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A Force Management Update



A Quarterly Newsletter of the Army Force Management School

May 2011

General Officer/Senior Executive Service (GOSE) Course

The GOSE Course, conducted by the Army Force Management School (AFMS), Fort Belvoir, Virginia, is a five day course designed to familiarize senior military and civilian personnel with the “How to and Why” of determining force requirements and alternative means of resourcing requirements in order to accomplish Army functions and missions, as related to their executive-level management positions within the joint/combined arena.

In addition, the course provides a systemic overview of “How the Army Runs” at the GO/SES level. Students will learn the constitutional statutory and regulatory basis for the force projection Army and the capabilities that must be sustained through management of doctrinal, organizational, and materiel change. The students will become familiar with Army organizational roles, functions, and missions, especially at the major Army Commands and Army Secretariat/Staff levels. Students are exposed to established force management processes, from the determination of force requirements to the resourcing of those requirements and the assessment of their utilization in order to accomplish Army functions and missions in a joint/combined environment.

During October/November 2010, the former Chief of Staff, Army (CSA), General George W. Casey, Jr., directed that the AFMS and the Assistant Secretary of the Army (Acquisition, Logistics, and Technology) – ASA(ALT), add a GO/SES Procurement/Contracting Course effort to the current GO/SES Force Management Course curriculum. The PILOT Course (conducted 6-11 December 2010), was designed to prepare General Officers’/Senior Executive Service students to successfully oversee procurement processes, contracting, and operational contract support across the Army enterprise. In addition, the GO/SES Procurement Course provides an understanding of Army contracting; an understanding of the value of acquisition; and shows an appreciation of acquisition and contracting as critical warfighting enablers.

Since the addition of the GO/SES Procurement Course PILOT in 2010, the effort continues to be a viable part of the GO/SES Force Management course curriculum and the feedback from our students shows an appreciation for this CSA directed effort.

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Change Is A Constant Variable In The Army

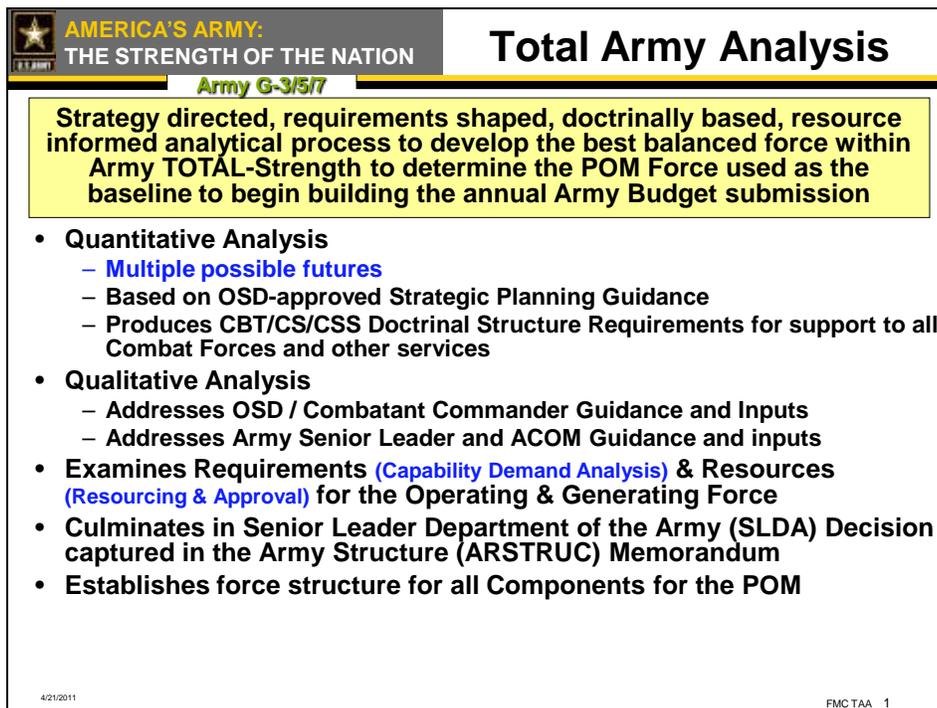
TOTAL ARMY ANALYSIS – “End to End”: TOTAL ARMY ANALYSIS – “End to End”: I am happy to report that some significant changes have occurred and are projected to occur in the near future to the Total Army Analysis (TAA) process. All known changes are included in the modified TAA process slide. The changes include:

1. Office of Business Transformation continued studying methods, processes and procedures to improve the “REQUIREMENTS” to “RESOURCING” process (Army Force Management Model) and all of the associated sub-processes and procedures. At some point in time (maybe after the White Paper is produced) some additional changes may be applied to the TAA process. As the Enterprise Approach matures, more changes will be generated.

2. Based on Senior Leaders guidance, results of several studies, and the past Enterprise Task Force efforts, G-37 (FM) has incorporated significant changes into the TAA process to synch with and support the Army Force Generation (ARFORGEN) model.

3. On our horizon is the Generating Force Reform Program – Task Force directed by the Secretary of the Army in the 25 January 2011 memorandum. It would seem prudent to expect there will be some changes in the examination of the processes, analysis and resourcing of the Generating Force in the future. TAA will continue to morph making changes to meet the Army’s needs.

4. Latest briefing slide from G-37 (DAMO-FMF):



The slide features a header with the Army logo and the text "AMERICA'S ARMY: THE STRENGTH OF THE NATION" and "Army G-3/5/7". The main title is "Total Army Analysis". A yellow box contains the text: "Strategy directed, requirements shaped, doctrinally based, resource informed analytical process to develop the best balanced force within Army TOTAL-Strength to determine the POM Force used as the baseline to begin building the annual Army Budget submission". Below this is a bulleted list of analysis details. The footer includes the date "4/21/2011" and the code "FMC.TAA 1".

AMERICA'S ARMY:
THE STRENGTH OF THE NATION

Army G-3/5/7

Total Army Analysis

Strategy directed, requirements shaped, doctrinally based, resource informed analytical process to develop the best balanced force within Army TOTAL-Strength to determine the POM Force used as the baseline to begin building the annual Army Budget submission

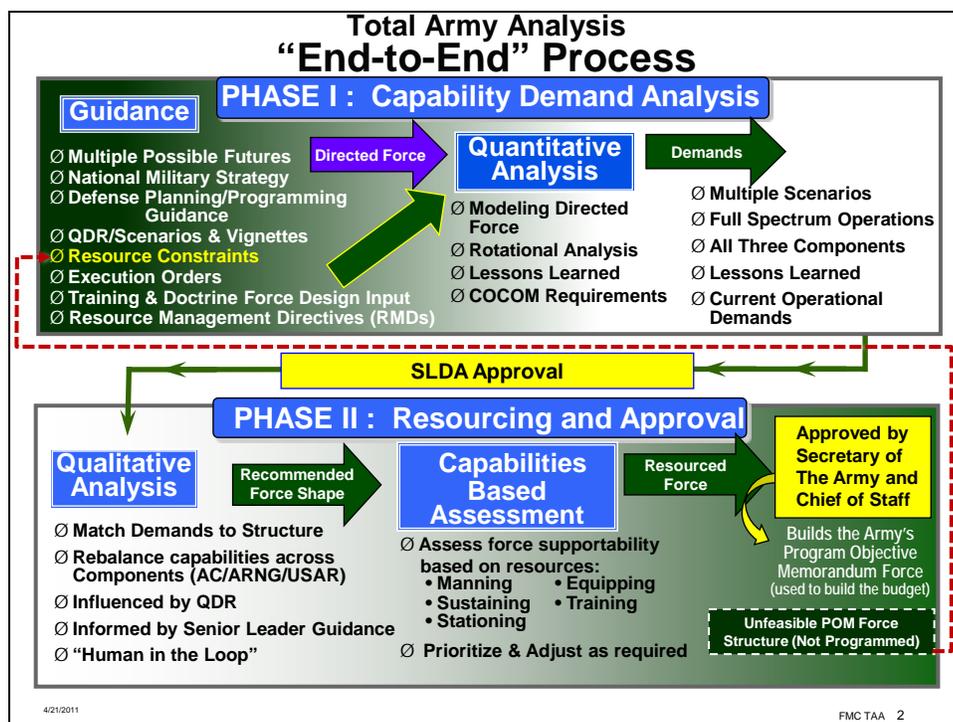
- Quantitative Analysis
 - Multiple possible futures
 - Based on OSD-approved Strategic Planning Guidance
 - Produces CBT/CS/CSS Doctrinal Structure Requirements for support to all Combat Forces and other services
- Qualitative Analysis
 - Addresses OSD / Combatant Commander Guidance and Inputs
 - Addresses Army Senior Leader and ACOM Guidance and inputs
- Examines Requirements (Capability Demand Analysis) & Resources (Resourcing & Approval) for the Operating & Generating Force
- Culminates in Senior Leader Department of the Army (SLDA) Decision captured in the Army Structure (ARSTRUC) Memorandum
- Establishes force structure for all Components for the POM

4/21/2011 FMC.TAA 1

5. The highlights:

- a. Recognizes the ANNUAL Budget submission directed by OSD.
- b. Multiple possible “futures”. Flexible response to an uncertain future, providing full spectrum capabilities within a Joint environment.
- c. Name change to the The Army Plan (TAP) Section I from “Army Strategy” (AS) to “Army Strategic Planning Guidance” (ASPG).
- d. Change from Guidance for Development of the Force (GDF) and Joint Programming Guidance (JPG) to Defense Planning and Programming Guidance (DPPG) back to Defense Planning Guidance (DPG) at the OSD level.
- e. Change in terminology from Requirement Generation to Capability Demand Analysis while Resource Determination is renamed Resourcing and Approval.
- f. Decisions previously labeled CSA and VCSA have been modified to “Senior Leaders of the Department of the Army” or SLDA.

6. The latest Graphics approved by DAMO-FMF:



7. The modifications are:

- a. Title changes to the two phases: Capability Demand Analysis & Resourcing and Approval”.
- b. Under Guidance:
 - 1) Added Multiple Possible Futures
 - 2) Modified the DPPG/DPG(Defense Planning Guidance) input while waiting for additional information from OSD.
 - 3) Feedback loop from previous TAA decisions into the Resource Constraints to account for the lack of time in a one year process to conduct a formal Force Feasibility Review (FFR).
 - 4) Added Resource Management Directives (RMDs) for OSD level input.
- c. Added “SUPPLY” (people, equipment, facilities and money) to the variables prior to beginning the Quantitative Analysis.
- d. Removed the “Force Sizing Construct” and highlights the demands drivers.

- e. Under Qualitative Analysis: Added “human in the Loop”.
 - f. Removed Force Feasibility Review (FFR). Replaced with Capabilities Based Assessment.
 - g. Add the box to the bottom right of the 2nd phase. Recognizes that the capabilities unre-sourced during this TAA or Force Management Review (FMR) need to be identified and ad-dressed in the next TAA/FMR.
8. The ARSTRUC (FMR 13-17) was signed and released on 1 April 2011 (no, seriously).

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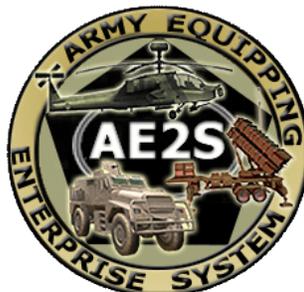
The Army Equipping Enterprise System Has Released New Data Sets

The March 2011 Structure and Composition System Total Army Equipment Distribution Program (MAR11 SACS TAEDP) dataset has been published. It uses the EquipFor allocation and distribution plans and the Force Development Investment Information System (FDIIS) Logistics Quantity Amount (LQA) data as of 18 April 2011. Also, the March 2011 monthly historical data set (MONTHLY HIST) file for Staff Books and Functional Books has been updated to provide equipment on-hand information for August 2010 thru March 2011 and personnel on-hand information for August 2010 thru March 2011. The Expert System history file was also updated with equipment and personnel on-hand data for September 2000 through March 2011.

The January 2011 Structure and Manpower Authorization System (JAN 11 SAMAS) and the Structure and Composition System Total Army Equipment Distribution Program (SACS TAEDP) datasets are now available in the Army Equipping Enterprise System (AE2S). The SACS TAEDP file uses: 1) the January 2011 SACS file, which is an update of the 4 October 2010 Review Point; 2) the 20 March 2011 Logistics Integrated Warehouse (20 MAR 11 LIW) for the quantity on-hand position; 3) equipment deliveries from AE2S’s EquipFor and the Force Development Investment Information System (FDIIS) Logistics Quantity Amount (LQA), which is the amount to be bought by Line Item Number based upon the funding available, as of 21 March 2011; and the Dynamic Army Resourcing Priority List (DARPL) update as of August 2010.

These files each include phase II of the FY12 Command Plan and executes the first full Command Plan year of unit conversions to the R-Edition TOES which reflect the HQDA approved TRADOC Force Design Update. It also completes execution of FY12 portion of the TAA 12-17 decisions as reflected in the 15 December 09 Army Structure Memorandum (ARSTRUC) and sets the baseline for execution of ongoing Force Management Review 13-17 decisions to be captured in the recently released ARSTRUC Memorandum and is intended to be used as the Program Objective Memorandum (POM) 13-17 Force.

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Secretary of the Army releases 2011 Army Strategic Planning Guidance

The Secretary of the Army released the Army Strategic Planning Guidance (ASPG) on 25 March 2011. The ASPG is Part 1 of the Army Plan, and serves to describe the strategic vision for the Army. The ASPG articulates how the Army supports current operational requirements in Afghanistan, Iraq and other global missions over the near- to mid-term and prepares for the wide variety of full-spectrum military operations over the long-term. The ASPG is the Army's institutional strategy for how the Army fulfills its Title 10 and Title 32 requirements in organizing, training, equipping, deploying and sustaining its land forces in defending our Homeland and our partners and allies throughout the globe, as well as providing the forces and capabilities to Combatant Commanders in executing the National Defense and National Military strategies. The main purpose of the ASPG is to provide the basis for the planning and programming guidance for the Army's resourcing cycle.

The Army's goals and objectives revolve around four Army strategic imperatives that address the critical challenges of restoring balance and setting conditions for the future. The four Army imperatives to sustain, prepare, reset, and transform the Army are the overarching priorities under which the near- to mid-term objectives and decisions are framed. We continue to improve our ability to sustain the Army's Soldiers, Families, and Civilians, prepare forces for success in the current conflict as well as future deployments and contingencies, reset returning units to rebuild the readiness consumed in operations, and transform the Army to meet the demands of the 21st Century.

The ASPG also lays out Near, Mid and Long Term Objectives for the Army. The near-term objectives are focused on setting the conditions for success in our current operations, sustaining the All-Volunteer Force, seeking and synchronizing efficiencies in all we do, and continuing to implement an ARFORGEN-based approach that will prepare the Army for full-spectrum operations. The Army's mid-term objectives will require consideration over the next three to nine years. These objectives address the adaptation of our institutions, the transformation of leader development strategies, the establishment of an integrated and affordable modernization strategy, and rebalancing our force structure for Full Spectrum Operations. To achieve Long-Term Objectives, the Army must be prepared to conduct the full-spectrum of military operations in order to defeat our enemies and provide the conditions necessary to achieve national objectives over the next 10-20 years.

The Army's enduring mission is to protect the Nation by providing the forces and capabilities in support of Combatant Commanders necessary to execute the National Security, National Defense, and National Military strategies. Our challenge is to maintain our combat edge while we simultaneously work to reconstitute the force and build resilience for the long haul. By leveraging the goals and objectives for the near-, mid-, and long-term periods, the Army can best posture the force to provide increased operational depth and strategic flexibility in an era of persistent conflict. The Army's vision, mission and qualities, including the strategic imperatives to sustain, prepare, reset and transform for the future are the strategic ends, ways, and means to build a balanced Army for the 21st Century – an affordable versatile mix of networked organizations that can be tailored operating on a rotational cycle to provide a sustained flow of trained and ready forces for current commitments and to hedge against unexpected contingencies at a tempo that is predictable and sustainable for our All-Volunteer Force.

An Adobe Acrobat (pdf) version of the 2011 Army Strategic Planning Guidance is available at <http://www.army.mil/info/references/> and click on the 2011 Army Strategic Planning Guidance tab.

Richard Ledbetter
5/3/11

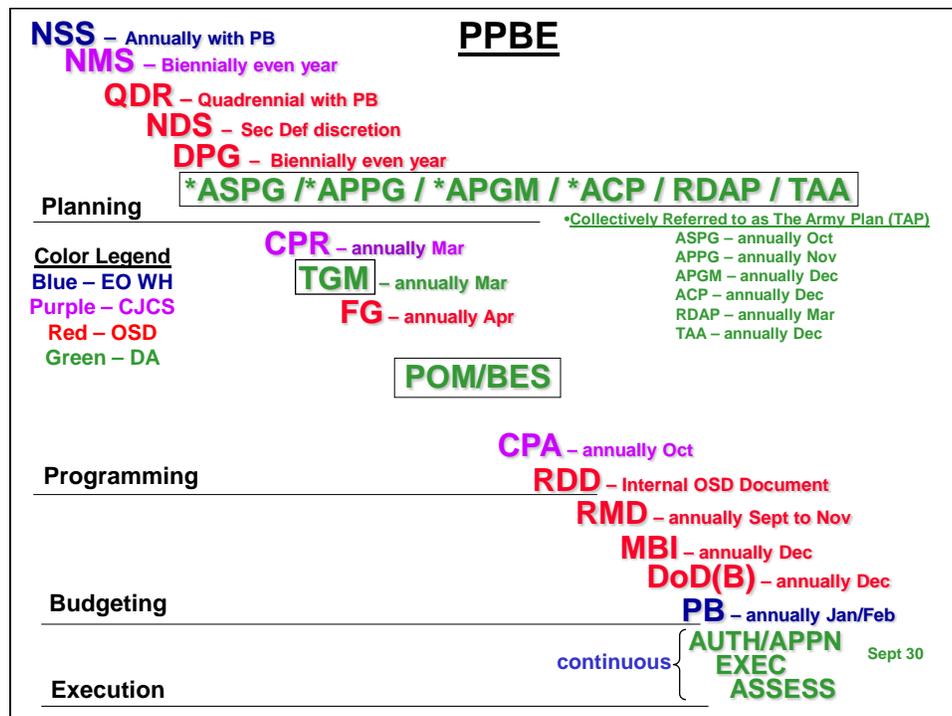
How Force Management Fits into PPBE and the PEGs

(Subtitle: “All FM Roads Lead to PPBE Rome”)

Three major systems/processes, the Joint Capabilities Integration Development System (JCIDS), the Defense Acquisition System (DAS), and the Planning, Programming, Budgeting, and Execution System (PPBE) process, are utilized to manage the financial resources of Department of Defense and the Department of the Army. Arguably, the PPBE process is first among equals. PPBE both drives and facilitates Force Management.

PPBE

While the PPBE process is defined as the primary resource management system for the Department of Defense, in reality, it is arguably the primary resource management system for DoD and the Department of the Army. It certainly provides limitations, facilitates prioritization, and frequently drives the Army’s various management systems, including Force Management.

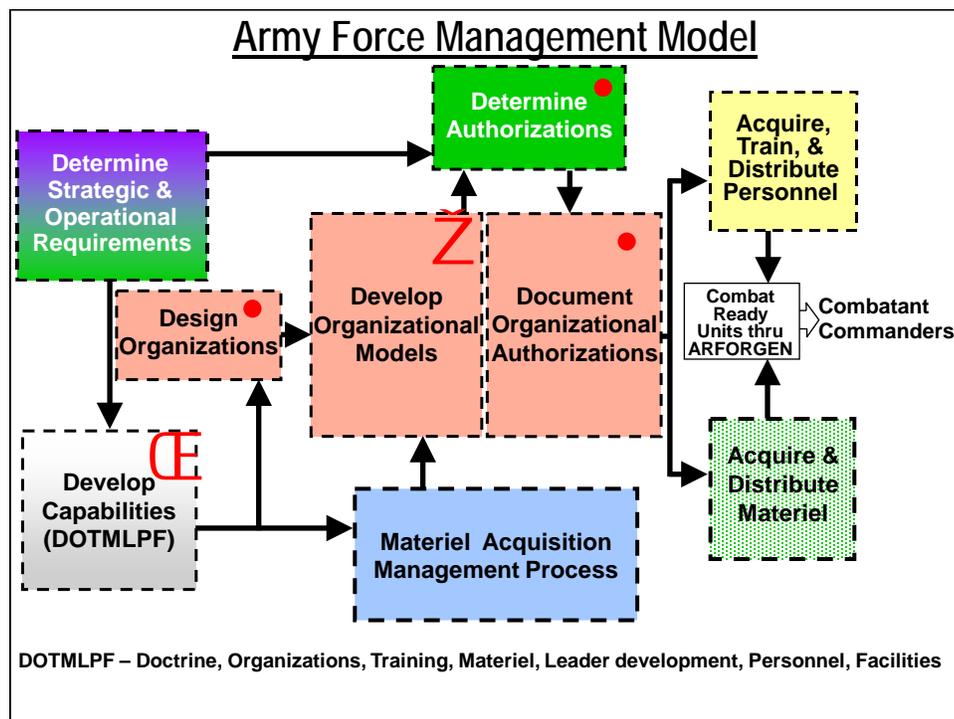


Army force management, incorporated within this overarching management structure, is composed of three major sub-components: force development, force integration, and force modernization.

- Force Development deals with the creation of forces and capabilities
- Force Integration is the synchronized execution of approved force development programs
- Force Modernization is the improvement of capabilities through the implementation of change

Force Development

The five phases of the Force Development Process, numbered in the figure below, ultimately determine what units are resourced in the Army, to which components they are assigned, through the documentation phase, what's in each one of those units. The Force Development Process also shapes unit change.



Soldiers and Department of the Army Civilians (DACs) drive all processes and sub-processes in the model based on DoD and HQDA guidance. But what makes their presence possible in the first place? The process recognizes a need for people, equipment, organizations and facilities to accomplish tasks and provide capabilities. Dollars are programmed, budgeted and finally executed to pay the Soldiers and DACs assigned to execute the tasks. Without the dollars through PPBE, it is doubtful that they would show up to drive the model just because they think it's easy and fun.

In Force Development, once the money is paying Soldiers and DACs, decisions are made on what dollars to program/budget for Research, Development, Acquisition and Evaluation for the projected needs in the future. The office of the Secretary of Defense issues guidance and specifies what capabilities the Army must provide for the Combatant Commander in the future. If the Army does not have the capability in the present force, the Army conducts analyses to identify any capabilities gaps. Once the capability gaps are identified, TRADOC decides the fastest and cheapest way to plug the gap through DOTMLPF analysis. In fact, TRADOC has started to add a "-C" (Cost) to DOTMLPF. In the case of an organizational or materiel solution, a Cost Based Analysis (CBA) must accompany the resulting documents. The cost-determined Organizational Models, (Tables of Organization and Equipment and Basis Of Issue Plans) provide the building blocks to determine authorizations in Total Army Analysis (TAA) – see Jim Camp's article elsewhere in this newsletter. In TAA, the Capability Demand Analysis (formerly called Requirements Determination) is compared to available resources (limited as determined by PPBE) and the resulting affordable force becomes the basis for the next Program Objective Memorandum. Finally, to document Organizational Authorization, we build Modification TOEs (MTOE) and Tables of Distribution and Allowance (TDA), their manpower and equipment again determined by available dollars allocated through PPBE.

Force Integration

Then the fun begins. Since everything has to work together, we use force integration to integrate the Force Integration Functional Areas: structuring, manning, equipping, training, sustaining, funding, deploying, stationing, and readiness.

The scope of Army force integration activity encompasses the Title 10 USC functional responsibilities of the Secretary of the Army to organize, man, train, equip, sustain, and station the United States Army in order to produce combat ready organizations.

The force integration component of force management merges well with Army PPBE especially at the PEG point of entry level since the PEGs are identified and functionally grouped by the same Title 10 responsibilities of the Secretary of the Army.

Assisted by the force integration functional activities of the PEGs, the force development components of force management - strategic and operational requirements determination, capabilities development, organizational design, organizational model development, materiel acquisition – enter the PPBE process for resources.

Once resourced, organizational authorizations are documented, personnel are acquired, trained, and distributed and materiel is acquired and distributed.

No matter where you look in the model, PPBE drives the train.

By Dave Retherford and John Walsh