# Chapter 2

# The Army Organizational Life Cycle

*In his Biennial Report of the Chief of Staff of the United States Army to the Secretary of War for the period July 1, 1939, to June 30, 1941, General George C. Marshall described the stark situation in which he found the Army as the war in Europe erupted and threatened to involve a neutral United States. President Roosevelt's emergency proclamation of September 8, 1939 had given the authority for the Active Army to expand from 210,000 to 227,000 men and to reorganize from the World War I square divisions to the new triangular divisions. However, General Marshall's problems could not be solved by a manpower increase of less than 10% and a division reorganization. He also had major training deficiencies to correct. There was such a shortage in motor transportation that divisional training was impracticable. A lack of corps headquarters and experienced commanders and obsolete doctrine and organizations further degraded capabilities. Over half the undermanned Active Army divisions were horse-mounted and the horse was still the primary means of mounted movement. At the same time Congress had reduced the Army Air Corps request for replacements to World War I aircraft to only 57 planes. It was even worse in the National Guard organizations. General Marshall's solution to these massive problems was to reconstruct the Army systemically, by resourcing, structuring and integrating new equipment, personnel, and organizations while training. Ultimately, he improved the youth and vitality of the Army by discharging elderly and substandard soldiers. The U.S. Army's success in creating, deploying, and sustaining 89 divisions for the European Theater during World War II was largely due to General Marshall's genius for leadership and his skill at what, today, is known as force management and force integration.*

## Section I
## Introduction

### 2–1. Chapter content

*a.* This chapter provides an overview of the systems and processes employed by the Army to manage change on a continuing basis. It reflects the fact, as General George C. Marshall understood all too well, that, in complex organizations, every action or problem affects every other function of the organization. Army management systems and processes dictate the entire life cycle of the Army, from the earliest stages of conceptual development to the final disposition of people, equipment, and facilities.

*b.* The Army manages change by utilizing a myriad of institutional processes as it performs its legal function as specified in, Title 10, United States Code, Section 3062, to prepare forces "...organized, trained, and equipped primarily for prompt and sustained combat incident to operations on land. It is responsible for the preparation of land forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated joint mobilization plans, for the expansion of the peacetime components of the Army to meet the needs of war."

*c.* This chapter looks holistically at the systems and processes in the context of the various products of one become the inputs or constraints of others. This overview of how the Army runs addresses systems that are necessary to the overall leadership and management of the Army, and that are integral to the force management processes. Subsequent chapters will expand upon the sub-elements presented here.

### 2–2. The Army Organizational Life Cycle Model (AOLCM)

*a.* Managing change in any large, complex organization requires management of many interrelated and themselves complex processes. In the context of developing operational organizations with highly trained personnel, led by confident leaders, using effective equipment, and delivering them when needed by the unified COCOM commander, the Army manages from an organizational lifecycle view. The Army Organizational Life-Cycle Model graphically captures the continuous cycle of building, using, maintaining, and eliminating organizations. The Army recognizes the need to understand change as a dynamic process. Realizing the *Army Vision, Interim Force, and Objective Force* mandate that the Army effectively manage the process of change. The AOLCM provides a conceptual framework to do that.

*b.* The AOLCM shown at Figure 2–1, reflects the stages that organizations and their personnel and equipment will experience at one time or another (and oftentimes concurrently) during their service in the Army. The functions performed in these stages develop and field operational units and their supporting organizations, maintain their viability and effectiveness, and remove them or their resources (personnel and things) from the force as requirements change. Each individual resource (a soldier or civilian or thing) required by a unit or activity will be found at some stage of the model beginning with the establishment of need and entry into the Army to ultimate separation. The model details the critical stages through which an organizational resource will move, at some point, during its life span. Generally, the model depicts the life cycle of Army organizations from their development and their progression (clockwise around Figure 2–1) to separation. The dynamic of the model, displayed by the interconnecting lines, illustrates that the Army leadership must resource and manage all of the functions simultaneously, since some resources will be in each functional stage at any one time. Any change to a resource in a functional stage will affect resources in most of not all

of the other functional stages. In other words, if you touch something in one functional node the response will vibrate through the entire model affecting other nodes to some degree.

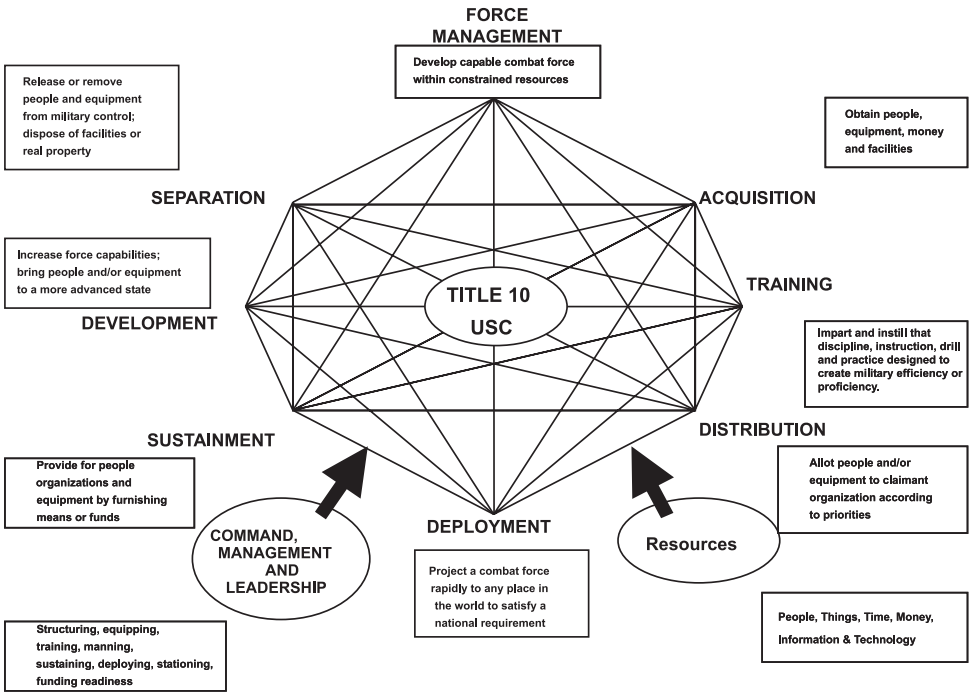


**Figure 2–1. The Army Organization Life Cycle Model**

*c.* Life cycle functions are listed below.

(1) *Force Management.* As the first phase of the organizational life cycle model force management becomes the basis underlying all other functions. The process involves decision-making, and execution of the spectrum of activities encompassing conceptual development, capabilities requirements generation, force development, organizational development, force integration functions and resourcing. Force management results in the development of a capable operational force within constrained resources.

(2) *Acquisition.* After the Congress authorizes, and the DOD provides, the budget and the force structure allowance (FSA) (see para 13–7b) guidance, the Army must then acquire the people and materiel specified in the requirements and authorizations documents necessary to accomplish specified mission. From a materiel acquisition perspective, the acquisition function extends beyond the principal item being fielded and must consider other essential requirements such as the availability of associated support items of equipment and personnel (ASIOEP), technical publications, repair parts, trained personnel, and facilities. From a human resource (HR) (see Chapter 13 and 14) acquisition perspective, the acquisition function must consider recruiting and accession missions in concert with the overall manpower management program and the influences of personnel life cycle functions.

(3) *Training.* The training function encompasses the processes for accomplishing the transition from civilian status to military life. In this context, the training function is somewhat different from what most Army leaders think of when discussing training. At this point in the life cycle, consider training from the aspect of initial entry training or the requirement to provide soldiers with initial familiarization training on new or displaced equipment. In other words, this aspect of the training cycle imparts new skills to the soldier or converts the civilian into a soldier. It most often results in award of a military occupational specialty (MOS) or additional skill identifier (ASI). The training function also includes the transition of U.S. Military Academy (USMA), Reserve Officer Training Corps (ROTC), and Officer Candidate School (OCS) graduates into officers through the branch basic courses. Traditional collective training and professional educational training fall under the "development" phase of the Organizational Life Cycle Model.

(4) *Distribution.* Having produced or procured the resources necessary to form and sustain units they must be distributed according to established requirements, authorizations, and priorities. The distribution function includes the assignment of people from entry-level training to their initial unit and the delivery of new materiel from the wholesale level to the user. It also includes the redistribution of equipment to less modernized units in the force.

(5) *Deployment.* Once trained or prepared, units, individuals, packages, or things become available to support worldwide operations. An individual soldier, civilian, unit, or item of equipment may be subject to some, if not all, of the mobilization, deployment, redeployment, demobilization, and reconfiguration processes of this function. Deployment represents both a planning and operational function involving agencies on the ARSTAF, other levels of DOD, and the civilian transportation structure.

(6) *Sustainment.* In peace or war the presence of people and materiel in units establishes a requirement for sustainment. People, skills, capability, and things must be maintained to the standard set for mission accomplishment by replacement, rotation, repair, and training operations. From a personnel perspective this function covers soldier reassignments throughout a career or obligation period, quality of life and well-being programs, as well as other aspects of the personnel systems contributing towards retention. Repair parts and maintenance provide the sustainment process for materiel. Training in units covering the process of sustaining common soldier skills that maintain unit or individual proficiency falls under this function as well. The personnel priority group (PPG), officer distribution plans (ODP) (see para 13–19b), DA Master Priority List (DAMPL), ten classes of supply, the authorized stockage lists (ASL), and prescribed load lists (PLL) illustrate some of the systems or techniques used to apply authorization and priority to the sustainment function.

(7) *Development.* The Army must continue to sustain itself. The Army also must constantly develop and improve. We develop individuals through civilian, enlisted, and officer education programs that include character and leader development modules. Education and training programs range from individual self-development, including graduate-level degree programs to the entire range of branch and skill related institutional training culminating at either the senior service college for officers and civilians or Sergeants Major Academy for enlisted soldiers. Units develop through collective training processes that include individual training in units, home station training, and deployments for training. Examples are collective training tasks (CTT), leader training, live fire and maneuver training, external evaluations such as those under the Army Training and Evaluation Program (ARTEP), emergency deployment readiness exercises (EDRE), operational readiness tests (ORT), and training rotations to the combat training centers (CTC).

(8) *Separation.* Finally, there comes a time when people and equipment separate from military control. People may separate voluntarily by not extending following completion of an obligated service period or by retiring. Involuntary separation may occur due to reduction in force (RIF) actions or qualitative reasons. The Army normally separates materiel through the Defense Reutilization and Marketing Office (DRMO) process or through foreign military sales (FMS) actions.

*d.* External influences affecting the functioning of the model. There are two categories of external influences that affect the model:

(1) The first category is the availability of resources. Resources include tangible objects in the form of funds, materiel, or personnel as well as intangible resources such as time, information, and technology.

(2) The second category is the influence of command, management, and leadership in planning, organizing, directing, controlling, and monitoring the multitude of inputs, decisions, and actions to ensure that functions at each stage of the model execute effectively and at the appropriate time.

## Section II
## Force management

### 2–3. The Army War College Model

To aid in examining specific force management systems (see Chapter 5) and their interactions, the U.S. Army War College has adopted the force management model shown in Figure 2–2 (insert at end of this book). This model reflects a SoS (see para 11–15), each of which provides an essential force management function and, more importantly, how these functions relate to each other.

*a.* In this network, strategic and senior leadership guidance, the processes for determining warfighting requirements, conducting research and development (R&D), and providing resources all provide input to the force development process. The resulting products of force development, in turn, provide the basis for the force integrating functions of acquiring and distributing materiel, as well as acquiring, training, and distributing personnel in the Army. This widely used model highlights key aspects and relationships of force management. The model shows the relationships of Army processes to each other and to the major DOD management processes. These processes drive and interact with Army processes. Each process displayed in the figure is examined in detail in other chapters of this text. These major DOD management processes are the:

(1) Joint Strategic Planning System (JSPS) (see para 4–2 and 9–40).

(2) Joint Operations, Planning and Execution System (JOPES).

(3) Planning, Programming and Budgeting System (PPBS).

(4) Materiel Systems Acquisition Management process.

*b.* The underlying basis for this model is that force management, in its simplest context, is the management of change using many interrelated and complex processes. Although the model depicts the flow of processes in a

somewhat linear, sequential manner, the complexities of managing change mandate that at any one time an initiative may be in several of these processes at one time at some level of maturity. As organizations develop, these processes may run sequentially, be compressed, run in parallel, or even run in reverse depending on the urgency, risk and senior leader guidance on the issue. History has shown, however, that eventually all of the steps must take place to produce a fully trained and equipped operational force at the right time and at the right place for the Combatant Commander.

## 2–4. Force management terms.

This section will explore the terms commonly used when describing the force management process. Force management has two major sub-components, Force Development and Force Integration:

*a. Force development.* Force development determines Army doctrinal, organizations, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) capabilities requirements and translates them into programs and structure, within allocated resources, to accomplish Army missions and functions. A capability provides the means to accomplish a mission or task decisively. Capability comes from organizations comprised of well-trained people with superior equipment, led by competent leaders employing sound doctrine. The following paragraphs offer a condensed explanation of the force development process. (For more detail see Chapter 5).

(1) *Generate capabilities requirements.*

*(a)* The force development process has its roots in the process of developing operational concepts to meet the future functional needs of the Joint force. The capabilities requirement generation process identifies the desired operational capability in terms of personnel, equipment, and unit structure. This process begins with national-level guidance such as national security strategies, Joint Vision, DPG, guidance from the Army's senior leadership (Army Vision, The Army Plan (TAP) (see para 4–14b)), operational requirements of Combatant Commanders, joint warfighting concepts (such as rapid decisive operations, peace enforcement operations), and/or new materiel capabilities evolving from the RDA process. Taking into account projected future operating environments, the U.S. Army Training and Doctrine Command (TRADOC) assesses future concepts through a series of analyses, tests, experiments, and studies to gain insights for solutions across DOTMLPF domains for functional needs.

*(b)* Using the Integrated Concept Team (ICT) management technique, TRADOC pursues timely involvement of appropriate agencies/expertise to aggressively analyze and assess future operating concepts. This assessment process leads to a recommendation by the Commanding General (CG) TRADOC to HQDA on mission solutions to fulfill the mission needs capabilities. If the capability requires a change in doctrine, training, or leader development TRADOC begins action to meet the requirement upon approval of HQDA Deputy Chief of Staff (DCS), G–3. If the analysis results in a need for change in soldier occupational specialty structure, then the recommendation goes forward to HQDA DCS, G–1 for action (See Chapter 13). If the required capability needs a materiel solution, TRADOC prepares a capabilities requirements document and forwards it to HQDA DCS, G–3 for approval of the requirement through the Army Requirements Oversight Council (AROC) validation/approval process. HQDA DCS, G–8 has responsibility for materiel solutions and DOTMLPF integration through out the program life cycle. (For more detail on fulfilling materiel capabilities requirements see Chapter 11). If the solutions analysis determines a need for change in facilities, then the recommendation goes forward to the Assistant Chief of Staff for Installation Management (ACSIM) (see para 9–8i) for action (See Chapter 17). If TRADOC determines the required capability needs an organizational solution, TRADOC prepares a Unit Reference Sheet (URS). TRADOC forwards the URS to HQDA for approval. The approved organizational solutions move to the next phase of force development.

(2) *Design organizations.* As the conceptual organizational structure begins to clarify, the force development process begins to design organizations. The combat development community develops the proposed organization, as well as its mission and functions, to meet the required mission capabilities. Organizational solutions to Future Operational Capabilities (FOCs) are captured in a URS in sufficient detail to support Army force design initiatives, and related studies and analyses. After the design has been developed, laid out and analyzed by TRADOC, it moves forward to HQDA in the force design update (FDU) (see Chapter 5). Once approved, this design will be further refined into an organizational model known as a table of organization and equipment (TOE) (see para 5–9).

(3) *Develop organizational models.* U. S. Army Force Management Support Agency (USAFMSA) applies rules, standards, and guidance to the doctrinally correct design to produce the organizational model (TOE). The TOE is a requirements document, and defines a fully mission-capable organization (i.e.; unresourced).

(4) *Determine organizational authorizations.* The HQDA approved TOE competes in the total army analysis (TAA) process for resources. TAA develops requirements and authorizations defining the force structure the Army must build, raise, provision, sustain, maintain, train and resource. Through TAA, the Army provides the COCOM commanders with the proper force structure to execute assigned tasks. TAA determines the requirements (number and type) for all approved TOEs followed by competing for resources in the POM Force (Officer/Warrant Officer/Enlisted spaces). The resourcing phase of TAA also accounts for the materiel requirements. TAA takes into account force guidance and resource availability to produce a balanced and affordable force structure. It determines and/or verifies the affordability, supportability, and executability of the organizational model. (see para 5–15)

(5) *Document organizational authorizations.*

*(a)* After approval of the resourced force structure by the Army leadership, USAFMSA manages the process of documenting the decision(s). This process results in organizational authorizations documented as modification tables of

organization and equipment (MTOE) or tables of distribution and allowance (TDA) (see para 5–23a(2)). The force development process culminates with the HQDA approval and documentation of personnel and equipment authorizations as Army organizations in the force structure. The resource-constrained decisions on the allocation of authorizations are recorded in The Army Authorization Document System (TAADS) (see para 5–23) and the Structure and Manpower Allocation System (SAMAS).

*(b)* The marriage of these two systems occurs in the Structure and Composition System (SACS). SACS, in conjunction with the Force Builder System, produces the Army's time-phased demands for personnel and equipment over the Current, Budget and Program Years and is extended for a total of a ten-year period. Additionally, SACS defaults to FY 2050 and builds a fully modernized Objective TOE (OTOE) position for all units. In this way, SACS shows current levels of modernization, levels achieved at the end of the Program Objective Memorandum (POM) (see para 4–17 and 9–60g) period and a fully modernized Army (for planning purposes). SACS outputs combine information from Basis of Issue Plan (BOIP), TOE, SAMAS, TAADS and known force structure constraints not included in the previous files. Key outputs are the Personnel SACS (PERSACS) and the Logistics SACS (LOGSACS) (see Chapter 5).

*(c)* SACS provides the data that drives the force integration processes to acquire, train, and distribute personnel and acquire and distribute materiel to the right place at the right time. Upon completion of force development the management processes become integrating functions. These force integration functions take an approved force development program and incorporate it into the force.

*b. Force integration.*

(1) Effective force integration is a difficult and demanding process that involves coordinating many complex and unique procedures and data systems. Force integration is the synchronized, resource-constrained execution of an approved force development program to achieve systematic management of change, including—

*(a)* The introduction, incorporation, and sustainment of doctrine, organizations, and equipment into the Army;

*(b)* Coordination and integration of operational and managerial systems collectively designed to improve the effectiveness and capability of the Army, and;

*(c)* Knowledge and consideration of the potential implications of decisions and actions taken within the execution process.

(2) The scope of force integration includes the functions of structuring organizations, manning, equipping, training, sustaining, deploying, stationing, and funding the force during the introduction and incorporation of approved organizational or force structure changes. It also includes the function of minimizing adverse impacts on force readiness during the introduction and incorporation of change. Force integration synchronizes these functional activities to produce combat ready organizations. Force integration is an enabling process of force management. Force integration focuses Army management actions towards organizations to ensure the orderly incorporation and sustainment of structure, equipment, and doctrine in the Army. The objective of the effort is to assess the combined impact of Army functional systems on units and ensure the appropriate mix of resources (structure, people, equipment, dollars, facilities, and information) result in fully operational units.

## Section III
## Coordination of force integration actions

### 2–5. Information exchange as a key element of force integration

Coordination of all aspects of force integration requires the constant exchange of information. In the Army's battle to achieve effective force integration, there have been and continue to be initiatives that focus on improving the information flow within and between the multiple systems and processes of force integration. Throughout this text, readers will find detailed descriptions of systems and processes that exchange information and help coordinate force integration actions.

### 2–6. The team approach to force integration

*a.* Execution of the organization integration process was the responsibility of the organization integration team prior to the 1 December 2000 reorganization of the G–8 and the G–3 While the materiel management responsibilities of the G–3 and the G–8 are known in general terms to be as described above and in Chapters 9 and 11, the functions and responsibilities of these staff elements and their individual force management action officers with respect to the force integration function are still evolving. HQDA has learned from the force management experiences of Force XXI, digitization, and the formation of the Stryker brigades, the value of utilizing the working team approach to problem solving. Teams of stakeholders meet to discuss and seek solutions to implementation challenges of force management initiatives. These working groups have been able to work the complex issues faced by the accelerating pace of change in a manner superior to the linear and sequential methods used in the past. HQDA will continue to use the team approach for force management. The three key staff officer that chair the major integrating working groups are the requirements staff officer (RSO) assigned to the G–3, the synchronization staff officer (SSO) assigned to the G–8 and the DA system coordinator (DASC) assigned to the Assistant Secretary of the Army for Acquisition, Logistics and Technology (ASAALT). They work with other team members including the G–3 force integrator (FI) (see para 2–6c),

the G–8 systems integrator (SI), the G–3 organization integrator (OI), the G–8 PA&E action officer, the document integrators (DI) (see para 2–6c), the personnel system staff officer (PERSSO) (see para 11–17f(1)), command managers, and resource integrators (RI). As required, representatives from major Army commands (MACOM) and Reserve Components and other functional area and special interest representatives are included in this function and in staffing force management issues.

*b.* The integrating team approach helps to insure that every action is properly coordinated with representatives who have knowledge of the doctrine, design, structure, personnel, acquisition, equipping, resources, facilities, information management, and training activities that impact a unit. The G–3 RSO serves as the HQDA single point of contact and represents the HQDA position for DOTLMPF requirements. RSOs convene requirements teams to analyze, coordinate, refine, resolve critical comments, non-concurrences and develop recommendations for the requirement. The SSO is the counterpart to the RSO for the G–8 and serves as the HQDA single point of contact for the integration and synchronization of approved capabilities requirements in order to achieve the Army's vision, Transformation Campaign Plan (TCP) priorities and modernization strategy. The DASC is the primary acquisition staff officer at DA. The DASC is responsible for the day-to-day support of his/her assigned program and serves as the PM's representative and primary point of contact within the Pentagon. Each staff action officer is responsible for preparing, handling, and coordinating actions in his or her area of expertise. For more detail on the duties and responsibilities of these staff members see Chapter 11.

*c.* Roles of other ARSTAF team members.

(1) *Force integrator*. The FI assigned to G–3 represent the interests of functionally dissimilar force-level organizations (e.g., the entire force structure from Separate Brigade through Theater Army). They are horizontal force-level integrators and work with brigades, regiments, divisions, and corps and Theater Army's. The FI:

*(a)* Assesses ability of functional systems to support major organizations.

*(b)* Recommends prioritization of resources.

*(c)* Assesses impacts of organizational change, at appropriate force level, on readiness.

*(d)* Facilitates integration of units into major organizations.

*(e)* Evaluates and analyzes impact of incorporating personnel, facilities, equipment, doctrine, structure, and capability changes into major organizations.

*(f)* Ensures major units are represented in force integration and force planning processes (e.g., TAA, FDU, etc.).

*(g)* Assesses impacts of mid-range and long-range planning on major units including new doctrine, structure, manning, equipment, technology, facilities, stationing, strategic policy, and resource strategies.

*(h)* Links organization requirements to resource allocation.

(2) *Organization integrator*. The OI are assigned to the G–3 Force Management Directorate represent organizational interests of functionally similar organizations, e.g. Infantry, Armor, etc. These individuals are organized into teams for Maneuver, Maneuver Support, and Maneuver Sustainment. The OI serves as the vertical integrator, in their area of specialization. Additionally, they provide subject matter expertise to the RSO regarding requirements documentation that deal with these functionally similar organizations. The duties of the OI include, but are not limited to:

*(a)* Analyze, coordinate, refine and develop recommendations on requirements.

*(b)* Ensures doctrinal linkage exists between organizational and current and emerging capabilities.

*(c)* Coordinate approval of TOE, BOIP and Organizational and Operations (O&O) Plans.

*(d)* Participate in force management analysis reviews of all force management documentation.

*(e)* Develops and coordinates the HQDA position on proposed TAA process.

(3) *Command manager (CM).* Command managers (force structure) (CM (FS)) assigned to the G–3 represent the organizational interests of a MACOM by managing its TDA units, and serves as the FI for the command's MTOE. The second focus of the CM is managing program budget guidance by ensuring that the manpower allocation for each MACOM is accurately reflected in the SAMAS in compliance with Army leadership decisions and within manpower controls established by OSD. Duties, include:

*(a)* Point of contact for command plans and concept plans (CONPLAN).

*(b)* Maintaining the documentation audit trail on all additions, deletions, and other changes to unit MTOEs and TDAs.

*(c)* Producing manpower resource guidance for MACOM program budget guidance (PBG).

*(d)* Managing command FSAs.

*(e)* Providing analysis and assessment of resource alternatives for organizational actions under consideration.

*(f)* Documenting current and programmed personnel strength, applicable Joint RDA programs, and organization force structure.

*(g)* "Cross-walking" analysis of Army programming decisions with those of the DOD, OMB, and Congress.

(4) *Document integrator*. The DI, are assigned to the U.S. Army Force Management Support Agency (USAFMSA), a DCS, G–3 field operating agency (FOA). The DI produces organizational requirement and authorization documents that implement approved Army force programs. Their duties include:

*(a)* Document the unit mission and required capabilities by applying equipment utilization policies, manpower

requirements criteria (MARC), standards of grade (SG), and BOIP to develop the proper mix of equipment and personnel for an efficient organizational structure.

*(b)* Develop MARC that serve as HQDA approved standards for determining the minimum mission essential wartime requirement (MMEWR) for staffing to accomplish maneuver support and maneuver sustainment functions in TOE and MTOE documents.

*(c)* Review proponent proposed or approved authorization documents to ensure compliance with manpower, personnel, and equipment policies and directives.

*(d)* Centrally build MACOM authorization documents based on HQDA guidance, Command Plan, and input from the MACOM. This process is called centralized documentation or CENDOC (see para 5–24).

(5) *Army component commands (ACC) (see para 9–20e(3)) and MACOMs.* Force management staffs at these echelons manage the planning and execution of the force integration mission through—

*(a)* Document integration, including authorization document (MTOE and TDA) review, and database management.

*(b)* Systems integration, including, requirements and authorization document review, the Materiel Fielding Plan (MFP) process, New Equipment Training Plan (NETP) review, and facilities support annex review.

*(c)* Organization integration, including the organizational assessment process, review of requirement and authorization documents, and doctrine review.

*(d)* Force structure management, including TDA manpower management and end strength management.

*(e)* Force planning, including the TAA process, command plan process, force reduction planning and monitoring, and CONPLAN development.

(6) *Corps, division, regiment, separate brigade, and installation.* Force management staffs at these levels continue to manage force integration through—

*(a)* Force structure management, including authorization document management, Unit Status Report (USR) (see para 8–16) monitoring, and force structure review and analysis.

*(b)* Systems integration, including action plan development, distribution plans reviews, and facilities review.

*(c)* Organization integration, including organizational assessments, force structure review and analysis, and authorization document review process.

## Section IV
## Changing how we manage change

### 2–7. Alterations to force management

*a.* The elements for managing change are themselves changing and this fundamentally alters force management. The processes that develop operational units often frustrate those who need the capabilities in the near term. Several factors contribute t this frustration. The pace of technological advances challenges our ability to envision objective force capabilities and to properly capture them. The time required to change the primary long lead elements of the institution: such as doctrine, materiel, and organization can appear excessive. Materiel changes may require up to 15 years for developing and fielding, organizational change may require 2–8 years, doctrine may require 2–4 years, and leader development and training follow changes in the other “drivers” by several years. For the future Army to benefit from the synergism of integrated doctrine, organizations, training, materiel, leader development, personnel and facilities, we must continue to work to shorten development and fielding times, and increase our ability to envision and conceive future warfighting capabilities. Because of these and many more factors Army senior leadership have taken several actions to improve the force management process. Examples of initiatives for improvement include the reorganization of HQDA, changing the requirements approval process, replacing and combining several legacy automated force management support systems, and the fielding of equipment to brigade sets.

*b.* Force management changes at HQDA.

(1) *Vice Chief of Staff Army (VCSA) as the Army’s FI.* Inspections and studies of force management activities, such as the DA Inspector General (DAIG) special inspections, have uncovered weaknesses in the manner in which the Army performed force management. Correction of these weaknesses, combined with staff reorganization and streamlined acquisition initiatives, have led to the VCSA being designated as the FI of the Army. The Deputy Chief of Staff, G–3 and the newly established Deputy Chief of Staff, G–8, formerly, Programs (DCSPRO) serves as agents of the VCSA for the management of change.

(2) *Establishment of the Office of the Deputy Chief of Staff, G–8.* Effective 1 December 2000, a new staff agency, the Office of the Deputy Chief of Staff for Programs (ODCSPRO), now G–8, was established on the ARSTAF. Concurrently, the Office of the Assistant Vice Chief of Staff, Army (OAVCSA), was disestablished. The DCS, G–8, assumed the materiel program management related responsibilities that were formerly performed by the Assistant Deputy Chief of Staff for Operations and Plans for Force Development (ADCSOPS–FD). These responsibilities include, but are not limited to, the implementation of approved, prioritized, and resourced materiel programs through the execution of MFPs and the unit set fielding (USF) process. The DCS, G–8, is also responsible for providing support to the VCSA in his role as the Army representative on the Joint Requirements Oversight Council (JROC) (see para 4–11). Chapter 11 discusses the DCS, G–8 materiel management responsibilities in more detail. With some

exceptions, the DCS, G–8 absorbed the staff of the ADCSOPS–FD, including the SIs who are key players in the force integration process. A principal exception is that the Directorate for Force Programs (now the Directorate for Force Management) remains in the G–3 and retains the OIs from the former ADCSOPS–FD. The Program Analysis and Evaluation Directorate (PAED) (see para 9–6a) of the office of the Chief of Staff, Army, has also been assigned to the DCS, G–8. Chapter 9 provides a discussion of PAED functions that are now performed by the DCS, G–8.

(3) *Chief of Staff, Army approval of Army warfighting requirements.*

*(a)* In late March 2001, the Chief of Staff, Army (CSA), announced that he had once again assumed the approval authority for all Army warfighting requirements. This is a major change from the previous policy that had delegated the approval authority for warfighting requirements to the Commander, U.S. Army TRADOC. In his memorandum announcing the decision, the CSA states in part that—

1. All Army warfighting requirements in the form of Mission Needs Statements (MNS), Capstone Requirements Documents (CRD), and Operational Requirements Documents (ORD) will be submitted to Headquarters, Department of the Army (HQDA) for validation and approval. This applies to all requirement documents, regardless of Acquisition Category (ACAT) level. In this context, Army warfighting requirements include Joint and other Service requirements with Army participation and interest.

2. Major warfighting concepts designed to guide force modernization, (e.g., Brigade Combat Team or higher Organizational and Operational Concepts) will also be approved by the Chief of Staff, Army. These will be reviewed by the Requirements Review Council (RRC) for synchronization with Army modernization strategy and affordability. The DCSOPS will schedule and execute the RRC.

3. The foundation of the requirements generation process will not change. The U.S. Army Training and Doctrine Command (TRADOC) will continue to be responsible for balanced development of concepts, requirements, and products in doctrine, training, leadership, organizations, materiel, and soldiers. The TRADOC Commander's evaluation and recommendation will accompany all requirements submitted for HQDA approval.

4. The Army Requirements Oversight Council (AROC) will be established to advise the Chief of Staff on Army warfighting requirements ....

*(b)* The CSA memorandum also notes that the specific responsibilities of the G–8, G–3, TRADOC and the other players in the requirements determination and approval process, as well as the procedures that will be followed in implementing the CSA decision, will not be finalized until the publication of a revised Army Regulation (AR) 71–9. Discussions of the provisions of the revised AR 71–9 will be incorporated in subsequent editions of this text.

(4) *Deputy Chief of Staff, G–3 responsibilities in the materiel requirements approval process.* As discussed above, the G–8 is now responsible for the execution of approved materiel programs; a responsibility formerly assigned to the G–3. The G–3 remains the responsible staff element for the validation, prioritization, and documentation, of requirements as discussed in chapters 5 and 11. The principal changes affecting the G–3 role are that the CSA will now approve materiel requirements on the recommendation of an AROC. Also, the G–3 will be responsible for coordinating AROC meetings, developing and promulgating AROC administrative procedures, promulgating AROC decisions, and supporting the VCSA in executing AROC responsibilities.

## 2–8. The future of force integration

*a.* Force integration carries a significant manpower bill across the HQDA staff. The numerous action officers, in part, cause this. Across the staff, it takes people who participate in this function and their collective knowledge to make force integration a viable function. These staff officers need access to the many different databases and models that provide information in order to accomplish their functions and responsibilities. Steps are underway to apply technology to help reduce the manpower costs of this process. This process is still evolving.

*b.* The Army Flow Model (AFM), developed by the Army Strategic and Advanced Computing Center, is a decision support system designed to provide the ARSTAF with an integrated, quick turnaround planning tool to assess actual or notional force structures and/or policies across the Army's major functional areas (force structure, personnel, logistics, installations, and budget). AFM supplements the current functional models, which remain "stovepipe" systems and that cannot easily conduct "What If" analyses in a timely manner. The AFM provides the capability to readily make force

structure or policy changes and assess the effects of these changes on unit fill levels and readiness both within and across functional areas. Users can access AFM through Army Knowledge Online (AKO) (see para 16–7).

*c.* The Force Management System (FMS) being developed by USAFMSA will replace the existing stovepipe automated support systems, Requirements Documentation System (RDS), TAADS, SAMAS and Force Builder. Currently these automated systems can only exchange data through manual file exchange. FMS will be based upon a single integrated database providing access through an integrated set of user applications. This web-based application will be available for daily use by all portions of the Force Management community. FMS is scheduled for Initial Operating Capability (IOC) in November of 2003. (For more detail see Chapter 5).

*d.* USF will provide the mechanism to execute the transformation campaign plan. This process of fielding equipment to brigade unit sets will become a deciding factor in the way the Army will make tough resourcing decisions. The CSA has directed that we will field capabilities in unit sets across the DOTMLPF. USF takes a system of systems (SoS) (see para 11–57) management approach to field multiple equipment systems during a defined time window. All equipment modernization, equipment transfers, new equipment training (NET) (see Chapter 15), etc, will occur in a six-month window. The intent is to minimize the time units are not deployable due to force modernization. Fielding schedules will become focused on system interdependencies and operational capabilities. The fielding of the Objective Force will follow this disciplined modernization strategy. (For more detail see Chapter 11).

## Section V
## Summary and references

### 2–9. Summary

*a.* In modern, complex organizations there is a cause and effect relationship involving almost every process and system. An appreciation of these interrelationships and knowledge of the individual systems that contribute to force management will in turn lead to an understanding of how the Army runs.

*b.* Changes within the Army and the processes that brings them about, require a holistic application of cross-functional factors. To be successful, future senior Army leaders and managers must understand the nature of the interrelations of the systems and subsystems, as well as their key players and functions. Senior leaders who understand how these processes work and where leadership can influence these processes will be more effective. Experience shows us that successful senior leaders understand how the Army develops and sustains its part of our nation's landpower and use this knowledge to make informed decision on how to use or change the processes to their advantage. The overviews of the Army Functional Life Cycle Model and the Army War College Model introduced in this chapter provide a basis for subsequent and more detailed examinations of the Army management systems and processes in subsequent chapters. Additional information can be found at the following web sites:

(1) http://carlisle-www.army.mil

(2) http://www.afms1.belvoir.army.mil.

(3) http://usafmsa-add.belvoir.army.mil/usafmsa

### 2–10. References

*a.* Public Law 99–433, *DOD Reorganization Act of 1986.*

*b.* Public Law 103–62, *Government Performance Results Act of 1993.*

*c.* Title 10, *United States Code.*

*d.* Memorandum, Chief of Staff, Army, undated, subject: *Approval of Army Warfighting Requirements.*

*e.* Army Regulation 11–40, *Functional Area Assessment.*

*f.* Field Manual 100–11, *Force Integration*.

*g.* Army Modernization Reference Data (CD–ROM).

*h.* General Orders Number 3 (GO 3), *Assignment of Functions and Responsibilities Within Headquarters, Department of the Army.*

*i.* See also: *Army Force Management—A Selected Bibliography*. Compiled by Virginia C. Shope. U.S. Army War College Library. Carlisle Barracks, PA: August 2002. Available from http://cbnet/orgs/library/bibs/frcmgt02.htm.