



Doctrine Developers' Guidance, 1-15

This is the tenth edition of the *Doctrine 2015 Developers' Guidance*. In addition to the quarterly *Doctrine Update*, the Combined Arms Doctrine Directorate (CADD) publishes periodic guidance to assist the doctrine development community with the doctrine process. This newsletter contains items critical to the doctrine community's ability to produce consistent, coherent, and integrated doctrine.

The United States Army Combined Arms Center (CAC) is the Army doctrine proponent. The preparing agency for *Doctrine 2015 Developers' Guidance* is CADD, Mission Command Center of Excellence (CoE), CAC. Comments and recommendations may be mailed to Commander, U.S. Army Combined Arms Center and Fort Leavenworth, ATTN: ATZL-MCD (*Doctrine Developers' Guidance*, 1-15), 300 McPherson Avenue, Fort Leavenworth, KS 66027-2337, or e-mailed to usarmy.leavenworth.mccoe.mbx.cadd-org-mailbox@mail.mil. Points of contact for this update are Mr. Clinton J. Ancker III at clinton.j.ancker2.civ@mail.mil or LTC Averill Ruiz at averill.ruiz.mil@mail.mil.

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COMBINED ARMS CENTER MONTHLY DOCTRINE UPDATE

The next CAC monthly doctrine update video teleconference (VTC) will take place on **26 August 2015**. The VTC will begin at 1000 Central Standard Time. CADD will provide dial-in information to proponents a week prior to the VTC. Proponents are reminded to establish contact no later than five minutes prior to the start of the conference.

DA FORM 260-1

DA Form 260-1 (*Request for Publishing – DA Training, Doctrinal, Technical, and Equipment Publications*) replaced DA Form 260 (*Request for Publishing*). Effective immediately, proponents need to download and use DA Form 260-1 to request all publishing actions (new, revision, cancellation, and rescission) and printing actions.

AR 25-30 AND DA PAM 25-40

APD published AR 25-30 and DA Pam 25-40 on 3 June 2015. Proponents need to write publications according to their standards. Changes that now apply include the following:

- Proponents use the DA Form 260-1 (*Request for Publishing – DA Training, Doctrinal, Technical, and Equipment Publications*) to request all publishing actions (new, revision, cancellation, and rescission), as well as printing actions. (AR 25-30, para 2-1)
- Doctrine with units of measure express quantity in metric units first and the equivalent quantity in U.S. standard units following in parentheses. (AR 25-30, para 2-5h)
- Doctrine that specifies military rank must include the equivalent civilian position unless prohibited by law. (AR 25-30, para 2-5I)
- Doctrine that references DA publications and forms must provide appropriate electronic links. (AR 25-30, para 4-9c)
- Doctrine will use “DA Civilian” when referring to an individual DA Civilian or “DA Civilians” when referring to a group of DA Civilians. (DA Pam 25-40, para 3-4e)
- In the References, if a mandatory section—“Required Publications,” “Related Publications,” “Prescribed Forms,” and “Referenced Forms”—does not have an entry, state, “This section contains no entries.” (DA Pam 25-40, para 3-20d).

EMERGING DOCTRINE FORMATS (EPUBLISHING)

With more Soldiers using electronics to access doctrine, the Army is starting to offer doctrinal content in new formats. These new emerging formats are collectively called Living Doctrine.

Doctrine is authenticated and posted on the Army Publishing Directorate Web sites: <http://www.apd.army.mil/> and <https://armypubs.us.army.mil/index.html>. Doctrine has two formats: portable document format (PDF) and electronic publication (ePUB). PDF versions contain text and images. These officially published, text-only documents are available in a read-only format. All devices can access PDF versions. The second format is ePUB. The doctrine contained in ePUBs is authenticated, and it is identical to the doctrine contained in PDF versions. These versions contain *scalable* text and images. Any mobile device (including smart phones and tablet devices) with an e-reader can access ePUBs. However, ePUBS cannot be read on Army computers, since downloading of e-readers onto Army computer systems is not authorized.

A doctrine supplement differs from doctrine. It is not authenticated doctrine but an extension of that doctrine. It is posted on the Central Army Repository Web site (<http://www.adtdl.army.mil/>). One doctrine supplement format is the enhanced eBook (e2Book). The e2Book is an interactive digital publication. It may contain text, audio, video, animation, 3D images, simulations, and manipulatable objects. Readers can interact with the e2Book using a touch screen to open content, scale text and images, and launch activities. Additional interactions include highlighting, note taking, interacting with social media, and clipping text. Devices with e-readers can access e2Books.

A second doctrine supplement format is applications (APPs). APPs provide doctrine content that can be opened and scaled using a touch screen, and some APPS also provide activities. APPs can be downloaded to most mobile devices. Currently, two doctrine supplement APPs are available: the Army Doctrine Comprehensive Guide (DCG) and the LeaderMap.

The DCG APP provides a versatile doctrine reference. Individuals can download the DCG APP from iTunes, Windows, and Android.

The DCG link for the iTunes APP is <https://itunes.apple.com/us/app/id1002225989>.

The DCG link for the Windows APP is <http://www.windowsphone.com/en-us/store/app/acd/1f97d38c-3b91-46d2-9f68-683d1121e20d>.

The DCG link for the Android APP is <https://play.google.com/store/apps/details?id=mil.army.doctrine>.

The LeaderMap is a platform-neutral application developed to augment the content of FM 6-22 with additional multi-media material. LeaderMap is available through the Central Army Registry (www.adtdl.army.mil) and can be found by typing LeaderMap into the search function after signing in.

IMPACT OF ePUBS

The impact of converting doctrine to electronic publications (ePUBs) is two fold. First, those publications with limited distribution restrictions cannot be converted. Those publications will not be converted. The second impact is that ePUBs indexed by page numbers using the template will not have a workable index. An ePUB does not contain page numbers and so cannot link to a page number the way the Microsoft template does. Those publications that index by paragraph number will have a linked index.

MARKING OF DOCTRINE FOR LIMITING DISTRIBUTION

Over the past months the use of For Official Use Only (FOUO) and distribution restriction statements on doctrine has become an issue. A close reading of the regulations, and other guidance that cover the application of FOUO and distribution restrictions, in both the Army and the Department of Defense, have indicated that proponents are not following these guidelines carefully enough and have used them, in some instances, inappropriately. One of the purposes of Doctrine 2015 was to make doctrine “more accessible” to Soldiers, to include making it available, when possible, on mobile devices such as smart phones and tablets. FOUO and distribution restricted documents (anything other than Distribution A) are not currently allowed or accessible on these devices. This may change in the future, but for now they are not.

To ensure that proponents comply with regulations and other guidance on the use of these FOUO and distribution restricted markings, CADD is establishing the following specific guidance.

Doctrine publications submitted to CADD for processing and forwarding through ATSC to APD for authentication will use Distribution A, unless the following requirements are satisfied.

For FOUO, the DA Form 260-1 must cite the specific exemption from AR 25-55, Chapter III, Section 2, Exemptions, that applies, with justification. CADD will research the justification to ensure it complies with Army and DOD guidance. Further, if the manual does meet the requirements for FOUO, it must be marked in accordance with paragraph 4-200 of AR 25-55. Proponents must pay particular attention to the requirement to mark any paragraph containing FOUO with the notation FOUO.

For distribution restrictions other than A, the DA Form 260-1 must cite the specific justification from DA Pamphlet 25-40, Chapter 17. Proponents must read these paragraphs carefully when applying the restrictions. The subparagraphs are nested and sometimes confusing. There are specific justifications that can apply to some doctrine, but no general exemptions. If citing a specific law, regulation, executive order, security classification guide, or other document, proponents must cite the specific paragraph of the document and provide that to CADD for its records. There is no paragraph marking guidance provided for use with distribution restriction notices, so the DA Form 260-1 must list the specific paragraphs in the publication that justify the restrictions. This will help with requests for release to other nations, and help verify the correct use of cited documents.

For multi-Service publications, where another Service has imposed a distribution restriction, the proponent will use Distribution Restriction C, and cite the other Service's requirement.

Other than cited references, there is no specific guidance on use of FOUO or distribution restriction notices for OPSEC. The latest version of the OPSEC Regulation, AR 350-1, removed any mention of FOUO or any other distribution restriction for OPSEC purposes. OPSEC is a serious concern, but FOUO and distribution restrictions were not designed to keep information from adversaries and enemies (which is the OPSEC concern), except for the specific categories cited in the regulations. Further, FOUO guidance specifically states that it may not be used as a weak form of classification. There are a number of recommendations working their way through the system that might change this, but as of now, there is no general provision for the use of either FOUO or distribution restriction for OPSEC purposes. Further, a recent thirty minute browsing of the internet turned up fifteen FOUO or distribution restricted doctrine publications on public websites. These restrictions do not provide serious protection of operationally significant information.

Until such time as the regulations change, or are clarified by competent authority, doctrine proponents will not use distribution restriction statements or FOUO for OPSEC purposes, unless specifically authorized as stated in the above paragraphs. The options for OPSEC concerns, until guidance is changed or clarified, are—

- a. Remove the information of concern completely, if not central to the publication.
- b. Remove the information of concern and put it in a classified addendum to the publication.

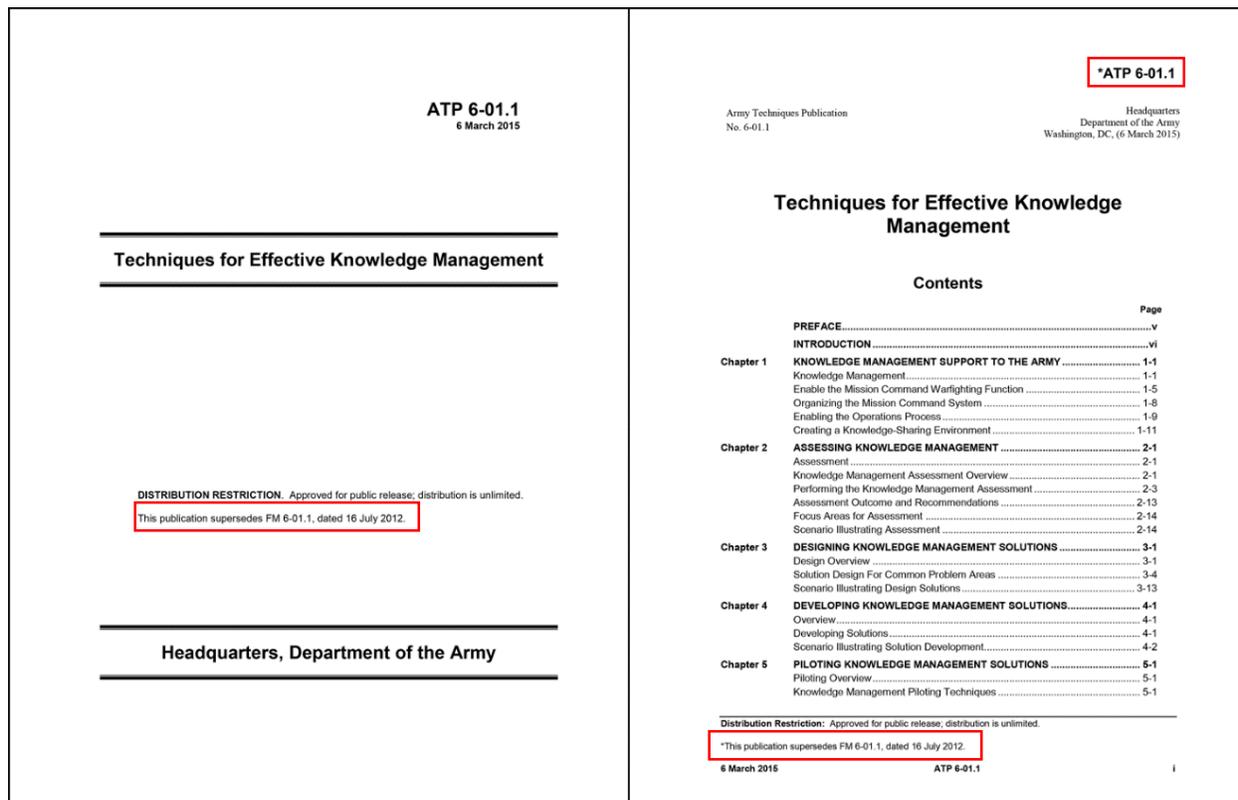
c. Make the publication classified (remember, confidential only has to meet the requirement that its “unauthorized disclosure could reasonably be expected to cause damage to national security.”). Further, the Army regulation states that “if significant doubt still remains about classification level to be assigned, the lower level will be assigned.” It is reasonable to assume that this applies to the decision to classify or not as well.

ADDITIONAL SUPERSESSION STATEMENT ON PUBLICATIONS

The supersession statement normally added only to the footer of the title page is also being added to the cover page. A supersession statement identifies which publications or parts of publications are being replaced. Proponents leave the supersession statement in the footer of the title page.

Starting immediately, proponents will add the supersession statement, if applicable, to the cover page above HEADQUARTERS, DEPARTMENT OF THE ARMY. (See bottom left red box on following figure.) The style of the supersession statement is TitlePageFMNumber + Arial. This is the same style as a DISTRIBUTION RESTRICTION statement. It should be Arial 10 indented left .5 of an inch. If the publication contains a DESTRUCTION NOTICE, then the supersession statement will follow that notice. Proponents will probably have to adjust the spacing above the DISTRIBUTION RESTRICTION statement so that all the required information fits on the cover.

The supersession statement is added to the cover to accommodate ePUBs and e2Books. This placement provides the supersession information on the cover of these digital publications rather than many pages later where a reader may miss it.



RESOLVING CRITICAL AND MAJOR COMMENTS

When staffing publications, proponents must make every effort to resolve comments. The proponent should provide reviewers a consolidated comment matrix, within 30 days after suspense, indicating the adjudication of critical and major comments. This matrix should contain the reason(s) for rejecting or modifying comments to allow reviewers to respond with additional justification. The proponent then contacts those with unresolved critical and major comments and attempts to resolve them at the action-officer level. The adjudication of critical and major comments

must be agreed to by the submitting authority, or the issue goes to the approval authority for resolution. This is mandatory. See TRADOC Reg. 25-36, paragraph 4-5, section 7, for more information.

COPYRIGHT VIOLATION AND PLAGIARISM

Doctrine agencies, authors, and proponents are responsible for avoiding copyright violations. Violating copyright is a violation of regulations and can result in punishment. Department of the Army policy is to recognize the rights of copyright owners. AR 27-60, DA Pam 25-40, and AR 25-30 detail intellectual rights. Infringement means use of content without permission. This includes adapting an image, recreating an image, and use beyond fair use or license. If a proponent requires the use of copyrighted material for a publication, the proponent must obtain permission from the copyright holder. Proponents submit copyright requests to local intellectual property legal counsel for review prior to publication. (See AR 25-30, section 2-10, for more information.)

When researching, authors need to document the sources from which they are reading, and they must document any text they are paraphrasing or copying. Authors are responsible for writing their own work. The best practice is to avoid searching in sources that are not produced by the government. This will help authors avoid copyright violations. Doctrine agencies and proponents should assign a lead author who carefully checks sources and documents sources of information. This may include photographs, maps, and text.

CADD is currently researching a plagiarism checker to scan draft doctrine during staffing and before authentication.

DOCTRINE ISSUES

CADD has reviewed draft publications that misused several terms that apply to areas where military forces operate. The following points should assist doctrine writers in the correct use of these terms.

An *operational environment* is a composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander (JP 3-0). An operational environment is not an area of operations. Operational environments are not depicted on a map, and commanders are not bound by any physical or cognitive constraints when analyzing their operational environment. Subordinate commanders should consider their higher commander's operational environment when analyzing their own.

An *operational area* is an overarching term encompassing more descriptive terms (such as area of responsibility and joint operations area) for geographic areas in which military operations are conducted (JP 3-0). It is an area where joint and Army forces conduct operations. It can include areas of responsibility, joint operations areas, and areas of operations.

An *area of responsibility* is the geographical area associated with a combatant command within which a geographic combatant commander has authority to plan and conduct operations (JP 1). This is a physical area that belongs only to a geographic combatant commander. Areas of responsibility can be depicted on a map.

A *joint operations area* is an area of land, sea, and airspace, defined by a geographic combatant commander or subordinate unified commander, in which a joint force commander (normally a joint task force commander) conducts military operations to accomplish a specific mission (JP 3-0). Only a joint task force commander owns a joint operations area, although Army commanders may conduct Army operations within a joint force commander's joint operations area. A joint operations area can be depicted on a map.

An *area of operations* is an operational area defined by the joint force commander for land and maritime forces that should be large enough to accomplish their missions and protect their forces (JP 3-0). For land operations, an area of operations includes subordinate areas of operations assigned by Service commanders as well. The purpose of an area of operations is to clearly delineate an area within which a specific commander has primary responsibility for integrating and synchronizing the warfighting functions, clearing all uses, and controlling all effects. A commander has the authority to designate targeting priority, effects, and timing of all activities within an assigned area of operations, except when higher headquarters imposes specific operational limitations. An area of operations can be depicted on a map.

The above list is not intended to capture all "areas" discussed in doctrine. Refer to appropriate Army and joint doctrinal publications for a detailed discussion of these and other terms pertaining to areas.

DOCTRINE DEVELOPER'S COURSE

The Career Program 32 Office that manages the Training, Doctrine, and Capabilities Development career fields has updated the CP 32 competencies and re-identified training gaps. One of those gaps is the Doctrine Developer's Course (DDC) that was cancelled in 2010. As a result, HQ TRADOC has transferred a permanent position to

revitalize the DDC. In updating the DDC's program of instruction, it tentatively will change from a two-week course to a one-week course. Proponents should expect to receive information offering the DDC after the program of instruction is finalized.

COLOR COVERS

Field manuals will not have color covers. FM 6-22, *Leader Development*, is the only exception to TRADOC Reg 25-36 regarding photos and color covers on field manuals. No other field manuals will contain covers with photos or color.

A NEW TEMPLATE

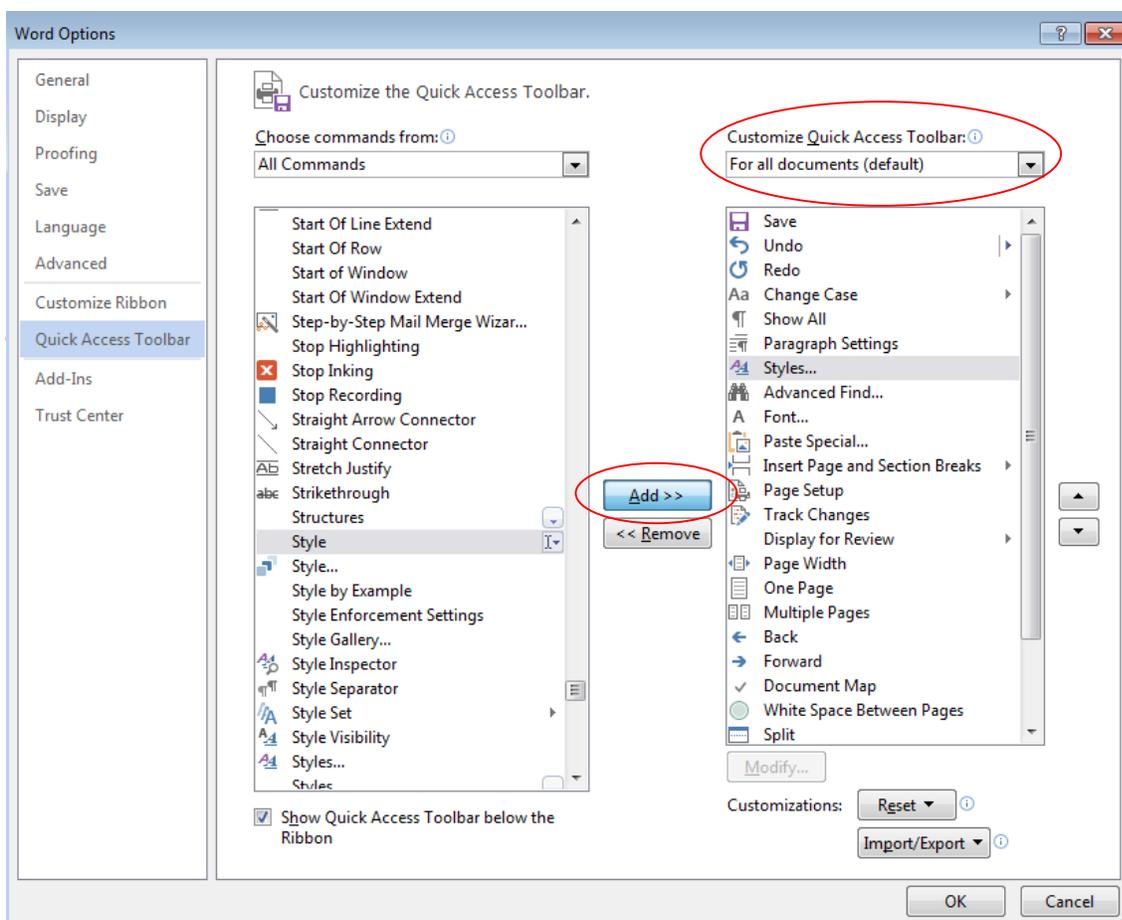
The performance work statement has been written to create a new template for doctrine and training using Microsoft Word 2013. CADD will share more information as it is available.

MICROSOFT WORD 2013

Many proponents have had their Microsoft Windows reloaded with 2013. With this new program, questions have come in concerning the template.

Can I use the template? Yes, you can still use the FM-Format2 template. However, when you first save the template as a Word document, check the "maintain compatibility" box.

How do I customize my Quick Access Toolbar? To customize the Quick Access Toolbar, go to the File Tab. Select Options. A pop up box will open. Choose the Quick Access Toolbar. In the first column, select All Commands. Select the items you want to add and click Add >>. See figure below.



What are the differences in paste options? With a cursor where you want copied text, right click and various "Paste Options" appear. Select the best option depending on the type of content you are pasting.



- 
Keep source formatting: This option preserves the look of the original text. Only use when copying from an uncorrupted Word document.
- 
Merge formatting: This option changes the formatting so that it matches the text that surrounds it. This is a poor choice when working in the template as it can alter a style.
- 
Keep text only: This option removes all the original formatting from the text.

How do I show Add-Ins tab? The Add-Ins tab may not appear in your tabs. To show them, go to the File Tab. Select Options. A pop up box will open. Choose Customize Ribbon. In the second column with the Main Tabs showing, be sure the box for Add-Ins is checked. See figure below.

