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Force Development

THE U.S. ARMY TRAINING AND DOCTRINE COMMAND
CONCEPT DEVELOPMENT GUIDE

FOR THE COMMANDER:

OFFICIAL:

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History. This publication is a new U.S. Army Training and Doctrine Command (TRADOC) guide for the development and publication of the Army Concept Framework documents.

Summary. TRADOC Pam 71-20-3 builds upon TRADOC Regulation 71-20 by providing guidance for the development, formatting, and staffing of Army Concept Framework documents.

Applicability. This pamphlet applies to all Department of the Army (DA) organizations and proponents that participate in the development of concepts as part of the Army Concept Framework, including those directed by leadership.

Proponent and exception authority. The proponent of this pamphlet is the Deputy Commanding General Futures/Director, Army Capabilities Integration Center (ARCIC). The proponent has the authority to approve exceptions or waivers to this pamphlet that are consistent with controlling law and regulations. Do not supplement this pamphlet without prior approval from Director, ARCIC (ATFC-ED), 950 Jefferson Avenue, Ft. Eustis, VA 23604-5763.

Suggested improvements. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) directly to Commander, TRADOC (ATFC-ED), 950 Jefferson Avenue, Ft. Eustis, VA 23604-5763. Suggested improvements may also be submitted using DA Form 1045 (Army Ideas for Excellence Program Proposal).

Distribution. This publication is approved for public distribution and is available on the TRADOC homepage at <http://www.tradoc.army.mil/tpubs/>.

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Chapter 1

Introduction

1-1. Purpose

a. TRADOC Pamphlet (Pam) 71-20-3 provides overarching guidance for developing, writing, formatting, and staffing Army Concept Framework (ACF) TRADOC Pam 525-series administrative documents.

b. This guide expands upon chapter 3 in TRADOC Regulation 71-20 by including the following.

- (1) Expounds on the description of Army concepts documents.
- (2) Provides guidance for determining if a concept is required.
- (3) Provides guidance for planning, initiating, and developing a concept including document preparation and format (see appendix B).
- (4) Describes the Army concept staffing and approval process.
- (5) Provides a comment resolution matrix (CRM) example for concept staffing (see appendix C).

1-2. References

Required and related references are listed in appendix A.

1-3. Explanation of abbreviations and terms

Abbreviations and terms used in this guide are explained in the glossary.

Chapter 2

The Army Concept Framework

2-1. Concepts and capabilities development overview

a. Concepts are the foundation of the Army's implementation of the Joint Capabilities Integration and Development System (JCIDS). A concept is an idea, a thought, a general notion [inferred from specific operations or occurrences in the operational environment (OE)]. In its broadest sense a concept describes what is to be done; in its more specific sense, it can be used to describe how something is done.¹ Concepts illustrate how future joint and Army forces may operate, describe the capabilities required to carry out the range of military operations against adversaries in the expected OE, and explain how a commander, using military art and science, might employ these capabilities to achieve desired effects and objectives. They describe a problem or series of problems to be solved, the components of the solution, and the interaction of

those components in solving the problem. Concepts define how the force functions (operational concept), the timeframe and conditions in which it must operate (the OE), and what the force must be able to execute (required capabilities (RCs)) in terms of performing missions or producing the desired endstate.

b. The key ideas described in concepts lead to the development of RCs as outlined in the concept's capability statements. During the subsequent capabilities-based assessment (CBA), which is the analysis piece of the JCIDS process, those capability statements are further refined through studies, wargames, experiments, and other means. The CBA process then identifies gaps in capabilities and proposes solutions to resolve or mitigate those gaps. Properly applied, the Army's implementation of JCIDS produces an integrated set of doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) solutions that collectively feed the RCs. Grounding the Army's implementation of JCIDS in joint and Army concepts provides traceability of all Army system and non-system solutions back to overarching national strategic guidance. For a more detailed discussion of the CBA process, see TRADOC Regulation 71-20, chapters 6 (Section II), 7, and the ARCIC CBA Guide.

c. The Army normally operates with joint and interorganizational partners. Therefore, the Army participates in the development of joint concepts and leverages them in the development of Army concepts. It is essential that Army concepts be nested within, support, and expand upon the key ideas found in approved joint concepts. For more information on joint concepts, see Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3010.02B, *Joint Operations Concepts Development Process*. Joint concepts include the Capstone Concept for Joint Operations (CCJO), CCJO joint activity concepts, and joint operating concepts.

d. Doctrine versus concepts. A key to developing concepts is to understand their relationship with doctrine and the inherent differences between concepts and doctrine.

(1) Doctrine provides fundamental principles by which the military forces or elements thereof guide actions in support of national objectives. It is authoritative, requiring judgment in application.² Doctrine describes the current (and near-term) force, current and programmed force capabilities, and the current (and near-term) force's ability to apply those capabilities to accomplish missions in support of national security objectives. In addition, doctrine serves the following purposes.

(a) Provides a common language to facilitate shared understanding during military operations.

(b) Drives how the Army is organized and equipped.

(c) Serves as the basis for all Soldiers and leader training and education.

(2) Concepts, in contrast, describe future operational requirements that the Army will likely have to meet. Restated, doctrine guides today's force and influences near term change; concepts stand years in the future and pull today's force forward to anticipate operations in the future OE.

(3) Concepts originate from two main sources. The first is the rise of a new military problem that currently available DOTLMPF capabilities cannot adequately answer. The second is the recognition that existing military problems can be addressed more effectively through employment of new technologies, new methods, new organizational approaches, or other forms of change.³ In both cases, advancing technology (available to the U.S., potential adversaries, or both) and the actions of thinking, adaptive adversaries (such as, complex urban web defenses) are important factors. Therefore, concepts are needed to examine such future developments and explore the new capabilities needed to address them. Concepts propose solutions to challenges for which no doctrine exists or propose strikingly effective improvements to existing doctrine.

(4) Effective concept development begins with a clear understanding of existing doctrine, but doctrine does not limit concepts, since it is subject to change because of new concepts. Concept development is informed by known operational shortfalls; lessons learned from recent operations undertaken by the U.S. or other countries; focused seminars, workshops, warfighting experiments, observations, and research. Well-developed concepts drive productive wargaming and experimentation, but, in addition to examining the validity of concepts, such events may also inspire new concepts.

(5) The absence of well-developed concepts may adversely affect the Army's ability to prepare itself for the future and its ability to serve effectively as part of the joint force. The proof of a valid concept is that it-

(a) Clearly defines new ways and means of conducting operations. It does not simply restate current doctrine or approved concepts with new terms.

(b) Points logically toward the need for new non-materiel and materiel capabilities.

(c) Provides an effective operational visualization. Concepts describe key ideas and new capabilities and provide vision as to how future commanders can implement those key ideas and new capabilities.

e. A concept is required when professional military judgment concludes that a military problem exists for which there is currently no viable solution. In addition, a concept is required if a potential solution cannot be reasonably implemented with incremental DOTMLPF changes. Reasons for considering an assessment include:

(1) Current or recent military operations. These operations do not have to be U.S.-only military operations. For U.S. operations, lessons learned could indicate that current doctrine is ineffective or far less than optimal. For non-U.S. operations, lessons learned include how a military force (whether or not the force is a potential adversary) creatively integrated its capabilities or implemented new capabilities.

(2) Emerging capabilities of potential adversaries.

(3) Anticipated changes in the future OE.

(4) New strategic guidance, such as from the National Security Strategy (NSS), National Military Strategy (NMS), or new policy, whether Department of Defense (DOD) or Army.

(5) Anticipated advances in technology available to the U.S. or its potential adversaries.

f. Concept qualities. All Army conceptual documents share the qualities listed below.

(1) Concepts are rooted in history. Useful future concepts are rarely derived from abstract theoretical premises, but instead are speculations about the future, informed by practical lessons of the past. Concepts reference authoritative sources; current doctrine, operational lessons learned, experimentation results, and academic studies are essential starting points.

(2) Concepts embrace the nature and theory of war. Underlying any concept is a system of fundamental beliefs about the nature of war and the successful conduct of military action.

(3) Concepts balance military art and science. A concept may stress one or the other, but it should not ignore either.

(4) Concepts are embedded in the proper military-technological context. A concept should be aware of American military predilections, which together constitute an American approach to war. Concepts do not assume technology is the solution, rather they assume technology enables the solution. Therefore, concepts exploit new technologies or respond to the proliferation of new technologies. Technological assertions and assumptions are limited by what is fiscally and technologically feasible during the concept timeframe.

(5) Concepts serve a stated purpose. The concept should provide meaningful guidance that can support the capability development activities described by the purpose of the concept.

(6) Concepts accept the burden of proof. A concept warrants no assumption of validity, but recognizes that it is received with skepticism and must make its case through logic and experimentation and other relevant means. A concept should be written accordingly and establish criteria for evaluation of its feasibility and applicability through experimentation.

(7) Concepts encourage discussion by providing descriptions in clear terms that are readily understood, allowing interested parties to get to issues of substance rather than haggling over meaning.

(8) Concepts are robust. A concept should apply to a variety of situations. It should meet the demands of multiple potential scenarios within its defining parameters.

(9) Concepts are concise and eliminate unnecessary material. A concept presents ideas concisely and economically so its message can be absorbed and considered during implementation. The goal is to provide the minimal context necessary and get to the substance of the concept as quickly as possible, eliminating content that does not develop the central idea of the concept. Authors must aggressively eliminate unnecessary background material.

(10) Concepts use plain language and existing terminology and avoid using catchphrases and creating new acronyms. Avoid creating new terms for the sake of newness. Edit concepts to ensure clarity and consistency of language. The use of acronyms and buzzwords leads to more confusion than an understanding of the concept. **A concept must be written clearly enough to be fully understood on its first reading.**

2-2. Concepts purpose and description

Concepts illustrate how future joint and Army forces will operate, describe the capabilities required to carry out full-spectrum operations¹ they are likely to conduct in the OE, and how a commander, using military art and science, might employ these capabilities to achieve desired objectives. Concepts are the starting point for the Army's JCIDS process. Concepts serve as the foundation for required capability and architecture development, for gap identification, and for generating DOTMLPF solutions such as doctrine development (principles and Army tactics, techniques or procedures), organizational design changes, training initiatives, materiel solutions, leadership and education requirements, personnel solutions, and facilities renovation and design, which address warfighter gaps. Concepts also serve to guide science and technology efforts, prioritization, funding, and development. Joint concepts consist of future capability descriptions within a proposed structure of future military operations for a period of 8-20 years, while Army concepts cover a period of 6-18 years in the future.

2-3. Strategic guidance

a. Strategic guidance and national policies describe how future forces satisfy security needs in an ever-changing geopolitical environment. These changes prompt the reexamination of joint and service capabilities to determine whether those capabilities can meet future needs. Strategic guidance provides the authoritative sources capability developers use to identify and develop future capabilities. Strategic guidance identifies the operations that the U.S. expects its military forces to perform, the attributes those forces must possess, the effects they must achieve, where they must operate, and what kind and size of force is required to execute those operations. The Joint Vision, Army Strategic Planning Guidance, and the Army Posture Statement provide the starting points for analysis of strategic guidance. The NSS, National Defense Strategy, NMS, Unified Command Plan, Guidance for the Development of Forces, and quadrennial defense reviews (QDR) provide top-level strategic guidance for concept development and are the impetus for deriving capabilities needed to shape the future joint force.

b. Joint operations concepts (JOpsC).

(1) The JOpsC family consists of the CCJO and joint concepts. The Army participates in the development of joint concepts and leverages them during the development of Army concepts. See CJCSI 3010.02B for additional information on concepts.

(2) In 2009, U.S. Joint Forces Command (JFCOM) reevaluated the role of the JOpsC. JFCOM's Joint Concept Development Vision stipulated that in the recent past, concept development often lacked the focus and the agility to remain relevant in today's rapidly changing

¹ In Army Doctrinal Publication 3-0, full-spectrum operations has been replaced with the term decisive actions. Future versions of concepts and TRADOC Reg 71-20 will reflect this change.

operational environment. This realization requires the joint force to focus concept development on the specific problems identified in the joint OE or on identified gaps in doctrine. This prompted a fundamental shift in the way JFCOM, the joint force, and the Army looked at concepts.⁴

(3) The first joint concept to incorporate the new guidance was the CCJO, the joint capstone concept. The purpose of the CCJO is to lead force development and employment primarily by providing a broad description of how the future joint force will operate. It applies to global joint and interagency operations conducted unilaterally or in conjunction with military, intergovernmental, and nongovernment partners. It envisions military operations conducted within a national strategy that incorporates all instruments of national power. Its subordinate CCJO activities concepts propose solutions to meet challenges across the spectrum of conflict and describe key characteristics of the future joint force.

2-4. Operational environment

a. The OE is a forward-looking effort to more accurately discern the challenges the Army will face at the operational level of war and determine its inherent implications. The OE describes the composite conditions, circumstances, and influences that affect commanders' decisions on the employment of military capabilities. Analysis of the OE identifies potential implications for the U.S. Army training, experimentation, and doctrinal development communities; establishes the framework for thinking about threat capabilities and environmental influences on conflict; and identifies points of reference necessary for guiding the capabilities-based model for force development.

b. TRADOC Deputy Chief of Staff (DCS), G-2 and the intelligence community research and analyze evolving worldwide developments and trends. The aim of these ongoing efforts is to maintain currency and relevance in our understanding and portrayal of OE and the threats that operate within that environment. These efforts frame the breadth and complexity of the OE, identify critical variables, and examine the adaptive adversaries the Army will confront today and tomorrow. The DCS, G-2 then produces the official TRADOC OE document, which is used in all concepts, CBAs, and the development of DOTMLPF solutions.

2-5. The Army Concept Framework

a. The Army documents its fundamental ideas about future joint operations using the ACF. The translation of concepts into capabilities is an iterative process. While concepts are grounded projections, limited by the maturity of technologies, their aspirations are not limited to near term realities. To maximize their future utility, concepts must be broadly based and encompass both the art and science of future warfighting, continually refined through wargaming, experimentation, architecture development, assessment, and analysis.

b. The description of the OE, its associated range of challenges, a set of key ideas that address the "how to" of countering and/or overcoming the challenges posed, and a corresponding set of capabilities and initial force design principles needed to implement the ideas delineated in the concept are all inputs to and components of a concept.

c. ARCIC leads Army concept development and supports joint concept development in collaboration with proponents through the Concept Development and Learning Directorate (CDLD). It develops and manages the ACF; develops Army concepts; and directs, manages, and synchronizes the development of Army functional concepts (AFCs) and existing concept capability plans (CCPs) (no new CCPs will be initiated, but existing CCPs will continue to be worked) by integrated capability development teams (ICDTs). ARCIC also ensures the integration of land force capabilities in the development of joint capstone, and joint concepts in concert with Headquarters (HQ), Department of the Army (DA) DCS, G-3/5/7 (Department of the Army Military Operations - Strategic Plans and Policy), the Joint Staff J-7, U.S. Joint Forces Command or appropriate command and/or agency, and other combatant commands.

d. The ACF consists of TRADOC Pam 525-3-0, TRADOC Pam 525-3-1, the AFCs, existing CCPs, and leadership directed concepts. Concepts facilitate the visualization and communication of the Army's key ideas on future operations. These key ideas lead to the development of RCs in the ACF. The Army implements JCIDS to produce an integrated set of DOTMLPF solutions to address the RCs delineated in the ACF. The CBA process then identifies gaps in capabilities and proposes solutions to resolve or mitigate those gaps. Two types of advisory documents may be developed to inform the ACF. These include concept of operations (CONOPS) and white papers (see figure 2-1).

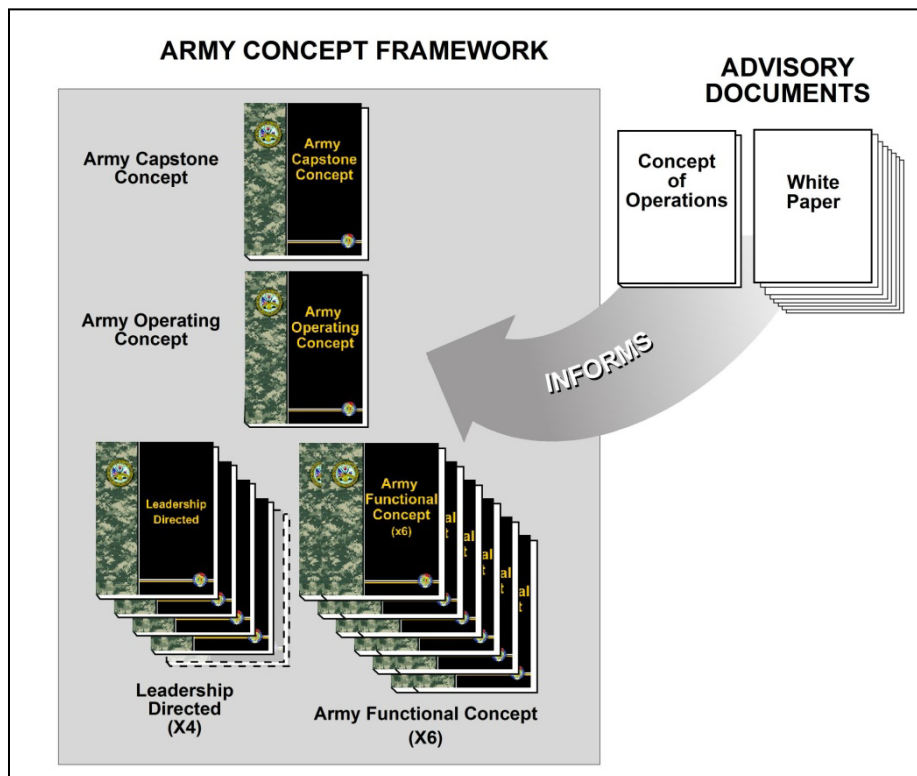


Figure 2-1. Components of the ACF

e. TRADOC Pam 525-3-0 is the Army capstone concept (ACC). It provides an overarching description of how the future Army, as part of the joint force, will operate across full-spectrum operations. The ACC distills strategic guidance and the JOpsC into a relevant concept for the Army's contribution to the joint force. The ACC identifies broad required capabilities which serve to guide the development and refinement of required capabilities within the Army operating concept (AOC), AFCs, and leadership directed concepts. As such, it provides the unifying framework for developing the AOC, AFCs, and leadership directed concepts.

f. TRADOC Pam 525-3-1 is the Army operating concept. It provides a generalized visualization of full-spectrum operations across the spectrum of conflict. It describes how an Army force commander accomplishes operational or tactical level effects and identifies RCs to achieve objectives in land operations in support of a joint force commander's military campaign or operation.

g. TRADOC Pam 525-2/3/4/8-XX series are the AFCs. AFCs describe how future Army forces will perform military functions across full-spectrum operations. The AFCs draw operational context from joint concepts, the ACC, and the AOC. As an integrated suite of concepts, the AFCs describe the full range of land combat functions during full-spectrum operations across the spectrum of conflict and all Army echelons. An AFC contains an initial, broad description of RCs necessary to achieve the objectives outlined in higher-level concepts. An AFC describes the RC in enough detail within the body of the document to initiate a CBA. The AFCs currently address the areas below.

(1) TRADOC Pam 525-3-3 is the mission command concept developed by the Mission Command Center of Excellence (CoE).

(2) TRADOC Pam 525-2-1 is the intelligence concept developed by the Intelligence CoE.

(3) TRADOC Pam 525-3-6 is the movement and maneuver concept developed by the Maneuver CoE.⁵

(4) TRADOC Pam 525-3-4 is the fires concept developed by the Fires CoE.

(5) TRADOC Pam 525-3-5 is the protection concept developed by the Maneuver Support CoE.

(6) TRADOC Pam 525-4-1 is the sustainment concept developed by the Sustainment CoE.

h. Existing CCPs provide a description of how an Army commander could perform a specific operation or function 6-18 years into the future. A CCP has a narrow focus to derive detailed RCs. The subsequent CBA, along with wargames, studies, experiments, and other events, further refines its key ideas and RCs.

i. The Commanding General (CG), TRADOC may initiate the development of leadership directed concepts and studies to focus on a particular aspect of future operations not addressed in

the other Army concepts outlined above (such as, TRADOC Pam 525-3-7 or TRADOC Pam 525-8-3).

j. On occasion, a CoE or other proponent may identify a subject area that lacks discussion in the ACF. If a CONOPS or white paper cannot adequately address the issue, the CoE or proponent recommends to the Director, ARCIC that a new concept be developed. However, CoEs and proponents do not initiate concept development without approval from CG, TRADOC.

2-6. Classification and distribution restriction

Joint and Army concept development and CBA processes are most efficient when their publications can be widely distributed with allies, industry, and academia. Therefore, concepts should be unclassified and without distribution restrictions whenever possible. In accordance with (IAW) TRADOC Regulation 25-35 paragraph 2-11, draft concepts are for official use only and require the designation of “For Official Use Only IAW TRADOC Regulation 25-35” and “DRAFT-NOT FOR IMPLEMENTATION” until final validation and publication. These designations are removed during the final editing process.

Chapter 3

Developing Army Concepts

3-1. Army concept document initiation and/or revision

a. The development of new or revised Army concepts (capstone, operating, functional, and leadership directed) is initiated through the mechanisms below.

(1) CG, TRADOC orders the development or revision of concepts to change the way the Army conducts operations in the future.

(2) A new military assessment identifies a need to describe new capabilities or requirements. For instance, the new assessment may evolve from a new or revised joint concept, a QDR, a new or revised national security publication (such as the NSS or NMS), a revised TRADOC OE paper, or a new or revised integrated security construct (ISC) or a multiservice force deployment (MSFD)-based TRADOC scenario.

(3) A periodic review directed by the ARCIC Campaign Plan.

b. CONOPS and white papers may be initiated by any TRADOC organization. Their revision is at the discretion of the approval authority.

3-2. Army conceptual document approval and authentication

a. The Chief of Staff of the Army approves the ACC.

b. The CG, TRADOC approves the AOC and leadership directed concepts.

c. The Director, ARCIC approves all AFCs and may—on behalf of CG, TRADOC—approve leadership directed concepts.

d. White papers and CONOPS are usually approved by a general officer in the organization that initiated the document's development. White papers and CONOPS carry the authority of the approving organization.

e. TRADOC DCS, G-6 authenticates approved concepts that are to be published as TRADOC pamphlets IAW TRADOC Regulation 25-35. Once authenticated, concepts become TRADOC Pam 525-series (military operations) concepts.

3-3. Development of capstone, operating, functional, and leadership directed concepts

a. The Joint and Army Concepts Division (JACD), CDLD, ARCIC centrally manages the development of the capstone and operating concepts. The development of a functional concept is led by a warfighting function CoE, but is centrally managed by JACD, while leadership directed concepts are developed by the organization with the greatest knowledge of the topic but remain centrally managed by JACD. This section describes the usual steps required to develop capstone and leadership directed concepts.

b. ARCIC directs, coordinates, and defines the scope of revisions to the ACC, AOC, and AFCs. The ACC and AOC writing teams are led by JACD and will consist of participants from across the Army. For AFC revisions, each warfighting function's ICDT charter outlines the organizations that support writing the concept. The composition of the writing team will vary by concept. The ICDT lead should consider including appropriate representatives from organizations familiar with the concept's military problem, along with science and technology experts, interorganizational partners, and academia.

c. Regardless of concept type, the writing team should conduct a *design* session as early in the writing process as is possible. This session allows the writing team to gain a shared understanding of the military problem and provides insight into alternative approaches to solving the military problem. Inputs for the design session include, but are not limited to, Army warfighting challenges, CBAs, the current capability needs analysis, and the TRADOC OE. Information on design is found in Field Manual (FM) 5-0.

d. The capstone concept is significantly more complicated to create as the writing team is asked to develop the military problem absent a higher level Army concept to assist in understanding the problem and integrating ideas found in the JOpsC. While the following nine steps focus on developing the capstone and leadership directed concepts, the ideas may facilitate the development of other concepts. A discussion of AFC development begins at 3-3.e.

(1) Step 1. Identify the military problem. Subject matter experts (SME) identify the military problem to be solved. SMEs do not have to be from TRADOC organizations. This step normally includes an extensive literature review. The military problem statement may evolve over time, but at a minimum must include-

(a) A description of the future OE and future adversary. This description may include anticipated trends and emerging technologies.

(b) The challenges that the future OE and future adversary will pose to current (or near-term) U.S. forces.

(c) A general description of what U.S. forces must do differently (the *what*, not the *how*).

(2) Step 2. Determine if a concept is required. SMEs determine if the military problem identified can be solved via current or near-term means. For example, an SME should examine if the problem may be solved with incremental DOTMLPF change implementations. The writing team also determines if a revision of current doctrine or the acquisition of off-the-shelf technologies will solve the problem. If these or other options are available, no concept is required and the problem is addressed through other means. If other options are not viable, a concept may be necessary and the request for development of a concept (see step 3) is initiated.

(3) Step 3. Development and approval of the guiding documents. Upon determination that a concept is required, the Chief, JACD (or ICDT chair in the case of a leadership directed concept) determines the composition of the writing team based on the proposed military problem. If all writing team members will be from TRADOC organizations, Chief, JACD will draft a program directive (PD) for the concept approval authority. If expertise from non-TRADOC organizations is required, Chief, JACD will draft both a PD and terms of reference (TOR) for approval.

(a) The PD serves as a document internal to TRADOC that provides the basic information necessary to begin the development of the concept. It also serves as the basis of authority to assign tasks and responsibilities to other TRADOC organizations to support development of the concept. The general officer who approves the concept signs the PD.

(b) The PD includes the name of the concept, any necessary background information, general officer guidance, and coordinating instructions (to include milestones and how the concept will be socialized within the community of practice (CoP)).

(c) The PD will also include the composition of the concept's writing team, both core and supporting members. Core members serve as the nucleus of the team and conduct the majority of the research and writing. Supporting members provide input as required based on their area of expertise, such as training or facilities implications. The exact team composition will vary based on the concept's topic and other factors. In addition to JACD, the following organizations will usually serve on the writing team (in either a core or supporting role).

- The ARCIC Joint and Army Experimentation Division, to ensure that the approved concept is integrated into experimentation plans.
- The ARCIC Future Warfare Division, to ensure integration of the concept into Unified Quest and other wargames and integration of issues and insights into concept development.
- The TRADOC Combined Arms Doctrine Division, to identify doctrinal gaps and ensure that the concept does not simply repeat current doctrine.

- All TRADOC CoEs.
- The U.S. Army Space and Missile Defense Command Future Warfare Center.
- The U.S. Army Special Operations Command Capabilities Integration Center.
- The U.S. Army Medical Department Center and School.
- U.S. Marine Corps Combat Development Command.
- Foreign Liaison Officers to TRADOC (as directed in the PD).

(d) The PD also states if a study is required to support the concept's development (as discussed below).

(e) The TOR serves as a memorandum of agreement and/or memorandum of understanding between a TRADOC organization and a non-TRADOC organization for the development of a concept. The TOR includes the name of the concept, any necessary background information, the composition of the concept's writing team (both core and supporting members), general officer guidance, and coordinating instructions (to include milestones and how the concept will be socialized within the CoP). The TOR also divides tasks and responsibilities between organizations. The TOR may be signed by equivalent general officers or by division chiefs (colonel or civilian equivalents).

(f) During the development of the concept, the writing team may discover that elements of the PD and/or TOR should be amended or revised. In such a case, the writing team should draft its proposed changes and then return the PD and/or TOR (through proper channels) to the approval authority for a decision.

(4) Step 4. Organize the writing team. Chief, JACD usually serves as the lead for the writing team in accordance with the PD and TOR. In some cases, a division chief from another TRADOC or non-TRADOC organization will serve as co-lead. The Chief, JACD will form the team, establish additional milestones, and assign specific tasks that support the concept's development. Writing team members also identify events, (such as, wargames, seminars, workshops, and others), that they should attend to further the development of the concept's topic. Additionally, Chief, JACD plans for any concepts seminars; these seminars invite selected SMEs from military organizations, academia, think tanks, and other individuals to review the developing concept and provide constructive criticism (as discussed below). Chief, JACD will also make the necessary arrangements to procure additional required resources (such as, personnel, funding, or equipment).

(5) Step 5. Conduct the design process. The writing team conducts the design process in accordance with FM 5-0. Within the design process, the writing team will refine the military problem and initiate the development of a plan for socialization and strategic communications of the concept.

(6) Step 6. Develop the concept study. In many cases, the PD will direct a study to inform the concept's development. For concept development, a study is a comprehensive document that details the intellectual underpinnings of the concept's key and supporting ideas. Usually longer than the concept, it considers various point of view (especially for controversial topics), clearly identifies why a concept is needed (to include what is different and why current doctrine is

inadequate), and offers conclusions and recommendations for the concept. The study therefore allows the concept to be more concise; a reader can turn to the study to see the detailed facts, assumptions, and logic that lead to the concept's main principles, findings, and conclusions.

(a) The study should be staffed among the stakeholders identified during the design process (step 5). The number of formal staffing actions depends on the time available for concept development.

(b) The study is formally approved by the authority that approves the concept.

(c) The study may be published separately as a TRADOC 525-series pamphlet at the discretion of the concept's approval authority. If so, JACD will coordinate with the Office of the TRADOC G-6 to have the study properly formatted and authenticated.

(7) Step 7. Conduct a scenario-based limited objective experiment (LOE) and/or wargame. Upon approval of the concept study, the writing team conducts a scenario-based LOE and/or wargame using an approved ISC and/or MSFD-compliant scenario. The LOE is an informal event with the writing team and a red team. The LOE is designed to test the key concept study ideas for feasibility, acceptability, and suitability. The LOE is not a substitute for experimentation that occurs after concept approval. Rather, it is a sanity check to ensure the study's key ideas are worthy of further development. The writing team prepares a report summarizing any findings, conclusions, and recommendations resulting from the LOE.

(8) Step 8. Develop and staff draft concept versions. JACD staffs the concept for review within the CoP in accordance with chapter 4 below. The CoP includes all core and supporting members listed in the PD and TOR, plus any additional joint, other services, and interagency organizations that have an interest in the concept's topic and key ideas. If time is available, the draft concept undergoes three formal reviews: action officer-level (version 0.3), colonel-level (version 0.5), and general officer-level (version 0.7).

(9) Step 9. Prepare concept for approval. Chief, JACD, upon developing the final draft version (version 0.9) of the concept, will prepare the staffing package to send forward through channels to the approval authority. However, approval does not automatically mean the concept is ready for publishing. A formal editing process is completed before the concept is authenticated and then published; thus, the final document may not look like the approved document.

e. AFC development is centrally led and managed by JACD but executed by the WfF proponent CoE. Standing ICDTs, with a CoE designated as the lead for the writing team, develops the AFCs. The writing team receives guidance on the scope and intent of the functional concept from the ARCIC Campaign Plan and the ICDT chair. JACD provides continuity and integration for all concepts and manages the editing and approval process.

f. Defining the military problem the AFC attempts to solve is critical to the development or revision of an AFC. The ICDT develops the military problem during its design session based

upon an analysis of the OE, lessons learned, and the military problem found in the ACC and AOC.

g. While all nine of the steps found in paragraph 3-3d may not be applicable to AFC development, the writing team should consider which elements would assist in the development of the AFC. For example, while a concept study (step 6) is not required, the writing team normally conducts a literature review (part of step 1).

h. The development or revision of the AFCs begins with a JACD hosted writing workshop. This workshop should occur 3-5 months prior to the initiation of an AFC revision, and may take the form of either a face-to-face or a virtual event. The goal of the workshop is to verify the scope of each AFC, develop timelines, and establish supported and supporting efforts from across the concept development community.

(1) JACD ensures the CoEs receive the Director, ARCIC's intent, updates the CoEs on changes to the ACC and AOC, reviews the campaign of learning, and schedules subsequent live or virtual coordinating events. JACD will provide training to new concept development personnel as necessary.

(2) CoEs will discuss their running assessment of recommended changes, and any support required from other CoEs or supporting agencies. CoE representatives must have the authority to speak on behalf of their organizations.

3-4. Format

a. All Army concepts will consist of no more than 25 pages in the main body. Limit the use of figures and charts as they are subject to misinterpretation when separated from the text. While the current capstone concept has no specific format, the operating, functional, and leadership directed concepts will consist of five chapters – Introduction, Operational Context, Military Problem, Core Operational Actions and Conclusion - and three mandatory appendixes. (Appendix B, paragraph B-1, in this document, contains the specific format and additional details concerning the composition of each section.)

b. Official publications, including 525-series concepts, are written in the formal style. They must be concise, clear, factually accurate, and pertinent. Personal pronouns, gender-specific language, and jargon must be avoided. Basic grammar rules for punctuation and capitalization apply; that is, slashes are not used to replace words or phrases and common rules of capitalization are followed (proper names, beginning of sentences, and others) (see appendix B, paragraph B-2 for additional guidance and references).

3-5. Capability statements

a. The components of the solution and supporting ideas of concepts documents lead to the development of RCs as outlined in required capability statements. During the subsequent CBA, those capability statements are further refined through studies, wargames, experiments, and other means. Required capability statements are written broad enough to allow the CBA to determine

the appropriate DOTMLPF solution, but are not so prescriptive as to limit (or dictate) potential solutions. Each required capability statement must include a reference back into the body of the concept. The Director, ARCIC, approves all required capabilities before the RCs are included in a CBA. This approval normally takes place as part of the concept approval process.

b. There are two levels of required capabilities in concepts.

(1) Level one RCs are generated from the key ideas in the concept. Level one RCs are the primary inputs into the CBA and the capability needs analysis (CNA) and are the key capabilities to be integrated by ARCIC to ensure support of the endstates described in the ACC and the AOC.

(2) Level two RCs are dependencies to or from another concept (such as, in order for the central idea in AFC_x to succeed, AFC_y must provide this capability). Level two RCs are not directly included in a CBA or CNA; rather they inform the development of the tasks, conditions and standards for level one RCs and serve as the starting point for capabilities integration (see TRADOC Regulation 71-20, chapter 5 for more information regarding capabilities integration.). Level two RCs are generated from other concepts and key documents (from other organizations) to reflect the capabilities a CBA must address for the ideas in those other concepts to succeed. Level two RCs are linked to a level one RC in both the originating and receiving AFC.

c. In Army concepts, each capability statement has five basic elements: the organization [*who*]; the main idea [*what*]; the capability OE, parameters, or conditions [*where and when*]; and, the reason for the capability or the problem to solve [*why*]. (Place location reference from within document here to provide integrity of intent [*integrity of intent*]). See the breakout of the capability statement described and defined below.

(1) A capability statement example: Future Army forces [*who*] require the capability to conduct operational maneuver from strategic distances [*what*] in the context of a joint operational environment [*where and when*] in order to provide prompt and sustained force projection, deter conflict, preclude early enemy success, and provide austere access in support of stability operations [*why*]. (AOC paragraph 2-3a, ACC RC #2) [*integrity of intent*]

(2) Organization [*who*]: *Future Army forces*. Describe the organization or entity that requires the capability. If the capability applies to the entire future force, then the statement should say so. Whenever possible, however, the capability statement should cite a more specific organization or entity by echelon and/or type, such as, future Army forces, (division and below), maneuver support brigades, future intelligence staffs, (division and above), and sustainment brigades.

(3) Main idea [*what*]: *requires the capability to conduct operational maneuver from strategic distances*. State the specific area of focus or main idea. Describe what future Army forces, or some element of that force, should be able to accomplish. The description of the main idea is not intended to present a specific materiel or non-materiel solution.

(4) Environment, parameters, or conditions [*where and when*]: *in the context of a joint operational environment*. Describe the capability OE, parameters, or conditions. Some other examples of environment, parameters, or conditions include in a joint, interagency, and multinational environment; in urban areas; in an austere environment; during major combat operations; and, during stability operations

(5) Reason [*why*]: *to provide prompt and sustained force projection, deter conflict, preclude early enemy success, and provide austere access in support of stability operations*. Describe the intended purpose of the capability or the larger problem to solve. The reason section of the capability statement usually begins with the phrase “to.” Some examples include, to reduce friendly and unintended casualties; provide distributed sustainment, seize the initiative.

(6) Reference [*integrity of intent*]: (*AOC paragraph 2-3a, ACC RC #2*) List the primary source for each RC. This ensures readers understand the context and intent of the RC, thereby reducing the likelihood of misinterpretation of the RC during the subsequent CBA and capability development. The method of listing the reference is shown in Appendix B, paragraph B-1

Chapter 4 Staffing Procedures

4-1. General

a. The writing team should expect the concept development process to take 8-10 months, measured from the signing of the guiding document to concept approval, although a shorter time period may be directed. This does not include editing, validation, authentication, and publication time. Further, concepts involving complex issues or extraordinary coordination could require more time. After approval of the concept, the Office of the TRADOC G-6 will complete a final edit and conduct a Freedom of Information Act compliance check⁶.

b. The staffing procedures outlined below ensure that a concept receives a thorough review by the appropriate CoP. This review focuses on examining the concept’s military problem, central idea, solution synopsis and supporting ideas. If the concept does not clearly articulate why this concept is needed and potential solutions, the writing team has not produced a valid concept. The CoP, or staffing membership, includes all core and supporting members listed in the concept’s guiding document. Staffing membership also includes any joint organizations, other services, or other government agencies that the writing team lead determines should receive an invitation to review and comment on concept drafts.

c. The writing team should consider soliciting input from non-ICDT members. Potential partners include the joint and service capability development communities, Army service component commands, service and joint academic institutions (such as, Army War College, Navy Postgraduate School, and the National Defense University), other government agencies, and academia. In most instances, soliciting formal reviews from non-ICDT members should not occur until the 0.5 version staffing.

d. The writing team should consider using Army Knowledge Online (AKO) for collaboration, as a repository for supporting documents, and as a means for distributing concept drafts. In doing so, the writing team must remember that members from joint organizations and other services may not have AKO access.

4-2. Draft versions

a. Label all concept draft versions with a draft version number and date. Number the versions in accordance with table 4-1 below.

**Table 4-1
Concept version numbering system**

Version number	Draft
0.1	Initial
0.3	Action officer level review
0.5	Colonel level review
0.7	General officer (GO)-level review
0.9	Director, ARCIC or CG, TRADOC approval
(Final has no version number)	TRADOC G-6 authenticated

b. Other version numbers are available for internal writing team use, at the writing team’s discretion. For example, after receiving comments and recommendations on version 0.5, the writing team may circulate a version 0.6 among the team members only before the release of version 0.7.

4-3. Action officer level review (version 0.3)

a. Version 0.3 is the first draft to be reviewed by the staffing members. The major steps involved in this review are outlined below.

(1) The writing team sends version 0.3 to Chief, JACD. By designating the draft as version 0.3, the writing team is certifying that the team’s core members, at the action officer level, have achieved consensus on that draft version.

(2) Chief, JACD coordinates with ARCIC G-3/5/7 and TRADOC DCS G-3/5/7 for the issuance of an official TRADOC tasking and request for review by non-TRADOC organizations.

(3) The TRADOC tasking sends the draft concept with a blank CRM document to the staffing membership. (See appendix C for more detail on CRMs). The tasking also invites joint and other service organizations, as identified by the writing team, to review and comment. The tasking allows at least 30 days for review.

(4) Staffing member action officers review version 0.3 and make comments and recommendations on the blank CRM provided. Action officers consolidate input for their organization and/or command, and then send a consolidated CRM directly to the writing team by the suspense date. If the writing team lead is not located in HQ TRADOC or ARCIC, JACD

consolidates input from ARCIC directorates and HQ TRADOC staff sections, and then sends that consolidated CRM to the writing team lead.

b. Seminars. In some cases, the writing team lead conducts a seminar between the review of version 0.3 and version 0.5. This seminar invites selected SMEs to review version 0.3 and to gather to discuss any issues or recommendation in a round-table setting. The writing team lead may encourage SMEs to write concise (3-6 page) papers on a specific issue or topic which addresses perceived shortfalls in the concept's military problem, central idea, solution synopsis or supporting ideas. The ICDT should consider using MilWiki or a Sharepoint site to collect and staff these papers. Such seminars allow for an interactive discussion of issues so that the writing team may acquire better insights into the draft concept's key ideas and proposed required capabilities. Seminar attendees can be from military organizations, academia, think tanks; they may also be specially selected individuals with unique experiences or perspectives. The decision to conduct one or more seminars is at the discretion of the ICDT chair and is based upon resources available (especially time and funds).

c. The writing team lead, after consolidating all input into a single CRM (including input from any seminars conducted), coordinates with the writing team core membership to adjudicate the recommendations. The lead ensures that each adjudication decision (accept, partially accept, or reject) is entered onto the CRM. If the recommendation is accepted, no sponsor comment (that is, the member of the writing team conducting the adjudication) is required. Partially accepted and rejected recommendations require a sponsor comment that explains the decision. The writing team provides the adjudicated CRM to all organizations that provided comments during the staffing. See paragraph 4-7 for a discussion of the adjudication process.

d. After CRM adjudication, the writing team revises the concept accordingly and prepares it for its next staffing. At this point, the lead author should begin the formatting and editing process, especially reference and acronym work. Citations have a tendency to get lost when cutting and pasting from different sections or documents and when integrating comments from others. Discipline at this staffing will also help ensure CRM feedback on subsequent drafts is not focused on administrative edits.

e. Once the writing team core members achieve consensus on the newest draft version, the lead sends version 0.5 and the adjudicated CRM (adjudicating the input received for version 0.3) to Chief, JACD.

4-4. Colonel (0-6) level review (version 0.5)

a. Version 0.5 is the second draft to be reviewed by the staffing members, and is the first version staffed outside the ICDT. The process for the review of version 0.3 is repeated for the review of version 0.5.

b. The writing team sends version 0.5 and the adjudicated CRM (adjudicating the input received for version 0.3) to Chief, JACD. By designating the draft as version 0.5, the lead is certifying that the core members of the writing team have achieved consensus on that draft version and on the adjudicated CRM.

c. Chief, JACD coordinates with ARCIC G-3/5/7 and TRADOC DCS G-3/5/7 for the issuance of an official TRADOC tasking and request for review by non-TRADOC organizations.

d. The TRADOC tasking sends the draft concept, the adjudicated CRM (input for version 0.3), and a blank CRM (for version 0.5) to the staffing membership. The tasking allows at least 30 days for TRADOC review and 45 days for organizations outside TRADOC.

e. Staffing member action officers review the adjudicated CRM and version 0.5, and then make comments and recommendations on the blank CRM provided. Action officers consolidate input for their organization and/or command, and then gain O-6 level approval of that consolidated CRM before sending it directly to the writing team by the suspense date. If the writing team lead is not located in HQ TRADOC or ARCIC, JACD consolidates input from ARCIC directorates and HQ TRADOC staff sections, and then sends that consolidated CRM to the writing team lead.

f. Seminars. In some cases, the writing team lead conducts a seminar between the review of version 0.5 and version 0.7. The intent, and conduct of the seminar is the same as the seminar between version 0.3 and version 0.5 (see paragraph 4-3.b.).

g. The writing team lead, after consolidating all input into a single CRM (including input from any seminars conducted), coordinates with the writing team core membership to adjudicate the recommendations. The lead ensures that each adjudication decision (accept, partially accept, or reject) is entered onto the CRM. If the recommendation is accepted, no sponsor comment is required. Partially accepted and rejected recommendations require a sponsor comment that explains the decision.

h. After CRM adjudication, the writing team revises the concept accordingly and prepares it for its next staffing. The writing team provides the adjudicated CRM to all organizations that provided comments during the staffing.

i. Once the writing team core members achieve consensus on the newest draft version, the lead sends version 0.7 and the adjudicated CRM (adjudicating the input received for version 0.5) to Chief, JACD.

4-5. General officer (GO) level review (version 0.7)

a. Version 0.7 is the last draft to be reviewed by the staffing members. The process for the review of version 0.5 is repeated for the review of version 0.7.

b. The writing team sends version 0.7 and the adjudicated CRM (adjudicating the input received for version 0.5) to Chief, JACD. By designating the draft as version 0.7, the lead is certifying that the core members of the writing team have achieved consensus on that draft version and on the adjudicated CRM.

c. Chief, JACD coordinates with ARCIC G-3/5/7 and TRADOC DCS G-3/5/7 for the issuance of an official TRADOC tasking and request for review by non-TRADOC organizations.

d. The TRADOC tasking sends the draft concept, the adjudicated CRM (input for version 0.5), and a blank CRM (for version 0.7) to the staffing membership. The tasking allows at least 30 days for TRADOC review and 45 days for organizations outside TRADOC.

e. Staffing member action officers review the adjudicated CRM and version 0.7, and then make comments and recommendations on the blank CRM provided. Action officers consolidate input for their organization and/or command and gain GO approval of that consolidated CRM before sending it directly to the writing team by the suspense date. CRMs are sent directly to the writing team by the suspense date. If the writing team lead is not located in HQ TRADOC or ARCIC, JACD consolidates input from ARCIC directorates and HQ TRADOC staff sections, and then sends that consolidated CRM to the writing team lead.

f. The writing team lead, after consolidating all input into a single CRM, coordinates with the writing team core membership to adjudicate the recommendations. The lead ensures that each adjudication decision (accept, partially accept, or reject) is entered onto the CRM. If the recommendation is accepted, no sponsor comment is required. Partially accepted and rejected recommendations require a sponsor comment that explains the decision.

g. After CRM adjudication, the writing team revises the concept accordingly and prepares it for final approval. The writing team provides the adjudicated CRM to all organizations that provided comments during the staffing.

h. Once the writing team core members achieve consensus on the newest draft version, the lead sends version 0.9 (the version that goes forward for approval) and the adjudicated CRM (adjudicating the input received for version 0.7) to Chief, JACD.

4-6. Comment priority designations

a. Each entry on the CRM should be designated as critical, substantive, or administrative. These designations are described as follows.

b. **Critical.** A critical comment indicates non-concurrence of the entire document until the comment is satisfactorily resolved. A critical comment raises concerns with issues such as, the concept contains content that conflicts with policy, strategy, and other issues of known canon or with a passage that is patently wrong. A critical comment must contain the suggested changes in the content to merit consideration.

c. **Substantive.** A substantive comment is provided because a section in the document appears to be or is potentially unnecessary, incorrect, misleading, confusing, or inconsistent with other sections. A substantive entry equates to a concur with comments to improve the text. A substantive comment must contain the suggested changes in the content to merit consideration.

d. Administrative. An administrative comment corrects what appears to be a typographical, format, or grammatical error. An administrative entry equates to a concur with comments to improve the text. If such errors change the intended meaning of the text, the entry should be designated as substantive. Administrative comments are not addressed until the final draft as the concept will undergo at least two hard edits and they are often corrected during normal draft preparation. In early drafts, the writing team is looking to improve the content vice the look of the concept. Administrative comments must contain the suggested changes in the content to merit consideration.

4-7. Resolution of critical comments

a. In the CRM, any one critical comment equates to a non-concur of the entire document. Critical comments submitted must be resolved before the next version of the document is completed. The normal procedures for resolving critical comments are described below.

b. If the writing team lead, in coordination with the core members, accepts the recommendation, the critical comment is resolved and no other action is needed other than informing the owner of the critical comment.

c. If the writing team lead, in coordination with the core members, partially accepts the critical comment and recommendation, the lead (or designated representative) will contact the person submitting the critical comment to determine if the partial acceptance resolves the issue. If the person submitting the critical comment agrees to the offer of a partial acceptance, the critical comment is resolved.

d. If the writing team lead, in coordination with the core members, rejects the critical comment, the lead (or designated representative) will contact the person submitting the critical comment to explain the reason for the rejection. The writing team representative and the person submitting the critical comment will then discuss the issue to determine if it can be resolved. If that negotiation is successful, the critical comment is resolved.

e. If the writing team is not able to negotiate the issue to resolution, the lead may convene a CRM adjudication board to decide the issue.

(1) The rank of the CRM adjudication board members will be equivalent to the concept version adjudicated. If the critical comment concerns version 0.5, the board will consist of colonels (or civilian equivalents). If the critical comment concerns version 0.7, the board will consist of GOs (or civilian equivalents).

(2) The board members will be from the organizations listed in the guiding document as core members.

(3) The board may resolve the critical issue by e-mail, teleconference, video teleconference, or a face-to-face meeting.

(4) Board members will review the comments and recommendations from the person submitting the critical comment and the writing team's position on the issue. The board members will then resolve the issue by majority vote.

(5) The writing team will then incorporate the board's decision into the next version of the concept

4-8. Concept approval

a. The writing team lead submits the following to Chief, JACD.

(1) The concept (version 0.9).

(2) Adjudicated CRM (adjudicating the input received for version 0.7).

(3) Position paper describing any unresolved critical comments and the actions the writing team took in attempting to resolve the critical comment.

(4) TRADOC Form 5 (see appendix D for an example of a completed TRADOC Form 5).

b. JACD prepares the staffing package for the approval authority and the JACD editor begins the official editing process. During this process, the editor may go back to the writing team for clarification of specific comments, request for higher clarity and/or resolution figures, acronym definitions, or other issues.

c. If any final approval briefings are required (in-person, teleconference, or video teleconference), JACD will conduct the appropriate coordination with the writing team lead (or designated representative).

d. JACD, upon concept approval, coordinates with TRADOC G-6 for the required editing, authentication, and posting of the new TRADOC pamphlet on the TRADOC Homepage.

Appendix A

References

Army regulations, DA pamphlets, FMs, and DA forms are available at <http://www.usapa.army.mil/>. TRADOC publications and forms are available at <http://www.tradoc.army.mil/publications.htm>. Joint publications are available at <http://www.dtic.mil>

Required references

DA Pamphlet 25-40
Army Publishing: Action Officers Guide

TRADOC Regulation 71-20
Concept Development, Capabilities Determination, and Capabilities Integration. Located at <http://www.tradoc.army.mil/tpubs/regs/tr71-20.pdf>.

Related references

Army Regulation 25-52
Authorized Abbreviations, Brevity Codes, and Acronyms

TRADOC Regulation 1-11
Staff Procedures

TRADOC Regulation 25-35
Preparing and Publishing U.S. Army Training and Doctrine Command Administrative Publications

U.S. Government Printing Office Style Manual, 2008. Located at <http://www.gpoaccess.gov/stylemanual/browse.html>

Appendix B

Guide to Formatting Army Concepts

B-1. Concept outline

This annotated outline explains the format for Army concepts. Included is a description of what each section contains. The intent of this outline is to facilitate the development of Army concepts to ensure the concept contains the information required by the follow-on capability development. Due to regulatory guidance, some text must be written verbatim and is annotated accordingly in the outline. The annotated format is detailed below and is **indented and shaded** to show where it begins and ends; however, the proper use of the outline format (for example 1-2., or a. or (1), or (a) must be templated according to DA Pam 25-40).

Foreword. A foreword is a brief opening comment utilized by the approving authority that introduces the publication or its subject. Normally the writing team is tasked with

providing a draft of a foreword. ARCIC will then edit the foreword based on the intent of the approval authority.

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History. The history paragraph tells the reader whether the publication is new, a revision, or a rapid revision and is specific to the publication.

Summary. The summary is a brief description of the publications content and provides key points and or major topics of interest. DA Pam 25-40, section 10-10 provides examples for different types of summaries.

Applicability statement. The applicability statement identifies to whom the publication applies by specifying the appropriate components and to identify specifically the individual users and organizations to which the publication applies. During the editing process, G-6 will check Freedom of Information Act compliance.

Proponent and supplementation authority. The proponent of this pamphlet is the Director, ARCIC. The proponent has the authority to approve exceptions or waivers to this pamphlet that are consistent with controlling law and regulations. Do not supplement this pamphlet without prior approval from Director, ARCIC (ATFC-ED), 950 Jefferson Avenue, Ft. Eustis, VA 23604-5763. – use this text verbatim.

Suggested improvements. Users are invited to submit comments and suggested improvements via The Army Suggestion Program online at <https://armysuggestions.army.mil> (Army Knowledge Online account required) or via DA form 2028 (Recommended Changes to Publications and Blank Forms) to Director, ARCIC (ATFC-ED), 950 Jefferson Avenue, Fort Eustis, VA 23604-5763. Suggested improvements may also be submitted using DA Form 1045 (Army Ideas for Excellence Program Proposal). – use this text verbatim.

Availability. Official 525-series documents in two different formats (Microsoft Word® and portable document format (pdf) are only available on the TRADOC homepage. For components of the ACF, use the following text verbatim - “This publication is approved for public distribution is available on the TRADOC homepage at <http://www.tradoc.army.mil/tpubs/pamndx.htm>”

Summary of change (if a revision). The summary of change appears between the cover and the title page and provides a description of the changes being incorporated into a revised document in the order that they appear with the proper citation for where the change appears.

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Contents. Include chapter headings, major divisions, appendixes, figures, and glossary. Also, use line numbers as this helps with locating CRM comments within the text. The editor will eliminate the line numbers in the final edit.

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Chapter 1 Introduction

1-1. Purpose

The purpose tells the reader why the concept is being written or revised. What has changed (for example, assumptions, military problem, solutions) between the previous concept and now that generates the need for a revision or rewrite? The final subparagraph of the Purpose concisely outlines the document by chapter and major appendixes.

1-2. Background

a. Background. Look to ACC and AOC for inspiration. At the very least, AFCs are required because of these documents.

b. Concept background. Use as many paragraphs as needed to get background points across.

1-3. Assumptions

Do not duplicate those already addressed in the ACC and the AOC. You can say that those apply along with the following specific to your functional concept. Assuming the environment will reflect the OE is unnecessary. It is already stated in the ACC and AOC. Limit the number of assumptions to the few, most important ones. A well written assumption would result in the need to change the central idea if the assumption is invalidated (such as, if the concept assumes the future force has technological overmatch, the central idea would need to change if the U.S. does not maintain technological overmatch).

1-4. Linkage to the Army Capstone Concept (Self explanatory)

1-5. Linkage to the Army Operating Concept (Self explanatory)

1-6. References

Required and related publications are listed in appendix A – use this text verbatim

1-7. Explanation of abbreviations and terms

Abbreviations and special terms used in this pamphlet are explained in the glossary – use this text verbatim.

(NOTE: abbreviations are the acronyms. **All** acronyms, when used more than once (including those in figures) must be defined the first time they are used. You can only use one definition for a single acronym and the most common definition takes precedence. For example, FM can mean both financial management and field manual. Field manual is the more common use, so financial management must be spelled out each time. Limit the use of abbreviations as much as possible. Terms: Avoid including terms that are already defined in Army Regulation 310-25, Joint Publication 1-02, FM 1-02, or a standard dictionary unless the term is given a new special meaning in the concept.

(Only a line between chapters is required (do not start a new page). Use a line as shown here.)

Chapter 2

Operational Context (for your concept)

2-1. thru 2-x:

Operational context is a short (two to three paragraphs) discussion of what has/is changing in the OE, technologies, or U.S. policy and strategy, to cause the Army to reexamine the military problem. Normally the operational context is developed during the ICDT's design session.

Chapter 3

Military Problem and Components of the Solution (for your concept)

3-1. Military problem

The military problem is a single, concise question of the challenge facing future Army forces. The military problem is one of the products developed during the ICDT's design session.

3-2. Central idea

The central idea is a single paragraph that answers the challenge raised by the military problem.

3-3. Solution synopsis

The solution synopsis describes how future Army forces implement the central idea during operations. The solution synopsis normally consists of several sub-paragraphs.

3-4. thru 3-x: Components of the solution and supporting ideas

The components of the solution provide details of how to implement the central idea. The components of the solution serve as the basis for all RCs developed by the ICDT. Supporting ideas describe the integrating functions and activities required from both the operational Army and the generating force.

3-x thru 3-z: Focus area

This **optional** section provides an opportunity for the writing team to discuss issues the proponent identifies as potential integration opportunities. The writing team may include detailed discussion of the focus area in an appendix.

Chapter 4**Core operational actions (This term is not abbreviated here or in the text)**

This section explains how the concept supports the ACC's core operational actions. Discussion of the core operational actions is applicable to the operating concept and functional concepts. Leadership directed concepts may use this chapter to define further the central idea in the context of joint and Army operations.

4-1. Introduction**4-2. thru 4-x****Chapter 5****Conclusion**

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Appendix A**References**

Army regulations, DA pamphlets, FMs, and DA forms are available at <http://www.usapa.army.mil/>. TRADOC publications and forms are available at <http://www.tradoc.army.mil/publications.htm>. Joint publications are available at <http://www.dtic.mil> – use this text verbatim

NOTE:

Any reference not listed on the websites above must have a reference to where a reader can go and obtain the reference. These external references are written American Psychological Association (APA) style. **Vet your external references judiciously!!** Do not cite temporary publications in permanent ones. Do not cite a military publication from a non-military website; instead, use the originating military website and check for accuracy. Remember, someone may quote your concept and it becomes Army canon or even news fodder based on what it says and if the sources used are not fully vetted, (see DA Pam 25-40 for further restrictions). All others begin with the number on the top line and the name on the second line. See example below. (Two types of references: **required**, which are documents readers **MUST READ** to understand or implement the concept; and **related**, which are all others that are merely sources of additional information. There should be very few required references, but at least three: TRADOC Pams 525-3-0, 525-3-1 and then the TRADOC DCS G-2 Operational Environment.)

For documents located on an access-controlled website (such as AKO), use the format below (include website info and login requirements). An example of how to reference list that type of reference is:

TRADOC Operational Environment 2009-2025. Available by individual request or through <https://trisa.bcks.army.mil/Actors%20and%20RolePlayers%20Handbook/Forms/AllItems.aspx> [AKO/Defense Knowledge Online (DKO) login required] (Italics added for emphasis, not necessarily part of correct formatting.)

Alternatively, for a non-AKO/DKO access-controlled website:

Mission Command Center of Excellence. (2010, February 12). Concept Paper. Available by permission of the proponent at <https://cac.arcicportal.army.mil/AFC/default.aspx>

Section I

Required References

Place in alphabetical and alphanumeric order, not by type. (These are just examples!)

FM 1

The Army

FM 4-0

Sustainment

TRADOC Pam 525-3-0

The Army Capstone Concept: Operational Adaptability: Operating under Conditions and Uncertainty and Complexity in an Era of Persistent Conflict 2016-2028

Section II

Related References

All others

Appendix B

Required Capabilities

This appendix reflects two levels of RCs. Level One RCs are generated from the key ideas found in chapter 3 of this concept. Level Two RCs are dependencies to or from another AFC (such as, in order for the central idea in AFCx to succeed, AFCy must provide this capability). Level two RCs are generated from the functional concepts and other key documents (such as, CONOPS or white papers) to reflect the tasks, conditions and standards a CBA must address for the ideas in those other concepts to succeed.

Annotate references for RCs as follows:

- For level one RCs, list the document and paragraph for the primary source and the RC from the ACC or AOC which generated this RC (such as, AOC 2-3d, ACC mission command (MC) #2).
- For level two RCs, for which a specific warfighting function is dependent upon other, list the document, paragraph, and RC for the primary source that created the dependency (such as, MC AFC 2-4b, MC #4).
- For level two RCs dependent upon this concept, list the document and the supporting required capability number, which fulfills the dependency (such as, MC AFC RC e.).

B-1. Introduction

This appendix reflects two levels of required capabilities. Level one capabilities were generated from the components of the solution in this concept. The level two required capabilities for dependencies on the other warfighting functions reflect the capabilities those other warfighting functions' CBAs must address. The level two required capabilities provided by the other CoEs to the [insert warfighting function] warfighting function were generated from the other five AFCs and other key organizational documents (such as from Army special operations forces, space, and others) to reflect the capabilities the [insert warfighting function] CBA must address for the ideas in those other concepts to succeed. – use this text verbatim

B-2. Warfighting functions RCs from the ACC

B-3. Warfighting functions RCs from the AOC

B-4. Level One RCs.

B-5. Level Two RCs to other warfighting functions

RCs this concept is dependent upon other concepts and/or warfighting functions to provide (organized by warfighting functions).

B-6. Level Two RCs from other warfighting functions

Other concepts and/or warfighting functions are dependent upon this concept to provide (organized by warfighting functions).

Appendix C through X: As required (subject to approval by approving authority)

Glossary

Section I

Abbreviations

These are acronyms placed in alphabetical order. The fewer the abbreviations, the better the readability of the concept. All concepts will have to be scrubbed for acronyms (for example, FM means the same thing in all concepts), so the less used the better. Do not capitalize the definition of the term unless it is a proper noun. Example:

TRADOC
OE

Training and Doctrine Command
operational environment

Section II

Terms

The terms section provides an explanation of terms in alphabetical order. The term itself is placed on one line (in bold, but not capitalized unless it is a proper noun) and the explanation of the term begins on the next line. Do not include directive material in a term; that is, do not prescribe policies, procedures, or responsibilities in a term.

Example:

dog

Furry fun loving animal to which some are allergic.

Section III

Special Terms

This section contains terms specific to this document and which may have a different meaning than in official documents (Joint Publication 1-02).

B-2. General guidelines

a. In this appendix, areas that have been editing problems in the past and feedback from the editors is presented to help assist in the preparation of the concept. Bottom line up front: the closer the concept is to right with each version, the quicker the turn around, validation, and publication of the document.

b. Editing comments.

(1) Write Army concepts in the current tense. Use of current tense allows the author to write as if the concept's solution is available and is being utilized.

(a) The imperative mood ("do"), the future tense ("will"), and the word "must" are the language of command.

(b) "Can" and "may" are used to permit a choice and express a guideline.

(c) "Should" is advisory and indicates a desirable procedure.

(d) The present tense ("does" and "is") is descriptive rather than directive. Use it to explain standard practice.

(e) Use the active voice when possible.

(2) Utilize high school grammar rules, tools, and procedures. The U.S. Government Printing Office Style Guide (see references) is the primary resource for grammar, spelling, symbols, and capitalization use. Some simple examples of continuous problems are provided below.

(a) Personal pronouns, such as **I** and **we**, are not to be used in a formal, authoritative, or directive publication. Only gender-neutral language is to be used (no he, she).

(b) Only proper nouns and words at the beginning of a sentence are capitalized. Just because a word is in an acronym, does not mean the word is capitalized. When in doubt, check the reference.

(c) When using footnotes or endnotes and for references, use APA format (most current edition). Examples are easily found on the Internet. The font size for foot and endnotes is 8pt.

(3) Do not use “Ibid” in draft versions of the document. It is easy to lose a reference when a document is being revised, especially when using cut and paste from other sources. Once a section with a citation is moved, the ibid may lose its original citation. Often, sections are pasted from other documents or sent as part of the CRM; however, the citation is not attached or it gets lost in translation. This adds days to the amount of time it takes to edit a document. If references are not cited correctly, it could add weeks.

(4) Concepts are official, professional publications. Official publications must be concise, clear, factually accurate, and pertinent.

c. Formatting. Again, utilize basic high school grammar outline format (this document is formatted correctly). The appropriate source for formatting is DA Pam 25-40. Some simple rules-

(1) Basic rules of outlining apply. If there is an a., then there must be a b. If there is a (1), then there must be a (2). If there is an (a), then there must be a (b). Bullets are used only at the 4th level.

(2) This pamphlet can serve as a template for formatting, but the reference is DA Pam 25-40. If there is a question regarding formatting, the JACD representative for the concept is also a resource.

d. Other general points that must be followed:

(1) Use active voice whenever possible.

(2) Double space between sentences. 12 pt, Times New Roman is the standard.

(3) Eliminate jargon; say exactly what you mean. Be precise and succinct. If a section of the document has to be explained verbally, than it was not written very well. Nothing exists for the reader outside of the document.

(4) **All** acronyms, when used more than once (including those in figures) must be defined the first time they are used. Only one definition for a single acronym is allowed and the most common definition takes precedence. For example, FM can mean both financial management and field manual. Field manual is the most common, so financial management must be spelled out each time. Limit the use of abbreviations. Terms: Avoid including terms that are already defined in Army Regulation 310-25, Joint Publication 1-02, FM 1-02, or a standard dictionary unless the term is given a new special meaning in the concept.

(5) Do not use call out boxes unless you plan to assign a figure number to them. Add the text to the body if the information contained within it is value added.

(6) These are Army documents, which means follow Army regulations. As such, the following terms, decisionmaking, nonlethal, intratheater, and others, are all one word. Department of Defense is DOD, not DoD. United States is U.S.

(7) Do not use names of individuals in the documents; use only the position description if needed.

(8) The concept lead author will need to prepare an acronym list that shows the page number for the first use of the acronym (for example ACC, p. 5) for the Chief Information Officer editor. This starts with the **body** of the document. The foreword and applicability statement are not considered part of the body of the document and should not contain acronyms whenever possible. Place the page number at the end of the acronym and the editor can eliminate it as the editor works through the paper.

(9) Cite all information obtained from non-DOD documents using the appropriate format. Only cite DOD documents to add clarity for the reader.

(10) Draft documents **may not** be used as references. Unpublished papers may be used if granted permission by the author. Documents behind AKO may be used if the statement, available by permission, is part of the reference.

(11) Army regulations, DA pamphlets, FMs, and DA forms are available at <http://www.usapa.army.mil/>. TRADOC publications and forms are available at <http://www.tradoc.army.mil/publications.htm>. Joint publications are available at <http://www.dtic.mil>. Any reference not listed on the websites above must have a location to where a reader can go and obtain the reference. These external references are written APA style. All others begin with the number on the top line and the title on the second line.

e. Appendix D of TRADOC Regulation 25-35 has detailed guidance of formatting requirements.

Appendix C
The CRM

C-1. CRM example

The CRM below, with instructions, serves as an example for use in the staffing and reviewing of a concept. Adjudicated CRMs include entries in the right-most column (A/P/R); if a comment is partially accepted (P) or rejected, (R), the adjudicated CRM includes an explanation in the “Sponsor Comment” section. Accepted (A) comments need no feedback. (Use landscape layout for the CRM; portrait layout used here for document consistency.)

Table C-1
Comment Resolution Matrix for the _____, Version 0.X, [date]

Comment Resolution Matrix for the _____, Version 0.X, [date]						
ORG/ REVIEWER	Pg#	Para #	Line #	Class	Comments	A/P/R
ARCIC, JACD, Mr. George Ral, geo.ral@us.ar my.mil DSN 680- 1111	12	1-8c(1)(b)	225- 241	U	<p>Critical: An important aspect missing from this vignette is the requirement for the JTF to coordinate with the host country (A-Land) for the use of frequencies during military operations. There is no mention of how the JTF or how the future Modular Force will determine the guarded, protected, or taboo frequencies in A-Land.</p> <p>Recommendation: Add the following bullet to the bulleted list on page 12: <u>CJTF staff coordinates with A-Land military officials to determine the guarded, protected, and taboo frequencies of A-Land. CJTF staff also coordinates frequency deconfliction with A-Land military officials. This information is widely disseminated over the GIG.</u></p> <p>Rationale: Future Army forces operating in A-Land must have such information in order to ensure EMS dominance.</p> <p>Sponsor Comment:</p>	

<p>ARCIC, JACD, Mr. George Ral, geo.ral@us.ar my.mil DSN 680- 1111</p>	<p>25</p>	<p>3-4(2)(c)</p>	<p>1734</p>	<p>U</p>	<p>Substantive:</p> <p>Recommendation: Change to read: Either type may require capabilities that originate from outside the joint force commander’s Area of Responsibility (AOR) <u>JOA</u>.</p> <p>Rationale: JP 3-0, 17 Sep 06, page xv: “An AOR is a geographical area established on an enduring basis by the President and SecDef <i>that is associated with a geographic combatant command</i> within which a GCC has authority to plan and conduct operations.” [emphasis added] Therefore, AOR is the correct term when discussing a GCC. The term JOA is the appropriate term when discussing a joint force command.</p> <p>Sponsor Comment:</p>	
<p>ARCIC, JACD, Mr. George Ral, geo.ral@us.ar my.mil DSN 680- 1111</p>	<p>38</p>	<p>4-2(f)</p>	<p>2011</p>	<p>U</p>	<p>Administrative:</p> <p>Recommendation: Change to read: “Existing of analysis of other missions described in the NMS-CWMD may require a reexamination of their defined capabilities and tasks to ensure consistency with this document.”</p> <p>Rationale: Clarity.</p> <p>Sponsor Comment:</p>	

C-2. Procedures to set up the CRM

1. Select New Microsoft Word® document: Select Times New Roman/12 pitch font.
2. Select File, Select Page Setup, Select Margins-Change all to 0.5". Select OK.
3. Select File, Select Paper Size-Change Orientation to Landscape. Select OK.
4. Select Table, Select Insert Table, Change number of Columns to 7, and select number of rows desired, Select OK.

Note: You can add rows by placing the cursor under the last row and then selecting Table/Insert Table/Add # of rows desired.

5. Select View, Select Header and Footer, Type Classification of comments matrix in Header and Footer -12 pitch/bold/centered.

C-3. Procedures to fill out the CRM

1. Fill out the first row exactly as shown in example above using Times New Roman/12 pitch font.

a. Include the organization, rank/name, email address, DSN or commercial phone number of the person submitting the comment.

b. In the comment column place only one comment per row: Critical, Substantive, or Administrative. Provide a specific comment, recommendation, and rationale as shown in example.

c. Any one critical comment will equate to a non-concur of the entire document. Critical comments provided must be resolved in the next version of the document.

d. Any substantive or administrative comment equates to a concur with comments. Administrative or substantive comments will be considered for incorporation into the next version of the document.

e. Comments accepted require no sponsor comment; sponsor will simply place an "A" for "accepted" in the right-most column. However, every comment rejected ("R") or only partially accepted ("P") requires the sponsor's narrative justification.

f. Recommended changes will be in standard "line-in, line out" format. Comments should include distinct and specific items to be added, deleted, or modified.

- To recommend additions to existing text, submit exact quote to be added in "Times New Roman/12 Pitch, blue & underlined."

- To recommend deletions to existing text, submit exact quote to be deleted in "~~Times New Roman/12 Pitch, red & strikethrough.~~"

- To recommend a change/replacement to existing text, submit exact quote to be deleted in "~~Times New Roman/12 Pitch, red & strikethrough~~" and exact replacement quote in "Times New Roman/12 Pitch, blue & underlined."

- Recommendations that are vague, ambiguous, or non-specific will be rejected without action (e.g., "relook," "section requires changes," "section poorly written").

2. The Class column stands for security classification. Place U/C/S for each comment submitted.
 3. Please do not add or delete columns. Use the format as provided. It is important that all comments be submitted with the seven columns as outlined in the example.
 4. If there is no paragraph or line number, leave blank. If comment is on a figure, place figure number under paragraph column.
 5. If comments with specific recommendations apply to all (or a large portion) of the document, place "GEN" (for general) under the page column.
-

Appendix D
Sample TRADOC Form 5 for Concept
Approval

()

TRANSMITTAL, ACTION AND CONTROL <small>For use of this form, see TRADOC Reg 1-11; the proponent agency is the CGAO.</small>		1. CATS CONTROL NUMBER	2. TODAY'S DATE (YYYYMMDD) 20100824	3. SUSPENSE DATE (YYYYMMDD)																																	
4. OFFICE SYMBOL ATFC-ED		5. SUBJECT Army Functional Concept (AFC) for Mission Command																																			
6. ROUTING: <small>(CGAO USE ONLY)</small>		TRADOC CGAO <small>(Name and Photo)</small>																																			
<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 15%;"><small>Initial</small></td> <td style="width: 15%;"><small>Date</small></td> <td></td> </tr> <tr><td>CG</td><td></td><td></td></tr> <tr><td>CG XO</td><td></td><td></td></tr> <tr><td>CPG</td><td></td><td></td></tr> <tr><td>DCG/CoS</td><td></td><td></td></tr> <tr><td>ACoS</td><td></td><td></td></tr> <tr><td>DCG XO</td><td></td><td></td></tr> <tr><td>CSM</td><td></td><td></td></tr> <tr><td>CGAO</td><td></td><td></td></tr> <tr><td>C, SAD</td><td></td><td></td></tr> <tr><td>SACO</td><td></td><td></td></tr> </table>		<small>Initial</small>	<small>Date</small>		CG			CG XO			CPG			DCG/CoS			ACoS			DCG XO			CSM			CGAO			C, SAD			SACO			COMMAND GROUP COMMENTS:		
<small>Initial</small>	<small>Date</small>																																				
CG																																					
CG XO																																					
CPG																																					
DCG/CoS																																					
ACoS																																					
DCG XO																																					
CSM																																					
CGAO																																					
C, SAD																																					
SACO																																					
7. EXECUTIVE SUMMARY																																					
<u>Key Points</u>																																					
<ul style="list-style-type: none"> ■ Consistent application of the ideas expressed in the ACC and the AOC; the concept is fully integrated with the other AFCs ■ Links the art and science of command without becoming technology centric; the concept's central idea was validated during AFCIE 10 ■ Expands upon ideas found in the Army Leader Development Strategy and the pending FM 3-0 revision 																																					
Ref: FY 10 ARCIC Campaign Plan																																					
Encl: TAB A: Foreword to the Army Functional Concept for Mission Command, v0.9 TAB B: Army Functional Concept for Mission Command, v0.9																																					
1. Purpose: To gain Director, ARCIC approval of the Army Functional Concept for Mission Command by signing the concept's foreword (Tab A)																																					
2. Discussion: The Mission Command CoE produced ver 0.9 of the Army Functional Concept for Mission Command (Tab B) The military problem of the Army Functional Concept for Mission Command is how does the Army develop and prepare leaders and units that are able to capitalize on the tenets of mission command to achieve advantage and accomplish the mission in conditions of uncertainty and complexity? The central idea for the AFC: mission command fosters mutual trust, encourages initiative, and empowers lower echelons with the combined arms capabilities and authority to fight for information, create opportunities, and exploit advantage consistent with the commander's intent and the concept for accomplishing the mission. The supporting ideas are: empower the lowest practical echelon, become skilled in the art of design in addition to the other components of the operations process, and educate and train the force for the uncertain and complex future.																																					
3. Recommendation: The Director sign the foreword at Tab A																																					
APPROVED _____	DISAPPROVED _____	NOTED _____	SEE ME _____	COMMENT _____																																	
TRADOC FORM 5-E, SEP 2010		Previous editions are obsolete. Page 1 of 3 TRADOC PE v1.03																																			

Figure D-1. Sample TRADOC FORM 5-E for concept approval

8. LEAD AGENCY STAFF COORDINATION				CATS CONTROL NUMBER:		
TITLE	INITIAL	TYPE OR PRINT NAME		DATE (YYYYMMDD)		
CDID	<input checked="" type="checkbox"/>	CS	Mr Alpha (CAC, MCCOE, CDID Dir)		20110622	
DIV CH	<input checked="" type="checkbox"/>	CS	COL Baker (ARCIC, CD&L, JACD Chief)		20110622	
D/DIR	<input checked="" type="checkbox"/>	CS	Mr Charlie (ARCIC, CD&L Dir)		20110622	
DIR	<input checked="" type="checkbox"/>	CS	BG Delta (ARCIC, CD&L Dir)		20110622	
CofS	<input checked="" type="checkbox"/>	CS	MG Yankee (ARCIC CofS)		20110622	
PRINCIPAL			LTG Zulu (ARCIC Dir)			
ACTION OFFICER (Name/Title/Phone Number/E-mail)				████████████████████.CHRISTOPHER.PAUL.10976790 Mr Christopher Echo/GS/x5718/christopher.echo@us.army.mil		
FILE LOCATION: N/A						
SACO's NAME (Name/Phone Number/E-mail)						
RECOMMENDATION FOR COORDINATING STAFF:						
9. STAFF COORDINATION						
CONCUR	NON-CONCUR	AGENCY	NAME (TITLE, LAST NAME)	PHONE	DATE (YYYYMMDD)	REMARKS
<input checked="" type="checkbox"/>	<input type="checkbox"/>	ICOE CDID	Mr Foxtrot	(111) 555-1212	20110618	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	MCOE CDID	Mr Gulf	(112) 555-1212	20110621	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	FCOE CDID	COL Hotel	(113) 555-1212	20110619	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	MSCOE CDID	COL India	(114) 555-1212	20110619	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	SCOE CDID	Mr Juliet	(115) 555-1212	20110621	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	AVN CDID	COL Kilo	(116) 555-1212	20110618	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	Sig COE CDID	Mr Lima	(117) 555-1212	20110618	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	TJAGC&S	Mrs Mike	(118) 555-1212	20110621	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	ARSOCIC	Mr November	(119) 555-1212	20110620	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	SMDCFWC (F)	COL Oscar	(120) 555-1212	20110620	
<input type="checkbox"/>	<input type="checkbox"/>					
<input type="checkbox"/>	<input type="checkbox"/>					
<input type="checkbox"/>	<input type="checkbox"/>					
<input type="checkbox"/>	<input type="checkbox"/>					
<input type="checkbox"/>	<input type="checkbox"/>					
<input type="checkbox"/>	<input type="checkbox"/>					
10. REMARKS BY TRADOC CGAO: <input type="checkbox"/> RETURNED REQUESTING ADDITIONAL INFORMATION/CLARIFICATION						

Figure D-2. Sample TRADOC FORM 5-E for concept approval (con't)

Appendix E CONOPS and White Papers

E-1. CONOPS

a. A CONOPS is a verbal or graphic statement, in broad outline, of a commander's assumptions or intent about an operation or series of operations. It is designed to give an overall picture and a useful visualization of how a future operation would be conducted. It is developed at the discretion of a CoE commander to inform revisions to the ACF, or as a tool to help describe how a particular operation is conducted in the future. CONOPS are not formal TRADOC publications.

b. As a method of informing the ACF, a CONOPS provides the overall understanding of an operation and the broad flow of tasks assigned to subordinate and/or supporting entities. It presents the joint force or land component commander's plan that maps capabilities to effects to accomplish the mission for a specific scenario. The CONOPS focuses on describing the complete stream of activities, and how the commander might accomplish those activities.

c. CONOPS are written to describe how a joint force and/or Army commander may organize and employ forces in the near term (now through 6-7 years into the future) to solve a current or emerging military problem. These CONOPS provide the operational context needed to examine and validate current capabilities and examine new and/or proposed capabilities required to solve a current or emerging problem.

d. There is no strict format for a CONOPS used to support capabilities development, but it should cover the following areas at a minimum: the military problem being addressed, an operational overview, functions to be carried out and achieved, and the roles and responsibilities of affected organizations. Figure E-1 contains a sample table of contents⁷ adapted from approved joint documents.

e. CONOPS may contain required capabilities to inform a CBA. When used to inform a CBA, the Director, ARCIC must endorse the CONOPS.

E-2. White papers

White papers are a second method available to ARCIC and CoEs to develop ideas to facilitate revisions to the ACF or to inform a CBA. While there is no official joint or Army definition for a white paper, military organizations often use white papers to introduce new ideas. Usually, the intent is to solicit feedback so that a more refined and mature set of new ideas inform official military documents (such as field manuals, concepts, and CONOPS). White papers are not formal TRADOC publications. White papers carry the authority of the approving office or organization (normally an ICDT chair or CoE commander). White papers should include the military problem to be addressed and a solution. A white paper may contain required capabilities to inform a CBA. When used to inform a CBA, the Director, ARCIC must endorse the white paper.

1. Executive summary.
2. Current situation.
 - a. Background.
 - b. Scope of CONOPS
 - c. Constraints.
 - d. Operational concept and description of current system and/or situation.
 - e. Support environment.
3. Justification for and nature of change.
 - a. Military problem (justification for change).
 - b. Description of proposed changes.
 - c. Priorities of changes.
 - d. Changes considered but not included.
4. Concept for the proposed solution.
 - a. Operational concept and description of proposed solution (proposed system and /or situation).
 - b. Constraints and assumptions of proposal.
 - c. Support environment.
5. Operational scenario.

Figure E-1. Sample CONOPS table of contents

Glossary

Section I

Abbreviations

ARCIC	Army Capabilities Integration Center
ACC	Army capstone concept
ACF	Army concept framework
AFC	Army functional concept
AKO	Army Knowledge Online
AOC	Army Operating Concept
APA	American Psychological Association
CBA	capabilities-based assessment
CCJO	Capstone Concept for Joint Operations
CCP	concept capability plan
CDID	Capability Developments Integration Directorate
CDLD	Concepts, Doctrine, and Learning Directorate
CG	commanding general
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CNA	capability needs assessment
CoE	center of excellence
CoP	community of practice
CONOPS	concept of operations
CRM	comment resolution matrix
DA	Department of the Army
DCS	Deputy Chief of Staff
DCR	doctrine, organization, training, materiel, leadership and education, personnel, and facilities change recommendation
DICR	doctrine, organization, training, leadership and education, personnel, and facilities integrated capabilities recommendation
DKO	defense knowledge online
DOD	Department of Defense
DOTMLPF	doctrine, organization, training, materiel, leadership and education, personnel, and facilities
FM	field manual
GO	general officer
HQ	headquarters
IAW	in accordance with
ICD	initial capabilities document
ICDT	integrated capability development teams
ISC	integrated security constructs
JACD	Joint and Army Concepts Division
JCIDS	Joint Capabilities Integration and Development System
JFCOM	Joint Forces Command
JOpsC	joint operations concepts

LOE	limited objective experiment
MSFD	multiservice force deployments
NMS	National Military Strategy
NSS	National Security Strategy
OE	operational environment
Pam	pamphlet
PD	program directive
QDR	quadrennial defense review
RC	required capabilities
SME	subject matter experts
TRADOC	Training and Doctrine Command
TOR	terms of reference
U.S.	United States

Section II

Terms

ARCIC Campaign Plan (ArCP)

The ArCP is an ARCIC-specific outcome-based management process and governance mechanism that consolidates and prioritizes the needs and requirements throughout the capability developments community. The ArCP supports and implements guidance provided by the Army Campaign Plan and TRADOC Campaign Plan.

Army Concept Framework (ACF)

The ACF is a collection of TRADOC 525-series pamphlets consisting of the Army concepts. It contains a capstone concept and an operating concept, a set of subordinate functional concepts, CG-directed concepts, and current CCPs (revised).

Army functional concepts (AFCs)

AFCs describe how the Army force will perform military functions across the full-spectrum of operations, within specific functions, yet integrated across all functional concepts. The AFCs draw operational context from joint concepts, the ACC, and the AOC. An AFC develops sufficient required capability granularity in the body of the document or the appendices to initiate a CBA (revised).

Army operating concept (AOC)

Describes how an Army force commander accomplishes operational or tactical level effects and identifies required capabilities to achieve objectives in land operations in support of a joint force commander's military campaign or operation. The AOC may not have the resolution required to initiate a CBA.

capabilities-based assessment (CBA)

The JCIDS analysis process. It includes three phases: the functional area analysis, the functional needs analysis, and the functional solutions analysis. The results of the CBA are used to develop an initial capabilities document (ICD). See the JCIDS Manual.

capabilities development

Identifying, assessing, and documenting changes in DOTMLPF that collectively produce the force capabilities and attributes prescribed in approved concepts, CONOPS, or other authoritative sources.

capability

The ability to achieve a desired effect under specified standards and conditions through combinations of means and ways to perform a set of tasks. It is defined by an operational user and expressed in broad operational terms in the format of a joint capabilities document, ICD, an other than materiel solution (DOTmLPF) integrated capabilities recommendation (DICR), or a DOTMLPF change recommendation (DCR). In the case of materiel proposals, the definition will progressively evolve to DOTMLPF performance attributes identified in the capabilities development document and the capability production document. A DICR will be the document used for Army managed DOTmLPF capabilities recommendations. See CJCSI 3170.01G and Army Regulation 71-9.

capability developer

A person who is involved in analyzing, determining, prioritizing, and documenting requirements for doctrine, organizations, training, leader development and education, materiel and materiel-centric DOTMLPF requirements, personnel, and facilities within the context of the force development process. Responsible for representing the end user during the full development and lifecycle process and ensures all enabling capabilities are known, affordable, budgeted, and aligned for synchronous fielding and support.

Capability Developments Integration Directorate (CDID)

Organization that develops CoE-related concepts and requirements, and conducts experiments to validate DOTMLPF integrated combined arms capabilities that complement joint, interagency, and multinational capabilities. A CDID is organized under a CoE, except for the CAC CDID (Mission Command), which is organized under the deputy to CG CAC.

capstone concept

A holistic future concept that is a primary reference for all other concept development. This overarching concept provides direct linkages to national and defense level planning documents. A capstone concept drives the development of subordinate concepts. For example, the CCJO drives development of joint concepts and service concepts. TRADOC Pamphlet 525-3-0 drives the development of the Army operating and functional concepts. (revised).

center of excellence (CoE)

A designated organization, centered on TRADOC core functions, that improves combined arms solutions for joint operations, fosters DOTMLPF integration, accelerates the development process, and unites all aspects of institutional training to develop warfighters, leaders, and civilians who embody Army values.

community of practice (CoP)

This is a group of organizations with a common interest in a subject area who interact to share information, processes, and products. A CoP is defined by three characteristics: the shared

domain of interest, the relationships defining the community (typically networked, consisting of the organizations as nodes), and a shared set of practices for the subject area.

concept

A notion or statement of an idea – an expression of how something might be done – that can lead to an accepted procedure (CJCSI 3010.02B). A military concept is the description of methods (ways) for employing specific military attributes and capabilities (means) in the achievement of stated objectives (ends).

concept capability plan (CCP)

A CCP is a plan that provides a description of how an Army commander could perform a specific operation or function 6-18 years into the future and. It is typically more illustrative and descriptive than a concept, and more focused in its purpose (revised).

concept of operations (CONOPS)

A verbal or graphic statement, in broad outline, of a commander's assumptions or intent regarding an operation or series of operations. (CJCSI 3170.01G).

Guidance for the Development of Forces

Key strategic planning document, drafted biennially, designed to guide the development of war and contingency plans. It replaces the Transformation Planning Guidance, the Posture Guidance, the Science and Technology Strategic Guidance, and several others.

integrated capabilities development team (ICDT)

Team of key stakeholders and SMEs from multiple disciplines chartered by Director, ARCIC to initiate the JCIDS process through conduct of the CBA to identify capability gaps in a functional area, identify nonmateriel and/or materiel approaches to resolve or mitigate those gaps, and develop an ICD and/or a DCR or DICR, when directed.

joint operations concepts (JOpsC)

The JOpsC is a family of joint future concepts consisting of the CCJO and joint concepts. They are a visualization of future operations and describe how a commander, using military art and science, might employ capabilities necessary to meet challenges 8 to 20 years in the future successfully. (CJCSI 3170.01G).

lead

The TRADOC organization or staff element having primary responsibility for a function, task, or role a higher headquarters assigns. Responsibility for the function, task, or role begins with initial assignment and ends with its completion.

National Defense Strategy (NDS)

A document approved by the Secretary of Defense for applying the Armed Forces of the U.S. in coordination with DOD agencies and other instruments of national power to achieve national security strategy objectives.

National Military Strategy (NMS)

A document approved by the Chairman of the Joint Chiefs of Staff for distributing and applying military power to attain national security strategy and national defense strategy objectives.

National Security Strategy (NSS)

A document approved by the U.S. President for developing, applying, and coordinating the instruments of national power to achieve objectives that contribute to national security.

operational environment (OE)

A composite of conditions, circumstances, and influences that affect employment of military forces and bear on the decisions of the unit commander. It is wide-ranging and geostrategic, encompassing geopolitics and globalization in economics, technology, and demographics, and incorporates both U.S. and threat military developments (Joint Publication 1-02).

Quadrennial Defense Review (QDR)

The QDR assesses the threats and challenges the Nation faces, and rebalance DOD's strategies, capabilities, and forces to address today's conflicts and tomorrow's threats. The QDR is one of the principal means by which the tenets of the national defense strategy are translated into potentially new policies, capabilities, and initiatives.

Section III

Special Abbreviations and Terms

This section contains no entries.

¹ GEN Donn A.Starry. (1979, February 20). *Commander's Notes Number 3*. U.S. Army Training and Doctrine Command.

² JP 1-02.

³ Schmitt, John F., *A Practical Guide for Developing and Writing Military Concepts*, Defense Adaptive Red Team (DART), Working Paper 02-4, December 2002 (known as the DART Manual), p. 12.

⁴ Gen J.N. Mattis. (2009, June 2). Joint Concept Development Vision, *JFCOM Newslink*. Retrieved March 8, 2011, from United States Joint Forces Command: http://www.jfcom.mil/newslink/storyarchive/2009/jc_vision.pdf

⁵ The development of the movement and maneuver AFC requires significant cooperation among multiple CoEs. The Sustainment CoE (for strategic maneuver) and Mission Command CoE (for echelon above brigade), the Aviation CoE (for operational maneuver and aerial sustainment), and the signal CoE (for communications) are responsible for the development of key ideas within the AFC.

⁶ The Office of the TRADOC G-6 has up to 30 days to complete this process. When this is completed the TRADOC G-6 will publish the concept on the TRADOC website. Only when the concept is posted on the TRADOC website does it become an official TRADOC publication.

⁷ This sample format was adapted from the Solid Thinking Corporation CONOPS Master's Course. Used by permission of Solid Thinking Corporation.