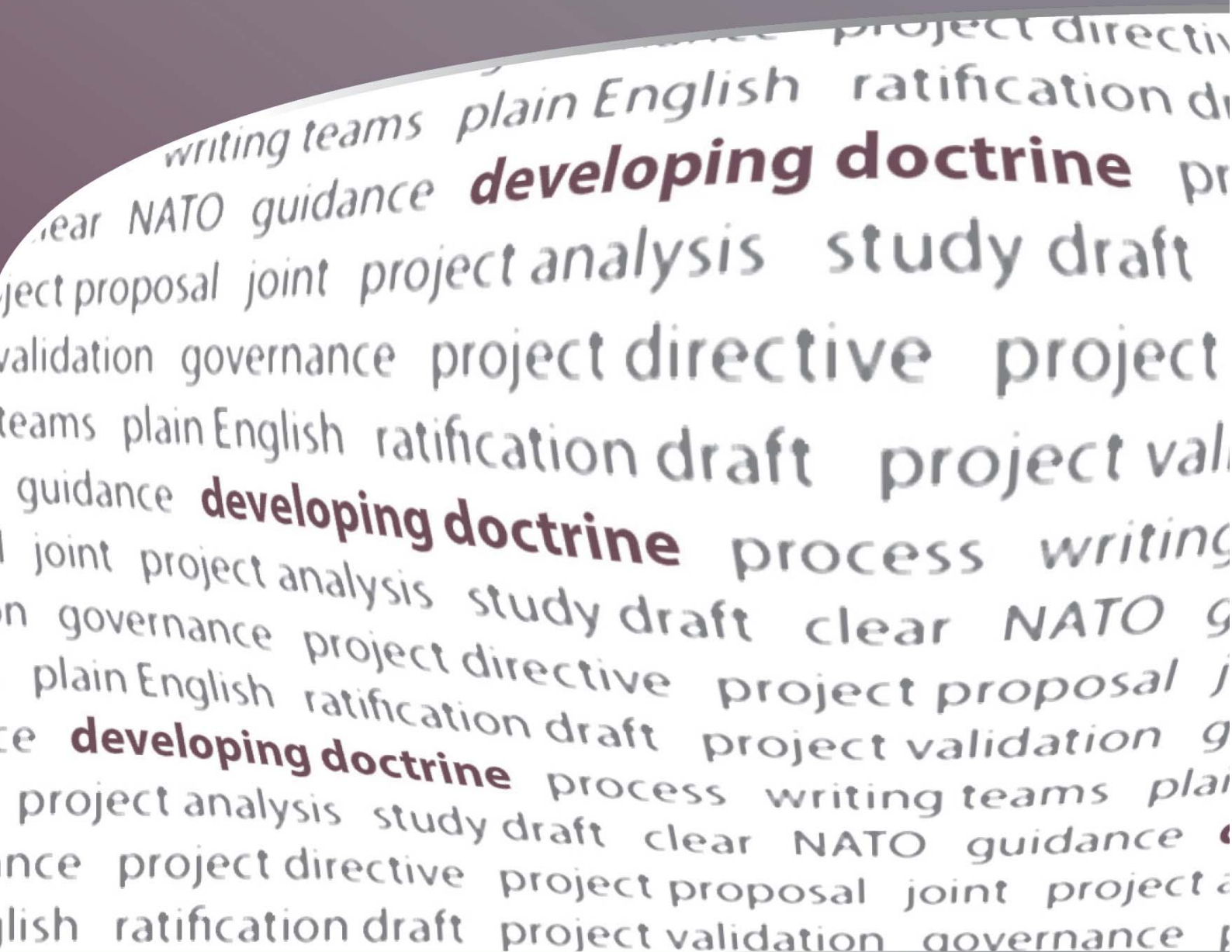




Ministry
of Defence

Developing Joint Doctrine Handbook

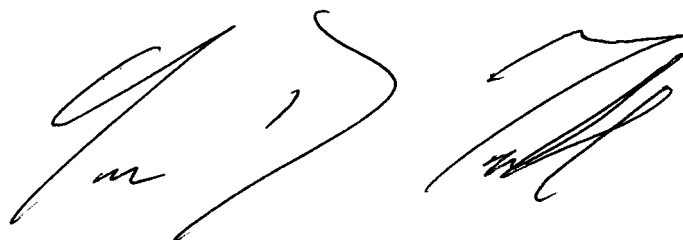
Fourth edition



Development, Concepts and Doctrine Centre

Developing Joint Doctrine Handbook (4th edition)

This handbook, dated November 2013,
is promulgated
as directed by the Joint Forces Commander and Chiefs of Staff



Head of Doctrine, Air and Space

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Forms and Publications Section
Logistic Commodities Supply Logistic Services (LCCLS) Operations Centre
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Preface

Purpose

1. You should use this handbook if you are involved in developing joint national and multinational doctrine. It explains how such doctrine is developed and guides authors on how to write it.

Context

2. The North Atlantic Treaty Organization (NATO) underpins the UK's defence and that of most of our allies. In July 2012, the Chief of the Defence Staff and the Permanent Under Secretary gave clear direction on how the UK should enhance its contribution to NATO.¹ This included, 'using NATO doctrine wherever we can, and ensuring coherence of UK doctrine with NATO wherever we cannot'. The Development, Concepts and Doctrine Centre (DCDC) have developed a plan to transition our doctrine to meet this direction. This handbook supports that plan.

Audience

3. This book should be read by:
- Joint Doctrine Steering Committee members;
 - project managers;
 - project officers;
 - custodians of NATO joint doctrine;
 - lead agents;
 - authors; and
 - those DCDC staff involved in producing doctrine publications.

It is particularly useful to project officers and authors.

¹ Chief of the Defence Staff/Permanent Under Secretary Directive, *Putting NATO at the Heart of UK Defence*, 13 July 2012.

Structure

4. In the first chapter, doctrine's purpose and nature as well as our approach to developing doctrine are outlined. Chapter 2 describes how NATO and the UK develop and manage their joint doctrine development processes. In Chapter 3, authors are advised on how to write doctrine effectively and use DCDC's templates. The final chapter describes how publications are prepared for printing and distributing.

Linkages

5. This handbook replaces Joint Doctrine Publication (JDP) 0-00, *The Joint Doctrine Development Handbook* (3rd edition). It stands alongside its NATO equivalent, Allied Administrative Publication (AAP)-47(A), *Allied Joint Doctrine Development*. As we transition towards adopting NATO doctrine more fully, we envisage that this handbook will evolve to become a national supplement to AAP-47.

Developing Joint Doctrine Handbook

Contents

	Page number
Preface	i
Chapter 1 The basics	
What is military doctrine?	1-1
What is doctrine's purpose?	1-2
What is the relationship between doctrine and tactics, techniques and procedures?	1-3
What is our approach?	1-4
How is our doctrine organised?	1-6
Incorporating lessons-learned	1-8
Chapter 2 How to develop doctrine	
How is NATO doctrine developed?	2-2
How is our national doctrine developed?	2-8
Terminology	2-22
Annex 2A – Governance	
Annex 2B – Project officers' checklist	
Annex 2C – Letter templates	
Chapter 3 Effective writing	
What is effective writing?	3-1
Plain English approach	3-2
Principles – planning your work	3-3
Principles – write in a style appropriate for the audience	3-4
Principles – write clearly	3-4
Principles – check your work	3-10
Using DCDC's templates	3-11
Annex 3A – Using DCDC's templates	

Chapter 4 Printing and distributing publications

Preparing publications for printing	4-1
Printing	4-2
Printing time and cost	4-4
Distributing	4-4
Binders	4-5
Annex 4A – Publishing checklist	

Lexicon

Chapter 1 – The basics

‘At the very heart of war lies doctrine. It represents the central beliefs for waging war in order to achieve victory. Doctrine is of the mind, a network of faith and knowledge reinforced by experience which lays the pattern for the utilisation of men, equipment and tactics. It is fundamental to sound judgement.’

General Curtis E Lemay

What is military doctrine?

101. Both the UK and NATO define doctrine as, ‘fundamental principles by which military forces guide their actions in support of objectives. It is authoritative but requires judgement in application’.¹ Essentially, military doctrine guides our armed forces on how to conduct themselves on operations. It is also a body of professional knowledge and a common basis for understanding the nature and conduct of armed conflict. To be fully effective, doctrine should:

- be intellectually rigorous;
- be written clearly;
- be based on the evidence gained through operational experience and lessons identified;
- be demonstrably relevant; and
- reflect the views of the UK and NATO Defence communities.

102. Doctrine is intended to last for a finite period with a formal review process which takes into account:

- developments in the security environment;
- the availability of resources;
- advances in technology; and
- experiences and lessons identified from operations.

¹ Allied Administrative Publication (AAP)-06, *NATO Glossary of Terms and Definitions*, 2013.

103. Doctrine should not be prescriptive. Commanders at all levels should be able to think freely and be encouraged to use their initiative and exploit opportunities where they see fit. Doctrine should be authoritative but still requires practitioners to use their judgement when applying it. Effectively, doctrine tells you **how** to think, not **what** to think. Von Clausewitz aptly summarised doctrinal theory.

‘[It] becomes a guide to anyone who wants to learn about war from books; it will light his way, ease his progress, train his judgement and help him to avoid pitfalls ... [it] is meant to educate the mind of the future commander, or, more accurately, to guide him in his self-education, not to accompany him to the battlefield.’²

104. Policy, doctrine, concepts and capabilities are related, but separate, functions.

- *Defence policy* states what is to be done and what is not to be done.
- *Doctrine and concepts* offers guidance on how to carry out that policy now (doctrine) and in the future (concepts).
- Capability provides the means of doing it.

What is doctrine’s purpose?

105. Military doctrine informs, educates and guides military personnel and provides:

- a framework for a common, and commonly understood, approach to operations;
- guide books to lead us through what is constant in the nature of warfare and what is changing in the character of warfare;
- a means of educating our military officers at key stages of their careers; and

² Clausewitz Carl von, *On War*, edited and translated, Michael Howard and Peter Paret, (Princeton, NJ: Princeton University Press, 1976), page 141.

- a bedrock for conducting military training.

106. Beyond Defence, doctrine has other purposes. It provides:

- current military and civilian partners with an understanding of the UK's (and NATO's) military ethos and approach;
- a wide civilian audience (including other government departments employees, academics, industrialists, journalists and members of the general public) with a legitimate insight into how we approach warfare; and
- a clear message to potential adversaries that our Armed Forces are well prepared – thereby contributing to the UK's deterrence capability in the broadest sense.

What is the relationship between doctrine/tactics, techniques and procedures?

107. Although doctrine aims to tell you, 'how to think, not what to do' this does not fully satisfy the joint force requirement. Clearly, there will be situations where joint operators need to be told what to do to ensure safe, effective and coherent actions. Indeed, legal issues arising from our activities in Iraq and Afghanistan brought our professional military guidance under closer scrutiny. It identified a need to be much clearer in what our Armed Forces must/must not do and to give explicit direction in certain circumstances. Such direction is provided by Joint Tactics, Techniques And Procedures (JTTPs). These are prescriptive (often detailed) instructions that encapsulate best practice (in terms of operational effectiveness and/or safety) established on operations, or during training. JTTPs are defined as: **joint force instructions for the conduct of military tasks**. JTTPs are subordinate to joint doctrine, but superior to single-Service tactics, techniques and procedures as well as standard operating procedures and instructions.

108. Joint doctrine is articulated in Allied Joint Publications (AJPs) (NATO joint doctrine) or Joint Doctrine Publications (JDPs) (our national joint doctrine). These publications give enduring principles to guide the conceptual approach, while JTTPs provide instructions on procedures that must be followed. Joint doctrine (AJPs/JDPs) spans from the strategic to

tactical levels, whereas most JTTPs are tactical. The prescriptive (often detailed and capability-related) nature of JTTPs implies a higher degree of time-sensitivity than doctrine.

109. JTTPs are managed and promulgated by Director Joint Warfare within Joint Forces Command in coordination with Development, Concepts and Doctrine Centre (DCDC) and single-Service commands. The 2012 direction to 'put NATO at the heart of UK Defence' will see an increasing emphasis on allied tactics, techniques and procedures (Allied Tactical Publications (ATPs) and Allied Tactics, Techniques and Procedures (ATTPs)).

110. **Summary.** AJP and JDP tell you **how** to think by providing conceptual considerations (principles) to be kept in mind in given situations. ATTPs and JTTPs (as well as SOPs) tell you **what to do** (in detail) by setting the coherent tactics, techniques and procedures which have been proven to be most effective/safe. These must be carried out.

What is our approach?

Endorsed doctrine

111. As the contemporary operating environment increases our likelihood to operate as part of a NATO-based coalition, doctrine should reflect common practices as far as possible. Therefore, it is policy to adopt NATO doctrine as our national doctrine except where there is a specific national doctrinal need.

112. DCDC is responsible for producing strategic and operational-level doctrine. They produce our national capstone joint doctrine publication (JDP 0-01, *British Defence Doctrine*) as well as our keystone publications. For other doctrine, they will either:

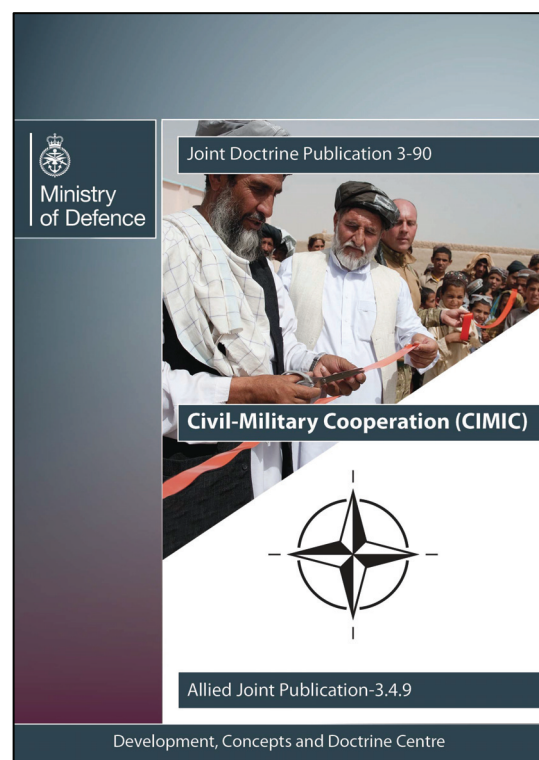
- adopt a NATO publication as a direct replacement for the JDP equivalent;
- add green elements³ to NATO publications to highlight national differences in approach; or

³ Green elements can be extra text, diagrams, images and/or vignettes. This is covered in greater detail in Chapter 2.

- produce national doctrine only when we are unable to use a NATO publication, or if there is no NATO equivalent.

DCDC will also try to ensure that coherence, quality and effective presentation is produced in both NATO and national doctrine publications.

113. Where NATO publications are adopted as our national doctrine, they will have a split front cover with both DCDC and NATO livery and publication numbers. Some publications will have only the NATO-approved text. Others will include UK text, diagrams, vignettes or images, all with a green background or border to distinguish them as UK supplements. No NATO text will be altered or removed.



Unendorsed doctrine

114. Both NATO and the UK will review their national publications to make sure they are current and remain in-line with any changes in policy, legislation or lessons arising out of operations. But, if a doctrinal gap or a need to urgently update current doctrine is identified, then DCDC can produce a Joint Doctrine Note (JDN). To make sure these publications are produced quickly, they do not undergo the same rigorous staffing processes – in particular, the formal external approval procedures.⁴ They do not, therefore, represent an agreed or fully-staffed position. JDNs can be raised by anyone and are proposed through the Joint Doctrine Steering Committee.⁵

115. JDNs can be used to:

- capture and disseminate best practice;

⁴ These external approval procedures are covered in more detail in Chapter 2.

⁵ The Joint Doctrine Steering Committee is the body that directs how doctrine should be developed and tasks authors. See Annex 2A for more detail.

- put down ‘markers in the sand’ and promote debate on emerging ideas;
- plug a gap when we need to develop an aspect of joint doctrine to meet an operational need; or
- enable us to develop another piece of doctrine. For example, when we are doing a comprehensive review of a ‘parent’ publication but we are not able to publish it for some considerable time.

JDNs are withdrawn when their content has been put into permanent publications or the doctrinal requirement no longer exists.

How is our doctrine organised?

Doctrinal characteristics

116. How we intend to use our doctrine, and who will use it, defines what it is. We can arrange these potential needs into a convenient hierarchy. The high-level (strategic) approach to military operations cascades down to detailed (tactical) procedures required by units and individuals, with (operational-level) principles and practices linking the two. In reality, there can be overlap. Figure 1.1 shows these military doctrinal characteristics.

Level of doctrine	Scope	Method of adoption	Output	Effect
High-level (strategic)	Describe what you think about (philosophy) and how to think (principles)	Educate and assimilate	Common framework of understanding	External influence
Theatre-level (operational)			A way (not <i>the way</i>) of approaching a problem	Guidance A basic for initiative
Low-level (tactical)	Prescribe what to do (practice) and how to do it (procedures)	Train and practise	Propagate best practice	Effective conformity
		Standard language and process	Common plane of thought	Synergy

Figure 1.1 – Military doctrinal characteristics

Structure

117. Separate organisations are responsible for developing the different levels.

Level	Responsibility	Examples
Strategic/operational (joint)	NATO Standardization Agency (NSA) ⁶ DCDC	AJPs JDPs/JDNs
Tactical (joint)	NATO Standardization Agency (NSA) Joint Forces Command Joint Warfare	ATPs and ATTPs JTTPs
Tactical (environmental)	Single-Service lead	Naval Publications, Army Field Manuals and Air Publications

Within the levels, doctrine can be further subdivided into functional, thematic and environmental.

- a. **Functional doctrine** covers the generic J1-J9 functions.⁷
- b. **Thematic doctrine** places functional doctrine within a specific context. These are not, however, intended to represent a template for any one operation or theatre. NATO takes a similar approach. It has developed a series of publications that deal with Non-Article V Crisis Response Operations, such as peace support, non-combatant evacuation operations and counter-insurgency.
- c. **Environmental doctrine** draws on functional and thematic doctrine. It is 'tailored' to the specific maritime, land, air and space, information (including cyberspace) and Special Forces environments.

⁶Specifically, the Military Committee Joint Standardization Board.

⁷ J1-J9 are recognised military branches. J1 – personnel; J2 – intelligence; J3 – operations; J4 – logistics; J5 – plans; J6 – communications and information technology; J7 – training; J8 – resource management; J9 – civil military cooperation.

Incorporating lessons-learned

118. Authors must include lessons-identified when developing doctrine. We can only truly call a lesson ‘learned’ once it has been incorporated into doctrine and delivered through education and training. Lessons can be derived from a number of sources – though not all may be relevant to doctrine. The Defence-wide Lessons Board (chaired by Director Joint Warfare with representatives from across Defence) is responsible for the overall lessons process. As well as DCDC’s Director Concepts and Doctrine being a member of this board, DCDC provide two vital supporting services to the Defence-wide lessons process. Through their Lessons Cell, DCDC:

- facilitates and coordinates the capture, analysis and synthesis of pan-Defence themes emerging from the lessons-evidence database; and
- maintains the Defence Lessons Library, which includes single-Service, joint and Allied doctrinal lessons as well as those from potential coalition partners, other government departments and non-government organisations.

119. The Defence Lessons Library is a searchable database.⁸ It has thousands of lessons-related documents, accessed through the Defence Lessons Identified Management System on DII’s secret domain. Two primary sources of UK lessons are: capability audits and operational reports issued by the Directorate of Operational Capability; and post-operational reports and post-operational interviews.

120. NATO has also established its own Joint Analysis and Lessons Learned Centre. This holds their members, and other Partnership for Peace nations’, lessons-identified on a database on the NATO Secret Wide-Area Network. DCDC Lessons Cell continually reviews classified and open-source material for lessons-related issues.

121. The doctrine development process needs to be sufficiently flexible and dynamic to add lessons quickly into doctrine. It must also take into account NATO’s lessons-learned.

⁸ DCDC’s Lessons Cell manage this database for the MOD.

Chapter 2 – How to develop doctrine

201. From Chapter 1, we can summarise the main families of joint doctrine publications used in Defence as shown in Figure 2.1.

Family	Endorsed	Function	National doctrine?
Allied Joint Publications (AJPs)	Yes	NATO strategic/operational-level doctrine	Yes, where no JDP exists
Allied Tactical Publications (ATPs) Allied Tactics, Techniques and Procedures (ATTPs)	Yes	NATO tactical doctrine	Yes, where no JTTP exists
Joint Doctrine Publications (JDPs)	Yes	UK strategic/operational-level doctrine	Yes
Joint Doctrine Notes (JDNs)	No ¹	They contain national doctrine that meets an urgent need, or they promote debate on an emerging idea	Yes
Joint Tactics, Techniques and Procedures (JTTPs)	Yes	Joint force instructions produced by Joint Warfare in Joint Forces Command	Yes

Figure 2.1 – The main families of joint doctrine

202. We can also use other types of national publications when planning and conducting operations – for example, Joint Service Publications (JSPs) (although JSPs are policy documents which demand compliance). If any such publications are relevant to doctrine, authors should highlight them in the linkages section in their preface.

¹ Although these publications have not gone through the full endorsement process, they still go through an approval process before being signed off by DCDC's Head of Doctrine, Air and Space.

How is NATO doctrine developed?

You should refer to Allied Administrative Publication (AAP)-47 *Allied Joint Doctrine Development*. This contains the information you need to write NATO doctrine.

203. Chapter 1 also highlighted that we should, ‘use NATO doctrine wherever we can, and ensure coherence of UK doctrine with NATO wherever we cannot.’² AAP-47, *Allied Joint Doctrine Development* describes in detail how NATO develops its doctrine. Anyone who is involved in this process should use it throughout their project. This section is only intended to give you an overview.

204. The NATO Standardization Programme is a key element of trying to get nations to operate ‘seamlessly’ with one another. This programme develops and maintains standards (including doctrine) among NATO nations across the operations, logistics, technical and medical areas.

NATO Standardization Agency

205. The NATO Standardization Agency is located at the NATO Headquarters in Brussels. It is organised into four main branches – Joint, Air, Land and Maritime. Each branch supports a standardisation board which acts as a delegated tasking authority for operational standardisation as directed primarily by the Military Committee. The NATO Standardization Agency maintains a password-protected website at <https://nsa.nato.int/>. The website provides:

- access to the NATO standardisation database where standardisation agreements (STANAGS) and NATO publications are held; and
- timelines for revising, ratifying and distributing standardisation publications, including NATO’s doctrine publications.

² Chief of the Defence Staff/Permanent Under Secretary Directive, *Putting NATO at the Heart of UK Defence*, 13 July 2012.

All project officers who belong to NATO doctrine working groups and panels' should register as forum users. This will give them automated message alerts on new items of interest.

206. These standardisation boards operate through a number of writing teams and expert panels. The primary group responsible for doctrine is the Allied Joint Operations Doctrine (AJOD) Working Group.³ This group reports directly to the Military Committee Joint Standardization Board and is responsible for developing, managing and harmonising all NATO joint doctrine. It also manages NATO's doctrine architecture.

How we nationally engage in developing NATO doctrine

207. We seek to influence how NATO develops its operational doctrine through actively participating in the various Military Committee Standardization Boards, working groups and panels. The Development, Concepts and Doctrine Centre (DCDC) provides the UK's:

- representative to the Joint Standardization Board;
- head of delegation to the Allied Joint Operations Doctrine Working Group; and
- custodians for some of NATO publications.

DCDC also provides a venue for NATO working groups. To influence NATO and develop joint doctrine that we can use nationally, DCDC's doctrine staff liaise with the following organisations:

- UK Military Representative staff in NATO's Headquarters;
- NATO and European policy desk staff within the MOD;
- Allied Command Transformation staff;
- NATO International Military Staff; and
- other national doctrine development centres (for example, those of France and the US).

³ DCDC's Assistant Head (AH) Doctrine is the UK's representative at the Allied Joint Operations Doctrine Working Group (AJOD).

Coordinating working group activity – head of delegation role

208. UK heads of delegation:

- coordinate the UK joint and specialist-staff contribution;
- represent the UK in working group plenary⁴ sessions;
- act as the focal point for developing joint doctrine within their environmental area;
- are supported by a Domain⁵ Standardization Coordinator who pulls together the UK's staffing activity and acts as a point of contact;
- are responsible for proactively monitoring convening orders, agendas and reports; and
- circulate draft documents.

209. All heads of delegation should make sure they join the mailing list of their respective working groups and panels so they can have regular contact with them. This also offers opportunities to influence how NATO doctrine is developed. DCDC's NATO Doctrine Officer will also provide an extra level of scrutiny and remind subject matter experts of their responsibilities. You should include him/her as a copy addressee in all correspondence.

210. As we are adopting NATO doctrine where we can, some NATO publications may require the Joint Doctrine Steering Committee (JDSC)⁶ to review them. Within DCDC, the Assistant Head (AH) Doctrine, together with Head of Doctrine, Air and Space, will decide who will endorse the publications. If you have a draft for JDSC comment, you should send it to DCDC's Doctrine Coordinator for appropriate action.

⁴ Plenary sessions are those meetings that must be attended by all members.

⁵ NATO uses the term 'domain', whereas we use 'environments'.

⁶ See paragraph 224 and Annex 2A for more detail on the JDSC.

A NATO custodian's role

211. In NATO, a custodian is the nation or body that is responsible for developing and updating a NATO publication on behalf of the tasking authority. For the UK, the JDSC is responsible for appointing such individuals. Normally this will be through DCDC but sometimes they may appoint a single-Service specialist.

NATO doctrine development process

212. As mentioned earlier, *AAP-47 Allied Joint Doctrine Development* guides project officers, custodians and working groups through NATO's doctrine development process. It is NATO's equivalent of this handbook but has primacy if you are writing NATO doctrine.

213. **Circulating drafts.** The respective working groups normally develop early study drafts. When these drafts are circulated for comment by all member nations, a standardised comment matrix is also sent with the drafts. Member nations use this matrix to capture and harmonise a nation's comments. The comments are categorised as follows:

- **critical** – identifies a significant inaccuracy or inconsistency;
- **substantive** – offers a significant improvement (increasing accuracy and/or consistency); or
- **editorial** – improves layout or content.

214. **Turning a study draft into a ratification draft.** The assigned DCDC desk officer is responsible for collating national comments before submitting them to the NATO custodian. Once the custodian has reviewed the comments, an adjudicated matrix will be posted on the relevant NATO Standardization Agency website working group forum. A formal adjudication meeting is then held to agree changes. If the doctrine is important to us nationally, a representative should be sent to this meeting. Changes are made to study drafts and nations are then given time to do a further review. This iterative process continues until the working group agrees a final study draft. Final study drafts are sent to the Allied Joint Operations Doctrine Working Group for harmonisation with extant and emerging NATO joint

doctrine. Once the Allied Joint Operations Doctrine Working Group comments have been included, it becomes a ratification draft.

215. **Ratifying drafts.** For the Joint Standardization Board to recommend to the Director of NATO Standardization Agency to publish a level-1 publication,⁷ it must be ratified without reservation by all nations. All other AJP's need the majority of nations to ratify them. Any national reservations are recorded at the front of the publication, prior to publishing. Nations are also able to submit a comment as part of a national ratification response. However, such comments should not limit or restrict a nation from ratifying it. Comments can include:

- observations or suggested improvements to the publication's content; or
- explanations as to why a nation has chosen not to ratify.

All three Services should consider the ratification draft. Responses should be sent to DCDC's NATO Doctrine Officer.

216. **The Military Committee Joint Steering Board decision.** The Military Committee Joint Steering Board will decide whether or not to promulgate. The board requires consensus to recommend promulgating a publication.

217. **Producing and distributing NATO publications.** Nations are responsible for producing and distributing desired numbers of copies within their own countries. DCDC publishes all unclassified NATO joint doctrine and national doctrine on its websites. The single Services are responsible for publishing and distributing single-Service doctrine.

Incorporating our national doctrine into NATO publications

218. In the case of NATO publications for which the UK is the custodian, the first study draft should be offered to DCDC's Publishing Team for scrutiny in terms of formatting and plain English prior to formal circulation. Similarly, DCDC desk officers tasked to staff the first study draft of other NATO

⁷ See the NATO Standardization Agency (NSA) website: <https://nsa.nato.int/> for more detail on NATO's publication levels.

publications can seek formatting and effective writing advice from the Publishing Team.

219. **Adding national elements.** Although NATO doctrine will be adopted where possible, there will be areas within AJPs that do not adequately address the UK national requirement. In such cases, DCDC⁸ will coordinate producing the national caveats, diagrams and images to add to the NATO publication that highlight these variations. While this is normally done once NATO publication has completed its staffing process and has been ratified by the NATO Standardization Agency, it may be beneficial to involve any likely agents early in the process so they can draft such additions from a well-informed position. Any extra content will have a green background or border to distinguish them as supplements. They may explain a particular UK approach to operations, aid understanding or increase appeal and interest. **Under no circumstance should authors remove or alter any NATO text** (black lettering against a white background).

220. **Adding national caveats.** If we are not adopting an AJP and it differs significantly from our national joint doctrine, DCDC's NATO Doctrine Officer should attach our national caveats to the UK letter of promulgation. This will state our significant differences and identify where the latest national guidance can be found.

Other multinational doctrine

221. Although NATO is the main provider of multinational doctrine, the UK also takes part in a number of other non-NATO forums.

a. **QCJWC.** The Quinquartite Combined Joint Warfare Conference (QCJWC) comprises the lead agents for joint doctrine from the UK, United States, Canada, Australia and New Zealand. AH Doctrine and nominated DCDC staff coordinate the UK's contribution to the QCJWC.

b. **ABCA.** The American, British, Canadian, Australian and New Zealand (ABCA) Armies organisation mirrors the NATO Standardization Agency to some degree, producing its own standards

⁸ Either DCDC's NATO Doctrine Officer or its Doctrine Coordinator.

and doctrine publications for land operations. AH Land and his staff coordinate the UK contribution to ABCA.

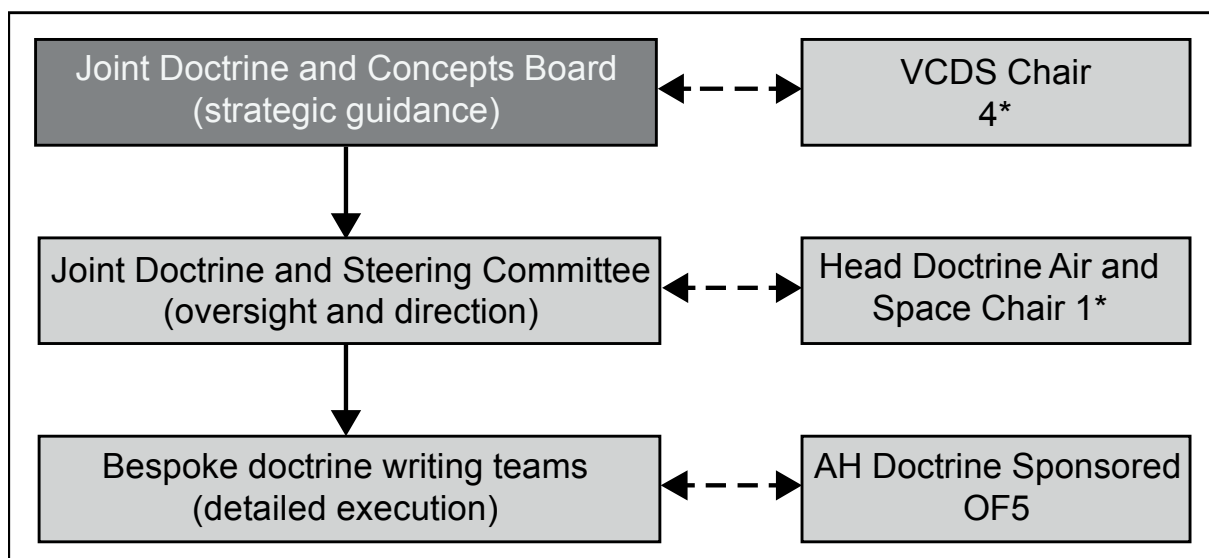
c. **ASIC.** The same nations' air forces participate to a similar extent in the Air and Space Interoperability Council (ASIC) which produces its own air standards while trying to avoid duplicating NATO publications. DCDC's NATO Doctrine Officer coordinates the UK's contribution to ASIC.

d. **AUSCANZUKUS.** The same nations' navies also participate to a similar extent in the AUSCANZUKUS organisation. They are involved in developing joint communications standards. DCDC's NATO Doctrine Officer coordinates the UK's contribution to AUSCANUKUS.

How is our national doctrine developed?

Managing and directing national doctrine development

222. Managing and directing national doctrine development is done at three levels as summarised in Figure 2.2.



Legend: VCDS Vice Chief of the Defence Staff AH Assistant Head

Figure 2.2 – Managing and directing national doctrine development

223. **Joint Doctrine and Concepts Board.** The Joint Doctrine and Concepts Board (JDCB) is an advisory body chaired by the Vice Chief of the

Defence Staff. It gives guidance on doctrinal and conceptual development and meets when necessary, but normally this is at least once a year. Annex 2A gives the board's composition and its terms of reference.

224. **The Joint Doctrine Steering Committee.** The JDSC is chaired by Director Concepts and Doctrine but this function is normally delegated to DCDC's Head of Doctrine, Air and Space. The JDSC reports to the Vice Chief of the Defence Staff through the Joint Doctrine and Concepts Board. It deals with high-level doctrinal matters and provides tasking, direction and guidance to doctrine writers. This board meets every six months. Annex 2A also shows this board's composition and its terms of reference.

225. **Writing teams.** Below the JDSC, bespoke writing teams are formed for specific doctrinal tasks. These teams meet frequently and work closely with our NATO allies.

Functions and responsibilities

226. **Director Concepts and Doctrine.** DCDC's Director Concepts and Doctrine:

- sponsors all joint doctrine at the operational level and above;
- authorises publishing and distributing joint doctrine; and
- maintains oversight of the process by being the Chairman of the JDSC.⁹

227. **AH Doctrine.** AH Doctrine, through Head of Doctrine, Air and Space, is the final judge on all doctrine layout, structure and content matters. He is also the UK's Head of Delegation to NATO's Allied Joint Operations Doctrine Working Group (supported by DCDC's NATO Doctrine Officer).

228. **Project manager.** The designated project manager for developing a DCDC-sponsored publication will normally be the AH Doctrine. However, the AHs of the Maritime, Land, or Air and Space teams could take on this role

⁹ As mentioned earlier, this role is routinely delegated to DCDC's Head of Doctrine, Air and Space.

depending on the nature of the doctrine. Project managers are responsible for producing the project directive¹⁰ and managing the project overall.

229. **Project officer.** DCDC appoints a project officer for each publication who reports to the project manager. Project officers are responsible for managing the project throughout its life and producing it on time. They are also often the publication's author, but lead agents and contractors can also be used.

a. **Lead agents.** If DCDC doesn't have the relevant subject matter expertise, they may use a lead agent from an external organisation to produce an initial working draft. Project officers will use these working drafts to help them develop a study draft. Even when lead agents are used, project officers still 'own' the project. Appointing a lead agent should be the exception.

b. **Contractor.** A contractor may also be used, particularly if the subject area is in a specialist field.¹¹ They may be used throughout the process to produce working, study and ratification drafts. However, DCDC's project officer is still responsible for overseeing the project.

230. **External project officers.** External project officers may be nominated if we are intending to adopt a NATO publication as our national doctrine. They will oversee the publication's progress and draft national caveats if needed.

231. **Single-Service doctrine staff.** Each Service maintains a doctrine point of contact (ideally a SO1) within its warfare centre. Their function is to coordinate doctrine development within their Service. All single-Service doctrinal issues (including comments on draft publications) should be staffed through these representatives. It is assumed that they will:

- speak with the authority of their Service;
- remain closely linked to DCDC's environment teams; and

¹⁰ See paragraph 239.

¹¹ JDN 2/13, *Information Superiority* is a good example of using a contracted author.

- be the primary points of contact for the warfare centres.

232. **Custodian.** As described earlier, a custodian is the allied nation or body that develops and updates NATO publications. They do this on behalf of the tasking authority.

233. **Joint and single-Service tactical doctrine.** The joint warfare staff within the Joint Forces Command are responsible for reviewing and developing joint tactical-level doctrine. You should contact them for guidance on how to develop joint tactics, techniques and procedures publications.

234. **National joint doctrine architecture.** Our national joint architecture provides a logical framework for showing the relationships between national and allied joint doctrine. At the time of writing this handbook, it was being re-structured. You can get the latest version by contacting DCDC's Doctrine Coordinator.

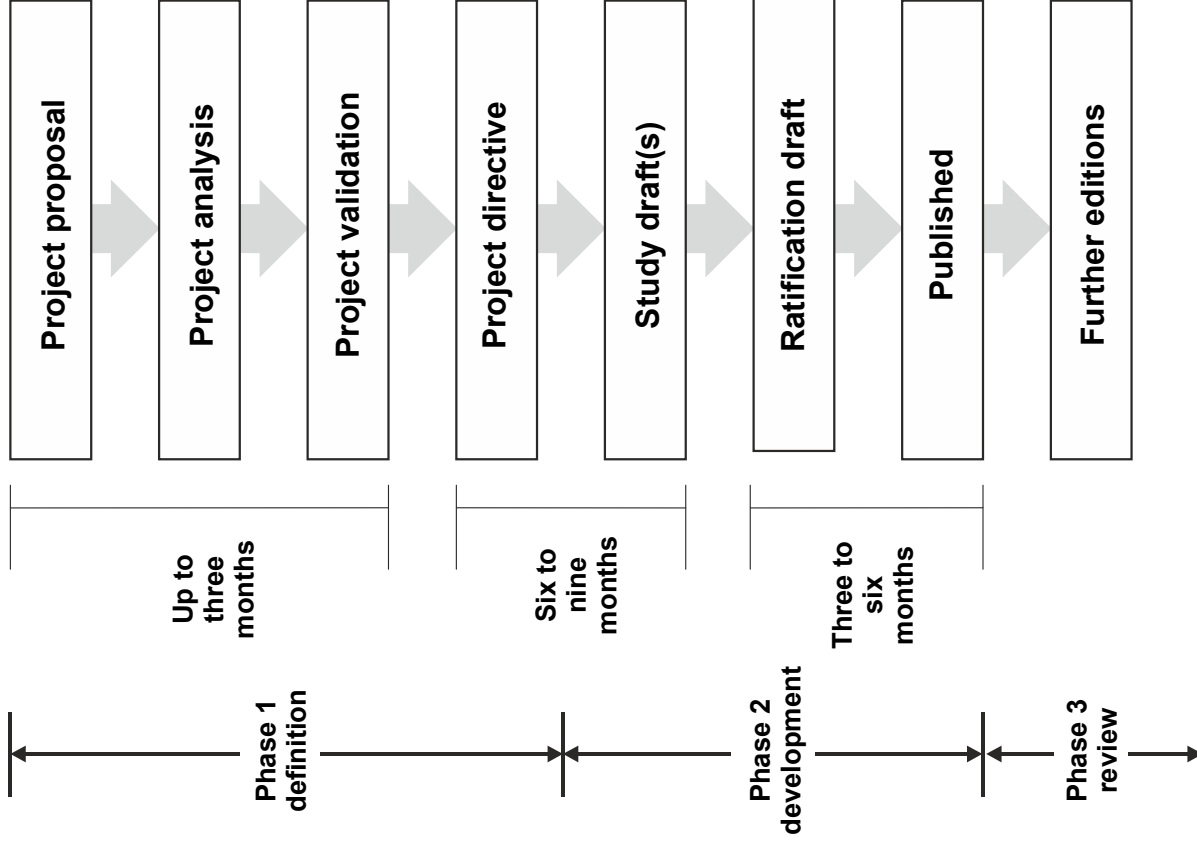
The joint doctrine development process

235. The joint doctrine development process has three phases:

Phase		Product
1	Project definition	Project directive
2	Project development	Joint Doctrine Publication/Note
3	Project review	Updating existing publication or adopting a NATO publication

Figure 2.3 (next page) summarises these phases. Most of the work is done out of committee, but the JDSC may need to agree major development stages of some key, or new, publications. The remainder of this chapter describes this process. It is a step-by-step guide for project officers in particular. If you are a project officer, you may also find Annex 3B (project officers' checklist) useful.

How to develop doctrine



Phase 1 - Definition

Proposal: A project proposal can come from anywhere (externally or internally).

Analysis: Project analysis determines whether it is doctrine/joint/required/ separate publication or subsumed into an existing one (NATO or UK).

Validation: AH Doctrine presents the project analysis and recommends whether to proceed (or not) to the JDSC. This can be done out of committee. Further analysis may be called for.

Directive: Once approved by the JDSC, AH Doctrine issues a project directive summarising previous work and saying how the rest of the project will be developed. Any significant departures from this must be raised to the JDSC.

Phase 1 is the foundation for all subsequent work. The project directive must clearly set out the aim and purpose of the publication, intended audience and is the touchstone throughout the development phase.

Phase 2 - Development

Working drafts: We can sub-contract out to an agency or a writing team group to produce working drafts. DCDC must be closely involved at this early stage.

Study Drafts: DCDC distributes all study drafts and collates comments, even if the initial work has been completed by an outside agency. Final editing and shaping will be done by doctrine editors and the project officer. Repeat study drafts will be issued until sufficient consensus is achieved. But the aim is for a single circulation only.

The key to a short development phase is a mature first draft. Use meetings to discuss comments or reservations. This approach will reduce the pressure on external agencies, improve the quality of feedback and reduce the overall development time.

Phase 3 - Review

Internal review by custodian at the 18-month point leading to formal review as required.

Legend: JDSC Joint Doctrine Steering Committee AH Assistant Head

Figure 2.3 – Producing joint and single-Service doctrine

Phase 1 – Project definition

236. **Project proposal.** When a need for doctrine is identified in a new area or we need to revise existing doctrine, the process is started by organisations submitting a project proposal. Any organisation can propose a project but it is worth contacting DCDC's Doctrine Coordinator first. When you send your project proposal, try to explain your idea, and the rationale behind it, as early as possible. This allows the JDSC to develop it further if necessary. Such project proposals should include a framework for your publication consisting of its chapter and section headings. This can always be discussed and amended later. Annex 2C gives a template for a project proposal letter.

237. **Project analysis.** Once DCDC gets your project proposal, AH Doctrine leads an internal project analysis to decide if the subject has already been covered by existing NATO or national doctrine, or if it can be met by simply amending an existing publication. If a significant doctrinal gap does exist, DCDC may decide that a separate publication or major rewrite of a current one is needed. If a proposal is not supported, either because it is not needed, or is inappropriate (for example, a fit-for-purpose Joint Service Publication (JSP) already exists) DCDC will give all originators the reasons behind its decision.

238. **Project validation.** DCDC's Doctrine Coordinator asks the JDSC to formally validate the project in the project validation letter. Projects are agreed at this stage providing that the JDSC doesn't need any further analysis and it believes the doctrine is needed. The project validation letter (Annex 2C gives a template) should include the findings from DCDC's project analysis and a copy of the project proposal. The project validation process should take no more than three months.

239. **Project directive.** Once a project has been formally approved and added to the DCDC work plan, the project manager drafts a project directive. This directive summarises the work that has already taken place during Phase 1 and says how the project will be completed. Annex 2C gives a template for the project directive. As a minimum, it should:

- give the purpose of the publication;

- identify its intended audience;
- nominate the project officer (or if necessary, a lead agent);
- state if it will be a:
 - hybrid NATO publication/JDP;
 - NATO publication with our national doctrine added as green elements; or
 - national publication (JDP/JDN);
- state its scope, title and designation;
- propose a timetable for completing the project; and
- include details of those subject matter experts who will form the writing team.

240. Finally, if the project directive is for a JDN, it must also include where its content will be subsumed into future JDP development work. It must also tell how the project officer intends to get feedback on the JDN. DCDC can then use this feedback to develop the subsequent JDP.

Phase 2 – Development: preparation

241. **Scoping the project.** Early in this stage the project officer should:

- discuss and agree the publication's structure with the project manager;
- find out if NATO is doing any related work;
- select appropriate subject matter experts to form a writing team;
- call an early meeting of the writing team to discuss the skeleton publication in greater detail, seek further ideas or confirm writing tasks;
- compile a mailing list for circulating any informal working drafts;
- seek advice from the DCDC's editors on how to write effectively (using plain English) and use their templates;

- organise an initial and informal ‘brainstorming’ session with AH Doctrine, the project manager (if not AH Doctrine), other DCDC desk officers from all output areas¹² and writing team members;
- plan further sessions;
- draft the preface in full (see paragraph 243);
- continuously interact with other DCDC desk officers; and
- involve DCDC’s legal team throughout this phase.

242. Producing a working draft. Either project officers or a lead agent can produce working drafts. If you are responsible for writing such drafts, follow the guidance below.

- Use DCDC’s template to format your publication correctly.
- Write the doctrine at the unclassified level so that it can be easily accessed by all who need to read it.
- Keep your language simple and structure your work logically. (Chapter 3 tells you more on how to do this). If you follow the guidance, you will save time and produce a draft that is easy to read. Producing a mature draft will also keep the development phase short.
- Use your writing team meetings to the full to discuss issues or reservations, and to put together a good draft.
- Ask DCDC’s legal team to comment on your draft.
- Allow sufficient time for a DCDC AH-level pre-study draft circulation. This is a critical step – it makes sure that the draft reflects current thinking across all DCDC output areas before external staffing.

It is important that DCDC takes a strong lead throughout this process.

243. Drafting a preface. The preface is an important part of a publication as it sets the scene. Therefore, authors need to draft their preface at an early stage as it will guide how they will later develop their publication. A preface could be structured like this:

¹² Key attendees should include: legal team desk officer, DCDC’s Lessons Cell and relevant joint concept authors.

- **purpose** – this tells your readers why you are writing the publication;
- **context** – makes your idea relevant;
- **intended audience** – decide who the publication is for, and write it in a style and language to suit that audience;
- **structure** – give a brief outline of how you have structured the publication; and
- **linkages** – explain where, and in what detail, the subject is covered in other national and NATO publications.

Phase 2's preparation stage is complete when authors have finished drafting their preface, written a mature working draft and circulated them to their writing team members and internally among DCDC's staff.

Phase 2 – Development: producing a study draft

244. Project officers are now in a position to refine their working draft into a formal study draft (through further writing team meetings if necessary). Don't underestimate the time it will take to complete a mature study draft – although the time from issuing the project directive to circulating the study draft should be no more than nine months. You are responsible for proofreading your draft but DCDC's editors may be able to help you. It is also worth speaking with DCDC's Graphics Manager towards the end of this stage so you can give him an indication of what graphics support you may need.

245. **Approving a study draft.** The project manager and AH Doctrine will determine whether the study draft is ready for Head of Doctrine, Air and Space to review. Depending on the subject matter of the publication, he/she will decide whether the study draft needs to be approved by DCDC's Director Concept and Doctrine before it is circulated to the JDSC for comment.

246. **Circulating a study draft.** DCDC's Doctrine Coordinator will distribute the study draft to the JDSC for formal comment. The covering letter will:

- specify when JDSC members should return their comments;

- briefly summarise the publication's scope, purpose and linkages with other doctrine; and
- highlight areas of significant change or possible controversy.

Annex 2C gives a template for a covering letter and a blank comments matrix.

247. **Commenting on study drafts.** JDSC members are responsible for:

- circulating drafts to appropriate establishments and departments within their Service/organisation;
- making sure comments are relevant; and
- resolving any internal differences before sending their comments back to DCDC.

DCDC assumes that the JDSC members' comments reflect the corporate view of their Service or organisation. Members should be clear that this is the time to comment in detail on the doctrinal content of the publication. The ratification draft circulation is a final editorial check only.

248. **Categories.** JDSC members are asked to categorise their comments as **critical, substantive and editorial**. See paragraph 213 for further detail.

249. **Time for circulating study drafts.** Eight weeks is the normal circulation time depending on the time of year. You may need to allow extra time for traditional leave periods, such as Christmas or Easter. The timeframe can be shortened in exceptional circumstances. When project officers are trying to decide the time to give members to comment on their drafts, they should consider:

- giving JDSC members enough time to circulate the draft to appropriate units and establishments within their Service or organisation and then collating their comments;
- giving enough time for staff officers to prepare briefs for senior officers – it is essential that you get them involved early to avoid delays later in the process;

- keeping the timeframe 'manageable' so that you minimise the turnover of individuals within associated appointments;
- the knock-on effects of shortening the response time – organisations may only be able to give it a cursory look, causing you more work, or delays, later; and
- that everyone has busy jobs and they may not be able to review your draft immediately.

250. **Collating comments.** The JDSC will send their collated comments to the project officer using the comments matrix (Annex 2C, page 2C-18). Project officers should circulate the matrix to their writing team members and/or other interested parties. This gives them the opportunity to clarify their corporate positions prior to an adjudication meeting.

251. **Responding to comments.** Once project officers have all the comments, they should discuss any major issues with the project manager and AH Doctrine. They should also hold an adjudication meeting to review the comments. If there is disagreement, every effort should be made to reach consensus, especially if the issue is of real significance, but without resorting to a 'lowest common denominator' approach. DCDC uses NATO's criterion for responding to a particular proposal or comment:

- **accepted (A)** – adopt the comment as proposed;
- **accepted with amendment (AA)** – adopt the comment after agreeing an amendment;
- **withdrawn (W)** – the contributing Service/establishment has withdrawn the comment; or
- **not accepted (NA)** – either the writing team or DCDC has not accepted the comment.

Project officers should record the outcome of this meeting in the adjudication column in the comments matrix. They then send this matrix to the JDSC so organisations can see what changes were/were not accepted.

252. **Approving study drafts.** Depending on the extent of comment, the project manager and AH Doctrine will now decide whether to progress to

producing a ratification draft or circulate a revised, second study draft. The aim should be to only circulate the study draft once. However, if there are some controversial areas in the publication, project officers may need to produce another study draft to send to the JDSC members. If this happens, they will also need to work out a new timescale for completing the project and update DCDC's work plan accordingly.

Phase 2 – Development: producing a ratification draft

253. Project officers use the decisions from the adjudication process to turn their study draft into a ratification draft. At this stage, they also need to:

- finalise their diagrams, images and front cover with DCDC's Graphics Manager, allowing six weeks to complete;
- give the ratification draft to DCDC's editors who will make sure that it conforms to the house style, reads well and is harmonised with other doctrinal publications; and
- circulate a draft distribution list to DCDC staff and their writing team to make sure that it captures the right organisations.

254. **Circulating the ratification draft.** The finalised ratification draft is then circulated to the JDSC with a covering letter signed by Head Doctrine Air and Space (or AH Doctrine in his absence). An example is also included in Annex 2C. The letter also has the original comments matrix but with your adjudication comments added to it. The JDSC are normally given four weeks to ratify. Both you, and the JDSC members, should be clear that the purpose of this draft is not to have another 'bite of the cherry'. This draft is the last opportunity for JDSC members to say if there is anything they fundamentally disagree with before DCDC publish it. In their response, they can:

- agree to ratify it;
- agree to ratify it, while offering minor editorial amendments; or
- not ratify it and provide a rationale and/or suggest an amendment which would make the publication acceptable.

255. **If a JDSC member chooses not to ratify your draft** but suggests a further amendment, then other JDSC members must be asked whether they

will accept this change. If, however, the objection was significant, then you may need to consider a re-drafting session with all interested parties.

Phase 2 – Development: publishing

256. Once the publication has been ratified, your draft is passed to DCDC's editors to prepare for publishing. Project officers should:

- allow at least two weeks for the editors to prepare the publication for publishing;
- provide them with a final distribution list; and
- draft a document profile for publishing it on DCDC's websites.

257. **Project closure report.** As soon as the publication has been published, project officers need to prepare a short project closure report. The aim of this report is to highlight what went well and any significant difficulties in delivering the project. This will help DCDC improve the process and be a useful reference document to other project officers. Once the project manager and AH Doctrine approve the report, it is sent to DCDC's Lessons Cell.¹³

Phase 3 – Review

258. DCDC formally reviews publications every three years to make sure that it remains current and valid. Lessons from operations and training, as well as specific project proposals or policy changes, may lead to reviewing a publication earlier. But, unless there is an urgent need, DCDC tries to not to shorten the three-year cycle. Doctrine that is reviewed more frequently than is necessary will confuse users as well as causing training and education difficulties.

259. DCDC's Doctrine Coordinator manages and coordinates the review programme. The planned review date of each publication is recorded within DCDC's *Doctrine Output Monitor*. The JDSC is briefed on the review schedule at its biannual meetings.

¹³ DCDC's Lessons Cell retain all project closure reports.

260. The review is straightforward with the aim of deciding if a publication:

- is still fit for purpose;
- needs a minor amendment – for example, to correct factual errors, or update extant doctrine or terminology;¹⁴
- needs a major re-write;¹⁵ or
- is no longer required.

261. DCDC normally allows five to ten working days for such a review which is only enough time to:

- read the publication;
- circulate it to other DCDC desk officers and any external subject matter experts who originally contributed to the publication; and
- arrange a writing team meeting to discuss and agree the way ahead.

262. If the writing team agree that only simple, factual amendments are needed, they will submit the change to AH Doctrine for approval. A full project proposal is not required for such minor changes.

263. Major amendments are staffed to the JDSC for their approval prior to any editorial action. If a major revision or a complete re-write is recommended, then the originator must produce a project proposal. DCDC will then either allocate resources for this work or defer it until such time as they do have them.

264. **Review report.** At the end of the review process, project officers should report their findings and recommendations to the JDSC through AH Doctrine.

¹⁴ Such amendments become known as 'change X to JDP XX'.

¹⁵ A major re-write becomes a new edition to the JDP.

Terminology

265. An important element of the doctrine development process is agreeing definitions for specific terms. The NATO Standardization Agency coordinates this activity through the NATO Terminology Programme. All defined NATO terminology is contained in Allied Administrative Publication-06 (AAP-06), *NATO Glossary of Terms and Definitions*, issued bi-annually. Our policy is to adopt NATO doctrine terms as our own, but if we need to differ, UK-only terms are listed in the *UK Supplement to the NATO Terminology Database*. DCDC's Editor 2 is the UK's terminology subject matter expert.

266. **Adding new terms to the glossary.** The UK supplement should be updated annually in-line with new editions of AAP-06. New terms are also likely to arise, and be endorsed, as we develop a publication. Such terms should be included in the publication's lexicon.

267. **Using terms.** Project officers should be aware of these guiding principles when using terminology.

- The ultimate source document for all terminology is the Concise Oxford English Dictionary. Where a definition already exists in the dictionary, you should use it without modifying or enhancing it.
- Before proposing a term, refer to AAP-06 and our national supplement to see if the term already exists.
- If a published definition of a term already exists, use it without change or exception.
- If a NATO definition of a term exists, it takes precedence over UK joint or single-Service definitions.
- Any term used in a publication's lexicon should refer to its source.

268. **Using abbreviations.** Authors should avoid using abbreviations. If you do have to use them, then you should include a lexicon of abbreviations at the end of the publication. All abbreviations should be consistent with AAP-15, *Glossary of Abbreviations Used in NATO Documents and Publications*. Do not introduce your own abbreviations. If you do want to add a new abbreviation, you should send your request to DCDC's Editor 2 stating why you feel it's necessary.

Annex 2A – Governance

Joint Doctrine and Concepts Board

Composition

2A1. The Joint Doctrine and Concepts Board (JDCB) is a standing committee responsible to the Defence Board. Vice Chief of the Defence Staff (VCDS) chairs the board and the Development, Concepts and Doctrine Centre (DCDC) provides the secretariat function. Members are:

Chairman	-	VCDS
Vice Chairman	-	Commander Joint Forces Command
Members	-	Deputy Chief of the Defence Staff (DCDS) (Military Strategy and Operations)
	-	DCDS (Military Capability)
	-	Chief of Defence Personnel
	-	Director General Secretariat and Policy
	-	Chief of Materiel, Joint Enabler, Defence Equipment and Support
	-	Chief Scientific Advisor
	-	Assistant Chief of the Naval Staff
	-	Assistant Chief of the General Staff
	-	Assistant Chief of the Air Staff
	-	Director Concepts and Doctrine
Secretariat	-	DCDC's Chief of Staff

2A2. The JDCB oversees and directs joint and environmental concepts and doctrine. The JDCB makes sure that there is an appropriate balance of work across the joint and environmental areas, including urgent or contingent requirements. The Board will specify the level at which major concepts and doctrine should be finally endorsed or noted.

2A3. The JDCB will conduct normal business out of committee, including authorising the annual DCDC work plan and ratifying higher-level products. When VCDS considers that in-committee discussion is needed, a meeting will be arranged. Such meetings will normally take place at least once (but not more than twice) a year.

Joint Doctrine Steering Committee

Composition

	Organisation	Appointment	Email address
Chairman	DCDC	Director Concepts and Doctrine ¹	DCDC-Director@mod.uk
Vice Chairman	DCDC	Assistant Head (AH) Doctrine	DCDC-AHDoctrine@mod.uk
Members	Assistant Chief of the Defence Staff (ACDS) Logistic Operations	AH Concept and Force Development	ACDSLOGOPS-CFDAH@mod.uk
	ACDS (Medical Operations)	AH Capability	SGACDSMedOpCap-AH@mod.uk
	JFC (JFC) Headquarters	Joint Warfare (JW) Chief of Staff (COS) DACOS Lessons	JFC-JW-COS@mod.uk JFC-JW-DACOS-Lessons@mod.uk
	JFC	Deputy Director Intelligence	JFC-C4ISRJtUser-Cohere-DepHd@mod.uk
	JFC – PJHQ	DACOS Plans J5A SO1 Plans J5B	PJHQ-J5-PLANS-DACOS-A@mod.uk; PJHQ-J5-PLANS-SO1B@mod.uk
	Allied Rapid Reaction Corps	Commander G7	PHQ-G7DEVACOS@mod.uk
	JFC – Joint Helicopter Command (JHC)	Assistant Director (AD) Commitments	JHC-Cts-AD@mod.uk
	Defence Academy	AD Warfare Higher Command and Staff Course SO1 Campaigning	DEFAC-JSCSC-HCSCWARFARE@mod.uk DEFAC-JSCSCHCSCSO1CAMPAIGNING@mod.uk
	Directorate Strategy and Policy	AH (Military) Strategy	DSP-Strategy-AH(Mil)@mod.uk
	NATO and European Policy	Deputy Head Capabilities	NEP-DeputyHeadCapabilities@mod.uk

¹ Routinely delegated to Head of Doctrine, Air and Space.

	Organisation	Appointment	Email address
Members	Maritime Warfare Centre (MWC)	Captain MWC	MWC-CMWC@mod.uk
	Land Warfare Directorate General	Assistant Director Warfare Development	LWDG-WarDev-AD@mod.uk
	Air Warfare Centre	Operations Group Captain	AWC-OpsGpCapt@mod.uk
Attending	DCDC	AH Maritime AH Land AH Air and Space Doctrine desk officers DCDC editors	DCDC-AHMar@mod.uk DCDC-AHLand@mod.uk DCDC-AHAirSpace@mod.uk DCDC-doceds@mod.uk
Co-opted members	As required		
Secretariat	DCDC	Doctrine Coordinator	DCDC-DoctrineCo-ord@mod.uk

Terms of reference

2A4. The JSDC is a standing committee that meets every six months. It reports to VCDS and is responsible for:

- reviewing the development of NATO and national joint doctrine;
- providing direction to writing teams;
- submitting national and multinational strategic and operational-level joint doctrine for approval by DCDC's Director Concepts and Doctrine on behalf of VCDS;
- making recommendations (through Director Concepts and Doctrine) on joint and multinational doctrine subjects that need developing;
- making sure (through DCDC's AH Doctrine) that writing teams' work is in step with the priorities of both the JDCB and the JDSC; and
- giving DCDC doctrine priorities to add to their work plan.

2A5. The JDSC may group its members with other co-opted personnel to form subordinate working groups to complete joint doctrine tasks. JDSC

members represent both their own parent organisation and allied/subordinate organisations.

Organisation	JDSC member	Organisations represented	Associated JDCB members
Ministry of Defence	Directorate Strategy and Policy – AH Strategy	All MOD departments not otherwise represented/in attendance	Deputy Chief of the Defence Staff (DCDS) (Military Capability) Director General Secretariat Policy
Permanent Joint Headquarters (PJHQ)	DACOS J5A (Rest of World)	PJHQ departments	DCDS (Military Capability) DCDS (Military Strategy Operations)
Joint Warfare	DACOS Lessons DACOS Mission Support Training Lessons Policy SO1 C4ISR Joint User Cohere SO1	Relevant subordinate Joint Forces Command (JFC) specialist departments	Commander JFC
Environmental warfare centres	MWC CMWC LWDG Assistant Director Warfare Development AWC-Operations Group Captain	Relevant single-Service and environmental stakeholders	Assistant Chief of the Naval Staff Assistant Chief of the General Staff Assistant Chief of the Air Staff
Defence Academy	AD Warfare Higher Command and Staff Course	Defence Academy inclusive	Commandant Joint Service Command and Staff College
ACDS Logistic Operations	AH Concepts and Force Development	All logistic-related stakeholders	CDP DCDS (Military Strategy Operations) DE&S CoM JE
Joint Helicopter Command (JHC)	Assistant Director Capability	Relevant subordinate JHC units	Assistant Chief of the General Staff
Surgeon General	AH Medical Commitments	Relevant DMS units	VCDS

Annex 2B – Project officers’ checklist

2B1. Annex 2B builds on the guidance given in Chapter 2. Project officers can use it as a checklist when developing their publication. Although the checklist refers to the Development, Concept and Doctrine (DCDC)’s specific procedures, anyone involved in developing doctrine may find it useful.

Researching and analysing your subject

2B2. **Information sources.** You should ask yourself whether you have looked wide enough to capture the main sources of information. Information sources may include:

- Chief of the Defence Staff’s (CDS) Standing Directives/NATO Military Committee policy documents;
- CDS directives for current operations;
- relevant Joint Service Publications;
- UK joint doctrine architecture and single-Service hierarchies;
- NATO Standardization Document Database;
- Allied Command Transformation;
- joint task list;
- lessons databases;
- operational reports and exercise reports (accessed through DCDC’s Lessons Cell);
- interviews with joint operational commanders/headquarters staff elements;
- research papers from military education and/or academic institutions;
- DCDC’s *Defence Joint Operating Concept* (for doctrinal coherence with concepts);¹
- Defence strategic guidance/direction/Global Strategic Trends work (for coherence with policy);

¹ Due to be published November 2013.

- feedback from our staff participating in/observing joint exercises and/or operations;
- feedback from Joint Services Command and Staff College courses and their directing staff; and
- searching the Internet.

2B3. **Historical and personal perspectives.** You should also consider inviting outside organisations to assess your work. This will avoid bias as well as making sure that you have considered diverse perspectives, consulted the relevant subject matter experts and, therefore, have a better informed opinion. It is worth considering:

- interviewing all relevant joint and single-Service subject matter experts;
- enrolling academics and/or study groups at universities or research establishments;
- researching the experiences and lessons of foreign militaries, including NATO; and
- researching historical perspectives.

2B4. **Think about the concepts that underpin our doctrine.** Doctrine is for the here and now, but it is worth looking at underlying concepts for current doctrine. Refer to DCDC's *Defence Joint Operating Concept* and other relevant and endorsed concepts.

Developing doctrine checklist

Phase 1 – Definition

2B5. **Things to consider when developing your project proposal – any originator.**

- Contact DCDC's Doctrine Coordinator to make him aware that you have identified a need for new doctrine.
- Contact the DCDC's Lessons Cell to find out if this is a common lesson.

- Will you be proposing new doctrine or revising existing doctrine?
- Is the project proposal for single-Service or joint doctrine? If you think your proposal is purely a single-Service issue, then contact the relevant warfare centres to check there is a need.
- Is the issue relevant to doctrine? Can it be satisfied by another means (for example, a Joint Service Publication)?
- Does NATO have an existing doctrinal publication? Both DCDC's Doctrine Coordinator and NATO Doctrine Officer will advise you, particularly if there is work currently being done in that area.
- Consider using a Joint Doctrine Note (JDN) until DCDC clarifies the need.

2B6. Drafting a project proposal. Any organisation can submit a project proposal. When drafting a project proposal, you should:

- use the template at Annex 2C as your guide;
- include a skeleton framework for proposed publication (or chapter/annex/appendix within an existing Joint Doctrine Publication (JDP));
- include any relevant background information that supports the need for this doctrine;
- highlight any linkages to UK and/or NATO doctrine; and
- send the project proposal to Assistant Head (AH) Doctrine who will nominate a project manager.

2B7. DCDC's analysis of a project proposal. Once DCDC gets a project proposal, AH Doctrine will nominate a DCDC project officer and lead an internal project analysis. This is likely to involve DCDC's Development, Analysis and Research Team. This analysis helps AH Doctrine decide whether:

- existing national or NATO doctrine already meets the requirement;
- it is likely to be met by an ongoing doctrine project;
- it can be satisfied by simply amending an existing publication or whether we need to write a new publication; or

- to agree the proposal – either directly or via the Joint Doctrine Steering Committee (JDSC).

2B8. Drafting the project validation letter. If the proposal is agreed, then the project officer prepares a draft project validation letter for AH Doctrine. If the project proposal is not agreed, then DCDC will let the originator know the reasons behind their decision. When drafting the project validation letter, the project officer should consider:

- using the template at Annex 2C as their guide;
- including all relevant details of the project analysis;
- enclosing the original project proposal; and
- sending a copy to the originator.

Project proposal, analysis and validation should take no more than three months.

2B9. Drafting a project directive letter. Once the JDSC has formally validated the project, DCDC allocates resources and agrees the timeframe, including the milestones. The project is now live. This rest of this aide memoire is a checklist for project officers. As a project officer, you should now draft a project directive letter for DCDC's AH Doctrine. The letter should:

- name the project officer and, when appropriate, a lead agent;
- state the scope of the project and its intended publishing date;
- set out the aim and purpose of the publication;
- say who the publication is for; and
- be sent to the Doctrine Coordinator for circulation.

Phase 2 – Developing the publication

2B10. In the preparatory phase, you (as the project officer) should:

- liaise with AH Doctrine over programming the work;

- confirm the publication's number with DCDC's Doctrine Coordinator (this is directly relevant to its level and content);
- seek advice from DCDC's editors on how to write in plain English and use their templates;
- use the Concise Oxford English Dictionary, Allied Administrative Publication-06, *NATO Glossary of Terms and Definitions* and the *UK Supplement to the NATO Terminology Database* to define your terms; and
- continue to liaise with DCDC's Lessons Cell.

2B11. **Scoping the project.** In scoping the project, you should:

- discuss with DCDC's NATO Doctrine Officer if there are any linkages to relevant NATO doctrine;
- hold an initial brainstorming session with AH Doctrine and other DCDC desk officers (make sure that you have members from the legal team and Lessons Cell);
- decide who will be in your writing team – it could be made up from subject matter experts, legal staff and other interested parties;
- call an early writing team meeting to discuss the skeleton of the publication in more detail and confirm what support they can give you;
- discuss with AH Doctrine any changes you have made to the publication's scope, structure or title; and
- write in a style suitable for your audience.

2B12. **Developing your working draft.** It is usually beneficial to produce a working draft through a series of editorial meetings. Project officers can then refine this into a formal study draft. When developing working drafts, you should:

- develop the preface as this will be an agreed marker for developing the rest of the publication;
- ask AH Doctrine to approve your preface;

- engage with other DCDC output areas (including their legal team) to make sure your draft is coherent with other emerging work;
- confirm with AH Doctrine that your proposed framework suits the agreed scope, purpose, context and structure of the publication – if not, review it; and
- start writing the draft using DCDC templates as they will correctly format the text.

2B13. Once you have completed your draft, review it by asking yourself a series of questions.

- Have I used plain English throughout so it is easy to read and understand?
- Have I written it in a style and tone appropriate to the audience?
- Would it be better to show my ideas in a diagram or flowchart? Would an image help or add interest?
- Would a vignette² help the reader understand my ideas?
- Have I correctly defined the principles and terms that I have used? Are they aligned with JDP 0-01, *British Defence Doctrine*?
- Does my draft support our ‘integrated approach’? Could I integrate it more with other instruments of national power?

2B14. **Developing your study draft.** Having written a working draft, you can now focus on developing it into a formal study draft. As it will be a formal draft, try to get the standard as high as possible so your draft only draws comment on its doctrinal content, not editorial errors. You should get your study draft reviewed by DCDC’s editors to reduce such errors, though their workflow may not always allow this. Keep in regular contact with them so they can fit your draft into their work plan. Circulate your study draft for peer review (including your writing team) – allow ten working days for this. Once you have added any changes from this review, then you should:

² Vignettes are: brief evocative accounts or descriptions – *Concise Oxford English Dictionary*, 12th edition, 2011. DCDC like using vignettes as they to put ideas into context. This helps readers gain a deeper understanding of the subject and are often historical examples.

- give your draft to AH Doctrine to assess whether it is ready for Head of Doctrine, Air and Space review;
- produce the study draft covering letter (Annex 2C);
- ask Head of Doctrine, Air and Space to endorse it;
- send the publication, a covering letter and comments matrix to DCDC's Doctrine Coordinator to circulate to the JDSC.

As a guide, from project directive to circulating a formal study draft should take between six to nine months.

2B15. Circulating your study draft. JDSC members are responsible for circulating the study draft, covering letter and matrix to the appropriate establishments/departments within their Service or organisation for comment. JDSC members' comments, therefore, reflect the corporate view of their Service/organisation. When the JDSC members have returned their comments, project officers should:

- conduct an adjudication meeting and add the adjudication decisions to the comments matrix;
- decide whether another writing team meeting is needed to agree how to take forward contentious issues;
- revise the draft;
- discuss with AH Doctrine whether the revised draft is now suitable for ratification or if it needs a further study draft circulation;
- send the adjudicated comments to the JDSC with a letter informing them of the next stage; and
- finalise the front cover, diagrams and images – pass them to DCDC's Graphics Manager (allow six weeks).

2B16. Circulating the ratification draft. Once you have developed your ratification draft, you should:

- seek Head of Doctrine, Air and Space approval (allow two weeks);
- draft a covering letter for the ratification draft circulation (Annex 2C);

- give your finalised ratification draft to DCDC's editors so they can make sure that it is written in plain English, conforms to the house style and is harmonised with other doctrine publications;
- confirm your distribution list with DCDC's Publications' Business Manager;
- seek DCDC's Director's endorsement – you must allow time for him to read and comment; and
- send your finalised ratification draft and covering letter to DCDC's Doctrine Coordinator to circulate to the JDSC to agree.

Normally allow four weeks for responses.

2B17. Publishing. Once your publication is ratified, it is now ready for publishing. It should take no more than eight weeks from issuing the ratification draft to publishing it. You should now:

- give your publication to DCDC's editors to finalise; and
- write your project closure report.

2B18. Project closure report. Your report should not be more than two pages. It should:

- identify key lessons during the definition and development phases;
- comment on the accuracy of DCDC's initial resource estimate;
- assess if you achieved what you set out to do; and
- make recommendations for future work.

Annex 2C – Letter templates

You can use a loose minute with MOD letterhead format. You should follow the rules and conventions listed in Joint Service Publication (JSP) 101, *Defence Writing Guide*.

Project proposal letter

Reference: DCDC_Doctrine

See distribution

Date:

JOINT DOCTRINE PUBLICATION X-XX, *TITLE* – PROJECT PROPOSAL

Reference(s):

A.

Purpose

1. Briefly summarise the project proposal.

Background

2. Give the background and rationale for the project.
3. Explain how the project outcome will fit in with the extant joint doctrine architecture. This section should include any relevant definitions and limitations.

Scope

4. Summarise the areas that the project will address and its desired outcome.

Audience

5. Explain who the publication is aimed at. If applicable, you may need to indicate the level(s) of the audience (strategic, operational and tactical).

Linkages

6. Explain where this project fits in with other national and NATO projects.

Coordinating instructions

7. **Timescale.** Outline the timescale for the project. Take into account the timelines of other related and relevant projects. A guide to the likely timelines is as follows (D is the project proposal date and the numerical scale is in months):

- a. Scoping visits and working group discussions – D to D+1.
- b. Completing the initial review – D+2.
- c. Preparing a working draft – D+2 to D+4.
- d. Circulating a working draft – D+4 to D+5.
- e. Preparing a study draft – D+5 to D+7.
- f. Circulating a study draft – D+7 to D+9.
- g. Preparing a ratification draft – D+9 to D+12.
- h. Circulating a ratification draft – D+12 to D+14.
- i. Preparing for publishing – D+14 to D+16.
- j. Planned publishing date – D+16 to D+18 (allowing slippage time).

Name
Rank
AH Doctrine

Distribution:¹

MOD – DSP-Strategy-AH(Mil)
PJHQ – DACOS J5A (Rest of World)
ACDS(Log Ops) – CFD AH
SG – (ACDS Med Op Cap – Med Cts AH
JW – DACOS-Lessons
 DACOS-MsnSptTrg
 C4ISRJt User-Cohere-SO1
MWC – CMWC
LWDG – War Dev AD
AWC – Gp Capt Ops
JHC – Cap AD
JSCSC – HCSC AD Warfare
DCDC – Head of Doctrine, Air and Space
 AH Doctrine
 AH Mar
 AH Land
 AH Air & Space
 Doctrine Coord

Copy to:

JW – Lessons-Policy-SO1
JSCSC – DD ACSC
 D RAFD
 D RN D
 Army Div – COS & CI
DCDC – Doctrine Desk Officers
 AH Futures
 AH DAR
 AH Legal
 Doctrine Editors

¹ These addresses reflect the current membership of the JDSC; however, they are subject to change. You should contact DCDC's Doctrine Coordinator for the most up-to-date addresses.

Project validation letter

Reference: DCDC_Doctrine

See distribution

Date:

JOINT DOCTRINE PUBLICATION X-XX, *TITLE* – PROJECT VALIDATION

Project proposal

1. Summarise the original project proposal. You should aim for no more than two paragraphs.

Project analysis

2. Your project analysis should cover:

- UK and NATO lessons;
- DCDC's analysis;
- reviewing UK and NATO doctrine to identify gaps;
- Allied Joint Operations Doctrine Committee's direction;
- Joint Doctrine Steering Committee's direction; and
- any other relevant influence on the project.

Project validation

3. This proposal will be discussed at the next JDSC meeting [date]. Addressees are, however, asked to confirm their agreement to the proposal, either verbally or via DII by [date].

Coordinating instructions

4. **Project officer and lead author.** State who will be the project officer and lead author² for the project. You should also provide a list of organisations that could provide subject matter experts for your writing team.

Name
Rank
AH Doctrine

Enclosure(s):

1. Project proposal XXX

Distribution:³

MOD – DSP-Strategy-AH(Mil)
PJHQ – DACOS J5A (Rest of World)
ACDS(Log Ops) – CFD AH
SG – (ACDS Med Op Cap – Med Cts
AH
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C4ISRJt User-Cohere-SO1
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AH Legal
Doctrine Editors

² These are often the same person.

³ These addresses reflect the current membership of the JDSC; however, they are subject to change. You should contact DCDC's Doctrine Coordinator for the most up-to-date addresses.

Project directive letter

Reference: DCDC_Doctrine

See distribution

Date:

JOINT DOCTRINE PUBLICATION X-XX, *TITLE* – PROJECT DIRECTIVE

References:

- A. Project proposal dated [#####].
- B. Project validation dated [#####].
- C. Minutes of JDSC Meeting or out-of-committee reference dated [###].

Project validation

1. An example of the project validation paragraph may be as follows:

‘Reference A issued a project proposal for doctrine on (subject). Reference B validated this need. The proposal was discussed by the Joint Doctrine Steering Committee (JDSC) on #####. The committee agreed the proposal and gave its direction. It also directed the project officer to make sure that JDP X-XX remained relevant to the J-XX activities of the Joint Task Force Commander.’

Linkages with other doctrine

2. Provide an outline of how the project fits in with other doctrine. Such a statement may be structured as follows:

‘There are two publications within the UK Joint Doctrine Architecture that are linked to [subject]. These are: [insert titles, use a bulleted list]

JDP X-XX *Joint Subject Matter* deals with the physical handling and administrative aspects of (subject). The JDSC has decided that as no equivalent NATO doctrine exists, it is a national responsibility. Therefore, a dedicated UK JDP will continue.

or

The JDSC has agreed to take forward [subject] as a JDN until they decide the extent to which JDP-X will cover such operational aspects.'

Project directive

3. With strong JDSC support for this project proposal, JDP X-XX *Joint Subject Matter* will be developed within the following guidelines.
4. **Purpose.** The purpose is to.....
5. **Intended audience.**
6. **Scope.** Reference A agreed the outline content, title and position in the Joint Doctrine Architecture. However, we will need to carefully address the following issues as we develop the working draft.
 - a. Insert issue.
 - b. Insert issue.
7. **Draft preface.**
8. **Authority.**
9. **Style.**
10. **Writing team and timelines.**
 - a. **DCDC project officer.** DCDC Doctrine X is DCDC's project officer. He/she is to be intimately involved in developing the working draft to ensure that it is 'fit-for-purpose' as a study draft. Once the lead agent has delivered the working draft, DCDC will take the lead. They will further develop the draft for JDSC study draft circulation and eventual publishing as a ratified document.

b. **Lead agent.** ##### will act as lead agent for JDP X-XX. The lead agent is to develop a working draft along with the DCDC sponsor and/or any other agencies or subject matter experts they wish to involve.

c. **Writing team members.** The writing team for this publications comprises:

- **XX**
- **XX**

d. **Agreed timetable for producing JDP/JDN XX.** We are aiming to produce the publication in the following timescale:

(1) [Dept] deliver working draft to DCDC by [date]. Comments due by [date].

(2) [Dept] develop working draft and issue a study draft by [date]. Comments due by [date].

(3) [Dept] hold an adjudication meeting to consider comments by [date].

(4) Following the adjudication meeting, DCDC issues a ratification draft by [date] with comments due by [date].

(5) Publish JDP X-XX by [date].

Name

Rank

AH Doctrine

Distribution:⁴

MOD – DSP-Strategy-AH(Mil)
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 DACOS-MsnSptTrg
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⁴ These addresses reflect the current membership of the JDSC; however, they are subject to change. You should contact DCDC's Doctrine Coordinator for the most up-to-date addresses.

Study draft covering letter

Reference: DCDC_Doctrine

See distribution

Date:

JOINT DOCTRINE PUBLICATION X-XX, *TITLE* – STUDY DRAFT

Reference:

A. Insert project directive file number, title and date.

Background

1. **History.** Short summary of the proposal/analysis/validation. Key points from the project directive (Reference A).
2. **Development.** How the draft was produced (for example, writing team's and DCDC's project officer work and any other relevant issues).
3. **Linkages.** Referring to the UK joint doctrine architecture, describe linkages up, and across, to NATO doctrine and other UK joint publications as well as down to single-Service doctrine. Expose the hooks, overlaps and possible duplications. Describe how you approached them.

Way forward

4. **Requirement.**
 - What endorsement level is needed, and for which sections?
 - Which agencies need to *get their teeth* into the publication and which do we merely need to provide general comment?
 - What are the potential contentious issues?

- How will DCDC develop the publication and resolve any contentious issues? (This is most likely to be through using writing team meetings).

5. **Timeframe.** Cover:

- Dates for comment on any proposals and the draft itself (as agreed with AH Doctrine in DCDC's work plan).
- Dates for proposed writing team meetings to discuss comments or resolve any contentious issues raised from any previous working draft or study draft circulations.
- Proposed issue date for the ratification draft.

Name

Rank

AH Doctrine

Annex:

A. Comment matrix for JDP X-XX *Title of Publication* (Study Draft).

Enclosure:

1. JDP X-XX *Title* – study draft.

Distribution:⁵

MOD – DSP-Strategy-AH(Mil)
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 DACOS-MsnSptTrg
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⁵ These addresses reflect the current membership of the JDSC; however, they are subject to change. You should contact DCDC's Doctrine Coordinator for the most up-to-date addresses.

Ratification draft covering letter

Reference: DCDC_Doctrine

See distribution

Date:

JOINT DOCTRINE PUBLICATION X-XX, *TITLE* – RATIFICATION DRAFT

Reference(s):

- A. Project directive.
- B. Study draft.

Background

1. **History.** Short summary of the project, including details of any writing team meetings. Add any linkages with any NATO doctrine work. Describe the important issues you came across while producing the ratification draft.

Way forward

2. **Requirement.**

- Highlight any significant changes you have added to the ratification draft from the study draft – particularly any DCDC decisions that were taken out of committee.
- State what you have agreed about how the publication will be developed from here, including any publishing issues.

3. **Timeframe.** Add dates for:

- commenting on the ratification draft;
- proposed writing team meetings to discuss comments or resolve any contentious issues raised from the last study draft circulation; and
- publishing your publication (as agreed with AH Doctrine).

4. You should also enclose a copy of the consolidated comment matrix (with the adjudications) from the last study draft circulation. This highlights the comments you have added to the ratification draft. A further blank comment matrix can be included as an annex to the ratification draft letter. This allows Joint Doctrine Steering Committee (JDSC) members to add any editorial comments.

5. You can ask the JDSC members to ratify your publication either by email or letter. Should you get a contentious comment at this late stage, you may need to circulate a further study draft.

Name

Rank

Head Joint Doctrine, Air and Space

Annex:

A. A second comment matrix (if necessary).

Enclosure:

1. JDP X-XX *Title* – ratification draft.

Distribution:⁶

MOD – DSP-Strategy-AH(Mil)
PJHQ – DACOS J5A (Rest of World)
ACDS(Log Ops) – CFD AH
SG – (ACDS Med Op Cap – Med Cts AH
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⁶ These addresses reflect the current membership of the JDSC; however, they are subject to change. You should contact DCDC's Doctrine Coordinator for the most up-to-date addresses.

Project closure report letter

Reference

Date

AH Doctrine

Copies to:

DCDC SO1 DAR Lessons

Relevant Doctrine Desks

PROJECT CLOSURE REPORT FOR JOINT DOCTRINE PUBLICATION X-XX, *TITLE*

Developing the project

1. Briefly summarise the project's origin and how you developed it.
2. Provide a list of project milestones. You may wish to use the following format:

	Milestone	Forecast	Achieved
1			
2			

Lessons

3. Provide a summary of the issues that arose, the lessons that were identified as a result of these issues and the action that has been taken.

	Issue	Description	Lesson identified	Action
1				
2				

Future work

4. Summarise how the project will be developed in the future. This could include any convergence/divergence with associated NATO doctrine. You could also add any review timescales.

Name

Rank

SO1 Doctrine X

Comments matrix

Comments matrix for JDP X-XX, Title

Ser	Critical (C) substantive (S) or editorial (E)	Originator	Para	Sub- para	Line	Comment	Rationale	Adjudication
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								

Chapter 3 – Effective writing

The British write the best manuals in the world. Thank God they don't read them!

Field Marshall Erwin Rommel

References:

- A. Joint Service Publication (JSP) 101 version 3-1, *Defence Writing Guide* dated June 2010.
- B. Joint Services Command and Staff College, *WriteRight!*

301. The Development, Concepts and Doctrine Centre (DCDC) use a plain English approach to write their doctrine as clearly and concisely as possible. Before you start drafting your publication, it is worth seeking further advice on how to do this from DCDC's editors. They are the subject matter experts on:

- effective writing, using plain English to make text easier to read and understand;
- formatting and house style;
- using DCDC's templates with built-in macros, which makes formatting publications much easier (see paragraph 329);
- preparing text for printing;
- using images and diagrams (through DCDC's Graphics Manager);
- terminology; and
- publishing the final version.

What is effective writing?

302. The key to effective writing is to keep it simple. It is about using everyday language that helps people understand your message from a **single reading**. Using plain English helps you do this. The Plain English Campaign¹ defines plain English as: **getting information across clearly and**

¹ The Plain English Campaign is an internationally-recognised corporate organisation. Their website, www.plainenglish.co.uk offers good advice and tips.

concisely to its intended audience. It must do this with the necessary impact and the most suitable tone.

303. You should, therefore, aim to write in a way that is easily understood by your intended audience. Use clear and straightforward language – avoid unnecessarily long words, gobbledegook and jargon. Do not use your publication as an opportunity to show off. You would be misled if you think that the reader will be impressed by what they read. Being able to put across complex issues in the simplest way so that all readers can understand your idea from a single reading takes greater intelligence and skill. As Pascal wrote to his friend, ‘..I would have written a shorter letter but I did not have the time.’²

Plain English approach

304. Reference A sets the MOD policy, rules and conventions on how we should write. Effectively, it is the MOD’s ‘house style’. It was re-written in 2010 and now follows the principles of plain English. JSP 101’s author also published a very useful guide to effective writing, *WriteRight!* (Reference B). This guide gives you advice on how to write effectively as well as useful grammar tips. It is worth reading it before you start writing. Copies can be accessed on MOSS in the shared working area or ask DCDC’s editors for a hard copy. Keep it handy so you can refer to it throughout your writing phase.

Why use plain English?

305. Commanders and their staff are very busy people. You are competing for their time against all the other publications, papers and documents they have to read. Your writing needs to appeal to them and have short, simple messages that can be read and understood **quickly**. Research has also shown that if you write in this way, your reader is also more likely to retain the information for longer.

306. The MOD is a corporate member of the plain English Campaign. As an organisation, we are committed to clear communication – whether that be

² Paraphrased from the original translation. Pascal B, *Provincial letters*, letter XVI dated 4 December 1656.

between ourselves, other government departments, academia or members of the public.

Principles of plain English

307. The principles of plain English are:

- plan your work;
- write in a style suitable for the audience;
- make sure you write the information as clearly as possible; and
- check your work.

We will now look at each of these principles in more detail.

Principles – planning your work

308. Planning your work will help you structure your publication. It also keeps you focussed on the subject so that you avoid repeating the same message and adding too much padding. Before you write, ask yourself the following questions.

- Why is it needed?
- What is it about (and not about)?
- What has already been written about it?
- Who is it for?
- When are my milestone dates?
- What does the reader already know?
- What more does the reader want, or need, to know?

Your answers are likely to give you the publication's chapter headings, section headings, side headings and so on.

Principles – write in a style appropriate for the audience

309. Try to picture your readers. Putting together your distribution list now, rather than as an after-thought, will help you decide who is your audience. You can then write in a style appropriate for them.

Principles – write clearly

310. **Decide what you want to say.** Following on from the initial planning stage, you should now work out what topics you need to cover and what you are going to say about them. A mind-map, or series of ‘post-it’ notes on a wall, are useful ways of doing this. Speak to DCDC’s editors if you want further guidance on ways to structure your work.

311. **Use short sentences.** Try to keep your sentences short. You’re aiming for 15-20 words in a sentence. This is only a guide – vary your sentence length for variety but avoid long sentences. When you are trying to shorten your sentences look for conjunctions – words such as, ‘and, but, although, if, so, because and however’. Finally, try to only have one idea or point in each sentence and use two spaces between sentences.

Presenting your information

312. How you present your information is also important. Ask yourself, ‘What is the best way to communicate this idea?’. Consider using diagrams, flow charts or images. Well-chosen images and simple diagrams can often tell the story better than words can. Also, break up your writing to create ‘white space’ and use bullets for lists (see paragraphs 315 and 316).

313. **Diagrams.** ‘A picture paints a thousand words’ – some things are better drawn. DCDC uses greyscale colour rather than full colour where possible. They do this for two reasons, it:

- significantly reduces production costs; and
- prevents differences in colour being lost when users print a full-colour diagram in black and white.

Try to avoid acronyms in your diagrams. If you can't, add a legend. Microsoft PowerPoint is not suitable software for printed publications, so DCDC's Graphics Manager will have to redraw any diagrams you may have created yourself. You should speak with him/her early in your drafting process about any concerns you may have about using diagrams or images.

314. **Images.** A well-chosen and placed image can enhance a reader's understanding. But try to avoid using images purely as 'eye candy'. Your first source of images should be the Defence Library. They have a large collection and the images are free. If you want to use images from other sources, you will need to justify the cost. DCDC's Graphics Manager can advise and help you choose suitable images.

315. **Breaking up your writing.** You should try to break up your writing as this gives more white space to your publication and makes it more 'digestible'. The example below shows the difference this can make.

It is too easy to write long passages of text which come across to the reader as difficult and boring. This is because the writer has failed to break up the text. Use manageable chunks that are easy on the eye and can be read as small packets. Instead of writing one continuous block of text, use paragraphs and sub-paragraphs. They do not need headings, as long as their subject is clear. Think from the readers' point of view. They may have only three to four minutes, with little else to go on but your words, to make important decisions.

It is too easy to write long passages of text which come across to the reader as difficult and boring. This is because the writer has failed to break up the text.

Use manageable chunks that are easy on the eye and can be read as small packets.

Instead of writing one continuous block of text, use paragraphs and sub-paragraphs. They don't need headings, as long as their subject is clear.

Think from the readers' point of view. They may have only three to four minutes, with little else to go on but your words, to make important decisions.

316. **Using bullets.** Using a bullet-point list is one of the best ways of breaking down complex information into manageable chunks. There are different ways you can do this.

A list in which each point is a complete sentence

The speaker made three points.

- **T**he rainforests are being destroyed at a tremendous speed.
- **T**housands of undiscovered species are disappearing for ever.
- **T**he greed of developers and the pressure for land may deal mankind a fatal blow.

A list which is a continuous sentence

If you are the last person to leave this workshop, please make sure you:

- **t**urn out the lights;
- **l**ock the outside door; and
- **h**and in the key at the security desk.

Bullets should be used only for lists, not multiple-sentence sections. The latter are sub-paragraphs.

Use everyday language

317. Try to use words that are familiar – they can be surprisingly good at describing complicated systems and procedures. Most people of judgement will be impressed by what you say, not the complex way you say it. You should also:

- use simple expression with short words and phrases;
- avoid legalistic and pompous words; and
- try to use the first person (we, us, them and so on) where you can.

318. How often have you felt that something you have just read was confusing or impersonal? Or, that you just didn't fully understand its meaning? Often this is because the author has used pompous, dense and complex academic language as they thought it sounded more impressive. Such language is old-fashioned and 'stiff' which can mislead our readers into thinking that our doctrine is not current.

319. Everyday language is enduring. It makes information easy to read, understand and retain. Using everyday language is not about 'dumbing down' the intellectual content of our publications. Rather, it is making sure that such well-regarded doctrine is quickly and easily understood.

Using the active voice

320. Traditionally, in Defence, we have used passive, rather than active, verbs. Active verbs keep sentences short and make writing more personal, lively and direct. Using too many passive verbs makes writing cold, impersonal, bureaucratic, long-winded and, potentially, confusing.

Example of passive verb

The party will be attended by Fiona.

Verb

The agent, if there is one, comes after the verb and is introduced by the word, 'by'.

Turning the passive verb into an active verb

Fiona will attend the party.

The agent, or 'doer' Verb
comes before the verb

321. Wherever you can, say **who** is going to do something. Avoid saying, 'this [subject] must be considered'. For example:

Instead of:

Casualty numbers must be considered.

(passive)

Write:

Our medical planning staff must consider casualty numbers.

(active)

322. Quite often authors turn verbs into nouns, or impressive-sounding noun phrases. In linguistics jargon these hidden verbs are called ‘nominalisations’. Too many nominalisations will produce heavy, stodgy and dull writing. This is because they tend to conceal an action or stop it from moving, whereas verbs reveal the action and let it flow. Nominalisations also tend to go with passive verbs, which is another good reason to avoid them. Note from the examples below that revealing the verbs also reduce padding and, therefore, the number of words.

Revealing the action – turning nouns back into verbs

Examples

Instead of:		Try
prior to payment	=	before paying
subsequent to completion	=	after finishing
to bring about the introduction of	=	introduce
to perform the evaluation of	=	evaluate

Avoid, or minimise, using acronyms and abbreviations

323. Acronyms and abbreviations are easily misunderstood. Yet, in Defence, we live in world of TLAs (three letter abbreviations)! Using them excessively disrupts the flow as readers have to consciously ‘decode’ them. This makes reading harder than it needs to be which could be frustrating or irritating. It is particularly difficult for our cross-government and international

audience to understand text that is full of abbreviations. For these reasons, it is DCDC's policy not to use acronyms and abbreviations unless it is essential. If you do need to use them, they should be introduced first in each chapter. If in doubt, speak to DCDC's editors who can advise you.

Avoid, or minimise, using jargon

324. Jargon consists of the technical terms used by specialised groups. In the past we have been guilty of using jargon in our doctrine.

Jargon

Example

'Defined and minimalist levels of commonality will facilitate maximum intra-operability and interoperability, leading to enhanced contextualisation and fusion of best practice'

Translated into everyday language

'We need to agree the best ways to work. This will help people work well on their own, or with other departments and nations.'

Be disciplined

325. Surveys have shown that we must reduce the length of our doctrine. Our users no longer have the time to wade through pages and pages of text where the message is hidden under unnecessary padding, repetition or poorly structured sentences. You need to be disciplined by continually asking yourself a series of questions as you go through your work.

- Have I broken up my text as much as I could?
- Is my message hidden under too much padding?
- Does this sentence add to my message?
- Do the sentences in this paragraph work together to add to that message?

- Do these paragraphs work together to give my overall message in that section?
- Do the sections work together to give the right sequence of messages in that chapter?

If your text has not added anything, or you have padded it out too much, take it out. This will reduce the number of pages and make your text flow better.

Principles – Check your work

326. After you have written your draft, read it out loud to check it. You would be surprised how easily pompous and over-formal words stand out. It also helps you identify long sentences and punctuate your text correctly as you run out of breath! Always proof read your work. Once you are happy, give it to one of the other project officers to check it. It is also a good idea to give it someone who has no knowledge of the subject as they will identify areas that are unclear. If they don't understand it, the chances are that some of your intended audience may also experience difficulties. You then need to revise the text so that the information comes across more clearly.

Grammar, punctuation and spelling

327. Reference B, *WriteRight!* gives some useful tips on grammar, punctuation and spelling. Used correctly, punctuation is a powerful tool.

Punctuation

Example

A woman without her man is nothing

A woman, without her man, is nothing.

A woman: without her, man is nothing.

328. **Overusing capital letters.** We have grown into a habit of overusing and abusing capital letters. CAPITAL LETTERS can seem threatening and are more difficult to read than lower-case text. You should only use capitals when it is grammatically correct to do so.

Capitals

CAPITAL LETTERS SHOUT OUT, ARE THREATENING AND MORE DIFFICULT TO READ – DO NOT USE THEM

If this is a title of a section or chapter, this should read:

Capital letters shout out, are threatening and more difficult to read – do not use them

Note that we use **bold** type rather than CAPITAL LETTERS for emphasis. We also no longer underline text. See JSP 101.

We use initial capitals for:

- names of organisations – 280 Squadron (but ‘a squadron’);
- ranks and titles – DCDC Editor 1 (but ‘DCDC’s editors’);
- people’s names, place names, months and days of the week.

Using DCDC’s templates

329. To help you format your drafts, DCDC have created templates with in-built macros. These templates can be found in the shared working area on MOSS. Using these templates will automatically format your text correctly. These templates have also been mapped across to Adobe’s *InDesign* software used to publish most of our publications. So it’s important that you use them, and use them correctly. Your drafts are produced on A4 paper with font sizes ranging from Arial 14 point to 18 point. This is so that the page can be electronically reduced to A5 when your publication is finally published. DCDC have three doctrine templates.

- a. **Template 1 – Joint Doctrine Publication/Note.** Use this template when you are drafting any Joint Doctrine Publication or Joint Doctrine Note. You will see that there are notes on the template when

you open it up. We recommend that you print this off as it tells you how to use the template's shortcuts.

b. **Template 2 – Allied Joint Publication.** If you are custodian of a NATO Allied Joint Publication, then use this template. Note that the normal font size is Arial 12 point, rather than Arial 14 point because NATO uses A4 or 'letter-sized' (US) paper.

c. **Template 3 – Hybrid AJP/JDP.** When we adopt NATO doctrine as our national doctrine, it has to be altered so that it can be read when the text is reduced to A5. DCDC's editors will do this conversion for you using this template.

Annex 3A tells you how to use these templates in more detail.

Annex 3A – Using DCDC's templates

Sample text

Joint Doctrine Publication *Title*

Chapter title (18 point)

Section heading (16 point)

Side heading (14 point)

3A1. All text is written in Arial font. The macro automatically sets the text to exactly 18 point line spacing and 18 point after the paragraph. DCDC use bullets for lists and to break up texts, for example:

- 18 point for chapter headings;
- 16 point for section headings;
- 14 point for main text; and
- 9 point for footnotes.

3A2. DCDC also use:

- the rules and conventions listed in Joint Service Publication 101, *Defence Writing*;
- sentence case, not upper case or title case for headings;
- two spaces between sentences;
- footnotes, not endnotes;
- the Harvard way of citing references¹;
- italics for *Titles*, rather than 'Title'; and
- each chapter starts on odd-numbered page.

¹ For example: John Butcher, *The Perfect Sausage: From Pigsty to Plate* Cumberland: Pork Press, 1990, pages. 78-90.

How to use DCDC's templates

3A3. Templates can be accessed through the shared working area on DCDC's MOSS site on DII.² If you already have text that you want to put into the template, simply: 'select all>copy>paste special>unformatted text'. This will make sure that you do not import other formatting styles that will compete with the template's macros. Be aware that this **will not bring over any footnotes** so you will need to add these manually.

3A4. Save your file as a word document. You are now in a position to use the keyboard shortcuts to make the macros work for you. These shortcuts are listed on the opening page every time you open the template – print this page. Keep it handy so you can use it as your crib sheet.

Use 'alt-l' for the title

Use 'alt-d' for section headings

Use 'alt-s' for side headings

3A5. Use 'alt-1'

a. Use 'alt-2'

(1) Use 'alt-3'³ – use 'ctl/alt-f' for footnotes

(a) Use 'alt-4'

• Use 'alt-B' for bullets

Use 'alt-G' for Figure 1.x

For vignettes, copy this table – **do not use text boxes**:

Shading = 0.5 grey	Border = 0.75	Text = 14pt
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² MOSS is Microsoft Office SharePoint Server and DII is the MOD's information system.

³ Footnotes will appear in bold in the text and in smaller font.

3A6. Headers and footers. DCDC uses the chapter title as headers. You have to amend the footer to reflect study/ratification draft during the doctrine development stage. In the final stage, you will change this to the publication title. This allows users to know which publication they are using if they have many documents open on their computer at the same time. You should also remember to include the appropriate security classification to the header and footer, if required.

3A7. Changing the paragraph numbers. You need to manually change the paragraph numbers for each chapter. To do this:

- position the cursor on the first paragraph;
- right click the mouse;
- click 'Bullets and Numbering';
- click 'Customise'; and then
- alter the 'Start at Number'.

If you need to insert an annex number, this is done in the same window at the top in the box 'Number Format'.

3A8. Template page size. DCDC use 'mirror margins' so that there is the same size space either side of the printed book. For joint doctrine publications and notes, the template page set up is automatically set to:

- top 2.5cm;
- bottom 2.7cm;
- inside 1.3cm;
- outside 1.5cm;
- gutter 1.0cm;
- header 1.0cm;
- footer 1.0cm; and
- multiple pages mirror margins.

3A9. Allied Joint Publication template. JP The Allied Joint Publication template is set up differently as this is printed on A4 paper. Its margins are set to:

- top 3.0cm;
- bottom 4.75cm;
- inside 1.3cm;
- outside 1.5cm;
- gutter 1.0cm;
- header 1.0cm;
- footer 2.75cm; and
- multiple pages mirror margins.

3A10. Landscape pages. If you need to insert a landscape page, you should use the following page set up:

- top 2.0 cm;
- bottom 2.0 cm;
- left 2.5 cm;
- right 2.5 cm;
- gutter 0 cm;
- header 2.0 cm;
- footer 2.0 cm; and
- multiple pages normal.

Chapter 4 – Printing and distributing publications

Preparing publications for printing

401. Once the Joint Doctrine Steering Committee (JDSC) has ratified a publication, DCDC's editors begin preparing it for printing. At this stage, the publication becomes 'locked' and no more changes should be made. The editors go through the publication again to make sure it:

- uses plain English;
- conforms to the house style;
- is grammatically correct; and
- meets our high professional standards.

402. Annex 4A is a useful checklist of what to look for in this final stage. As DCDC's editors work with the project officers throughout this final editorial process, project officers should make sure they are around to discuss any issues. The editors use track changes and go through any changes with project officers to make sure that they have not unintentionally changed its meaning.

403. When the publication is ready, the editors check that the signing officer is content to authorise its promulgation. It is at this stage that they will electronically add the appropriate signature.

Cover design

404. Project officers will have already begun discussing a front cover design with DCDC's Publishing Team before starting the ratification stage. The cover is normally a single image. Once the right image has been selected, the Graphics Manager will:

- create a design which is compliant with the MOD branding style; and
- produce two covers (one for the printers and one for the web).

Images

405. Project officers are responsible for sourcing and selecting images they wish to use in their publication or for their front cover. A good source of images is: **www.defenceimagery.mod.uk**. The Graphics Manager will order the images needed by e-mailing, **admin@photos.mod.uk** quoting the relevant identification numbers. If project officers wish to use another source, they need to make sure the images are 8 x 10 inch prints and not less than 300 dpi resolution at the required size. If a non-MOD source is chosen, DCDC will get the originator's permission to use it so that they don't infringe copyright regulations.

Printing

406. To prepare a publication for printing, DCDC editors will:

- create an Adobe InDesign file;¹
- make a high resolution portable document format (PDF) of the publication for the printer;
- make a smaller file size and bookmarked PDF for DCDC to use on their websites and DCDC's *Publications Disk*.

407. **Preferred printer.** The MOD's prime contractor is Williams Lea and they will contract out the work to get the best value for money. Wherever possible, DCDC try to use the same preferred printer. This gives consistency in publishing standards and the ability to liaise directly with the printer during the printing process.

408. **Electronic printing and binding forms.** All printing requests are sent electronically. DCDC's Publications' Business Manager is responsible for sending the following completed documents to:

- Williams Lea:
 - an electronic copy of the publication and separate front cover files;

¹ Adobe InDesign is a desktop publishing software application produced by Adobe Systems. As well as producing traditional hard copy books, InDesign can also publish its content suitable for tablet devices.

- a completed MOD printing and binding order form; and
- a backing up and collation plan.

- Logistic Commodities and Services Logistic Services (LCSLS):
 - a completed MOD form 651P – forms and publications (new issues or amendments) application; and
 - a distribution list tailored to suit the publication's audience.

If the size of the PDF is more than 8MB, it will not be transmitted across the MOD's gateway. In this case, it will be copied to a CD and sent by post to:

MOD Print Team
Williams Lea
Room 2b
St Crispins
Duke Street
Norwich
NR3 1PD

409. **Proofs.** DCDC ask for proofs of the text and cover from the chosen printer. These are normally sent 5-10 days after the printer has received the order. Project officers and DCDC's Publishing Team check the proof for accuracy, format and style. Any errors are indicated in manuscript on the hard copy which, together with a corrected PDF file, is returned to the printers. The printer then sends a corrected PDF/electronic proof back to DCDC for final approval.

Printing time and cost

410. DCDC allow around five weeks from the printers getting the order to the publications being delivered to them and LCSLS' Portsmouth Freight Centre. The latter are responsible for distributing all Defence publications, and maintaining stock. Printing time can be shortened but it may incur extra costs.

411. **Printing cost.** The printing cost depends upon:

- number of pages overall – note that a 'page' is what we normally refer to as a 'side', two pages are known as a 'leaf' (for 'perfect binding', an A4 leaf costs the same as two A5 leaves).
- number of colour pages (colour costs considerably more);
- size of the leaves;
- how the publication is 'packaged' (holes drilled, wrapping and so on); and
- whether binders are used or it is produced in book form.

Binders are more expensive but readily allow for changes that may come from policy decisions, lessons or other sources. Most project officers favour books. But remember that these should only be used if you think the doctrine is enduring as pages can't be added after.

Distributing

412. An accurate distribution list is critical to making sure that a publication reaches its intended audience. Project officers are key to identifying and selecting both individual and corporate users. Consider how it should be distributed as early as possible in the project so that you can give DCDC's Publishing Team a fully developed and quantified distribution list.

413. To help project officers, DCDC's Publications' Business Manager, supported by DCDC's Doctrine Coordinator, will try to maintain a master distribution list or customer database. This list is routinely updated by consulting the Joint Doctrine Steering Committee (JDSC), as well as overseas and training unit sections of the list. Using this master list as a

general guide, project officers can tailor an appropriate distribution for their publication. The draft distribution list for each publication should be circulated with the ratification draft so it can be endorsed or amended as necessary.

414. Publications are distributed by LCSLS using Unit Identification Numbers (UINs). Project officers can research and confirm UIN details on the System for Liability Information Management (SLIM) database on the Defence Intranet. The Publishing Team can help you if necessary.

415. The Publishing Team determine (by experience, statistical pull/push data and knowledge of content) how many stock copies to print. Adding this to the user numbers will give the final print run. If a new edition of an existing publication is being printed, they will get the latest distribution list from LCSLS to help gauge future print quantities.

416. **Distribution time.** DCDC allows up to four weeks for delivery to units once the publications have been received by Portsmouth Freight Centre. Therefore, project officers should take into account these printing and distributing lead-times when they are planning their project.

417. **Print-on-demand.** To reduce unnecessary printing and storage costs, from November 2013, DCDC will only keep a very limited number of publications in stock at Portsmouth. Should units need extra copies, they will demand them through a 'print-on-demand' system. Note: units pick up the cost for their copies and should allow a turnaround time of up to five weeks.

Binders

418. Holding publications in binders is the most expensive option of 'finishing' and the extra cost must be justified. If binders are chosen, you can gauge the size needed by measuring the depth of the A4 hard copy, halving the result and making sure that it is a couple of millimetres smaller than the capacity size. Binders are normally ordered with a one sheet lifter. This is placed above the printed material and stops the paper jamming when closing the binder.

Printing and distributing

Notes:

Annex 4A – Publishing checklist

4A1. Project officers and DCDC's editors should check that the publication:

- has been written in plain English;
- includes all amendments;
- is harmonised with other publications;
- has no spelling, punctuation, grammar or spacing errors;
- conforms to DCDC's house style;
- is well structured (look again at sections and sub-sections);
- cites references fully and accurately (in the Harvard style); and
- has the correct page size, font type, font size, headers and footers; page breaks and footnotes.

4A2. They should also check:

- the lexicon has the relevant definitions (referenced correctly);
- all acronyms and abbreviations used in the text are included in the lexicon;
- the contents page has the correct titles and page numbers for chapters and sections; and
- the signing officer's signature has been added on the front title page.

4A3. Once DCDC's editors have produced the final portable document format (PDF), they should check that bookmarked copies are uploaded to:

- 'knowledge centre' on the Defence Academy Information Server (DAIS) for publishing on the *DCDC Publications Disk*; and
- MOSS on DII.

Lexicon – Acronyms and abbreviations

AAP	Allied Administrative Publication
ABCA	American, British, Canadian Australian and New Zealand
AH	Assistant Head
AJOD Working Group	Allied Joint Operations Doctrine Working Group
AJP	Allied Joint Publication
ASIC	Air and Space Interoperability Council
ATP	Allied Tactical Publication
AUSCANZUKUS	Australia, Canada, New Zealand, UK, US
CDS	Chief of the Defence Staff
DCDC	Development, Concepts and Doctrine Centre
JDCB	Joint Doctrine and Concepts Board
JDN	Joint Doctrine Note
JDP	Joint Doctrine Publication
JDSC	Joint Doctrine Steering Committee
JSP	Joint Service Publication
MOD	Ministry of Defence
NATO	North Atlantic Treaty Organization
NSA	NATO Standardization Agency
SLIM	System for Liability Information Management