

Engineering Management  
Field Project

**Developing an Army Doctrine Publication**

By

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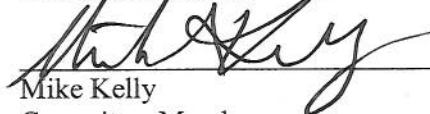
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## EXECUTIVE SUMMARY

DEVELOPING AN ARMY DOCTRINE PUBLICATION, by Judith M.R. Price, 40 pages.

Army leaders cannot achieve all military objectives single-handedly. Army leaders are realizing that their span of responsibility is greater than their span of control, extending influence is more complex than using authority, and working by, with, and through others to accomplish missions requires influence and negotiations. The Army has multiple entities that have developed varying levels of influence and negotiation training and materials. However, it is fragmented, redundant, and haphazard.

Developing and providing a doctrinal framework focused on influence and negotiations would help unify and focus the education and training efforts to develop leaders with effective influence and negotiation skills.

This research project will assess and determine best practices and develop the preliminary program directive material for a doctrinal leadership techniques publication on influence and negotiation.

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## LIST OF PRINCIPAL ACRONYMS AND NOMENCLATURE

ADP	Army doctrine publication
ADRP	Army doctrine reference publication
AFTTP	Air Force tactics, techniques and procedures
ATP	Army techniques publication
CAL	Center for Army Leadership
DRAG	Doctrinal Review and Approval Group
FD	final draft
FEF	final electronic file
FM	field manual
I2A	inform and influence activities
ID	initial draft
LRM	Leadership Requirements Model
MCRP	Marine Corps reference publication
NTTP	Navy tactics, techniques, and procedures
PD	program directive
TR	TRADOC (Training and Doctrine Command) regulation
TRADOC	United States Army Training and Doctrine Command

# CHAPTER 1

## INTRODUCTION

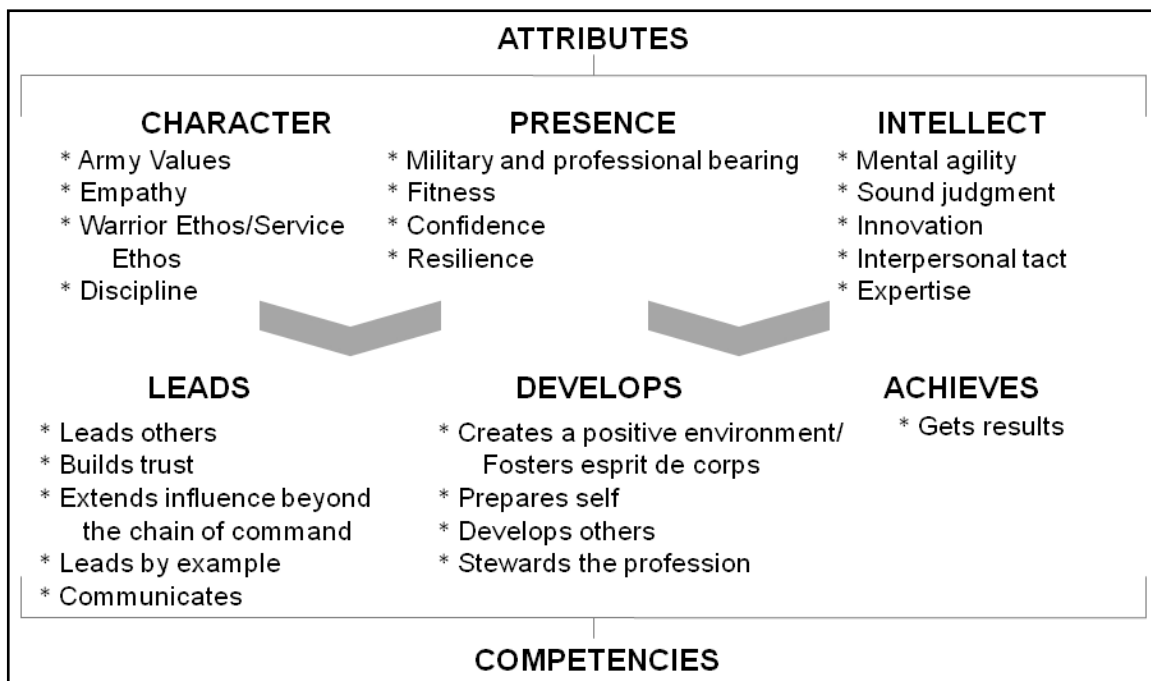
### **Background and Purpose**

Due to operational demands, senior Army leaders determined a need exists for influence and negotiation training. The Army has multiple entities that have developed varying levels of influence and negotiation training and materials. However, the training and materials are fragmented, redundant, and haphazard. This research project will assess and determine best practices and develop the preliminary program directive material for a doctrinal leadership techniques publication on influence and negotiation. Appendix A contains an overview of the Army's Doctrine 2015 program and Appendix B provides information on the Army's doctrine development process. This research project covers activities conducted in phases 1 (assessment) and 2 (planning) of doctrine development.

Doctrine for the United States Armed Forces is defined in Joint Publication 1-02 *Department of Defense Dictionary of Military and Associated Terms* as the “fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application” (Joint Publication 1-02, 88). Doctrine is necessary to provide a common framework in language and expectations.

Influence is an essential element of leadership. The United States Army defines leadership as the process of influencing people by providing purpose, direction, and motivation to accomplish the mission and improve the organization (Army Doctrine Publication (ADP) 6-22, 1). ADP 6-22 and its companion volume Army Doctrine Reference Publication (ADRP) 6-22 define leadership expectations for Army leaders through a competency-based framework known as the Leadership Requirements Model (LRM) (see Figure 1).

Figure 1. Leadership Requirements Model (from ADP 6-22)



The LRM organizes the leadership attributes and competencies into a common framework that is enduring (portable through time and environments), universal (applies across levels of authority or responsibility), and inclusive (applies to both military and Army Civilian leaders) (Price, 2011). While ADP 6-22 provides the overarching doctrinal concepts of Army leadership and ADRP 6-22 expounds on the concepts identified within the LRM, little information on the actual processes (the ‘how to’) of influence and negotiation is provided.

The purpose of this research project is to develop a working content outline that will serve as the core of the program directive for developing a doctrinal leadership techniques publication for influence and negotiation, not the actual publication contents. Development of actual content is outside the time and scope limitations of this research project.



## **Scope and Outcomes**

This research project will collect and analyze current materials and determine best practices for inclusion in a new doctrinal techniques publication to guide comprehensive influence and negotiation training that is progressive and sequential. The primary outcome for this research project is to determine and develop a content outline and appropriate milestones for inclusion in a program directive. The program directive will document the purpose, content, development milestones with associated timelines, and staffing plan of a doctrinal techniques publication that will support influence and negotiation training developed for direct, organizational, and strategic levels of leadership.

## **Research Project Contribution and Expectations**

Within the Center for Army Leadership (CAL), previous development of similar doctrine publications and a series of related handbooks were contracted outside of the organization due to manpower limitations for research and development. This research project is a significant undertaking and is outside the normal duties of a technical editor. The research project being reported on here has been a significant effort and, being outside the normal duties of a technical editor, has been undertaken only as an addition to prescribed editor duties. This presents a moderately significant professional learning curve and will contribute to expertise growth within the Leadership Research, Assessment, and Doctrine Division of CAL.

## CHAPTER 2

### LITERATURE REVIEW

The current body of literature covering the topics of leadership, influence, and negotiation is vast in both breadth and depth. For this phase of development, the literature review will focus on Army leadership doctrine and a few pertinent thought leaders in order to establish an initial framework for assessment.

As the final outcome is to develop a doctrinal techniques publication dealing with influence, the first texts reviewed contain the Army's doctrinal foundations for leadership—ADP 6-22 and ADRP 6-22, both titled *Army Leadership*. Although ADP 6-22 outlines the fundamental principles of Army leadership, its treatment of influence is very brief and negotiation is not addressed due to length constraints. ADRP 6-22, as the companion publication, provides more information on influence under the competency of 'lead others' (refer to LRM, Figure 1) while negotiations are addressed under the competency of 'extends influence beyond the chain of command'. Similar indirect methods of influence such as diplomacy, partnering, conflict resolution, and consensus building are addressed throughout the text.

ADRP 6-22 discusses nine methods of influence that cover the influence spectrum from compliance to commitment, adapted from the competency research of Dr Gary Yukl, University at Albany (State University of New York). While Yukl addresses eleven proactive influence tactics (addressed later), ADRP 6-22 refers to them as methods of influence through adaptation to Army-specific language and needs. In *Army Leadership*, these methods of influence are briefly explained along with a broad explanation of how leaders apply influence and deal with resistance. For Army leadership, the methods of influence are pressure, legitimating, exchange, personal appeals, collaboration, rational persuasion, apprising, inspirational appeals, and participation. The primary purpose of the proposed techniques publication is to expand on the basic explanations

provided within ADRP 6-22 to provide more depth and understanding of the methods of influence and how they are employed.

The primary discussion of negotiations in ADRP 6-22 draws heavily from *Getting to Yes!*, penned by the co-founders of the Harvard Negotiation Project, which introduced the now-classic negotiation theory of principled negotiation (Fisher, Ury, and Patton 1991). Principled negotiation originated as an alternative to positional (soft or hard) negotiation (Fisher, Ury, and Patton, xviii). Principled negotiation incorporates four elements: separate the people from the problem; focus on the interests, not positions; invent options for mutual gain; and use objective criteria (Fisher, Ury, and Patton, 11-12). Negotiation runs through several chapters of ADRP 6-22 as a subtext, especially for organizational and strategic leadership, and incorporates elements of other leadership attributes and competencies discussed within ADRP 6-22 such as interpersonal skills, tact, respect, mental agility, selfless service, active listening, and trust.

*Leadership in Organizations* (Yukl 2013) provides theoretical basis and basic terminology for understanding concepts related to power, authority, and influence processes. Yukl explains eight sources of power ranging from legitimate power (formal authority), reward power (resource control), coercive power (authority over punishments), referent power (desire to please), expert power (knowledge and skill), information power (control over information), ecological power (control of the physical environment and technology), and position and personal power. Yukl defines power as involving the capacity to exert influence; understanding the sources of power and how to employ them enhances a leader's ability to exert influence (Yukl 2013, 185-201).

Yukl explains that proactive influence tactics have an immediate objective and are employed to gain commitment or compliance, although a possible outcome may be resistance (Yukl 2013, 187-188). He delineates eleven influence tactics: rational persuasion, apprising, inspirational appeals, consultation, collaboration, ingratiation, personal appeals, exchange,

coalition tactics, legitimating tactics, and pressure. Yukl provides general guidelines for employing each tactic and how effective each tactic is in relation to the direction of use (up, down, lateral) (Yukl 2013, 201-215). As previously explained, Army doctrine provides for a common language and operations framework; these eleven influence tactics are adapted and retitled as the nine methods of influence.

*Influence: Science and Practice* (Cialdini 2009) focuses on the compliance aspect of influence through six principles which derive their effectiveness from fundamental psychological principles that drive human behavior: reciprocity, consistency, social proof, liking, authority, and scarcity (Cialdini 2009, xii). Cialdini defines these principles as ‘weapons of influence’, as each of these principles spur automatic responses that aide compliance. In addition to explaining how to recognize each of the principles in action, Cialdini’s work also provides a defense mechanism for each principle. Understanding and recognizing each of the psychological principles and knowing how to employ appropriate defense mechanisms would assist leaders in determining what methods of influence are most appropriate for a given situation.

*Making Partnerships Work* (Hughes and Weiss 2001) focuses on a systematic, collaborative approach to problem-solving while providing information on how to prepare and influence relationships to affect joint problem-solving or negotiations. This collaborative approach model consists of seven elements: alternatives, interests, options, legitimacy, commitments, communication, and relationship. Each element is also an organizing principle for preparation and for engaging in joint problem solving (Hughes and Weiss 2001, 9-11). Additionally, the text provides a number of useful models and tools to help visualize and organize efforts when dealing with differences within the group to understand and predict participant’s behavior, to understand different perceptions of a situation, how to engage in effective communications, and (Hughes and Weiss 2001, 22-34). The text also provides several tools for managing complexity, obtaining buy-in from multiple stockholders, clarifying roles and

responsibilities during problem-solving, and drafting multi-party agreements (Hughes and Weiss 2001, 42-54).

## CHAPTER 3

### RESEARCH PROCEDURE

Research started with an assessment of current Army and sister Service doctrine and training materials then identifying academic and industry standard bearers for current and best practices (partially covered in Chapter 2, Literature Review). These assessment and identification processes include determining applicability to Army operations and doctrinal nesting.

#### **Review of Current Doctrine**

Under the Army's doctrine construct, four ADPs are considered as the foundational basis for all other doctrine, as they are signed by the Chief of Staff, Army: ADP 1, *The Army*; ADP 3-0, *Unified Land Operations*; ADP 6-22, *Army Leadership*; and ADP 7-0, *Training Units and Developing Leaders*. ADP 1 frames how Army military and civilian members "think about the strategic environment, develop and refine doctrine, and chart a course into the future" (ADP 1 2012, foreword). While the term influence is used within the publication, it is in very general terms (e.g., "the influence Soldiers exert") and not applicable to the development of a doctrinal techniques publication.

ADP 3-0, *Unified Land Operations*, outlines how the Army supports and contributes to unified action, defined as "the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort" (JP 1-02 2012, 304). ADP 3-0 addresses influence in two ways. First, as a leaders' requirement where "effective unified action requires Army leaders who can understand, influence, and cooperate with unified action partners" (ADP 3-0 2011, 3) and second, as a part of inform and influence activities (I2A) which are doctrinally addressed in FM 3-13, *Inform and Influence Activities* and discussed below. Knowledge of Army terminology and context are crucial to understanding the difference.

ADRP 3-0, *Unified Land Operations*, expounds on the principles outlined in ADP 3-0, but with its operational focus on the Army's core competencies of combined arms maneuver and wide area security, its discussion of influence leans towards inform and influence activities to shape the operational environment. Inform and influence activities are defined as "the integration of designated information-related capabilities in order to synchronize themes, messages, and actions with operations to inform United States and global audiences, influence foreign audiences, and affect adversary and enemy decisionmaking" (ADRP 3-0 2012, 3-3). FM 3-13 addresses the tactics and procedures associated with I2A. FM 3-13 separates these focused activities based on intended audience; in the I2A construct, inform activities are directed towards domestic and global audiences whereas influence activities are strictly limited to foreign audiences. I2A are conducted through public affairs and strategic communications assets, civil affairs operations, and military information support operations (FM 3-13 2013, 1-2). This evolution of Army terminology and context is the reason why Yukl's influence tactics were adapted to become the methods of influence discussed in ADRP 6-22.

ADP 7-0 and ADRP 7-0 are both titled *Training Units and Developing Leaders*. ADP 7-0 does not address influence or negotiation. ADRP 7-0 tangentially addresses influence in a very limited manner (e.g., leaders influence their Soldiers by what they do and say). There is no discussion of negotiation.

### **Review of Sister Service Doctrine**

None of the sister Services (Navy, Marines, and Air Force) have any service-specific doctrine related to influence or negotiation. However, there is a single multi-service tactics, techniques, and procedures publication addressing influence and negotiation. While joint doctrine and multi-service publications both apply to all services, there is a difference in application. Joint doctrine is proscriptive and enduring while the multi-service publication is developed to address specific short-term interoperability issues. These multi-service publications are not intended to

last and the tactics, techniques, and procedures are generally incorporated into existing doctrine during normal doctrine review cycles. The publication, FM 3-07.10/MCRP 3-33.8A/NTTP 3-07.5/AFTTP 3-2.76, *Advising - Multi-Service Tactics, Techniques, and Procedures for Advising Foreign Forces* was published in 2009 as sister Services were beginning to provide manpower against the increased advising mission the Army had in Iraq and Afghanistan. Since there was no joint doctrine governing such operations for advisors the multi-service tactics, techniques, and procedures publication was developed. The section on influence draws significantly from ADRP 6-22 (then FM 6-22) and Cialdini but is focused on specific actions that an advisor to foreign forces would take. This publication has merit, but it is also limited in scope. The proposed doctrinal techniques publication is intended to follow the same constructs as ADRP 6-22: enduring, universal, and inclusive. Therefore it will provide more breadth and depth to the influence process for all leaders.

### **Review of Institutional Course Instruction**

Currently, influence and negotiation have a patchy existence in Army institutional training. The United States Army Cadet Command oversees the pre-commissioning program executed in universities; their curriculum covers basic leadership instruction but does not incorporate any materials on influence or negotiation past what is already covered in ADRP 6-22. The United States Military Academy has similar leadership curriculum; however, the West Point Negotiation Project (modeled after the Harvard Negotiation Project) was established to assist the Army in developing negotiating skills materials, but the level of instruction provided for cadets was unclear. For newly commissioned lieutenants attending their basic course, there is basic instruction on leadership based on ADRP 6-22, but no particular emphasis on influence or negotiation.

For captains attending their advanced career course, there are courses addressing leadership as part of their common core instruction, but no courses specifically on influence or



negotiation. However, two courses on negotiation were in development but are currently on hold due to doctrinal development changes.

For majors attending Intermediate Level Education, there are two focused lessons on influence and negotiation. They draw their readings from ADRP 6-22, Yukl, and Fisher, Ury, and Patton. Influence serves as the common instructional theme for all coursework in the School of Command Preparation [short weeks-long course specifically designed for selected battalion and brigade commanders (lieutenant colonels and colonels) and command sergeants major]. The School of Command Preparation does offer an abbreviated negotiations course as part of the Tactical Commanders Development Program for the portion of attendees that stay for an additional two weeks.

The United States Army War College focuses leadership instruction for colonels at the strategic level. They currently offer one elective course on negotiation: How to Negotiate – Strategy and Process.

### **Review of Other Instructional Sources (Deployment Training)**

Negotiation training materials with varying levels of breadth, depth and location specificity have been developed by a multitude of Army entities: U.S. Army Peacekeeping & Stability Operations Institute, U.S. Army Simulation, Training, and Instrumentation Command – Institute for Creative Technologies, Command and General Staff College, Center for Army Leadership, Research Development and Engineering Command at Aberdeen Proving Ground, U.S. Army John F. Kennedy Special Warfare Center, West Point Negotiation Project, TRADOC Culture Center, Center for Army Lessons Learned, Army Research Institute, Mission Command Training Program, and the Combat Training Centers. A common trend is that the materials are all developed from different sources and often focus on the current operating environment. In addition, many units have developed their own training materials but they are often only ‘PowerPoint deep’—an overview briefing without significant breadth or depth for understanding.

## CHAPTER 4

### RESULTS

The purpose of this research project is to develop a working content outline that will serve as the gist of the program directive for developing a doctrinal leadership techniques publication for influence and negotiation. To nest within the rubrics of Army leadership under the 6-22 series, the resulting publication should be enduring (portable through time and environments), universal (applies across levels of authority or responsibility), and inclusive (applies to both military and Army Civilian leaders). The scope of this research project covers the first two phases of doctrine development – assessment and planning.

- Phase 1, Assessment: after reviewing pertinent doctrinal publications, instructional training, and other available training materials, it was clear that a doctrinal publication addressing influence in more depth would help unify and focus current doctrine and training.
- Phase 2 Planning: the content outline and timelines were developed based on information collected during the assessment phase.

From Phase 2, the proposed content outline (see Table 1 below) and proposed timeline (see Table 2) will be incorporated within the program directive.

Table 1. Content outline for proposed ATP

PREFACE	
INTRODUCTION	
	Sources
Chapter 1: Understanding power and influence	
Sources of power	Yukl
Methods of influence	ADRP 6-22; Yukl; Cialdini
Chapter 2: Extending influence: preparing and implementing	
Develop influence plan (prepare negotiations)	
Clarify and prioritize goals	Commander's guidance
Assess the relationship	Hughes & Weiss
Assess alternatives	Hughes & Weiss
Understanding all parties' interests	Fisher, Ury & Patton; Hughes & Weiss
Develop options	Fisher, Ury & Patton; Hughes & Weiss
Determine objective criteria (legitimacy)	Fisher, Ury & Patton; Hughes & Weiss
Identify degree of commitment	Hughes & Weiss
Draft agreement framework	Hughes & Weiss
Plan strategy for effective communications	Hughes & Weiss; FM 3-13
Select method of influence	ADRP 6-22; Yukl
Implement influence plan	
Select the time and location	
Maintain awareness and good communication	Hughes & Weiss; Cialdini
Address underlying interests	Fisher, Ury & Patton
Address emotion	Cialdini
Defend against others' influence attempts	Cialdini
Chapter 3: Reflect and adapt	
Assess influence plan	
Adapt your strategy	Hughes & Weiss
Dealing with resistance	Yukl; ADRP 6-22
Prepare for future influence situations	Hughes & Weiss
Relationship building	Hughes & Weiss
Learning	
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Table 2 portrays two timelines – one for a normal, standard development process and the other for development process incorporating an unexpected Doctrinal Review & Approval Group (DRAG). Convening a DRAG is done to address controversial topics covered in the publication

and gain guidance or decision on those controversial topics from the convening authority. A DRAG is not anticipated for this publication, but the timeline must be developed for awareness.

Table 2. Milestones for proposed ATP

Stage	Standard Process			If DRAG required	
	Duration (months)	Time Elapsed (months)	Estimated Completion Date	Time Elapsed	Estimated Completion Date
Develop Program Directive (PD)	2	2	5 May 2013	2	5 May 2013
Staffing of PD	1	3	2 June 2013	3	2 June 2013
Develop Initial Draft (ID)	6	9	2 Dec 2013	9	2 Dec 2013
Staffing of ID	1.5	10.5	27 Jan 2014	10.5	27 Jan 2014
Develop Final Draft (FD)	5	15.5	2 Jun 2014	15.5	2 Jun 2014
Staffing of FD	1.5	17	14 July 2014	17	14 July 2014
Prepare DRAG Draft (if required)	2	---	---	19	8 Sept 2014
Staffing of DRAG Draft (if required)	2	---	---	21	3 Nov 2014
Conduct DRAG (if required)	.25	---	---	21.25	10 Nov 2014
Prepare Final Approved (Signature) Draft	.25	17.25	28 July 2014	21.5	17 Nov 2014
Prepare Final Electronic File (FEF)	.5	17.75	4 Aug 2014	22	24 Nov 2014
Distribute (Final Quality Assurance, Authenticate, Publish)	2	19.75	6 Oct 2014	24	26 Jan 2015

## Conclusions

A new doctrinal techniques publication focused on influence and negotiation will provide a common framework and help inform development of pertinent coursework to provide a sequential and progressive learning experience for all Army leaders instead of the fragmented, redundant, and haphazard process that currently exists. The proposed content outline is only an initial start point for development. From experience, when a program directive is staffed Army-

wide, significant ideas for inclusion are submitted for review and adjudication. This input may affect the overall development timeline dependent on the type and number of comments received.

## CHAPTER 5

### SUGGESTIONS FOR ADDITIONAL WORK

Research will continue based on the additional readings listed in Appendix C, which were accumulated for the purpose of providing more comprehensive information on specific areas of influence and negotiation. These readings contribute to Phase 3, Development and are not incorporated in the development of the program directive due to the scope and time constraints of this research project.

In addition, to develop doctrine in support of further development of institutional training materials, several questions must be answered:

- What knowledge, skills, and abilities support negotiation proficiency at direct, organizational, and strategic levels?
- How should the training, education, and performance of negotiations be assessed in the classroom and in the field?
- Is a negotiation model needed, and if so what are the uses and challenges?

Answering such questions focuses the research and identifies metrics for evaluating the effectiveness of influence and negotiation education and training.

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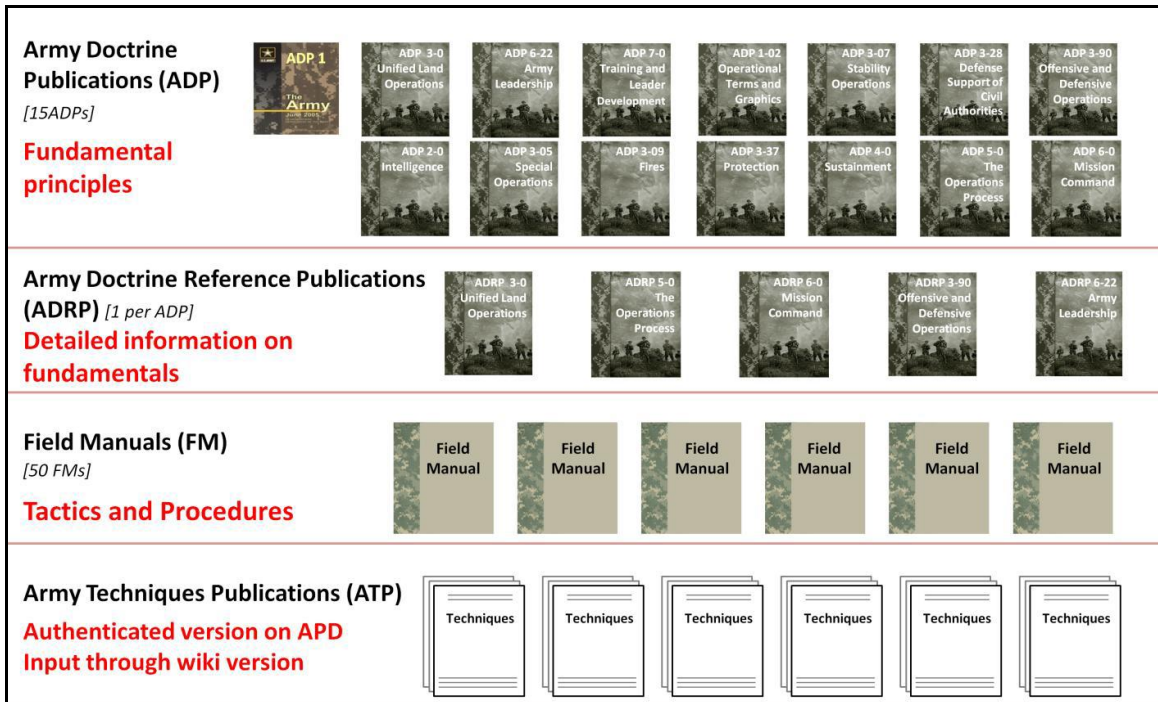
## APPENDIX A

### DOCTRINE 2015 PROGRAM INFORMATION

In June 2011, as the 37th Chief of Staff, Army, General Martin Dempsey instituted guidelines for a doctrinal reengineering program dubbed Doctrine 2015 as all of the hierarchical elements would be completed and phased in by the end of Fiscal Year 2015 (September 2015) (Doctrine Update 2011). The Doctrine 2015 initiative categorizes doctrinal publications into four hierarchal levels and reduces the length and number to make them more accessible to leaders and Soldiers and responsive to changes in the global operating environments. In addition, the Doctrine 2015 initiative is a continued effort to streamline Army doctrine and the corresponding development practices.

Under Doctrine 2015, there are four doctrinal publication categories: Army doctrine publications (ADPs), Army doctrine reference publications (ADRP), field manuals (FMs), and Army techniques publications (ATPs) (see Figure 2 for hierarchal arrangement). A total of fifteen ADPs contain the fundamental principles of Army operations. Meant to be enduring with infrequent revisions, their length is limited to less than fifteen pages. ADRP are companion publications to the ADPs and expound on the fundamentals. ADRP are generally 100 pages in length and do not elaborate on specific tactics, techniques, or procedures. ADPs and ADRP will generally share the same title. Fifty FMs of approximately 200 pages will describe tactics and procedures consistent with the fundamentals contained in the ADPs and ADRP. ATPs will address techniques. Since techniques change most rapidly, ATPs will only exist in electronic format. Each ATP will also have an electronic collaborative draft available for field input where the proponent organization monitors contributions, determines adoption into doctrine, and prepares revisions for update. (Doctrine Update 2011).

Figure 2. Doctrine 2015 hierarchy (from Doctrine Update 1-12)

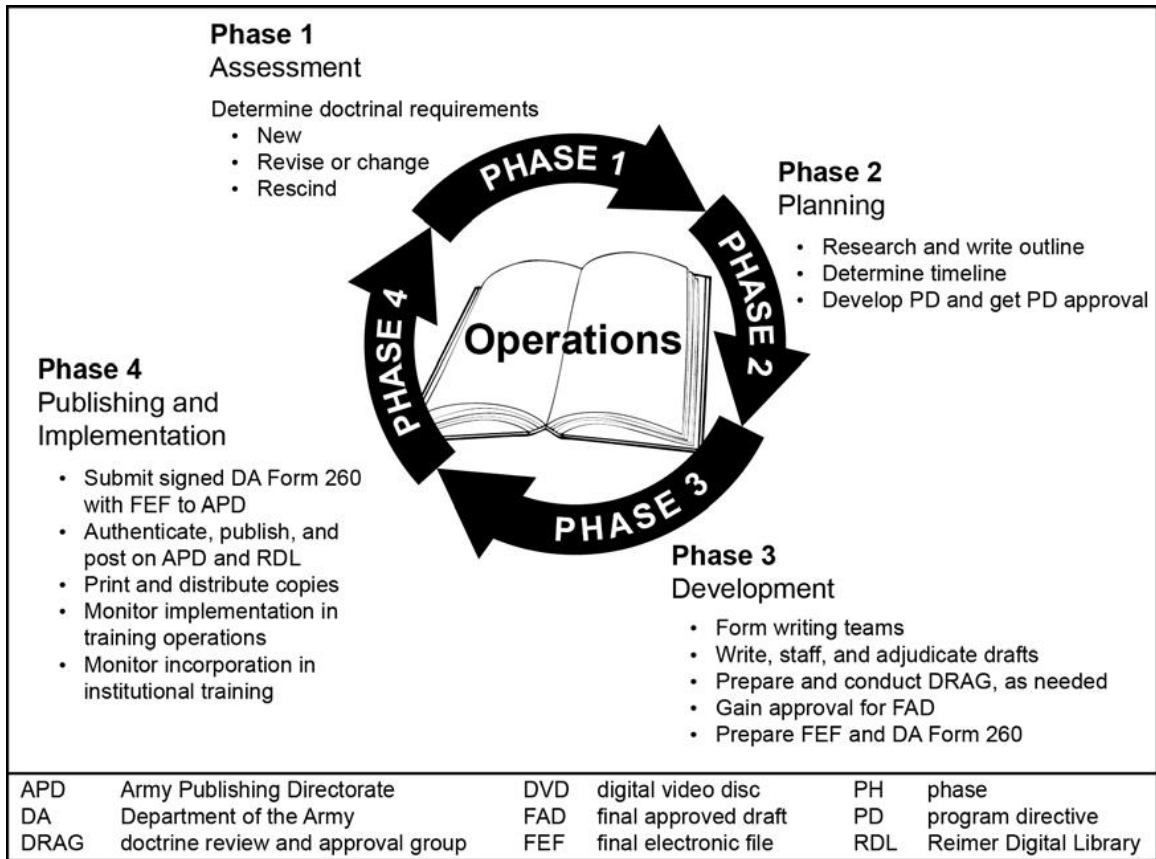


APPENDIX B

DOCTRINE DEVELOPMENT PROCESS

The Army doctrine development process is governed by TRADOC Regulation (TR) 25-26, *The TRADOC Doctrine Publication Program*. Army doctrine development is viewed as a four phase process (see Figure 3). The four phases are assessment, planning, development, and publishing and implementation.

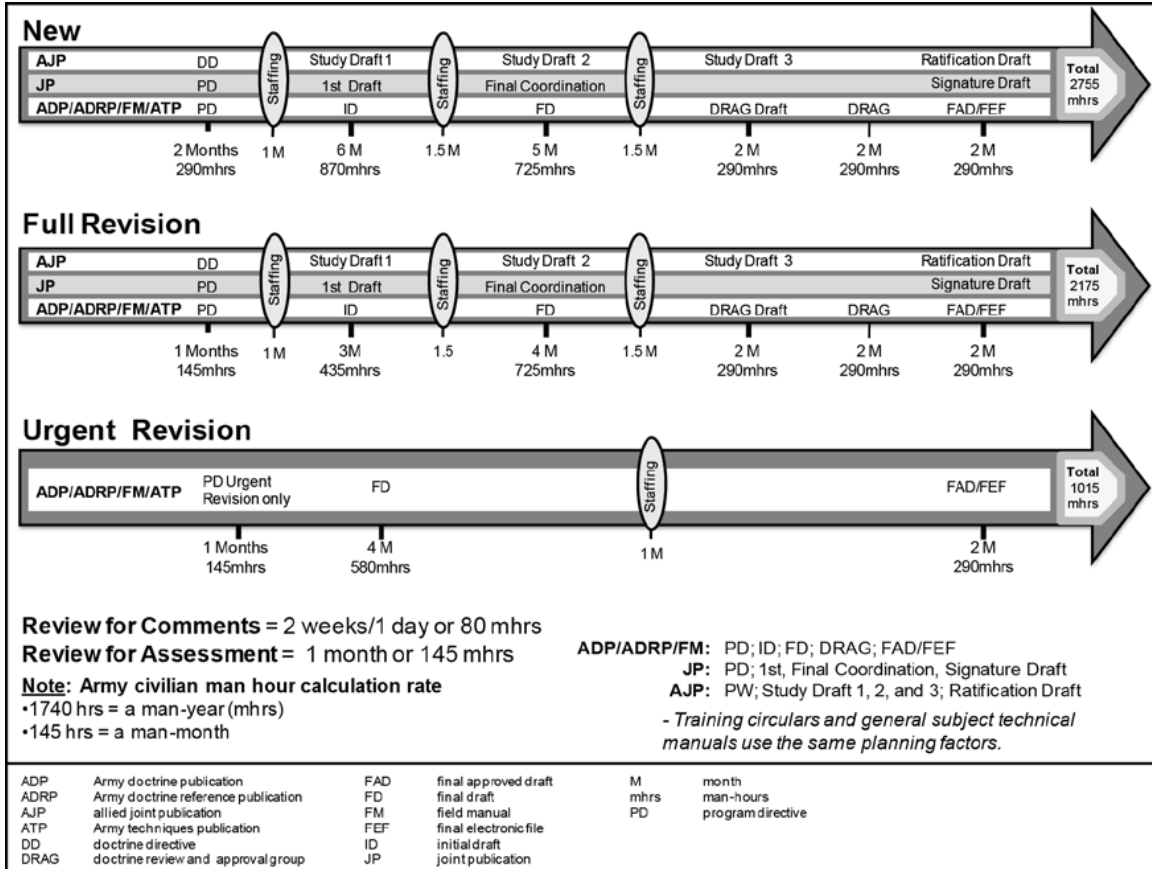
Figure 3. Army doctrine process (from TR 25-36)



Associated with each phase are expected actions and estimated time values. Figure 4 illustrates estimated time values for each of the three types of doctrine development – new, full revision, and urgent revision. Generally, development of new doctrine is the most lengthy while revisions are expected to have lesser time requirements. The development periods are estimates;

however, the staffing periods are dictated to ensure widest dissemination within the Army for review and comment (TR 25-36 2012, 34-35).

Figure 4. Estimated time values for doctrine development (from TR 25-36)



Assessments, composing Phase 1 in the doctrine development process, may be initiated for a variety of reasons, such as changes in the National Security Strategy, National Defense Strategy, National Military Strategy, validated concepts, operational needs statements, observations and insights, operational environment, introduction of new technology or equipment, development of new organizations, revised doctrine (especially changes in joint and multinational doctrine), and lessons compiled from the Combat Training Centers located at Fort Irwin, CA; Fort Polk, LA; and the Joint Multinational Readiness Center in Germany (TR 25-36 2012, 27-28). Depending on the nature of the assessment, the development of the new or revised doctrinal publication is then classified as routine or urgent (TR 25-36 2012, 28-29).

Phase 2, planning, covers the initial content outline research, developing a proposed timeline, and developing, staffing, and obtaining approval of a program directive (see Figure 5 for the program directive format). Much of the initial content outline research is completed during Phase 1, assessment (TR 25-36 2012, 29-30).

Phase 3, development, is the most lengthy of the phases since it covers the actual writing and production of each draft (initial, final, signature) and the Army-wide staffing and adjudication periods associated with staffing each draft. This phase also includes the development of the final electronic file (FEF) for submission to the Army Publishing Directorate (TR 25-36 2012, 32-39).

Phase 4, publication and implementation, is the final submission of the FEF along with adjudicated comment matrices, distribution lists, and copyright releases through the approval authority chain of command to the Army Publishing Directorate where the publication is authenticated and formatted for online and hardcopy publication (TR 25-26 2012, 39-41). The associated timeline with Phase 4 generally refers only to the actual publication and dissemination of doctrinal works under TR 25-36. Implementation occurs through unit training and operations and incorporation of the doctrine into institutional training and education (TR 25-26 2012, 41-42).

Figure 5. Program directive format (from TR 25-36)

[Office Symbol]	[Date]
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MEMORANDUM THRU [Center of Excellence, or non-TRADOC proponent, if applicable (THRU addressee recommends approval).]  
FOR Commanding General, USACAC, (ATZL-MCK-D), 300 McPherson Avenue, Building 463, Fort Leavenworth, KS 66027-1300

SUBJECT: Program Directive for [publication type, number, and title]. For ADPs include the number and title of both the ADP and ADRP.

1. PURPOSE: One-line statement indicating one of the following: (1) develop a new publication, (2) prepare a revision of an existing publication, or (3) perform an urgent revision of a publication.
2. JUSTIFICATION: Include major reasons why the action in paragraph 1 is required.
3. SUPPORTING DOCUMENTS: State references that support the reason the publication is being developed or revised. Include information such as formal directives (written or verbal), command guidance, lessons learned, and test/experiment results addressing the development requirement. Do not include existing regulations, administrative instructions, or routine guidance.
4. ANNUAL DEVELOPMENT PRIORITY: State the development priority based on the annual doctrine guidance. If not available, describe the urgency of need (low, medium, or high priority).
5. SCOPE: Briefly describe the scope of the proposed publication and recommend the type of media if a new publication or recommending changing the media type (ADP, ADRP, FM, or ATP). For ADPs, this paragraph requires two subparagraphs: one for the ADP and one for the ADRP.
6. TARGET AUDIENCE: State to whom the doctrine publication is specifically targeted. For ADPs, this paragraph requires two subparagraphs if the ADP and ADRP address different audiences. If both address the same audience, subparagraphs are not necessary.
7. STAFFING PLAN: Describe the staffing plan. As a minimum, include a coordination list identifying the critical agencies and organizations with which the draft publication must be staffed. Include the number of staffings and the length of time planned for each one if either of these differs from figure D-1. For ADPs, describe any anticipated differences between the planned staffing of the ADP and the ADRP. If the two manuals will be staffed at the same time for all drafts, state this.
8. APPROVAL AUTHORITY, PROPONENT/PREPARING AGENCY, AND TECHNICAL REVIEW AUTHORITY (TRA) INFORMATION: Include the recommended publication approval authority, and, if applicable, separate preparing agency title and office description. The proponent must also identify a TRA when the publication addresses a subject that requires technical or operational expertise the proponent does not possess.
9. POTENTIALLY IMPACTED PUBLICATIONS: List other Army publications, joint, multi-Service, and multinational publications, and training and technical products that are significantly affected. Describe what actions are planned or underway to align and synchronize that publication with other publications. If the list is extensive, place it in an enclosure.
10. RECOMMENDED DISTRIBUTION: State the rationale if a requirement exists for hard copy distribution. Publications used at the lower echelons (brigade and below) usually require hard copy distribution because of limited automation capabilities and Internet limitations. Also classified publications may require print distribution.
11. OTHER RELEVANT INFORMATION. Address any relevant information not covered, for example, parallel doctrine or training publications being developed. For ADPs, describe any anticipated differences between how the ADP and the ADRP will be developed. If none, state that both publications will be developed simultaneously throughout development and publishing.
12. POC. Enter name, rank or grade, phone number, and e-mail address. Include the generic e-mail address of the office that will prepare, or oversee, preparation of the publication.

SIGNATURE BLOCK  
(Authority recommending approval)

3 Encls

1. MILESTONES. Include projected milestones (PD approval, writing, and staffing the drafts, adjudications, obtaining approval to complete the final electronic file). Use figure D-1 as a planning guide.
2. PROPOSED OUTLINE. At a minimum, include proposed chapter titles and key appendixes. PDs for ADPs will have separate enclosures for the outlines of the ADP and the ADRP. Enclosure 2 will be the ADP outline. Enclosure 3 will be the ADRP outline. The PD coordination list and results will be enclosure 4.
3. PD COORDINATION LIST AND RESULTS. List agencies and organizations with which the PD was coordinated and any unresolved critical and major comments that resulted.

CF: All affected organizations and agencies identified in paragraph 7. Send them copies of the approved PD.

## APPENDIX C

### SELECTED FUTURE READINGS

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