



**DEPARTMENT OF THE NAVY**  
**OFFICE OF THE CHIEF OF NAVAL OPERATIONS**  
**2000 NAVY PENTAGON**  
**WASHINGTON, DC 20350-2000**

OPNAVINST 5420.106A  
N51  
11 Mar 2013

OPNAV INSTRUCTION 5420.106A

From: Chief of Naval Operations

Subj: NAVY DOCTRINE DEVELOPMENT POLICY

Ref: (a) CJCSI 5120.02C  
(b) CJCSM 5120.01  
(c) OPNAVINST 5430.48E  
(d) OPNAVINST 5440.77B  
(e) OPNAVINST 5450.337A  
(f) COMPACFLT/COMUSFLTFORCOM 3501.3D  
(g) OPNAVINST 3510.15A  
(h) NTP 1-01  
(i) OPNAVINST 5605.19K  
(j) USSAN Instruction 1-07 (NOTAL)  
(k) OPNAVINST 5711.95D  
(l) Air Land Sea Application (ALSA) Center Memorandum of Agreement of 23 Mar 2012 (NOTAL)  
(m) CJCSI 5705.01D

1. Purpose. To provide policy relative to the intent and use of doctrine within the Navy; to delineate responsibilities and authorities for the development, approval, and distribution of Navy's Service-level doctrine, tactics, techniques, and procedures (TTP) and associated terminology; and to provide guidance for Navy participation in multi-Service, joint, and allied doctrine development processes.

2. Cancellation. OPNAVINST 5420.106.

3. Policy

a. Doctrine expresses operational "institutional wisdom." Navy produces doctrine and TTP for two purposes. Doctrine guides the employment of forces during operations for the achievement of objectives. Because the Navy must train as it fights, doctrine also serves as a force development tool, the basis for training and professional military education. Just as warfighters "adjust fires from a known point," doctrine

represents the point of departure that is read and commonly understood in advance of the fog and friction associated with combat and other complex operations.

b. Doctrine is authoritative guidance but requires judgment in application. Doctrine and TTP do not replace or alter a commander's authority and obligation to determine the proper course of action under the circumstances prevailing at the time of decision; such judgments are the responsibility of the commander, and doctrine cannot be a substitute for good judgment.

c. Doctrine and TTP are based on extant capabilities, proven processes, current force structures, and fielded materiel and systems. As these change, it is feedback from the operating forces that drives improvements to doctrine and TTP.

d. Service doctrine and TTP shall be organized in a streamlined hierarchical fashion as depicted in figure 1. Doctrine and TTP shall be created and revised as needed to maintain operational and tactical relevancy in support of fleet operations.

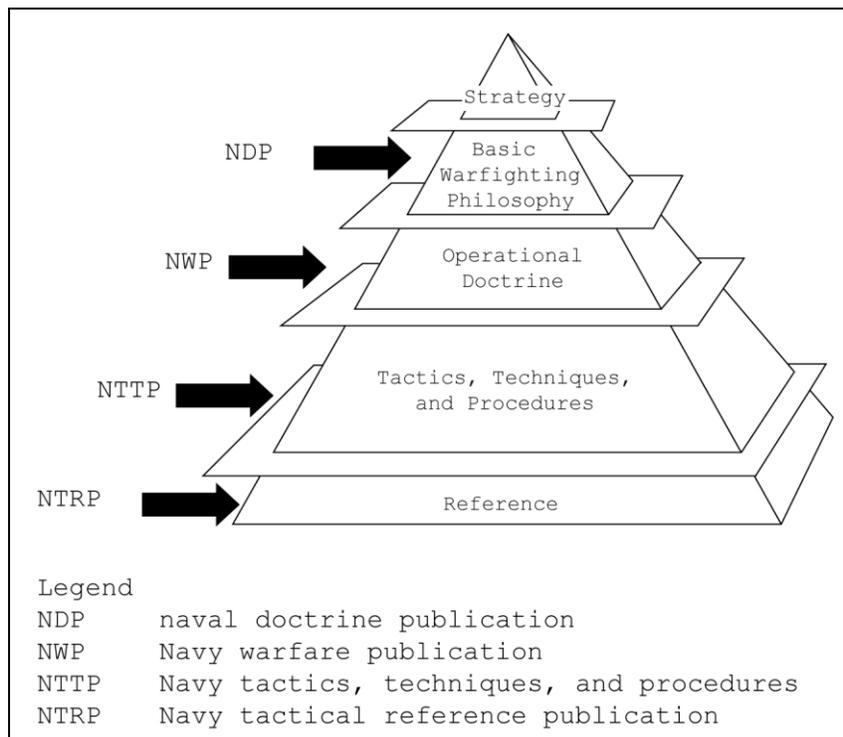


Figure 1

4. Responsibilities

a. Deputy Chief of Naval Operations for Operations, Plans and Strategy Directorate (CNO (N3/N5)). CNO (N3/N5) is responsible for establishment of clearly articulated policy for the development and use of doctrine within the Navy. It provides operational, overarching concepts and strategies, not tied to major programs or acquisition, which allow Navy to effectively shape joint doctrine development, joint concept development, and joint experimentation. Additionally, CNO (N3/N5) provides service planner-level positions via the Joint Actions Control Office on all joint and allied joint doctrinal issues per references (a) through (c).

b. Commander, U.S. Fleet Forces Command (COMUSFLTFORCOM) and Commander, U.S. Pacific Fleet (COMPACFLT). Per references (d) through (f), COMUSFLTFORCOM and COMPACFLT provide combatant commanders with trained, combat-ready Navy forces capable of conducting prompt, sustained naval, joint, and combined operations in support of U.S. national interests. COMUSFLTFORCOM develops doctrine for the employment of Navy forces in support of Navy, joint, and coalition commanders. The Fleet Training Continuum is derived from authoritative mission essential task lists based on current joint and Navy doctrine. COMUSFLTFORCOM is assigned as immediate superior in command for Commander, Navy Warfare Development Command (COMNAVWARDEVCOM).

c. Commander, Naval Air Systems Command (COMNAVAIRSYSCOM). COMNAVAIRSYSCOM is designated as the Naval Aviation Technical Information Product (NATIP) program manager and is responsible for the NATIP program and associated NTRPs per reference (g).

d. Commander, Naval Strike and Air Warfare Center (NSAWC). NSAWC is designated as the Navy Aviation NTTP program manager and is responsible for implementation of the NTTP program per reference (g).

e. COMNAVWARDEVCOM. COMNAVWARDEVCOM shall:

(1) Oversee the development of Service doctrine per the procedures delineated in reference (h).

(a) Sponsor and approve current, authoritative, user-accessible Service doctrine that is aligned with approved joint doctrine and ratified allied doctrine.

(b) Act as a coordinating review authority (CRA) for Service doctrine and TTP publications.

(c) Coordinate with, then designate, appropriate commands and agencies as primary review authorities (PRA), CRAs, and contributing commands for the development of Service doctrine and TTP.

(d) Approve NWPs and endorse NTTPs and NTRPs.

(e) Per references (f) and (i), disseminate Navy doctrine via electronic portals and other means as appropriate, e.g., the Navy Doctrine Library System, Collaboration at Sea, and other Web sites. Distribute allied publications consistent with reference (j) guidance.

(2) As required, conduct flag and general officer-level coordination between Navy and Marine Corps with respect to naval doctrine development.

(3) Act as the Navy's "Service doctrine organization" within the joint doctrine development community.

(a) Coordinate Navy participation in the development of joint doctrine per references (a) and (b).

(b) Ensure draft joint and allied joint doctrine is appropriately staffed within Navy channels.

(c) Identify and represent Navy equities in the development of joint and allied joint doctrine.

(d) Coordinate inputs through the CNO (N3/N5) for endorsement and forwarding to Joint Chiefs of Staff.

(4) Coordinate Navy participation in the development of multinational and allied doctrine per reference (k). Ensure operational standardization documents, including North Atlantic Treaty Organization (NATO) operational (non-materiel)

standardization agreements, NATO allied publications, and other multinational doctrine and TTP are appropriately staffed within Navy channels. Disseminate ratified multinational doctrine.

(5) Coordinate Navy participation in the development of Air Land Sea Application (ALSA) Center multi-Service TTP per reference (l). ALSA is responsible to the flag-led Joint Actions Steering Committee (JASC) for the conduct of its mission. COMNAVWARDEVCOM shall function as Navy's JASC principal. Coordinate the staffing of draft ALSA multi-Service TTP with appropriate fleet commands.

(6) Lead participation in joint and NATO terminology programs per reference (m). Establish and maintain a database and dictionary of Navy Service-unique terminology. Maintain a database and dictionary of Navy terminology applicable to Service doctrine and TTP.

(7) Act as program manager for the Navy tactical development and evaluation (TAC D&E) program. Distribute products from the TAC D&E program, program guidance, and project status reports. Provide contract support for the TAC D&E program as determined by the TAC D&E Steering Committee.

(8) Provide editorial and technical support to doctrine and TTP authors and review authorities.

(9) Support COMUSFLTFORCOM and COMPACFLT in development of fleet concept of operations (CONOPS) by coordinating with CONOPS development teams to determine transition opportunities within validated CONOPS to Navy doctrine and TTP.

f. Commanders Designated as PRAs. Per reference (h), commanders designated as PRAs shall develop, coordinate, review, and maintain assigned publications.

g. Commanders Designated as CRAs. Per reference (h), commanders designated as CRAs shall coordinate with and assist the publication PRA in the development, evaluation, and maintenance of assigned publications. Prior to approval and publishing, each edition of a publication requires CRA concurrence.

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5. Records Management. Records created as a result of this instruction, regardless of media and format, shall be managed per Secretary of the Navy Manual 5210.1 of January 2012.



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