

2003 PRIMER



ARMY FORCE MANAGEMENT

General:

This Army Force management process provides prudent adjustments to the existing force, while balancing force structure requirements (manpower and equipment) within available and planned resources. Adjustments are based on guidance, constraints, and previous leadership decisions. **Recognize that we currently have an Army in existence. We are not developing a force from scratch.**

The role of the Army is to conduct prompt and sustained combat on land. The world social and political environment in which that role must be played is shifting dramatically. Therefore, no one can predict when, how or where the United States may be called upon to project military power. To accomplish the mission of deterring conflict and winning wars, the Army must continuously change in order to provide the most combat effective force, within available resources, for joint and combined operations. The Army must provide a coherent strategy for coordinating and integrating operational and managerial system that collectively improve capabilities and effectiveness.

Successfully integrating new doctrine, organizations and materiel into the Army requires synchronizing multiple levels of command and diverse management structures and systems. This is not possible unless professionals at all levels understand as much about how the Army organizes, trains and equips forces as they do about how the Army fights. The actions to create a capable force are essentially those that structure, man, equip, train, sustain, station, deploy and fund organizations. Knowledgeable leadership is required to provide the requisite linkage.

The Secretary of the Army (SA) and the Chief of Staff, Army (CSA) provide the directives and directions of Chairman, Joint Chiefs of Staff (CJCS) and office of the Secretary of Defense (OSD) to the Army Secretariat (ARSEC) and Army Staff (ARSTAF) in form, substance, direction and process to accomplish the missions through the Army Planning System (APS). CSA and SA provide specific force structure guidance to the Army by the Army Plan (TAP).

Force Management executes the decisions of the OSD, the DOD planning, programming, and budgeting system (PPBS), directives and initiatives of the Joint Staff (JS), and the Army planning, programming, budgeting, and execution system (PPBES). Force Management bridges OSD/JS guidance and the Army's planning and programming processes.

Army force planning process begins at the DOD and Joint Chiefs of Staff (JCS) levels, moving from the conceptual view of national defense to the specifics of force structure. It considers risk assessments and resource constraints. The Army can then determine, through the Army planning System (APS), specific force requirements, force capabilities and resources needed to execute Army functions and missions. The force planning process determines specific force structure requirements.

A firm understanding of the

- Legal/ constitutional basis for the Army
- Relationships with the White House, Congress, OSD, and the Joint Staff
- Doctrinal definitions of Force Management
- Army Organizational Life Cycle Model
- Specifics of the Force Development Process

is essential for officers and civilians assigned to force management positions.

Force management is based on the law, interrelated processes and force structure. Force Management planning, integration and execution is extremely complicated, using a complex set of processes, checks and balances. The focus and flow of simultaneous and sequential actions defines requirements in progressively greater detail to meet the statutory requirements to size, structure, and man, equip, and train the force. Issues cross ARSTAF boundaries, impact resources at all levels, change component requirements for manpower, equipment, funds, installation, training and recruiting. Force management provides the proper arena for standardization and integration of the complex processes. This primer is intended to provide the basics of the Law, Army Organizational Life Cycle model (AOLCM), Force Management and Force Development, and how the Army accomplishes the broad spectrum of its **Title 10, USC** responsibilities.

CONSTITUTIONAL / LEGAL BASIS

Introduction.

The role of the Army, as delineated in the Constitution, is to conduct prompt and sustained combat on land. The Army must provide the most combat effective force, within available resources, for joint and combined operations and a coherent military strategy for coordinating and integrating operational and managerial systems ensuring effective Army capabilities. Success, at this level, is measured in capabilities, transitioning from the broad policy and strategic level focus to the specific needs and requirements to meet the National Security Strategy (NSS), National Military Strategy (NMS), Quadrennial Defense Review (QDR) and Defense Planning Guidance (DPG).

General.

Force Management is the framework on which the Army is raised and maintained. Without an understanding of the functions of manning, equipping, readiness, requirements and authorization documents (TOEs, MTOEs, TDA, JTAs), and all categories of personnel, no Army can be created, maintained, trained or resourced. Force Management is based on the law, interrelated processes and force structure. The focal point of force management is meeting our statutory requirements to man, equip and organize the force.

LAW.

The Constitution (Article I, Section 8 and Article II, Section 2), with amendments, provides the constitutional and legal basis of the military. The role of the Army is expressed in Title 10 of the United States Code, and is the principal basis of army functions, Title 32, United States Code, provides the statutory mission for the National Guard.

1. **Constitution of the United States of America – Preamble** – We, the people of the united States, in order to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

a. Article I – Section 8. Provides the ability of congress “to declare war”, ... “..to raise and support armies”, “to provide and maintain a Navy”, and “to provide for calling forth the militia to execute the laws of the union, suppress insurrection and repel invasions...”

Additionally, provides the statutory requirement:

- “To provide for organizing, arming, and disciplining, the militia, and for governing such part of them as may be employed in the service of the United States,, reserving to the states respectively, the appointment of officers, and the authority of training the militia according to the discipline prescribed by Congress.”
- “To exercise exclusive legislation in all cases whatever ...over all places purchased by the consent of the legislature of the state in which the same shall be for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings;...”

b. Article II – Section 2. The President shall be the Commander In Chief of the Army and Navy of the United States and the militia of the several states.

c. **Amendments.** The related Amendments providing statutory requirements:

2nd Amendment. A well regulated militia being necessary to the security of a free state, the right of the people to keep and bear arms, shall not be abridged.

3rd Amendment. No soldier shall, in time of peace, be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

2. **Title 10, United States Code, Section 3062** provides the statutory mission from the Congress to the Army. This statute requires the Army to perform the **functions** that organize, train and equip forces capable of accomplishing **missions** as a component command of a unified command to:

- Preserve the peace and security of the United States
 - Support national policies
 - Implement national objectives
 - Overcome any nations that threaten US peace and security
- a. Section 3062 states that “It is the intent of the Congress to provide an Army that is capable, in conjunction with the other armed forces, of – preserving the peace..., supporting national policies, implementing national objective, and overcoming any nations responsible for aggressive acts ...”
 - b. Section 3062 directs that the Army “shall be organized, trained and equipped primarily for prompt and sustained combat incident to operations on land”.
 - c. Section 3062 directs that the Army “consists of ... Regular Army, the National Guard of the United States, the Army National Guard while in the service of the United States, and the Army Reserves, ...”
 - d. Section 3062 establishes “capabilities” as the coin of the realm. The Army must possess the capability to preserve the peace and security of the United States, supporting the national policies (as articulated in the National Security Strategy), implementing the national objectives (found in the National Military Strategy) and overcoming any nations responsible for aggressive acts that imperil the peace and security of the United States (including the planning scenarios found in the DPG Illustrative Planning Scenarios (IPS)).

3. **Title 10, United States Code, Section 3032** charges the Secretary of the Army to be responsible for the functions of raising, provisioning, sustaining, maintaining, training, resourcing, mobilizing – demobilizing, recruiting, and providing forces to the Combatant Commanders of the unified commands. Further, it delineates the general duties of the Army Staff. The staff is required to assist the Secretary, the Under Secretary, and the Assistant Secretaries of the Army and the Chief of Staff, Army. Further, under the authority, direction and control of the Secretary of the Army, the Army Staff shall:

- Prepare for such employment of the Army and for such, organizing, supplying, equipping, training, servicing, mobilizing/demobilizing and maintaining of the Army.
- Investigate and report upon the efficiency of the Army and its preparation to support military operations by combatant commands.

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4. **Title 10, United States Code, Section 3013** states that “the Secretary of the Army is responsible for and has the authority necessary to conduct, all affairs of the Department of the Army, including organizing, supplying, equipping, training, servicing, and mobilizing/demobilizing organizations.”

NOTE: The task of “warfighting” is not mentioned. Warfighting is the responsibility of the Combatant Commanders. SA and CSA “Raise, provision, sustain, maintain, training, resource, mobilize, recruit and providing the forces”.

5. **Title 32, United States Code** provides the statutory mission for the National Guard. Specifically, Title 32 directs the Secretary of the Army that the Army National Guard organization and the composition of its units shall be the same as those prescribed for the Army. Additionally, the President may designate the units of the National Guard, by branch ...”to be maintained in each State and Territory, Puerto Rico, and the District of Columbia.” “Change of units located entirely within a State require the governor’s approval.”

The Constitution, Amendments, and appropriate Titles to the United States Code define:

The **ROLE** of the Army – to conduct land combat operations.

The **FUNCTIONS** of the Army – to organize, train, and equip ground forces.

The **RESPONSIBILITIES** of the Army – to raise, provision, sustain, maintain, train, and resource ground forces.

The President and Secretary of Defense generally assign the **STRATEGIC MISSIONS** of the Army; the combatant commanders assign **OPERATIONAL** and **TACTICAL MISSIONS**.

Summary.

Force Management extends from the halls of Congress to the forward line of troops, through every level of the functional, as well as the strategic, operational and tactical levels of the Army. By law, the Army is required to be organized, trained and equipped for prompt and sustained combat on land in conjunction with the other armed Services. Approached systematically, this is accomplished by taking people, materiel and money and converting them through organization and training into a capable force. Force Management performs the Constitutional/legal basis and statutory requirements to organize, train and equip the Army, including the Army National Guard, the United States Army Reserve, and the civilian work force. Success at this level is measured in “capabilities”.

RELATIONSHIPS

White House: The national security strategy (NSS) is formulated by the President assisted by the National Security Council, with the support of Congress.

Congress: Congress provides input with “Treaty Advice and Consent”, raises and equips the Armies, assigns broad missions, and authorizes programs and appropriates the funds.

Department of Defense (DOD) / Joint Chiefs of Staff (JCS): In order to “raise, provision, sustain, maintain, train, resource, mobilize, recruit and provide forces to the Combatant Commanders”, strategies must be developed and articulated, policies, and procedures established. The Defense Planning System provides the framework to accomplish these tasks. Based on the guidance contained in the NSS, JCS uses the Joint Strategic Planning System (JSPS) to develop a national military strategy (NMS). The NMS describes the strategic environment, develops national military objectives, and describes the military capabilities required to execute the strategy. The NMS provides force structure guidance incorporated in the DPG, a key DOD directive providing planning and programming direction to the Services and Defense Agencies.

Joint Staff (J-8) develops the Defense Planning Guidance (DPG) force by analyzing and assessing the threat, missions, areas of operations and force structure recommend by the combatant commanders. J-8 determines the DPG force after careful analysis and assessment, considering the Major Combat Operations (MCO) and Small Scale Contingencies (SSC), prioritizing missions, and sequencing force deployment and employment. J-8 analysis provides input to the DPG.

The DPG provides policy, articulates strategic objectives and the national military strategy, and provides force and resource guidance to the Services, other DOD agencies, and to the combatant commanders. Based on the DPG, the Services prepare their POM. For the Army, the DPG provides the strategy, force and resources guidance and scenarios. The force structure guidance identifies the DPG specified portion of the “operating forces”. The DPG further defines the major combat operations (MCO) and small-scale contingencies (SSC) the Army must address, identified in the illustrative planning scenarios (IPS).

The DPG, one of the key DOD directives, provides planning and programming direction to the Army. Receipt of the NMS-derived force structure begins the force sizing process for the Army.

Until President George W. Bush’s administration, the DPG delineated the desired force structure measured in numbers and types of divisions (i.e.; light, heavy, air assault, airborne), armored cavalry regiments, separate brigades and special operations forces with their organic combat support and combat service support structure. The DPG further designated missions and specifies the portion of the force to be placed in the Strategic Reserve.

In the absence of the NMS, for TAA 11, the QDR 2001 Report provided the force structure guidance for POM 06-11. QDR 01 directed the number of divisions, armored cavalry regiments, and enhanced Separate Brigades (eSBs). QDR directed the Army to maintain sufficient force generating capability and strategic reserve to mitigate risk.

The DPG provided the force planning construct, later in the time sequence (1-4-2-1): Priority to Homeland Security, Deter Forward in the four critical regions (NEA, SWA, SE Asian Littorals, and Europe) as small scale contingencies (SSC), Swiftly Defeat aggression in overlapping major conflicts while preserving for the President the option to call for a decisive victor, in on of those conflicts, including the possibility of regime change or occupation. Conduct limited number of smaller-scale contingency operations (SSC non-critical regions (NCR)).

Combatant Commands: Combatant commanders provide input to force structure to satisfy the delineated “deter aggression” requirements through the Joint Staff and the TAA process. Additionally, combatant commanders provide the Joint Staff and the Army Staff with force structure requirements for day - to - day operations in their theaters. Combatant commanders submit force structure requirements through Integrated Priority Lists (IPS) and data calls to TAA. The four SSC Critical Regions (North East Asia (NEA), South West Asia (SWA), Europe and SE Asian Littorals) and Non Critical Regions are included in the combatant commander’s submissions.

ARSTAF: CSA and VCSA charge the HQDA DCS, G-3 – Force Management (DAMO-FM) with overall responsibility for policy, procedures, supervision, and execution of force Management for the entire Army. In performance of these missions and functions, DAMO-FM must work in close coordination with virtually every other element of the ARSEC, ARSTAF, FOAs, MACOMs, Army Component Commands, ARNG, OCAR, and Special Staff Activities (SSA). The focus is to provide **forces** and **capabilities** to the combatant commanders.

Army Planning:

Receipt of the DPG force structure begins the force sizing process for the Army. The Army can, through the force planning process, then determine specific force structure requirements, force capabilities and resources needed to execute Army functions and missions.

Army force planning process begins at the DOD and JCS levels and proceeds from the conceptual view of national defense to the specifics of force structure. It considers risk assessments and resource constraints. The Army can then determine force requirements, force capabilities and resources needed to execute Army functions and missions. The force planning process determines specific force structure requirements and how best to resource the requirements.

The SA and CSA translate direction, guidance and process to the ARSEC, ARSTAF, and MACOMs based on the directives and directions provided to all Services by CJCS/JS and OSD to accomplish the Army missions through the Army Planning System (APS). The SA and CSA articulate the Army specific guidance through The Army Plan (TAP), providing specific force structure guidance and instructions for the Program Objective Memorandum (POM) build.

The Army Planning System compliments the Defense Planning System. The Army force planning begins at the DOD/JCS levels, transitioning from the conceptual view of national defense to the specific missions assigned to the Army. The SA/CSA specifies force structure guidance through the TAP. The Army develops total force structure requirements and allocation of resources provided in the DPG through the Total Army Analysis (TAA) process. TAA is the transition process from planning to programming within the Planning, Programming, Budgeting and Execution System (PPBES). PPBES ties strategy, programming, and budgeting together. It

helps build a comprehensive plan in which budgets flow from programs, programs from requirements, requirements from missions and missions from national security objectives.

- Through **PLANNING** we determine force size, structure, personnel, equipment, and training requirements the Army needs to support the national military strategy.
- Through **PROGRAMMING** we distribute resources available (manpower, dollars and materiel) among competing requirements per Army resource allocation policy and priorities.
- Through **BUDGETING** we convert program decisions on dollars and manpower into budget requests for congressional authorizations and appropriations.
- Through the **EXECUTION** we apply the resources, adjust resources and manage the funds to carry out approved programs.

For additional information see the PPBES Primer at
http://www.afms1.belvoir.army.mil/sites/index_sites.html (web site).

TAA considers the major programmed combat forces for each scenario; develops the "support" (MTOE – CBT/CS/CSS) and "generating" forces (TDA) necessary to sustain the DPG portion of the "operating forces". TAA provides a rationale for each unit as it contributes to combat effectiveness; enables tradeoffs between types of units and assesses risk when shortfalls occur in the program force. The program force is a compromise decision, based on past force analysis and program forces, force requirements, priorities, deployment capabilities, risk analysis and resource levels. The programmed force established through TAA is used to develop the Army's POM. The Army's POM is submitted to OSD for inclusion in the DOD POM submission. Force programming translates the POM force into a final detailed future years program (FYPD) for budgeting and execution that describes all aspects of the Army program to increase readiness and implement new initiatives. For additional information see the **TAA Primer** at http://www.afms1.belvoir.army.mil/sites/index_sites.html (web site).

At the HQDA level, several procedures, processes and systems have a direct impact on the personnel, organizational, and materiel mix within the organizations. Additionally, these and a multitude of processes and decision making forums having direct and indirect impacts on personnel assignments, recruiting, the training base, equipment acquisition, equipment distribution, stationing, and so on.

Summary.

The Army's strategies for and execution of Force Management activities are reflective of statutory requirements, NSS, NMS, DOD guidance, Army Planning, and the supportive policies, procedures, and decisions which determine, develop, and integrate the requirements for and capabilities of Army forces. Successful integration and execution of Force Management activities requires in-depth knowledge and understanding of these factors, policies, and procedures and their interrelationships and impacts on the Total Force (MTOE & TDA). The key to success is the integration of all processes, making sure that the dollars, organizational structure, personnel, equipment, facilities, and doctrinal changes, occur in a synchronized manner --therefore increasing capabilities, and increasing readiness.

ARMY ORGANIZATIONAL LIFE CYCLE MODEL (AOLCM)

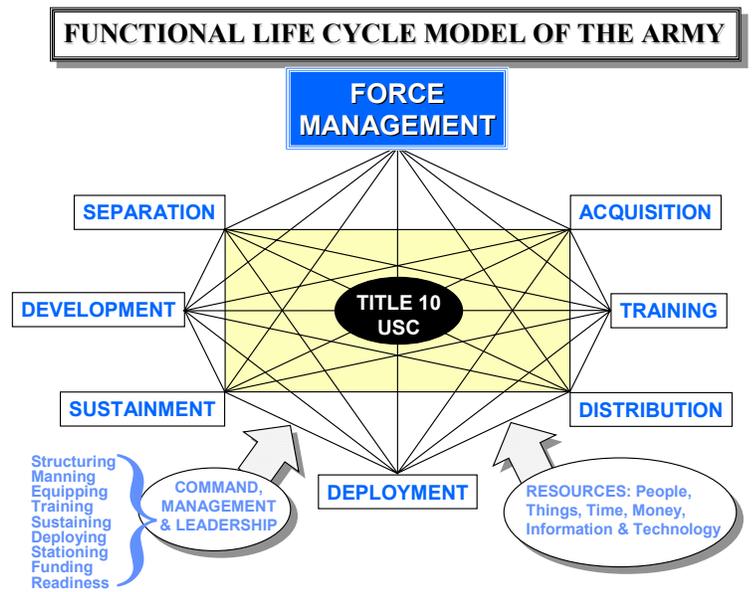
General.

The model used throughout the Army ensuring capabilities and readiness is called the Army Organizational Life Cycle Model (AOLCM). The AOLCM function provides a systems approach to create, build, or change organizations, while raising, provisioning, sustaining, maintaining, training and resourcing forces for combatant commanders. The AOLCM portrays the functional processes that develop structure, acquire and distribute resources, train individuals, deploy and sustain organizations, develop materiel and people, and, finally, separate assets no longer required. The AOLCM portrays these functions and their interrelationship, in a never-ending continuum. AOLCM functions do not occur in isolation. Feedback loops are indicated in the model, reflecting a continuous, interactive manner. The AOLCM is the doctrinal process that ensures capabilities and readiness.

Two significant external influences on the model are added: resources (time, people, money, materiel, technology and information) to energize the model; and command, leadership and management to provide vision and direction.

Eight Functions.

The eight functions of the AOLCM are interrelated, and actions within any function impact change on the other seven. The goal is to field the most combat-effective force within the constrained resources provided. The military professional must understand how the Army prepares to fight and applies that knowledge to ensure properly integrated programs are designed and implemented to organize, train and equip and field a combat-ready Army. Each function is described below, with the summary figure displayed just prior to the Summary Paragraph.



(1) Force Management

Force Management is the capstone process to establish and field mission-ready Army organizations. The process involves organization, integration, decision making, and execution of the spectrum of activities encompassing requirements definition, **force development**, force integration, force structuring, combat developments, materiel developments, training developments, resourcing and all elements of the AOLCM. The force management processes produces time-phased (implementing) programs and force structure, within resources, to accomplish Army missions and functions. Force management leads to the establishment and

fielding mission-ready Army organizations. Force management consists of five functional processes:

COMBAT DEVELOPMENT is the process of determining doctrinal, training, organization and materiel requirements and translating organizational requirements into organizational models.

DOCTRINE DEVELOPMENT is the process of translating doctrinal requirements into literature that prescribes doctrine, tactics, techniques and procedures.

TRAINING DEVELOPMENT is the process of translating training and leader development requirements into programs, methods or devices.

MATERIEL DEVELOPMENT is the process of translating materiel requirements into executable programs within cost, schedule and performance standards.

ORGANIZATIONAL DEVELOPMENT is the process of translating organizational requirements into organizational designs and models.

Force management is a very complicated business. It includes **force development**, force integration, force modernization, combat development, doctrine development, training development, organizational development, materiel development, force structuring, organizational integration, system integration, resourcing integration, and document integration. Force management also includes the functions of manning, equipping, readiness, TOEs, MTOEs, TDAs, JTAs, and all categories of personnel.

Force development is normally the initiating function of the AOLCM and is the foundation for all other functions. **Force development** encompasses the functional areas of Combat Development, Organization Development and Materiel Development. Force development, itself, is made up of five phases: generating requirements, designing organizations, developing organizational models, determining organizational authorizations and documenting organizational authorizations. **Force development** is discussed in greater detail later.

Force Management is the framework on which the Army is raised and maintained. Without an understanding of the functions described above, no Army can be created, maintained, trained or resourced. **Force Management is the creation of forces.**

(2) **Acquisition**

Having determined the composition and size of the force, the required manpower and materiel must be acquired. This function is executed according to requirements for structure and materiel determined in the force development processes. **Acquisition** is the initial procurement or accession activities that bring materiel, manpower and other resources under military control.

Materiel acquisition may be initiated because current capabilities are deficient or because the opportunity exists to exploit leap-ahead technology. Before initiating a new RDA program to satisfy an Army requirement, all feasible alternatives must be examined as viable means to resolve force deficiencies. These alternatives include:

- Changes or improvements in doctrine, training or organizations.
- Improvements to existing materiel systems.
- Introduction of new operational capabilities.

If these alternatives are not viable, a new RDA program is initiated. Several alternatives must be considered before the decision is made to initiate a wholly new materiel acquisition program. In order of preference, the materiel alternatives are:

- Acquisition (including modification) of commercially available systems, additional acquisition (including modification) of already developed U.S. military systems or equipment, or allied systems.
- Execute a cooperative research and development (R&D) program with one or more allied nations.
- Execute a joint-Service development program.
- Execute a Service-unique development program.

The materiel acquisition process consists of a series of sequential management decisions made by DOD or the Army as the development of a materiel system progresses from a statement of mission need to an operational and supportable materiel system. Modification programs and non-developmental items (NDI) are subject to the same scrutiny and management decisions, dependent on life cycle costs. *For addition information see the **Materiel System Research, Development, Acquisition Management Primer** at http://www.afms1.belvoir.army.mil/sites/index_sites.html (web site).*

Personnel acquisition begins with the organizational development phase of the force development process where manpower requirements are documented by grade and skill. The personnel acquisition process translates requirements for people into personnel accessions and is closely linked to the materiel development and training development processes in producing combat-ready organizations. Congress sets the limit on how much manpower is resourced through fiscal authorizations. The Army personnel end strength (ES) is a programmatic number that dictates how many military personnel can be on active duty on the last day of each fiscal year (FY). Civilian personnel are not managed to an end-strength but rather to the resources available to hire employees to fill valid authorizations.

(3) Training

At this point in the life cycle model, **training** is defined only as entry-level training required transitioning personnel to military or civilian positions and providing them with basic skills. For military personnel, these skills include basic soldierly skills as well as rudimentary military occupational specialty (MOS) skills. Soldiers and civilians whose MOS or job-specific skills are no longer required in the force may be reclassified and provided with the requisite new skills. **People are trained to function within the force structure to operate and maintain the materiel systems.**

(4) Distribution

Acquired resources, both equipment and people, must be **distributed** to the appropriate claimants (organizations within the force structure). If inventory were equal to authorizations, both in people and equipment, shortages would not exist. Because all authorized personnel, equipment and other resources are not necessarily available to all claimants at the same time, they must be distributed to organizations on a prioritized basis. Since personnel and materiel assets cannot always satisfy valid demands, distribution plans must allocate shortages based on priorities established by the Army leadership. The DA master priority list (DAMPL) includes

unit and non-unit claimants (i.e., pre-positioned sets of equipment). DAMPL is based on the relative positions of units on time-phased force deployment lists (TPFDL) to be employed as components of unified commands (i.e., “First to fight, first to support, first resourced”).

Distribution management of major items is primarily a three-fold process: accounting for existing assets, projecting distribution against planned force structure based on an organization's position on the DAMPL and determining the relative importance of an item to accomplish a doctrinal mission.

Personnel distribution works in much the same manner, balancing assets with authorizations based on priorities. This process is more complex than equipment distribution since soldiers' concerns must be considered along with Army priorities. The goal is to fill every authorized space; however, shortages do not allow all positions to be filled. The distribution of people is, therefore, based upon established priorities and valid exceptions.

(5) Deployment

After determining the distribution of organizations, personnel and equipment, the Army must **deploy** these assets to support worldwide requirements to accomplish missions and satisfy national commitments. This function of projecting a force anywhere in the world to satisfy a requirement uses the joint efforts of all armed services. Army organizations must be capable of strategic deployment through a combination of USTRANSCOM, Military Sealift Command (MSC) and Air Mobility Command (AMC) assets.

Operational deployment of forces involves contingency planning, mobilization and actual deployment. Military contingency planning is conducted within the framework of joint procedures. The contingency planning process also interrelates with the resource system and has a direct bearing on shaping the size and types of forces required to support national objectives. Mobilization is the act of preparing for war or other emergencies through assembling and organizing national resources. It is the process by which the armed forces are brought to a state of readiness for war or operations other than war. This includes assembling and organizing personnel, supplies and materiel for active military service, federalizing Reserve components and other actions necessary to convert to a wartime posture. The Army's capability to rapidly, and efficiently, expand the force through mobilization is an essential factor in deterring potential enemies. Fundamental to achieving such a capability is coordinating mobilization planning in support of contingency plans.

Peacetime stationing of organizations in the force projection Army must consider the constraints imposed by local and host nation governments as well as environmental considerations. Stationing a force in the continental United States or in a foreign nation requires that installations include real property assets (troop billets, family housing, logistics facilities and training areas and ranges), support infrastructure (DOD Dependent schools, Defense Commissary Agency, Army and Air Force Exchange Service) and legal agreements that allows the force to function without limiting its ability to train and sustain itself. This includes the capability to deploy to, and maneuver in, training areas.

(6) Sustainment

Once a unit has been deployed, it must receive the necessary support to **sustain** operational capabilities. Personnel strength authorized levels of organization (ALO) are

sustained primarily by individual replacements. Equipment is sustained by provisioning, supply and maintenance actions. Organization capability is maintained or improved through sustainment training. Quality of life is sustained by providing essential services to soldiers and families.

Materiel developers determine requirements for the associated support items of equipment for new systems and for those systems that have been modified through product improvement programs. Normal item replenishment is accomplished by requisitioning the items that are authorized, but are not on hand. Major materiel systems are fielded to organizations with all required associated support items of equipment (ASIOE) and supporting publications in a total package fielding (TPF) / Unit Set Fielding (USF).

(7) Development

Organizational capability must be sustained through individual and unit training as well as through the routine replacement, maintenance and provisioning of people and equipment.

- **Individual** professional development is achieved through professional education and individual training programs, which provide leadership and technical education to support career progression as well as the Army's changing personnel requirements. This prepares officers, NCOs and civilians to occupy positions of increasing responsibility.
- **Organizations** increase capabilities through sustainment training, and development of the capabilities of people and their equipment. At the organizational level, units are developed through multi-echelon collective training that is conducted to established standards.
- **Materiel** system capabilities mature and are improved through product improvement (materiel change management programs) or the development of a new system.

(8) Separation

When specific personnel or equipment are no longer required, they are **separated** from military control. The Army normally separates materiel through foreign military sales (FMS) or the Defense Reutilization Marketing Office (DRMO). People are separated voluntarily or involuntarily. Demobilization or decreases in force structure may necessitate reductions in force (RIF) of military and civilian manpower or other force alignment policies to achieve the desired end state.

External Influences:

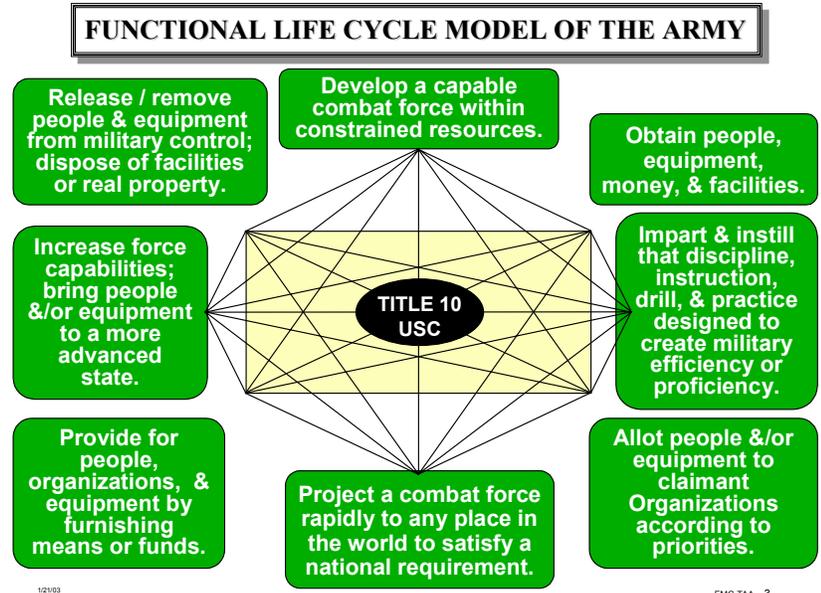
Two significant external influences on the model are added: resources (time, people, money, materiel, technology and information) to energize the model and command, leadership and management to provide vision and direction. Resource requirements are brought to fruition through the PPBES. Thus, the AOLCM is an excellent tool to describe how the Army accomplishes its Title 10 functions and is an accurate depiction of the constant nature of change in a complex organization.

Resources:

Assets available to Army organizations to accomplish assigned missions consist of personnel, equipment, facilities, information, time and money. The funding to acquire these resources is developed, requested and provided through the PPBES.

Command, Leadership & Management:

Command philosophies, leadership practices and management structure and systems are used to interpret guidance, develop plans and policies and issue direction to organizations and agencies. In turn, organizations and agencies detail the goals and missions to be attained. Management of change is accomplished through the doctrine of force integration that is the systematic introduction, incorporation and sustainment of doctrinal, organizational and materiel changes to the force.



Summary.

The Army Organizational Life Cycle Model can be used to understand, in general terms, how the Army prepares to fight. The eight functions are interrelated, and actions within any function impact on the other seven. The goal is to field the most combat-effective force within the constrained resources provided. This goal will only be accomplished if the military and civilian professionals, at all levels, understand how the Army prepares to fight and applies that knowledge to ensure properly integrated programs are designed and implemented to organize, train and equip a combat-ready Army capable of maintaining the peace and security of the United States in accordance with the NMS.

Requirements for organizations or materiel initiate the functions that develop and document force structure. Manpower and materiel systems must be acquired to man and equip the force structure; people are trained to function within the force structure and operate and maintain the materiel systems. Successfully integrating new doctrine, organizations and materiel into the Army requires synchronizing multiple levels of command and diverse management structures and systems. The actions to build a capable force are essentially those that structure, man, equip, train, sustain, station, deploy and fund organizations.

FORCE DEVELOPMENT

INTRODUCTION

Force development takes the desired operational capability of the National Military Strategy (NMS), determines Army doctrinal, organizational, training, materiel, leader development, personnel and facilities (DOTMLPF) requirements, translates them into time phased programs (Research, Development and Acquisition) and structure, within allocated resources, to accomplish Army missions and functions. Force development brings together people and equipment, forms them into operational organizations to provide units with the desired capabilities for the combatant commander. Force development is a phased process that translates organizational concepts based on technologies, materiel, manpower requirements, and limited resources into combat capability. The force development process interfaces and interacts with the Joint Strategic Planning System (JSPS) and the Planning, Programming, and Budgeting System (PPBS).

Force development is initiated by the process of determining required warfighting capabilities for new materiel systems or new organizations through the Army's Requirements Generation System (RGS). The RGS was designed to be responsive to and compatible with PPBS. *For additional information see the Materiel System Research, Development, and Acquisition Management 2003 Executive Primer.* Starting with an analysis of Army Missions, long-range plans, technology, and threat capabilities, TRADOC develops the Army's warfighting capstone concept and directs development of subordinate and integrating warfighting concepts of operation. Battlefield dynamics are interrelationships of time, space, and forces and include air maneuver, air and missile defense, maneuver support, mounted maneuver, space and missile defense, battle command, dismounted battle space, depth and simultaneous attack, combat support (CS) and combat service support (CSS), each being represented by a TRADOC battle laboratory.

Relationship to Change.

1. In the context of force development as part of the Army Organization Life Cycle Model (AOLCM), we need to understand change as a dynamic process. The elements for change are themselves changing and this fundamentally alters force development. Realizing the *Army Vision, Interim Force and Objective Force* mandates that we manage the process of change. The pace of technological advances challenges our ability to envision objective force capabilities and the time required to change the primary long lead elements of the institution: doctrine, materiel, and organization. Without a force, there is no need to acquire and distribute personnel and equipment or to train, develop or deploy organizations. There is also no need to sustain, to allocate resources, or to command, lead or manage.

2. The U.S. Army is a capabilities-based army that performs its mission within a framework of doctrine and requirements. Concepts generate questions and hypothesis about the future, while doctrine provides answers about today. 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 the integrated doctrine, organizations, training, materiel, leader development, personnel and facilities (DOTMLPF), we

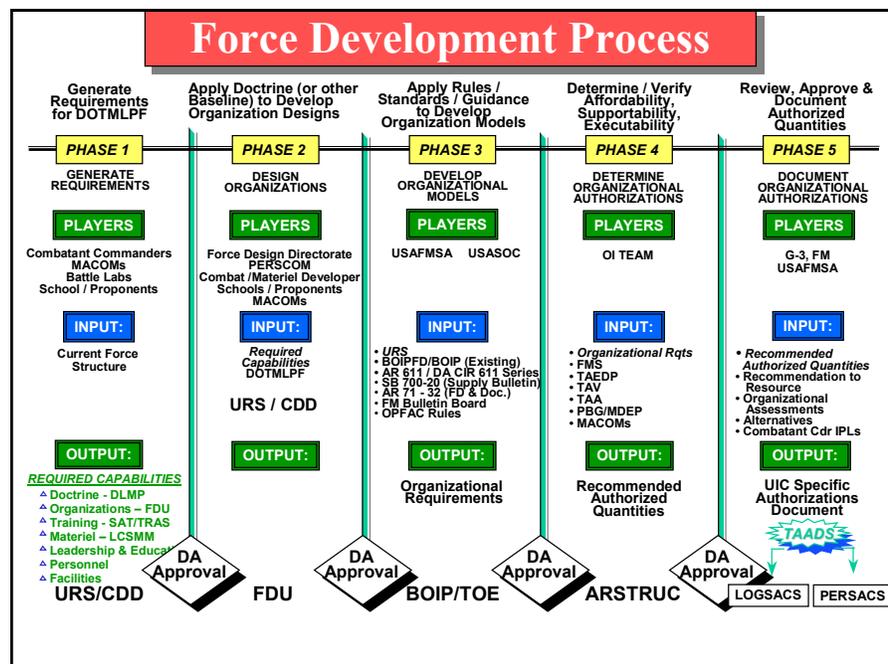
must work to shorten development and fielding times, and increase our ability to envision and conceive future warfighting capabilities.

3. Force development is usually the initiating process of the AOLCM. Force Development is the start point, rationale and underlying basis for defining the Army's force structure. The Force Development Process consists of defining military capabilities, designing force structures to provide these capabilities, and translating organizational concepts based on doctrine, technologies, materiel, manpower requirements, and limited resources into a trained and ready Army. **The five phases are:**

- a. Generate Requirements
- b. Design Organizations
- c. Develop Organizational Models
- d. Determine Organizational Authorizations
- e. Document Organizational Authorizations

Acronym list:

- ARSTRUC: Army Structure Message
- BOIP: Basis of Issue Plan
- BOIPFD: BOIP Feeder Data
- CDD: Capabilities Development Document
- DLMP : Doctrine and Literature Master Plan
- FDU: Force Design Update
- FMS: Force Management System
- G-3, FM: Force Management
- IPL: Integrated Priority List
- LOGSACS: Logistics SAC
- MACOM: Major Command
- MDEP: Management Decision Package
- OI: Organization Integrator
- OPFAC: Operational Facilities
- PBG: Program Budget Guidance
- PERSACS: Personnel SACS
- PERSCOM: Personnel Command
- SACS: Structure and Composition System
- SAT: Systems Approach to Training
- TAA: Total Army Analysis
- TAADS: The Army Authorization Documentation System
- TAEDP: Total Army Equipment Distribution Plan
- TAV: Total Asset Visibility
- TOE: Table of Organization and Equipment
- TRAS: Training Requirements Analysis System
- UIC: Unit Identification Code
- URS: Unit Reference Sheet
- USAFMSA: Unite States Army Force Management Support Agency
- USASOC: U.S. Army Special Operations Command



Army Force Development Process. The schematic framework of the force development process as part of the capstone force management process is displayed above. This model reflects a system of systems, each of which provides an essential force integration function. More importantly, the model reflects a sequence of events and how these functions relate to each other is diagramed. In this network, the processes for generating warfighting requirements, conducting research and development, and providing resources all provide input to the force development process. The resulting products of force development, in turn, provide the basis for acquiring and distributing materiel and acquiring, training, and distributing personnel in the Army to achieve the ultimate goal of fielding a properly structured and resourced force. It is useful to use the Army Force Management chart (AWC Text – Chapter 2) to visualize how each system relates to others and contributes to the accomplishment of each task.

Requirements generation for organizations or materiel initiate the functions that develop and document force structure. Resource requirements are brought to fruition through the PPBES.

a. Phase I. Generate Requirements. The Force Development process has its roots in the Requirements Generation System (RGS). A separate primer discussing the RGS can be found on the Army Force Management School web site: www.afms1.army.mil. The RGS identifies the desired operational capability in terms of personnel, equipment, and unit structure, threat capability, operational doctrine, technology and history to develop requirements for the domains of DOTMLPF. This system begins with national-level guidance (e.g. National Security Strategy, National Military Strategy, Quadrennial Defense Review, Joint Vision, and Defense Planning Guidance), guidance from the Army's senior leadership (e.g. Army Vision, The Army Plan), joint warfighting concepts (such as rapid decisive operations and peace enforcement operations), and/or new materiel capabilities evolving from the research, development, and acquisition (RDA) process. U.S. Army Training and Doctrine Command (TRADOC) assesses the future warfighting concepts through a series of analyses, tests, experiments and studies to gain insights across DOTMLPF domains. Using the integrated concept team (ICT) management technique, TRADOC pursues timely involvement of appropriate agencies/expertise to aggressively identify and work issues. TRADOC establishes force operating capabilities (FOCs) as the foundation upon which to base the assessment process. These critical, force-level, measurable statements of operational capability frame how the Army will realize advanced full spectrum operations as stated in the approved capstone concept. The FOCs focus the Army's Science and Technology Master Plan (ASTMP) and warfighting experimentation. As the transformation process unfolds, these force-level objective concepts will give rise to supporting proponent/branch future FOCs included within subordinate concepts. This assessment process leads to a recommendation by the Commanding General (CG), TRADOC to Headquarters, Department of the Army (HQDA) on how to best fulfill the warfighting requirement. 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 goes forward a need for change in soldier occupational specialty structure, then the recommendation goes forward to HQDA DCS, G-1 for action. If the required capability needs a materiel solution, TRADOC prepares a material requirements document (MRD) 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 is responsible for materiel solutions and DOTMLPF integration through out the program life cycle. If the required capability needs an organizational solution, TRADOC prepares a unit reference sheet (URS) forwarding it for HQDA approval. Warfighting concepts requiring organizational solutions move to the next phase of force development. *For addition information see the **Materiel System Research, Development, Acquisition Management Primer** at http://www.afms1.belvoir.army.mil/sites/index_sites.html (web site).*

b. Phase II. Design Organizations. As the organizational conceptual requirements begin to clarify, the force development process begins to design organizations. The combat development community develops the proposed organization, and it's mission and functions, to meet the required operational capabilities. Organizational solutions to FOCs are captured in a Unit Reference Sheet (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). Once approved, this design will be further refined into an organizational model known as a Table of Organization and Equipment (TOE). TOEs are developed by the U.S. Army Force Management Support Agency (USAFMSA) and approved by HQDA.

c. Phase III. 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 is the definition of a fully mission-capable organization (i.e.; unresourced).

A TOE prescribes the doctrinal wartime mission, organizational structure, personnel and equipment requirements for a military unit and is the model for authorization documents. TOEs depict mission-essential wartime requirements (MEWR) for sustained combat operations and provide models for levels of organization for units when available resources dictate that all like units cannot be organized at their full wartime requirement (less than ALO1).

d. Phase IV. Determine Organizational Authorizations. After HQDA approves the TOE, the desired unit type enters into the resourcing phase of Force Development where the organizational model competes for resources in the Total Army Analysis (TAA) process. TAA develops **requirements** and **authorizations** defining the force structure the Army must build, raise, provision, sustain, maintain, train and resource. TAA determines the **requirements** (number and type of units) for all approved TOEs followed by competing for resources (authorized number of units, by type). The authorizations phase focuses on aggregate spaces as the “coin of the realm” (officer/warrant officer/enlisted//aggregate spaces). The results of the TAA process is the CSA approved POM Force. Through TAA, the Army provides the combatant commanders with the proper force structure to execute the NMS and DPG tasks. The resourcing phase of TAA also accounts for the personnel, materiel and dollars availability in the Force Feasibility Review (FFR) process. TAA takes into account force guidance and resource availability to produce a balanced and affordable force structure. It determines and/or verifies the affordability and supportability of the recommended POM Force

e. Phase V. Document Organizational Authorizations. After approval of the resourced force structure by 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). The programmed and budgeted force is documented to unit identification code (UIC) level of detail to ensure that organizations may place demands on the functional systems of the Army. The major subsystems that accomplish the documentation effort are:

- The Requirements Documentation System (RDS), containing BOIP and TOE data.
- The Structure and Manpower Allocation System (SAMAS) provides an automated database necessary to account for and manage all Active and Reserve component units. SAMAS is the repository of the Master Force (M-Force) - the record of the Army force structure from the current year through the end of the POM.
- The Army Authorization Documents System (TAADS) maintains MTOE and TDA files. It contains personnel and equipment authorizations at MOS, grade, LIN, ERC, and quantity level of detail in each organization.

- The Structure and Composition System (SACS) computes the personnel and equipment requirements and authorizations based on the Army force structure. SACS is a product of integrating the input from BOIPs, SAMAS, and TAADS (TOEs) to compute personnel (PERSACS) and equipment (LOGSACS) requirements and authorizations for the next ten years in the future.

Note: Like-type units are organized under the same TOE, without deviation, unless approved by the Director, Force Management, HQDA DCS, G-3 (DAMO-FM). This policy does not reduce the commander's ability to task organize to meet mission requirements. It disciplines the process of documenting organization authorizations.

Summary:

Force Management is the overall framework on which the Army is raised and maintained. Force development, a sub-process of force management, determines materiel and organizational requirements and translates them into time-phased programs and force structure to accomplish Army missions and functions (this is the creation of forces).

Force Development Process is the five step process used to identify requirements, build organizational models, define the total force structure required to meet the NMS, and document the authorizations.

Definitions: The doctrinal definitions of Force Management are located in FM100-11 and the Army War College Text (How the Army Runs).

Acronyms: The current listing of acronyms are located in FM 100-11 and the Army War College Text.