(2) To be useful, to be usable, to be teachable, and to be used, doctrine must be:

(a) **Clear** – It must authoritatively announce itself as guidance and its meaning upon first reading.

(b) **Concise** – It should not use one word more than is necessary to convey its message.

(c) **Crisp** – The text should have some bite or punch.

(3) To accomplish the above, the following are some of the items recommended as to style and detail of doctrine publications:

(a) Style.

1. Active voice verbs.
2. First person plural pronouns.
3. Simple or compound sentences, avoiding complex or compound-complex sentences.
4. Average sentence length restricted to 20 words.
5. Plain language using terminology that can be understood by the lay reader.
6. Acronyms and initialisms avoided.
7. Current vogue, and therefore, hackneyed terms – e.g., robust, seamless, famously, optimized, etc. – scrupulously avoided.

(b) Detail.

1. Photographs generally avoided to reduce band width necessary to transmit electronically. Also, unless placed in a document for specific historic reference, photos can become quickly dated.
2. Illustrations in the nature of graphs or diagrams encouraged, but, as in the case of photographs, created with an eye toward band width.

3. Sidebar quotations avoided. The doctrine must be clear enough to speak on its own.
4. Times New Roman font with 12-point pitch until such time as this current Service-wide standard is changed.
5. Table of contents for all doctrine publications regardless of length.

7. ROLES AND RESPONSIBILITIES.

- a. The Vice Commandant of the Coast Guard (VCG). VCG shall chair the Coast Guard Doctrine Review Board for **Principles and Culture** and **Organizational Doctrine**. In addition, VCG shall provide oversight for the Office of Doctrine and Language.
- b. Office of Doctrine and Language (ODL). The Office of Doctrine and Language shall administer and enforce the doctrine process in a timely, consistent, and standardized manner. This includes enforcement of editorial standards and precise use of terms. ODL shall:
 - (1) Review proposals to ensure clear understanding of the issue and to determine whether the issue is addressed elsewhere.
 - (2) Refine proposals and present them in a standard format to the appropriate Review Board.
 - (3) Ensure related policies (COMDTINST, Manuals, Notices) in the Coast Guard Directives System are current. If written policies are out of date, ODL will seek authoritative clarification from the policy owner.
 - (4) Recommend appropriate authors, clearance agents, concurrent clearance signatories, and approval authorities for doctrine projects.
 - (5) Estimate other resources necessary to complete proposed drafts including funding and workgroup membership.
 - (6) Provide editors, terminologists, and symbologists to assist authors in clearly presenting their doctrine.
 - (7) Approve the author's draft prior to forwarding to the clearance agent.
 - (8) Assist the clearance agent with editorial support.
 - (9) Monitor the progress of each doctrine project. Ensure development milestones are achieved.
 - (10) Assist approval authorities by monitoring established revision and assessment timelines.
 - (11) Review and maintain reference (c).
 - (12) Conduct periodic doctrine reviews to provide recommendations for possible consolidation or deletion of approved or emerging doctrine.

- (13) Promote an understanding of doctrine throughout the Coast Guard.
 - (14) Coordinate the review of all DHS doctrinal publications. Initiate necessary corrective measures.
 - (15) Develop and manage the Coast Guard terminology program.
 - (16) Provide guidance and instructions to newly identified authors.
 - (17) Assign publication numbers.
 - (18) Notify the Coast Guard through message traffic when a new or revised publication has been signed and provide the approved publication to Commandant (CG-612) for inclusion on the Coast Guard Directives System and the Directives, Publications and Reports Index (DPRI) (reference (d)).
 - (19) Coordinate with the Chairman of the Joint Chiefs of Staff (J-7) to add capstone, keystone, operational, and support doctrinal publications to the Joint Doctrine, Education and Training Electronic Information System (JDEIS) in order to support information sharing and the joint doctrine development process.
- c. Force Readiness Command (FORCECOM). FORCECOM has overall responsibility for developing and approving **Operational Doctrine** and **Operational TTP**. FORCECOM's Executive Director shall chair the FORCECOM Doctrine Review Board for Operational Doctrine.
- (1) FORCECOM shall develop an appropriate review board to address Operational TTP.
 - (2) The process shall mirror the doctrine development process.
 - (3) Terms used in TTP shall be consistent with those established by ODL.
- d. Deputy Commandant for Mission Support (DCMS). The DCMS has overall responsibility for developing and approving **Support Doctrine** and **Support TTP**. DCMS's Executive Director shall chair the DCMS Doctrine Review Board for Support Doctrine.
- (1) DCMS shall develop an appropriate review board to address Support TTP.
 - (2) The process shall mirror the doctrine development process.
 - (3) Terms used in TTP shall be consistent with those established by ODL.
- e. Deputy Commandant for Operations (DCO), Operations Command (OPCOM), and Assistant Commandants of Single-Numbered Staffs. Per reference (e) DCO, OPCOM, and Commandant (CG-1) thru (CG-9) shall:

- (1) Provide appropriate staff and resources to perform doctrinal responsibilities. These responsibilities may include authorship of publications or service on workgroups. Additional responsibilities shall include review of publications in concurrent clearance.
- (2) Review, analyze, and evaluate draft Coast Guard publications for accuracy and relevancy during the concurrent clearance process. Ensure that capabilities, roles, and activities are properly represented. Comment on horizontal and vertical consistency with other approved and emerging doctrine.
- (3) Ensure directives managed by their offices are updated in accordance with reference (a).
- (4) Authoritatively reconcile any conflicts discovered between policy directives and doctrinal publications.

f. Commandant (CG-532). Commandant (CG-532) will:

- (1) Act as the primary review authority for joint, multi-service, allied, and multinational doctrine.
- (2) Coordinate the review all joint doctrinal publications. Initiate any necessary corrective measures.
- (3) Ensure ODL is made aware of joint doctrine projects that may impact Coast Guard doctrine.
- (4) Review Coast Guard doctrine for consistency with DoD joint doctrine in areas where joint doctrine could take precedence over Service doctrine.

g. Commandant (CG-612). Commandant (CG-612) is responsible for ensuring accessibility of approved publications on the Directives System and management of the DPRI (references (a) and (d)).

8. ENVIRONMENTAL ASPECT AND IMPACT CONSIDERATIONS. Environmental considerations were examined in the development of this instruction and have been determined to be not applicable.
9. FORMS/REPORTS. Coast Guard Concurrent Clearance form, CG-4590, is available in Adobe Acrobat Portable Document Format (PDF) on SWSIII or the CG Electronic Forms Web site; Intranet: Resources tab of CG Central or Internet: <http://www.uscg.mil/forms>.

V. S. CREA
Vice Commandant