The Institutional Army, FY1975 – FY2002

John R. Brinkerhoff
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PREFACE

This is the final report on the task entitled “Organization and Manning of the Institutional Army,” performed by the Institute for Defense Analyses for the Office of the Director, Program Analysis and Evaluation.

Mr. Daniel L. Cuda of IDA was the technical reviewer of this paper.
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SUMMARY

This report is the culmination of 18 months of investigation into the Army’s force structure. The objective of the research was to determine how the Institutional Army behaved in response to changes in the Army’s overall size and strength and to test the hypothesis that the Army’s overhead was greater in recent years than in earlier years. To do this work, it was necessary to define the Institutional Army, find a database that would provide adequate detail, and establish a way to subdivide the Institutional Army into logical and useful subcategories. For this report, personnel strength was the parameter used to represent the organization of the Army and the distribution of resources to various missions and functions. The analysis includes Active, Guard, and Reserve military strength and civilian employees.

The Institutional Army is that part of the Army that performs the Title 10 functions to raise, maintain, and sustain the Army. Initially, the Army was divided into two parts: an Expeditionary Army and the Institutional Army. But as the work progressed, it became apparent that the Army was doing things that contributed neither to the Expeditionary Army nor to the Title 10 functions. These programs and activities were assembled into a third major part of the Army, which was called Army Support of Non-Army programs. These programs and the resources devoted to them are outputs of the Army; they are overhead to the entire Department of Defense, but they are not overhead for the Army. The non-Army programs were organized into three subcategories: Strategic Forces, Support of Non-Army Organizations, and Defense-Wide Programs. In recent years, the Army has devoted few resources to Strategic Programs, but if the Army is assigned a major role in CONUS Missile Defense, these programs would become a fourth major part of the Army.

Once the two output parts of the Army were defined, it was possible to address the remainder—the Institutional Army. During the process of dividing the Institutional Army into coherent and well-defined subcategories, classification problems became evident. Many of these problems were resolved by working at the program element level of detail, but even at that level, it became apparent that it was difficult to construct a completely satisfactory system for understanding the Institutional Army. After much
trial and error, it was possible to establish programs and subprograms for the Institutional Army that make sense overall, even though some of the contents are still puzzling.

The final product of the analysis is a new way to look at the Army, called the Army Force Management Categories. The Army Force Management Categories are designed to provide well-bounded areas of effort that can be matched well to workloading factors, so that it is possible to make informed judgments on the amount of “overhead” the Army needs to support adequately both the non-Army programs the Army is required to do as well as an Expeditionary Army of a particular size and shape. This process of discovery revealed some problems with the way the Army and its two Reserve components account for personnel and funding. Suggestions for improving both the structure and application of the FYDP accounting system are included in the report.
I. INTRODUCTION

This paper defines the Institutional Army in terms of its functions so that judgments can be made on its size and composition.\(^1\) In broad terms, the Institutional Army is that part of the total Army that provides general or central support for other elements of the Army that support the accomplishment of missions and programs external to the Army. The Expeditionary Army provides combat and support capability to the unified commands for the conduct of military operations. The Army also provides personnel and services to support non-Army activities of DoD. A detailed explication of this broad concept was developed heuristically by examining and aggregating program elements into logical, coherent programs.

The overall task was to define and assess the Institutional Army by performing a historical survey of the Army force structure, personnel strength allocations, and funds spent on operational and support forces from the end of World War II until present day. The task proved more complex than anticipated and a sequential approach evolved, resulting in four interim papers:


These papers addressed and resolved the central issue of whether the Army had increased its overhead unduly in recent years, but none of them provided a satisfactory method of describing the Institutional Army and its place in the total Army.

This final report describes and evaluates the composition of the United States Army as it is recorded in the Future Years Defense Program (FYDP) for the FY2002

\(^1\) The Army uses the term “Generating Force” to describe that part of the Army that creates and sustains the operating forces and the term “Deployment Support Force” for that part of the Army that helps the Expeditionary Army move to a theater of operations. I prefer the term “Institutional Army,” which covers both of these sets of support activities.
Budget Estimate Submission for fiscal years 1975 through 2007. Data submitted to the FYDP is the official report of the Secretary of the Army to the Secretary of Defense on Army programs. It is hoped that the detailed information provided here will facilitate judgments as to the Institutional Army’s appropriateness to support the Army’s contributions to DoD’s operational forces and activities. The first method tried was to define the Institutional Army as the part of the Army organized into Table of Distribution and Allowance (TDA) units and the Expeditionary Army as the part of the Army organized into Table of Organization and Equipment (TOE) units. This approach was inadequate. The available data failed to provide enough detail to understand what the units were doing. The distinction between TDA and TOE units was not precise enough to establish the boundary between the Expeditionary Army and the Institutional Army. The units that provide support to organizations outside of the Army are TDA units. A comparison of 20-year trends in the balance between personnel in TOE units and personnel in TDA units failed to show an undue increase in TDA unit strength. The results of this work are reported in IDA Document D-2460, *Army TOE and TDA Personnel FY1979–FY1999*, June 2000.

The second method was to measure the efficiency of the Army in terms of the aggregate numbers of combat battalions that were sustained by the total strength of military personnel of all components and civilian employees. A comparison of the number of military and civilian personnel required to produce a single, generic combat battalion from FY1962 to FY2000 does not support a hypothesis that the Institutional Army has increased disproportionately. Indeed, the trend in this measure suggests that the Army has become more efficient than it was in the 1960s. However, this analysis failed to define the Institutional Army in terms of its work or its personnel and failed to take into account Army missions other than producing combat battalions. The results of this work are reported in IDA Document D-2498, *Army Combat Potential FY1962–FY2000*, January 2001.

The third method was to examine in the functional organization of the Army by distributing total military personnel and civilian employees into the various subcategories of the Defense Mission Categories (DMCs). This analysis was very revealing but not entirely satisfying, for there were some subcategories that could not be entirely understood even at a third-order level of detail. The overall results of this analysis indicate that over the past 39 years, the Army has been able to devote a smaller proportion of its total military and civilian personnel to the support functions and in that
respect has become slightly more efficient. This cannot be a final conclusion until the effects of internal transfers and contracting out can be considered in subsequent analyses. The results of this work are reported in IDA Document D-2563, *Army Personnel by Defense Mission Categories FY1962–FY2000*, May 2001.

The DMC methodology led to three significant outcomes that influenced the direction of the remaining research. One was to develop a reasonable working definition of the Expeditionary Army—that part of the Army that would deploy overseas to conduct military operations. The second was the discovery of a significant amount of overhead in the Land Forces DMC. The third was the discovery of significant resources devoted to the support of non-Army programs. The overall result of this work was that the FYDP and DMC descriptions of the Army were not helpful in defining either the output or the composition of the Institutional Army.

The fourth method was to examine in detail eight case studies suggested by the previous work. Actual and adjusted manpower and funding data from the FYDP for the FY2002 Budget Estimate Submission were applied at the program element level of detail. The DMC selected for detailed analysis were supply operations, maintenance operations, research and development, personnel acquisition, training, special operations forces, training support forces, and management headquarters. Each of these case studies takes a different approach, and each of them finds no evidence to support the hypothesis that Army overhead has increased. The results of this work are reported in IDA Document D-2624, *Case Studies on Selected Institutional Army Functions*, June 2001.

This paper defines and explains the Institutional Army by combining the methods of previous papers. The Army is described at one point in time (the end of FY2002) to the basic program element level of detail provided by the FYDP. Trends in manpower and funding are traced for the 28-year period from FY1975 to FY2002. A new approach is taken to identify the Institutional Army and its internal organization as categories and subcategories based on an appreciation for what the Army does and how it organizes to do it.

**II. UNDERSTANDING THE ARMY**

The Army is a complex organization. Before we can analyze it, we need to understand how the various parts fit together and their relative cost. The first step is to state what the Army’s job is in DoD—what it does. Once that is understood, it is
possible to divide the Army into its major categories. This is not a trivial matter, for what the Army does is not exactly what either its leaders or its critics believe that it does. Major changes that were initiated 20 years ago are coming to fruition and, among other things, require a different approach in assessing the amount and kind of overhead the Army needs to do its job.

A. What the Army Does in DoD

The Army’s role has continued to evolve since the passage of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and will change even more when the full consequences of that legislation are felt. The Goldwater-Nichols Act made explicit that the Army (and the other Services) trained military personnel, created military units, and marshaled and sustained military forces while the combatant commands conducted military operations. At one time, the Services were both providers and operators. That is no longer the case. Today, the military departments and defense agencies create and sustain the wherewithal for military operations, but the commanders of the unified commands marshal the forces and conduct military operations. In the overall organization of DoD, the Department of the Army is in an administrative chain of command, while the unified commands, joint task forces, and Army (and other service) component commands are in an operational chain of command.

Under the terms of the Goldwater-Nichols Act of 1986 and subsequent adjustments, the Army’s job is to provide military capability (products) to other organizations that will employ them (customers). The Army product line includes military units, military personnel, civilian employees, services, equipment, and supplies.

The Army’s customers for these products include the following:

- The Unified Commands
- The Office of the Secretary of Defense (OSD)
- OSD Activities
- Defense Agencies
- The Joint Staff, Joint Headquarters, and Joint Activities
- Defense-wide Programs
- Other Federal Agencies
- International and Combined Headquarters and Activities
In this construct, the Institutional Army is a “factory” that produces people, goods, and services, and the Expeditionary Army is an “inventory” of personnel, units, equipment, supplies, and services, some or all of which is “leased” (with a lifetime warranty and service contract) to its customers. The Army “loans” personnel to provide an Army presence in other DoD components, international military organizations, and Federal departments and agencies outside of DoD. The Army also provides services to other agencies, such as managing the conventional ammunition program for the other Services and the chemical demilitarization program for DoD. Table 1 shows the Army’s products and the customers who make use of the various products.

Table 1. Army Products and Customers

<table>
<thead>
<tr>
<th>Customers</th>
<th>Units</th>
<th>Military Personnel</th>
<th>Civilian Employees</th>
<th>Services</th>
<th>Equipment and Supplies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unified Commands</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>OSD &amp; Defense Agencies</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Joint HQs &amp; Activities</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>Defense-wide Programs</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Other Federal Agencies</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>International Programs</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
</tr>
</tbody>
</table>

The Unified Commands shown in table 2 are by far the biggest customers for the Army. There are two kinds of unified commands: combatant and functional. Combatant commands conduct military operations that accomplish missions as assigned by the President and Secretary of Defense. Functional commands perform specialized functions that assist the combatant commands.

Table 2. DoD Unified Commands

<table>
<thead>
<tr>
<th>Combatant Commands</th>
<th>Functional Commands</th>
</tr>
</thead>
<tbody>
<tr>
<td>European Command</td>
<td>Joint Forces Command</td>
</tr>
<tr>
<td>Central Command</td>
<td>Transportation Command</td>
</tr>
<tr>
<td>Southern Command</td>
<td>Special Operations Command</td>
</tr>
<tr>
<td>Pacific Command</td>
<td></td>
</tr>
<tr>
<td>Strategic Command</td>
<td></td>
</tr>
<tr>
<td>Space Command</td>
<td></td>
</tr>
<tr>
<td>North American Aerospace Defense Command</td>
<td></td>
</tr>
</tbody>
</table>
Other customers for the Army are the following: The Office of the Secretary of Defense and its supporting activities; non-DoD agencies; international headquarters and activities; joint headquarters and supporting joint activities; Defense agencies; Defense-wide programs; strategic forces; and mobility forces. These are aggregated into a major category, Non-Army Program Support.

B. Army Force Management Categories

One result of the close examination of the Army’s program elements in this project is the derivation of yet another method of rearranging those program elements to describe the Army. The Future Years Defense Program (FYDP) element structure alone does not suffice, and the Defense Manpower Categories proved to be inadequate for matching output and resources. The DoD Comptroller developed another language, the Force and Infrastructure Categories (FICs), which was designed initially to allow a focus on overhead and was later expanded to provide new ways of looking at the operating forces. Each of these languages has merit, but none of them provides a satisfactory explanation of the Army.

The new language developed in this project is named Army Force Management Categories (AFMCs). AFMCs provide a basic division of the Army into three parts: the Expeditionary Army, which provides units to the combatant commanders; the Non-Army Support Programs, which use Army personnel and resources to support headquarters and organizations outside the Army and conduct DoD-wide programs and activities; and the Institutional Army, which creates, trains, and sustains the units, personnel, and resources for the first two categories. In essence, the first two parts provide the output of the Army, while the third part creates and sustains the first two, as well as itself. The remainder of this section describes the content of the Expeditionary Army and Army support for non-Army programs. Section III of the paper addresses the Institutional Army in some detail. The final section provides a summary of the Army and some observations on the result of this research.

2 The IDA Cost Analysis and Research Division developed the FICs for the Comptroller. (See Ronald E. Porten, Daniel L. Cuda, and Arthur C. Yengling, DoD Force and Infrastructure Categories: A FYDP-Based Conceptual Model of Department of Defense Programs and Resources, IDA Paper P-3660, February 2002. Unfortunately, that work was completed before the present research was available to influence its content.

3 The name is in honor of the Army Force Management School, whose leader, LTG Richard G. Trefry (Ret.), and faculty were helpful in the performance of this work.
Personnel strength is used in this report to describe the size of the various parts of the Army’s force structure. This is a useful descriptor, but it does not provide a complete view of the Army. For a complete description, it is necessary in addition to consider funding, capital equipment, and perhaps other things. Funding was used as a supplemental descriptor in two of the earlier reports of this series, and it does provide additional insights.

The description of each part of the Army and each of the major program groups of the Institutional Army includes a chart that shows content by subprograms and another chart that shows content by personnel type. This display shows Active, Guard, and Reserve component military personnel and total civilian employees. Finally, each description has a table showing the manpower spaces authorized for the end of FY2002 by program and component.

C. The Expeditionary Army

The Expeditionary Army is the set of Army units, personnel, and resources earmarked for use by the unified commands in military operations. The Expeditionary Army consists almost entirely of TOE units (battalions, separate companies, and detachments) and headquarters that command intermediate organizations ranging from brigades, divisions, corps, theater commands, and field armies to Army component commands of unified commands. Expeditionary Army units are either forward deployed or deployable to a theater of operations. Some TDA units may deploy entirely or in part to support military operations overseas. The principal role of the Army is to create, train, and sustain the Expeditionary Army.

Expeditionary Army units are allocated to the following unified commands: European, Central, Pacific, Joint Forces, and Special Operations. In the event of military operations in Latin America, units would be assigned as necessary to Southern Command. Military personnel and other Army resources assigned to or in support of Strategic Command, Space Command, and Transportation Command are not from the

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4 The FYDP data permit identification of civilian employees by component, a useful approach for more detailed analysis.

5 The exact term for the relationship between joint commands and service units is “combatant command,” or COCOM. This awkward term illustrates the ambiguous nature of the relationships between the operators and the providers. The traditional terms of “assigned” or “operational control” are studiously avoided in favor of new terms designed to water down the authority of the joint commands.
Expeditionary Army per se, although if the Army is assigned a missile defense role, those units would be allocated to Strategic Command and/or North American Aerospace Defense Command as part of the Army’s Strategic Forces—a counterpart of the Expeditionary Army. The composition of the Expeditionary Army over the past 28 years is shown in the following four charts.

Figure 1 shows the personnel of the Expeditionary Army by major subcategories from the end of FY1975 to the end of FY2002. Figure 2 shows the same data expressed as a percentage mix. These charts show the transition of the program element structure from the Cold War version (tactical support and special mission forces) to the current structure (corps troops and theater troops). Special operations forces appear as a distinct category in 1989, when Congress established Special Operations Command and FYPD Program 11.

![Figure 1. Expeditionary Army, FY1975–FY2002](image-url)
Figure 3 shows the breakout of the Expeditionary Army by component. The notable thing about this chart is the presence of civilian employees. According to Army doctrine, the Expeditionary Army ought to consist entirely of TOE units that are staffed only by military personnel. Thus, the presence of civilian employees requires some investigation. Figure 4 shows the identity of civilian employees by component. The Active Army had significant numbers of civilian employees in the Expeditionary Army until FY1998. These were almost entirely in the Tactical Support subcategory, and some of these program elements might better be included in the Institutional Army. Since FY1999, the Active civilians are (except for 14) in the Special Operations Forces. The Guard had civilians in the Expeditionary Army from FY1975 to FY1986, none from FY1987 to FY1998, and then a large number from FY1999 to FY2002. The Army Reserve has shown a significant number of civilian employees throughout the entire period.
Figure 3. The Expeditionary Army by Personnel Type, FY1975–2002

Figure 4. Expeditionary Army Civilians by Component, FY1975–2002
Table 3 shows the manpower authorizations for the Expeditionary Army at the end of FY2002 in the major categories established in the FYDP.

**Table 3. Expeditionary Army Manpower, End of FY2002**

(Programmed spaces in thousands)

<table>
<thead>
<tr>
<th>Divisions</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Total Civilian</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Divisions</td>
<td>Active Military</td>
<td>Guard Military</td>
<td>Reserve Military</td>
<td>Total Military</td>
<td>Total Civilian</td>
<td>Total Army</td>
</tr>
<tr>
<td></td>
<td>148,947</td>
<td>103,817</td>
<td>729</td>
<td>253,493</td>
<td>3,757</td>
<td>257,250</td>
</tr>
<tr>
<td>Corps Troops</td>
<td>87,523</td>
<td>97,612</td>
<td>89,204</td>
<td>274,339</td>
<td>5,211</td>
<td>279,550</td>
</tr>
<tr>
<td>Theater Troops</td>
<td>36,257</td>
<td>44,865</td>
<td>45,958</td>
<td>127,080</td>
<td>7,482</td>
<td>134,562</td>
</tr>
<tr>
<td>Special Operations Units</td>
<td>14,756</td>
<td>2,870</td>
<td>8,666</td>
<td>26,292</td>
<td>1,131</td>
<td>27,423</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>307,779</strong></td>
<td><strong>314,514</strong></td>
<td><strong>145,253</strong></td>
<td><strong>767,546</strong></td>
<td><strong>20,533</strong></td>
<td><strong>788,079</strong></td>
</tr>
</tbody>
</table>

The total of 20,533 civilians includes 1,586 for the Active Army, 17,008 for the Guard, and 1,939 for the Reserve. The identity of the civilian authorizations for the Guard and Reserve cannot be obtained from the FYDP database. They may be civilian technicians who are both civil servants and members of Guard and Reserve units, in which case they may be counted twice. Or they may be civilian employees in support of some of these units and allocated to them in program elements. The active civilians include 14 in Theater Forces, 441 in Tactical Support Units, and 1,131 in Special Operations Units. In the case of the Special Operations Units, all of the civilians and some of the military personnel are in headquarters and other support functions, but they are included in the Expeditionary Army because they cannot be distinguished in the FYDP from the operating units.6

The strengths of the Guard and Reserve units in the Expeditionary Army include about 24,000 Guard and 29,000 Reserve enlisted personnel who have not completed initial entry training and are ineligible to deploy overseas.

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6 A single program element is used to show Army support for special operations forces of all components and kind. This is convenient for the Army but precludes analysis at the program element level of detail without special subelement detail.
The Expeditionary Army is the primary output of the Army, but there are also units and military personnel who contribute to a variety of operations that also constitute output for the Army.

D. Army Support of Non-Army Programs

The Army supports many organizations and programs outside the Army. There are three general kinds of support for non-Army activities: strategic forces, support for non-Army organizations, and support for Defense-wide programs.

1. Army Support for Strategic Programs

The Army maintains headquarters and small supporting activities for programs in support of the Strategic Forces of the Air Force and Navy. The Army had a major role in strategic defense during the first part of the Cold War and will play a major role again when a national missile defense system is deployed. In the meantime, the Army provides Army views and support for the joint headquarters and other activities devoted to strategic forces. When the Army assumes a major role in national missile defense, this set of programs will no longer be a “non-Army support” mission but will become the Army’s Strategic Forces—a major Army operational mission alongside the Expeditionary Army.

2. Army Support for Non-Army Organizations

Army military personnel and civilian personnel are assigned to the headquarters and supporting activities of agencies outside of DoD, international organizations, the Office of the Secretary of Defense, Defense agencies, the Joint Staff, Joint Activities, and the headquarters and joint activities of all of the unified commands. These headquarters and activities benefit from the military expertise and Army perspectives of Army personnel. And the Army provides trained and experienced civilian employees to some of these activities, sometimes paying for them as well. The Army also provides small amounts of equipment, supplies, and services to some outside organizations, particularly the unified command headquarters and activities that still have minuscule budgets for their own operations.

3. Army Support for Defense-wide Programs

The Department of Defense conducts several programs that apply to the entire department. Civilian employees and military personnel from the services and other DoD
components operate these programs. The Army’s contribution to Defense-wide programs consists of military personnel, some civilian employees, funds, and small amounts of equipment, supplies, and services. Some Army units may also be assigned to these programs. Defense-wide programs are important to DoD but do not contribute to the creation of trained military units, trained military personnel, or the capability to sustain military operations. They are overhead for DoD, but not for the Army.

Figure 5 shows the breakout of non-Army support programs by the three categories discussed above. The number of personnel devoted to Army support of non-Army organizations has remained relatively stable over the 28-year period. However, there have been significant fluctuations in personnel for Defense-wide programs. The number of personnel devoted to strategic forces has averaged about 500 for the first 18 years of the period and about 200 for the last 10 years.

![Figure 5. Army Support for Non-Army Programs, FY1975–2002](image-url)
Figure 6 shows the personnel strength assigned to non-Army organizations. Support for non-DoD activities has decreased, and support for OSD and the Defense agencies has remained about the same. The number of personnel in international headquarters and activities has decreased since 1990. The number of personnel for Joint headquarters and activities has increased significantly in recent years, with more Guard and Reserve personnel assigned.

![Graph showing personnel strengths](image)

**Figure 6. Army Support for Non-Army Organizations, FY1975–FY2002**
Figure 7 shows Army support for Defense-wide programs. Defense-wide programs for intelligence and communications remain large but are smaller than during the 1980s. The Geophysical Activities program has declined in recent years from a large program to nothing. Two additional Defense-wide programs—the Chemical Agent and Munitions Destruction Program and the Base Closure and Realignment Program—have significant funding but show no personnel (even though Army personnel do work on them). Finally, a significant increase is programmed for the antiterrorism program in FY2002.

**Figure 7. Army Support of Defense-wide Programs, FY1975–FY2002**
Figure 8 shows the breakout of non-Army program support by component. For the first 25 years of this period, active military and civilians constituted the bulk of the personnel reported for these programs. In FY01 and FY02, significant numbers of Guard and Reserve military personnel are reported, primarily for joint headquarters and activities.

![Graph showing personnel strength by component from FY75 to FY2002.]

**Figure 8. Non-Army Support by Component, FY1975–FY2002**

Table 4 shows the manpower authorizations for non-Army programs at the end of FY2002.
Table 4. Army Support for Non-Army Programs, End of FY2002
(Manpower Authorizations)

<table>
<thead>
<tr>
<th>Category</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Programs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support of Non-Army Organizations</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>International Hqs &amp; Activities</td>
<td>7,615</td>
<td>518</td>
<td>2,153</td>
<td>10,286</td>
<td>1,359</td>
<td>11,645</td>
</tr>
<tr>
<td>Non-DoD Activities</td>
<td>162</td>
<td>0</td>
<td>0</td>
<td>162</td>
<td>0</td>
<td>162</td>
</tr>
<tr>
<td>OSD &amp; Defense Agencies</td>
<td>1,403</td>
<td>0</td>
<td>0</td>
<td>1,403</td>
<td>145</td>
<td>1,548</td>
</tr>
<tr>
<td>Joint Hqs &amp; Activities</td>
<td>3,276</td>
<td>518</td>
<td>2,153</td>
<td>5,947</td>
<td>657</td>
<td>6,604</td>
</tr>
<tr>
<td>Defense-Wide Programs</td>
<td>11,504</td>
<td>83</td>
<td>1</td>
<td>11,588</td>
<td>10,804</td>
<td>22,392</td>
</tr>
<tr>
<td>Defense-Wide Intelligence Programs</td>
<td>7,564</td>
<td>0</td>
<td>0</td>
<td>7,565</td>
<td>2,193</td>
<td>9,758</td>
</tr>
<tr>
<td>Defense-Wide Communications Programs</td>
<td>1,948</td>
<td>0</td>
<td>0</td>
<td>1,948</td>
<td>2,958</td>
<td>4,906</td>
</tr>
<tr>
<td>Geophysical Sciences Program</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Foreign Military Sales Program</td>
<td>516</td>
<td>0</td>
<td>0</td>
<td>516</td>
<td>1,819</td>
<td>2,335</td>
</tr>
<tr>
<td>Counternarcotics Programs</td>
<td>101</td>
<td>83</td>
<td>0</td>
<td>184</td>
<td>240</td>
<td>424</td>
</tr>
<tr>
<td>Chemical Agents &amp; Munitions Destruction Program</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Defense Environmental Restoration Program</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1,299</td>
<td>1,299</td>
</tr>
<tr>
<td>Base Closure &amp; Realignment Program</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Antiterrorism Programs</td>
<td>1,375</td>
<td>0</td>
<td>0</td>
<td>1,375</td>
<td>2,295</td>
<td>3,670</td>
</tr>
<tr>
<td>Total Non-Army Support</td>
<td>19,190</td>
<td>601</td>
<td>2,154</td>
<td>21,945</td>
<td>12,291</td>
<td>34,236</td>
</tr>
</tbody>
</table>
III. THE INSTITUTIONAL ARMY

The Institutional Army provides trained units, trained personnel, experienced civilian employees, services, equipment, and supplies to the unified commands and other Army customers as required to execute the National Military Strategy. The Institutional Army is devoted to the performance of the Title 10 functions of the Department of the Army, shown in Figure 9. Performing these functions involves the continuous application of 12 core processes, shown in Figure 10. The core processes are applied to the Title 10 functions to support the expeditionary forces destined for the joint operational commands.

<table>
<thead>
<tr>
<th>Recruiting</th>
<th>Servicing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organizing</td>
<td>Mobilizing</td>
</tr>
<tr>
<td>Supplying</td>
<td>Demobilizing</td>
</tr>
<tr>
<td>Equipping</td>
<td>Administering</td>
</tr>
<tr>
<td>Training</td>
<td>Constructing</td>
</tr>
</tbody>
</table>

Figure 9. Title 10 Functions of the Department of the Army

<table>
<thead>
<tr>
<th>Planning and Policy Development</th>
<th>Supporting Organizational Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direction and Assessment</td>
<td>Tailoring, Mobilizing, and Projecting Land Power</td>
</tr>
<tr>
<td>Acquiring, Training, and Sustaining People</td>
<td>Acquiring, Maintaining, and Sustaining equipment</td>
</tr>
<tr>
<td>Identifying and Developing Leaders</td>
<td>Maintaining and Sustaining Army, Joint, and Combined Land Operations</td>
</tr>
<tr>
<td>Developing Doctrine</td>
<td>Acquiring and Sustaining Infrastructure</td>
</tr>
<tr>
<td>Developing Requirements</td>
<td>Operating Installations</td>
</tr>
</tbody>
</table>

Figure 10. Core Processes of the Institutional Army

---

7 The source for this description is Department of the Army Pamphlet 100-1, Force XXI Institutional Army Redesign, Draft, 5 March 1998. This pamphlet refers to the Operational Force and the Institutional Force. In paraphrasing parts of this document, I have changed the term from “Institutional Force” to “Institutional Army.”
A. Army Force Management Categories

The structure used in this paper to describe the Army, Army Force Management Categories (AFMCs), is a reallocation of OSD Future Years Defense Program elements into a new set of categories. It is the product of the application of previous research and experience and the insights gained in delving into the elemental particles of the Army represented by FYDP elements. The general structure of the categories was based on the definition of the Expeditionary Army achieved in the earlier paper on Defense Mission Categories (DMCs). The allocation of program elements to the Institutional Army was influenced by earlier Army work on the Institutional Force and by intensive study about the effects—intended and otherwise—of the Goldwater-Nichols Act. The first cut was to have merely two parts of the Army—expeditionary and institutional. However, once the intentions of the Goldwater-Nichols Act became clear, it was evident that some Army personnel and resources were doing things other than building and sustaining units for the unified commands to use. Once this idea was applied, it became evident that a substantial part of the Army’s budget and a small but significant part of its personnel were neither expeditionary nor institutional but were in fact a product of the Institutional Army.

1. AFMC Methodology

The basic approach taken to devise the AFMC structure was to use the DMCs as a start and then modify them to align with the Army’s Title 10 functions. After careful consideration of alternative ways and several revisions, the major program groups shown in figure 11 were adopted. Each of these major program groups, except Army Administration Programs, is subdivided into several subcategories, which will be identified and discussed below. A summary of the major program groups and subgroups for the AFMC is provided in appendix A.

<table>
<thead>
<tr>
<th>Major Program Groups of the Institutional Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expeditionary Army Support Programs</td>
</tr>
<tr>
<td>Logistics Programs</td>
</tr>
<tr>
<td>Materiel Development &amp; Acquisition Programs</td>
</tr>
<tr>
<td>Individual Training &amp; Education Programs</td>
</tr>
<tr>
<td>Health Care Programs</td>
</tr>
<tr>
<td>Military Personnel Programs</td>
</tr>
<tr>
<td>Army Administration Programs</td>
</tr>
</tbody>
</table>

Figure 11. Major Program Groups of the Institutional Army
The first step in establishing the content of each of these major program groups was to obtain the FYDP forces, manpower, and funding files for the Army from FY1975 through the end of FY2002 at the program element level of detail. These files consist of a listing of each program element and each resource identification code (RIC). The RIC identifies a kind of resource. For forces, a RIC is assigned to each unit type. For manpower, a RIC is assigned to each component (Active, Guard, Reserve), grade (officer, warrant officer, enlisted), civil service category (direct hire, indirect hire), and additional specialized categories. For funds, a RIC is assigned to each budget category (research and development, procurement, operations and maintenance, pay, and others).

The second step was to simplify the data by addressing each kind (forces, manpower, funds) separately and creating a matrix of program elements versus RICs. This created a data file with one line for each PE giving its composition by RIC.

The third step was to reorder the program elements into the categories defined above. The forces, manpower, and funds for each category were aggregated into the same categories for ease of comparison. Several iterations and numerous changes in the content of the various program groups were necessary before a solution that could withstand scrutiny was achieved and used as the basis for this report. Readers of this paper are encouraged to comment on this organization in toto or in part so that the misallocation of a few program elements does not stand in the way of understanding and appreciating the Institutional Army. A list of program elements allocated to each category is provided in appendix B. Comments and suggestions for changing program element allocations are welcome.

All of the languages that purport to organize the overhead functions and programs of the Army resemble each other. The FYDP, DMCs, and the newly developed Force and Infrastructure Categories (FICs) all recognize that logistics, personnel, training, health care, personnel, and administration are logical groupings of overhead activities. All have a major program group for the activities involved in developing and acquiring new weapons and equipment—emphasizing the research and development aspects of that function. The AFMC structure tries to improve on the other languages in four ways:

1. A significant set of resources that provide direct support to the deployable TOE units of the Expeditionary Army in terms of training, readiness and deployment assistance, and provision of facilities and services are aggregated into a separate major program category. This is particularly
important for the Guard and Reserve, which have many personnel in these activities. Infrastructure and other overhead programs not identified with another specific major program group are assumed to be in support of the Expeditionary Army. This means that there is no program group that provides overhead for the Army as a whole.

2. The Individuals Accounts are recognized as a separate major category of overhead. This also is important for the Guard and Reserve, which now treat untrained personnel and trained personnel alike in the units of the Expeditionary Army. The FYDP and DMC provide for this identification in the RICs, but the Army does not use those RICs (except for part of health care training).

3. Key features of the AFMC structure are the subcategories that are organized deliberately to try to match workload with resources. This matching cannot be accomplished for all of the programs, but it can be organized so that exceptions are apparent. Table 5 shows possible aggregate workload factors for each of the seven major program groups. These may be useful in establishing gross relationships, but the research indicates that much better estimates of resource sufficiency can be derived from more specific workload factors for each of the subcategories within the major program groups.

4. Infrastructure and other overhead programs are grouped with the specific major program group with which they are identified. This allows the total cost of a particular program group to be measured against the workload for that group. The principal difference among the three major ways used to organize program elements has to do with how overhead is allocated. In this categorization, overhead (e.g., base operations, base communications) is allocated to the program group with which it is identified. For example, all base operations and management headquarters activities identified with training are shown in the Individual Training and Education Programs group.

<table>
<thead>
<tr>
<th>Major Program Groups</th>
<th>Aggregate Workload Factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expeditionary Army Support Programs</td>
<td>Number of units in the Expeditionary Army</td>
</tr>
<tr>
<td>Logistics Programs</td>
<td>Items managed in each program</td>
</tr>
<tr>
<td>Materiel Development &amp; Acquisition Programs</td>
<td>Size of R&amp;D and Procurement Budget</td>
</tr>
<tr>
<td>Individual Training &amp; Education Programs</td>
<td>Trainee/Student Load for each program</td>
</tr>
<tr>
<td>Military Health Care Programs</td>
<td>Eligible Patients</td>
</tr>
<tr>
<td>Military Personnel Programs</td>
<td>Military Personnel Strength</td>
</tr>
<tr>
<td>Army Administration Programs</td>
<td>Overall Strength of the Army</td>
</tr>
</tbody>
</table>

Table 5. Possible Workload Factors for Institutional Army Program Groups
2. Caveats on Data

In order to permit the analysis to remain unclassified, Program 3, Intelligence and Communications, and Program 6, Research, Development, Testing, and Engineering, were provided at the three-digit DMC level instead of at the program element level. This did not, however, affect the identification and organization of the Institutional Army adversely. The Program 3 elements were allocated to the major program group identified in the DMC. The Program 6 elements were all allocated to the General Research and Development subcategory of the Materiel Development & Acquisition Major Programs group. Applying these two major programs at the program element level of detail would improve the fidelity of the AFMC.

There is great variation among the size and scope of the program elements. Some program elements include large amounts of money and numerous personnel; other program elements include only a small amount of money and few personnel. For example, there is a single program element for the entire Civilian Training, Education, and Development Program, which has $62 million and 906 personnel (presumably not counting students), but there are 11 program elements for the United States Military Academy, one of which—Base Communications—has only $1.7 million and 4 personnel. The Health Care Training and Education Program element has $351 million and 5,170 personnel. The Force Readiness Support Activities element of the Army Reserve has $363 million and 16,568 drilling reservists. This wide variation among the size of program elements makes it hard to group them into larger programs.

The content of some of the program elements is hard to divine from the title or the placement of the program element in the overall FYDP structure. There are, for example, five program elements named “Tactical Support” or “Tactical Support Forces” that may or may not include deployable units. Similarly, the two elements named “Land Forces Maintenance DS/GS” are not clear. They may be repositories for civilian employees maintaining equipment in peacetime, or they may be deployable maintenance units. This is not a problem for people who know the content of each program element, but it is a problem for others trying to make sense of the FYDP.

The next seven sections discuss in detail each of the seven major program groups. The order of presentation is arbitrary. The program for overall Army administration is last and the programs in direct support of the Expeditionary Army are first. The order of presentation is as follows: expeditionary army support, logistics,
materiel development and acquisition, individual training and education, health care, military personnel, and Army administration.

B. Expeditionary Army Support Programs

The Expeditionary Army Support Programs group includes programs that provide direct support for the deployable TOE units of the Army. This support includes unit training support, support for readiness and deployment, and provision of facilities and services for the units (figure 12). The group was identified primarily by subtraction: Once the common support elements were allocated to other program groups, it became evident that the remaining support elements were devoted to the Expeditionary Army itself. This is particularly true for the support elements of the National Guard and Reserve because those two components consist to a very great extent of deployable TOE units for the Expeditionary Army. This program group is that part of the Army’s overhead that supports the deployable units.

![Figure 12. Expeditionary Army Programs, FY1975–FY2002](image-url)
Figure 13 shows the personnel allocated to the three subcategories of Expeditionary Army Support over the 28-year period of interest. Training Support has been a minor program until the last 10 years, during which there has been much greater interest in active Army unit training support and unit training support for the Guard and Reserve units of the Expeditionary Army. The great increase in unit readiness support during the 1990s is likely to be the result of a change of accounting for Guard and Reserve units rather than a real increase. This hypothesis is supported by figure 13, which shows the Expeditionary Army Support Programs by personnel type. The large increase in Guard military personnel in this program group is accompanied by a corresponding absence in other program groups of the Institutional Army. Then, in FY1999, Guard military personnel disappear altogether from the program elements of this program group. This same problem occurs with Reserve military personnel during the last part of the 1990s.

![Guard Military, Reserve Military, Active Military, Civilian Employees](image)

**Figure 13. Expeditionary Army Programs by Personnel Type, FY1975–FY2002**

Table 6 shows the manpower authorizations for this program group at the end of FY2002. The absence of Guard military personnel and the large number of Reserve military personnel indicates that these two components regard the same program elements somewhat differently. Of all of program groups, this is the most puzzling and most in need of clarification below the program element level of detail.
Table 6. Expeditionary Army Programs, End of FY2002

<table>
<thead>
<tr>
<th></th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit Training Support Programs</td>
<td>9,515</td>
<td>0</td>
<td>7,386</td>
<td>16,901</td>
<td>4,297</td>
<td>21,198</td>
</tr>
<tr>
<td>Unit Readiness Support Programs</td>
<td>1,559</td>
<td>30,331</td>
<td>30,972</td>
<td>62,862</td>
<td>21,618</td>
<td>84,480</td>
</tr>
<tr>
<td>Unit Support Programs</td>
<td>6,222</td>
<td>276</td>
<td>11</td>
<td>6,509</td>
<td>29,631</td>
<td>36,140</td>
</tr>
<tr>
<td>Total</td>
<td>17,296</td>
<td>30,607</td>
<td>38,369</td>
<td>86,272</td>
<td>55,546</td>
<td>141,818</td>
</tr>
</tbody>
</table>

C. Logistics Programs

The Logistics Programs group can be organized internally to provide a good match between workloads and workers. It includes supply, ammunition, depot maintenance, real property, transportation, and logistics support (figure 14). This group provides goods and services already developed and procured. The Materiel & Acquisition group (discussed next) is involved in the development and initial acquisition of goods and the ability to provide services. The development and testing of a new ammunition item is a materiel development and acquisition activity; the procurement, storage, and distribution of ammunition is a logistical matter.

Figure 14. Logistics Programs, FY1975–FY2002
Figure 15 shows the breakout of the Logistics Programs group by personnel type. This is almost exclusively a civilian endeavor, with a few military personnel to manage the operation and provide a military orientation. There is also some participation by Reserve military personnel that ceases at the end of FY1998.

![Figure 15. Logistics Manpower by Personnel Type, FY1975–FY2002](image)

Table 7 shows the manpower authorizations for the Logistics Program group at the end of FY2002.
Table 7. Logistics Programs Manpower, End of FY2002

<table>
<thead>
<tr>
<th>Logistics Programs</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Total Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supply Programs</td>
<td>197</td>
<td>N/A</td>
<td>N/A</td>
<td>197</td>
<td>6,963</td>
<td>7,170</td>
</tr>
<tr>
<td>Ammunition Programs</td>
<td>54</td>
<td>N/A</td>
<td>N/A</td>
<td>54</td>
<td>1,390</td>
<td>1,444</td>
</tr>
<tr>
<td>Depot Maintenance Programs</td>
<td>59</td>
<td>N/A</td>
<td>N/A</td>
<td>59</td>
<td>16,761</td>
<td>16,820</td>
</tr>
<tr>
<td>Real Property Programs</td>
<td>78</td>
<td>N/A</td>
<td>N/A</td>
<td>78</td>
<td>6,636</td>
<td>6,714</td>
</tr>
<tr>
<td>Transportation Programs</td>
<td>531</td>
<td>N/A</td>
<td>N/A</td>
<td>531</td>
<td>2,332</td>
<td>2,863</td>
</tr>
<tr>
<td>Logistics Support Programs</td>
<td>727</td>
<td>N/A</td>
<td>N/A</td>
<td>727</td>
<td>11,850</td>
<td>12,577</td>
</tr>
<tr>
<td>Total Logistics Programs</td>
<td>1,646</td>
<td>N/A</td>
<td>N/A</td>
<td>1,646</td>
<td>45,932</td>
<td>47,578</td>
</tr>
</tbody>
</table>

D. Materiel Development and Acquisition Programs

The Materiel Development and Acquisition Programs group includes all program elements involved in the development, testing, acquisition, and initial procurement of Army equipment and supplies. The group includes all program elements of FYDP Program 6, the field R&D program elements from FYDP Program 2, and support elements labeled for acquisition matters. Specifically, these elements are as follows: General Research & Development, Field Research & Development, Acquisition Programs, and Procurement Programs.

As figure 16 shows, most of the personnel involved in this program group are engaged in general research and development activities. Field R&D, which has substantial funding, involves relatively few personnel. The number of personnel devoted to the acquisition of materiel has increased steadily over the 28-year period. The procurement program has significant funding but shows no personnel in the program elements. Presumably, the people doing the producing are shown in the acquisition program elements.
As shown in Figure 17, this program group is staffed primarily by civilian employees, although several hundred military personnel are involved in the development process. No participation is shown for Guard or Reserve military personnel.
Figure 17. Materiel Development and Acquisition Manpower by Type, FY1975–FY2002

Table 8 shows the manpower authorizations for the Materiel Development and Acquisition Program group at the end of FY2002.

Table 8. Materiel Development and Acquisition Programs Manpower, End of FY2002

<table>
<thead>
<tr>
<th></th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Total Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Research &amp; Development</td>
<td>1,316</td>
<td>NA/</td>
<td>N/A</td>
<td>1,316</td>
<td>16,752</td>
<td>18,068</td>
</tr>
<tr>
<td>Field Research &amp; Development</td>
<td>11</td>
<td>N/A</td>
<td>N/A</td>
<td>11</td>
<td>66</td>
<td>77</td>
</tr>
<tr>
<td>Acquisition Programs</td>
<td>399</td>
<td>N/A</td>
<td>N/A</td>
<td>399</td>
<td>2,961</td>
<td>3,360</td>
</tr>
<tr>
<td>Procurement Programs</td>
<td>0</td>
<td>N/A</td>
<td>N/A</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total Materiel Development &amp; Acquisition Programs</td>
<td>1,726</td>
<td>N/A</td>
<td>N/A</td>
<td>1,726</td>
<td>19,779</td>
<td>21,505</td>
</tr>
</tbody>
</table>
E. Individual Training and Education Programs

The Individual Training and Education Programs group proved to be somewhat difficult to address. The first try was to have three training program groups—Recruit and General Skill Training Programs, Pre-commissioning Programs, and Professional Military Education Programs. The last two of these groups were quite small compared with the first, and each program (except for the United States Military Academy) shared many common support elements. Moreover, the program elements for the National Guard and Army each combine professional education and skill training into a single program element. This makes it hard to define professional military education for officers and NCOs of the National Guard and Army Reserve in the same terms as for Active component officers and NCOs. Also, the entire Civilian Training, Education, and Development program was buried in the entire cluster of elements and had insufficient visibility. It was decided at that point to combine all of these training programs into a single program group, but to identify these various kinds of training programs by designating subprograms that make it possible to evaluate each of the subprograms against well-defined workloads. The resultant organization comprises the following program groups:

- Initial Entry Training Programs
- Skill Training Programs
- Aviation Training Programs
- Intelligence Training Programs
- Civilian Training & Education Programs
- Pre-Commissioning Programs
- Professional Military Education Programs
- Training Support Programs
Figure 18 shows the personnel allocated to individual training and education over the 28-year period. Unfortunately, the data include both the trainees and the trainers, making it difficult to judge the appropriateness of the strength of this set of programs. The FYDP guidance makes it possible to identify the students and trainees separately, but the Army did not do this. There has been a significant decline in the number of personnel involved in this program group. The bulk of the effort has been for initial entry and general skill training.
Figure 19 shows the breakout of this program group by personnel type. This is primarily a military operation with civilians providing support functions. Active, Guard, and Reserve military personnel are involved in significant numbers. The structure of the training programs for each component differs, however, making it difficult to compare workloads and resources for various kinds of training.

Table 9 shows the manpower authorizations for Individual Training and Education Programs at the end of FY2002.
Table 9. Individual Training and Education Programs Manpower, End of FY2002

<table>
<thead>
<tr>
<th>Program</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Entry Training</td>
<td>26,217</td>
<td>0</td>
<td>0</td>
<td>26,217</td>
<td>214</td>
<td>26,431</td>
</tr>
<tr>
<td>Skill Training</td>
<td>30,665</td>
<td>4,189</td>
<td>17,305</td>
<td>52,159</td>
<td>3,649</td>
<td>55,808</td>
</tr>
<tr>
<td>Aviation Training</td>
<td>2,989</td>
<td>0</td>
<td>0</td>
<td>2,989</td>
<td>554</td>
<td>3,543</td>
</tr>
<tr>
<td>Intelligence Training</td>
<td>2,933</td>
<td>0</td>
<td>0</td>
<td>2,933</td>
<td>1,022</td>
<td>3,955</td>
</tr>
<tr>
<td>Civilian Training &amp; Education</td>
<td>14</td>
<td>0</td>
<td>0</td>
<td>14</td>
<td>1,072</td>
<td>1,086</td>
</tr>
<tr>
<td>Pre-Commissioning Programs</td>
<td>7,138</td>
<td>0</td>
<td>0</td>
<td>7,138</td>
<td>2,282</td>
<td>9,420</td>
</tr>
<tr>
<td>Professional Military Education</td>
<td>3,580</td>
<td>0</td>
<td>0</td>
<td>3,580</td>
<td>612</td>
<td>4,192</td>
</tr>
<tr>
<td>Training Support</td>
<td>5,082</td>
<td>0</td>
<td>0</td>
<td>5,082</td>
<td>8,525</td>
<td>13,607</td>
</tr>
<tr>
<td><strong>Total Individual Trng &amp; Ed Programs</strong></td>
<td>78,618</td>
<td>4,189</td>
<td>17,305</td>
<td>100,112</td>
<td>17,930</td>
<td>118,042</td>
</tr>
</tbody>
</table>

F. Health Care Programs

The Health Care Programs group is the most self-sufficient program set in the Army. This group includes the delivery of health care to patients, management of the enterprise, research and development of improved methods and materiel, related training and education, provision and upkeep of facilities, and provision of health care-related services. The program group subcategories are as follows:

- Health Care Delivery Programs
- Health Care Management & Research Programs
- Health Care Training & Education Programs
- Health Care Support Programs
Figure 20 shows the breakout of Health Care personnel into the four subcategories. The bulk of the effort is in health care delivery. Effort devoted to support and training and education programs remains constant over the 28-year period. Programs for health care management and research appear in the last 10 years, perhaps due to the requirements for operating the Army system as an integral part of an overall DoD-wide health care system. As shown in figure 21, the percentage of personnel devoted to delivery has declined in recent years as overall personnel strength declined.
Figure 22 shows the breakout of the health care programs by personnel type. In this group, the work is shared almost equally between military personnel and civilian employees. Reserve military personnel were shown in this group in significant numbers until FY1998, when they were apparently reallocated to another program group.

Table 10 shows the manpower authorizations for the Health Care Program group at the end of FY2002.
Figure 22. Health Care Manpower by Personnel Type, FY1975–FY2002

Table 10. Health Care Programs Manpower, End of FY2002

<table>
<thead>
<tr>
<th>Delivery Programs</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management &amp; Research Programs</td>
<td>18,999</td>
<td>N/A</td>
<td>N/A</td>
<td>18,999</td>
<td>17,929</td>
<td>36,928</td>
</tr>
<tr>
<td>Education &amp; Training Programs</td>
<td>366</td>
<td>N/A</td>
<td>N/A</td>
<td>366</td>
<td>2,076</td>
<td>2,442</td>
</tr>
<tr>
<td>Support Programs</td>
<td>5,772</td>
<td>N/A</td>
<td>N/A</td>
<td>5,772</td>
<td>386</td>
<td>6,156</td>
</tr>
<tr>
<td>Total Health Care Programs</td>
<td>268</td>
<td>N/A</td>
<td>N/A</td>
<td>268</td>
<td>1,124</td>
<td>1,392</td>
</tr>
</tbody>
</table>

| Total Health Care Programs | 25,405 | N/A | N/A | 25,405 | 21,515 | 46,920 |
G. Military Personnel Management Programs

The Military Personnel Management Programs group includes activities involved in accessing, processing, managing, and separating military personnel of all components.

It also includes several program elements that pursue personnel-related programs, such as the counterdrug program and off-duty education programs. The program group includes the following elements (also see figure 23):

- Recruiting & Processing Programs
- Military Personnel Management Programs
- Military Family Support Programs
- Individuals Accounts

Figure 23 shows the personnel of the Military Personnel Programs group over the 28-year period. The number of personnel involved in military personnel programs has remained relatively stable during the period. The number of individuals has declined substantially. The individuals are all Active component and include only transients, patients, and prisoners. Trainees and students are included in the program elements with the trainers.

Figure 23. Military Personnel Programs Manpower, FY1975–FY2002
The Individuals Accounts were aggregated into a separate program because of the importance of recognizing the existence of non-unit personnel, particularly those who have yet to finish initial entry training. Most training program elements include both the workload (students and trainees) and the trainers, but without identifying them at the program element level. (They can be identified separately at the resource identification code level.) National Guard and Army Reserve unit strengths include both trained personnel and trainees who are not qualified for deployment until they complete initial entry training. It would be better from a readiness reporting viewpoint to report the trained strength of Selected Reserve units and report untrained military personnel separately.

![Figure 24. Military Personnel Management by Personnel Type, FY1975–FY2002](image)

Figure 24 shows the breakout of military personnel programs personnel by component. The Guard and Reserve military personnel are all in the recruiting force. Note that Guard recruiters are shown until FY1999, when they disappear, having been moved to another program. Table 11 shows the manpower authorizations for this program group at the end of FY2002.
Table 11. Military Personnel Programs Manpower, End of FY2002

<table>
<thead>
<tr>
<th>Program</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recruiting &amp; Processing Programs</td>
<td>9,825</td>
<td>N/A</td>
<td>1,981</td>
<td>11,806</td>
<td>2,737</td>
<td>14,543</td>
</tr>
<tr>
<td>Military Personnel Management</td>
<td>2,235</td>
<td>N/A</td>
<td>0</td>
<td>2,235</td>
<td>5,471</td>
<td>7,706</td>
</tr>
<tr>
<td>Military Family Support Programs</td>
<td>39</td>
<td>N/A</td>
<td>0</td>
<td>39</td>
<td>4154</td>
<td>4193</td>
</tr>
<tr>
<td>Individuals</td>
<td>13,400</td>
<td>N/A</td>
<td>0</td>
<td>13,400</td>
<td>12,362</td>
<td>25,762</td>
</tr>
<tr>
<td>Total Military Personnel Programs</td>
<td>25,499</td>
<td>N/A</td>
<td>1,981</td>
<td>27,480</td>
<td>12,362</td>
<td>39,842</td>
</tr>
</tbody>
</table>

H. Army Administration Programs

The Army Administration Programs group includes program elements for management headquarters and support activities that appear to apply Army-wide or are difficult to allocate to other major program groups. Some specific programs—public affairs and information management—fit this group better than other groups. As shown in figure 25, this group is staffed mostly by active military personnel and civilian employees.

Table 12 shows the manpower authorizations for Army administrative programs at the end of FY2002.
Figure 25. Army Administration Programs, FY1975–FY2002

Table 12. Army Administration Programs, End of FY2002

<table>
<thead>
<tr>
<th>Army Administration Programs</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>3,676</td>
<td>N/A</td>
<td>N/A</td>
<td>3,676</td>
<td>6,265</td>
<td>9,941</td>
<td>9,941</td>
</tr>
</tbody>
</table>
I. Summary of the Institutional Army

Figure 26 shows the personnel allocation of the Institutional Army to the seven major program groups over the 28-year period of interest. There has been a substantial reduction in personnel over this period. Figure 27 shows the mix of personnel among the major program groups. Except for an inexplicable increase in Expeditionary Army Support Programs in the early 1990s, the mix of personnel among these groups has been remarkably stable.

Figure 26. The Institutional Army, FY1975–FY2002
Figure 27. Institutional Army Mix, FY1975–FY2002

Table 13 shows the manpower authorizations for the Institutional Army at the end of FY2002.

Table 13. The Institutional Army, End of FY2002

<table>
<thead>
<tr>
<th>Program</th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expeditionary Army Programs</td>
<td>17,296</td>
<td>30,607</td>
<td>38,369</td>
<td>86,272</td>
<td>55,546</td>
<td>141,818</td>
</tr>
<tr>
<td>Logistics Programs</td>
<td>1,646</td>
<td>0</td>
<td>0</td>
<td>1646</td>
<td>45,932</td>
<td>47,578</td>
</tr>
<tr>
<td>Materiel &amp; Acquisition Programs</td>
<td>1,726</td>
<td>0</td>
<td>0</td>
<td>1,726</td>
<td>19,779</td>
<td>21,505</td>
</tr>
<tr>
<td>Individual Training &amp; Education Programs</td>
<td>78,618</td>
<td>4,189</td>
<td>17,305</td>
<td>100,112</td>
<td>17,930</td>
<td>118,042</td>
</tr>
<tr>
<td>Health Care Programs</td>
<td>25,405</td>
<td>0</td>
<td>0</td>
<td>25,405</td>
<td>21,515</td>
<td>46,920</td>
</tr>
<tr>
<td>Military Personnel Programs</td>
<td>25,499</td>
<td>0</td>
<td>1,981</td>
<td>27,480</td>
<td>12,362</td>
<td>39,842</td>
</tr>
<tr>
<td>Army Administration Programs</td>
<td>3,676</td>
<td>0</td>
<td>0</td>
<td>3,676</td>
<td>6,265</td>
<td>9,941</td>
</tr>
<tr>
<td>Total Institutional Army</td>
<td>153,866</td>
<td>34,796</td>
<td>57,655</td>
<td>246,317</td>
<td>179,329</td>
<td>425,646</td>
</tr>
</tbody>
</table>
IV. SUMMARY & OBSERVATIONS

This section of the paper summarizes the Army personnel distribution among the Army Force Management Categories, as derived from the FYDP for the FY2002 Budget Estimate Submission, and offers some observations on the methodology and the results.

A. Summary of the United States Army

Figure 28 shows the personnel distribution of the United States Army from FY1975 to FY2002 in the three major groups of programs. The Army’s personnel strength has been reduced significantly since FY90 and is now at the lowest point in the 28-year period. There has been a significant reduction in the Army’s overhead as represented by the Institutional Army.

![Figure 28. The United States Army, FY1975–2002](image-url)
Figure 29 shows the same data by percentage. It appears that the Army has become more efficient despite the reduction in strength, for the proportion of the Army providing output (the Expeditionary Army and Army Support for Non-Army Programs) has increased in strength over the past 6 or 7 years, while the proportion of the Army dedicated to Title 10 functions has decreased.

![Figure 29. U.S. Army Mix, FY1975–FY2002](image)

Table 14 shows the authorized manpower for the Army at the end of FY2002 in the President’s Budget Estimate Submission for FY2002.

**Table 14. The United States Army, End of FY2002**

<table>
<thead>
<tr>
<th></th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expeditionary Army</td>
<td>307,779</td>
<td>314,514</td>
<td>145,253</td>
<td>767,546</td>
<td>20,533</td>
<td>788,079</td>
</tr>
<tr>
<td>Non-Army Programs</td>
<td>19,190</td>
<td>601</td>
<td>2,154</td>
<td>21,945</td>
<td>12,291</td>
<td>34,236</td>
</tr>
<tr>
<td>Institutional Army</td>
<td>153,866</td>
<td>34,796</td>
<td>57,655</td>
<td>246,317</td>
<td>179,329</td>
<td>425,646</td>
</tr>
<tr>
<td>Total Army</td>
<td>480,835</td>
<td>349,911</td>
<td>205,062</td>
<td>1,035,808</td>
<td>212,156</td>
<td>1,247,961</td>
</tr>
</tbody>
</table>


B. Observations on the Methodology

The methodology used in this research was to reorder the program elements of a particular version of the FYDP into categories of like application. The validity of the results depends entirely on the accuracy of the database, the utility of the categories established for sorting program elements, and the validity of the assignments of program elements to the various categories.

The FYDP database is accurate in the sense that it reflects the inputs of the Services on their programs. It suffers from a structure that does not reflect the way that DoD does its business. There are some discontinuities and enigmas in the database, many of which are attributable to changes in the accounting structure itself. The greatest problem for the Army is the inexplicable behavior of the strength accounting for the Army National Guard and Army Reserve since about 1995. Active Army accounts are straightforward, but the Guard and Reserve accounts differ from the active Army and from each other. There appear to be three separate systems for the Army.

The Army Force Management Categories explain the Army the way it is. With further refinement, they can serve both the Army’s need to design and explain itself and OSD’s need to provide overall oversight and management. Some program elements should be redefined to remove some of the existing ambiguity.

The assignment of program elements is the key determinant of the accuracy of the language itself. As is usual with taxonomical schemes, about 90% of the elements fit neatly into the prescribed niches, with another 8% fitting adequately without much ambiguity. About 2% of the elements do not fit neatly anywhere. The Junior ROTC Program, for example, was placed in the Individual Training and Education Programs category as a pre-commissioning program but might fit as well or better somewhere in the military personnel programs group.

Research of this nature inevitably results in an incomplete solution. In this case, more work is needed to review, consider, and adjust the structure and program element assignments to improve the product and facilitate a better understanding of the Army. Even these results will be imperfect, however, because the basic problem in accounting for the Army is at and below the program element level of detail.

It was impossible to discover what, exactly, some of the less obvious program elements contain. Some are so large that they must include a wide variety of different activities masquerading as an integrated program element. For example, the program
element for Service Support of Special Operations Forces includes both operating units and overhead. The program element for National Guard state area coordinator (STARC) support includes the STARC headquarters as well as numerous other units and activities. The contents of all program elements should be coherent and consistent with the name and DoD definition of the element.\(^8\)

Finally, it is useful to point out yet again that the Army practice of using a different accounting structure than OSD is inadvisable. Presently, the Army uses its own language to formulate its programs and then translates the Army elements into FYDP elements for the OSD part of the PPBES. It would be good for the Army, OSD, and DoD to see if a single accounting structure could be made to work for all elements of DoD, with suitable allowances for the differences among the Services and agencies.

C. **Observations on the Results**

Basically, the result of this work is another description of the Army that focuses on the way that the Army allocates its personnel to various tasks, activities, and programs. This description is designed to help Army commanders, planners, and force managers understand what the Army does and the resources it applies to the various programs. Another benefit may be to provide an understandable view of the Army for the benefit of non-Army people in OSD, OMB, the Congress, and the public. This particular description delineates the following:

- The primary output of the Army—the Expeditionary Army is clearly identified and set apart form the overhead part of the Army.

- Army contributions to DoD programs and organizations outside the Army—these are clearly identified so that the Army can take credit for them instead of defending them as overhead. These non-Army programs are overhead, but they are overhead for DoD and not for the Army.

- The basic program groups of the Institutional Army that carry out the Army’s Title 10 functions—these are clearly delineated and organized to allow the resources devoted to them to be quantified and compared with

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\(^8\) Informal efforts to find out from the Army the contents of difficult program elements were unsuccessful.
clearly defined workload factors. This allows the calculation of specific workload-to-resource ratios and the avoidance of misleading overall efficiency ratios.

- Several unsatisfactory practices that have been revealed in the course of this work—these include the allocation of civilian employees to the Expeditionary Army, failure to identify students and trainees, counting untrained personnel in Guard and Reserve units with trained personnel, and a failure to align Guard and Reserve personnel with active Army personnel doing the same work (although this problem is being worked on).

The results are presented in summary form in this report, but data are available to perform detailed analyses on various aspects of the Army. These additional analyses could shed light on such issues as officer-to-enlisted ratios, utilization of Guard and Reserve personnel to accomplish Army programs, military personnel utilization in Institutional Army programs, and (when contractor personnel data are available) the impact of contracting out on Army military and civilian personnel. This definition and the detailed definition of the Institutional Army could facilitate future analyses of the personnel and other resources it takes to create, sustain, and support both non-Army programs and an Expeditionary Army of a particular size and composition.

The final table of this paper provides a complete description of the distribution of Army military and civilian manpower according to the Army Force Management Categories.
Table 15. The Total Army at a Glance, End of FY2002, Arranged by AFMC

<table>
<thead>
<tr>
<th></th>
<th>Active Military</th>
<th>Guard Military</th>
<th>Reserve Military</th>
<th>Total Military</th>
<th>Civilians</th>
<th>Total Army</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Expeditionary Army</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Divisions</td>
<td>148,947</td>
<td>103,817</td>
<td>729</td>
<td>253,493</td>
<td>3,757</td>
<td>257,250</td>
</tr>
<tr>
<td>Separate Combat units</td>
<td>19,317</td>
<td>65,350</td>
<td>696</td>
<td>85,363</td>
<td>2,511</td>
<td>87,874</td>
</tr>
<tr>
<td>Tactical Support</td>
<td>979</td>
<td>0</td>
<td>0</td>
<td>979</td>
<td>441</td>
<td>1,420</td>
</tr>
<tr>
<td>Corps Troops</td>
<td>87,523</td>
<td>97,612</td>
<td>89,204</td>
<td>274,339</td>
<td>5,211</td>
<td>279,550</td>
</tr>
<tr>
<td>Theater Troops</td>
<td>36,257</td>
<td>44,865</td>
<td>45,958</td>
<td>127,080</td>
<td>7,482</td>
<td>134,562</td>
</tr>
<tr>
<td>Special Ops Units</td>
<td>14,756</td>
<td>2,870</td>
<td>8,666</td>
<td>26,292</td>
<td>1,131</td>
<td>27,423</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>307,779</td>
<td>314,514</td>
<td>145,253</td>
<td>767,546</td>
<td>20,533</td>
<td>788,079</td>
</tr>
</tbody>
</table>

|                     |                |                |                  |                |           |            |
| **Army Support for Non-Army Programs** |                |                |                  |                |           |            |
| Strategic Programs  | 71             | 0              | 0                | 71             | 128       | 199        |
| Support of Non-Army Orgs | 7,615          | 518            | 2,153            | 10,286        | 1,359     | 11,645     |
| Defense-wide Programs | 11,504         | 83             | 1                | 11,588        | 10,804    | 22,392     |
| **Total**           | 19,190         | 601            | 2,154            | 21,945        | 12,291    | 34,236     |

|                     |                |                |                  |                |           |            |
| **The Institutional Army** |              |                |                  |                |           |            |
| Expeditionary Army Support | 17,296        | 30,696         | 38,307           | 86,299        | 55,682    | 141,981    |
| Logistics Programs   | 1,646          | 0              | 0                | 1,646         | 45,932    | 47,578     |
| Materiel Develpmnt. & Acquisition | 1,726          | 0              | 0                | 1,726         | 19,779    | 21,505     |
| Individ, Trng. & Education | 78,618         | 4,189          | 17,305           | 100,112       | 17,930    | 118,042    |
| Health Care          | 25,405         | 0              | 0                | 25,405        | 21,515    | 46,920     |
| Military Personnel Programs | 24,664         | 1,981          | 26,645           | 12,362        | 39,007    | 128,004    |
| Army Admin. Programs | 3,676          | 0              | 0                | 3,676         | 6,265     | 9,941      |
| **Total Army**       | **480,000**    | **350,000**    | **205,000**      | **1,035,000** | **212,289** | **1,247,289** |

Note: Corrections were applied to make the total Army strengths equal the control totals in the FYDP database. Corrections were needed to account for the force structure deviation and some confusion in the Individuals accounts. Active component strength was decreased by 835 in the Military Personnel Programs category. Guard and Reserve military strengths were adjusted in the Expeditionary Army Support category by +89 and – 62, respectively. Civilian strength was increased by 136 in the Expeditionary Army Support category. Other tables and all figures in the report have not been modified.
Appendix A
Army Force Management Categories
(Major Program Categories and Subcategories)

THE EXPEDITIONARY ARMY
- Divisions
- Separate Combat Units
- Corps Troops
- Theater Troops
- Special Operations Units

ARMY SUPPORT OF NON-ARMY PROGRAMS
- Strategic Programs
- Support of Headquarters and Activities
  - International Headquarters & Activities
  - Non-DOD Activities
  - OSD & Defense Agencies
  - Joint Headquarters & Activities
- Defense-Wide Programs
  - Intelligence Programs
  - Communications Programs
  - Geophysical Sciences Program
  - Foreign Military Sales Program
  - Counternarcotics Programs
  - Chemical Agents & Munitions Destruction Program
  - Defense Environmental Restoration Program
  - Base Closure and Realignment Program
  - Antiterrorism Programs

THE INSTITUTIONAL ARMY
- Expeditionary Army Support Programs
  - Unit Training Support Programs
  - Unit Readiness Support Programs
  - Unit Support Programs
- Logistics Programs
  - Supply Programs
  - Ammunition Programs
  - Depot Maintenance Programs
  - Real Property Programs
  - Transportation Programs
  - Logistics Support Programs
- Materiel Development & Acquisition Programs
  - General Research & Development
  - Field Research & Development
  - Acquisition Programs
  - Procurement Programs
- Individual Training & Education Programs
  - Initial Entry Training Programs
  - Skill Training Programs
  - Aviation Training Programs
  - Intelligence Training Programs
  - Civilian Training & Education Programs
  - Pre-Commissioning Programs
  - Professional Military Education Programs
  - Training Support Programs

(Continued)
Health Care Programs
  Health Care Delivery Programs
  Health Care Management & Research Programs
  Health Care Training & Education Programs
  Health Care Support Programs
Military Personnel Programs
  Recruiting & Processing Programs
  Military Personnel Management Programs
  Military Family Support Programs
  Individuals Accounts
Army Administration Programs
### Divisions
- **0202111A** Heavy Divisions
- **0522111A** Heavy Divisions - Ar NG
- **0202112A** Airborne Divisions
- **0202113A** Air Assault Divisions
- **0202114A** Light Divisions
- **0522114A** Light Divisions - Ar NG
- **0532111A** Division Forces - Ar Res

### Separate Combat Units
- **0202125A** Separate Combat Units
- **0522125A** Separate Combat Units - Ar NG
- **0532125A** Separate Combat Units - Ar Res
- **0532127A** Corps Combat Forces - Ar Res

### Corps Troops
- **0202121A** Corps Aviation
- **0522121A** Corps Aviation - Ar NG
- **0532121A** Corps Aviation - Ar Res
- **0202124A** Corps Air Defense
- **0522124A** Corps Air Defense - Ar NG
- **0202126A** Corps Field Artillery
- **0522126A** Corps Field Artillery - Ar NG
- **0202131A** Corps Signal
- **0522131A** Corps Signal - Ar NG
- **0532131A** Corps Signal - Ar Res
- **0202135A** Corps Engineer
- **0522135A** Corps Engineers - Ar NG
- **0532135A** Corps Engineers - Ar Res
- **0202139A** Corps Military Police
- **0522139A** Corps Military Police - Ar NG
- **0532139A** Corps Military Police - Ar Res
- **0202534A** Corps Military Intelligence
- **0522534A** Corps Military Intelligence - Ar NG
- **0532534A** Corps Military Intelligence - Ar Res
- **0202133A** Corps Support Command (COSCOM)
- **0522133A** Corps Support Command - Ar NG
- **0532133A** Corps Support Command - Ar Res
- **0202138A** Corps Medical
- **0522138A** Corps Medical - Ar NG
- **0532138A** Corps Medical - Ar Res
- **0202134A** Corps Finance and Personnel Groups
- **0532344A** Corps Finance and Personnel Groups
- **0202538A** Corps Support - Other Units
- **0522538A** Corps Support - Other Units - Ar NG
- **0532538A** Corps Support - Other Units - Ar Res
Theater Troops
0202141A EAC - Theater Aviation
0522141A EAC - Theater Aviation - Ar NG
0532141A EAC - Theater Aviation - Ar Res
0202143A EAC - Theater Logistics
0522143A EAC - Theater Logistics - Ar NG
0532143A EAC - Theater Logistics - Ar Res
0202144A EAC - Theater Finance and Support Personnel
Groups
0532444A EAC - Theater Finance and Support Personnel
0202145A EAC - Theater Engineer
0522145A EAC - Theater Engineer - Ar NG
0532145A EAC - Theater Engineer - Ar Res
0202148A EAC - Theater Medical
0532148A EAC - Medical Defense - Ar Res
0202544A EAC - Military Intelligence
0522544A EAC - Military Intelligence - Ar NG
0532544A EAC - Military Intelligence - Ar Res
0202545A EAC - Theater Signal
0522545A EAC - Theater Signal - Ar NG
0532545A EAC - Theater Signal - Ar Res
0532547A EAC - Military Police - Ar Res
0202944A EAC - Theater Defense
0202548A EAC - Other Units
0522548A EAC - Other Units - Ar NG
0532548A EAC - Other Units - Ar Res
0532438A EAC - Support Forces - Ar Res
03 Land Forces

Special Operations Units
1108048A Service Support to Special Operations Forces

ARMY SUPPORT OF NON-ARMY PROGRAMS

Strategic Programs
0105690A Service Support to Combatant HQ--SPACECOM
0105921A Service Support to SPACECOM Activities
0101890A Service Support to Combatant HQ--STRATCOM
0101325A Service Support to STRATCOM Activities
0103190A Service Support to Combatant HQ--NORAD
0103198A Mgt HQ (US Element NORAD)
0103122A US Element NORAD Activities
0102419A Aerostat Joint Project Office
03 Strategic Defense

Support of Non-Army Organizations
Non-DOD Activities
0901518A Service Support to Non-DoD Activities (Non-Reimb)
0901519A Service Support to Non-DoD Actys (Reimbursable)
### International Headquarters & Activities

- 1001004A International Activities
- 1001010A Miscellaneous Support to other Nations
- 1001018A NATO Joint STARS
- 1001029A Service Support to International HQ--PACOM
- 1001110A Service Support to Other Nations--EUCOM
- 1001210A Service Support to Other Nations--CENTCOM
- 1001310A Service Support to Other Nations--SOUTHCOM
- 1001410A Service Support to Other Nations--PACOM
- 1001490A Service Support to International HQ--NATO
- 1001491A Service Support to International Activities--NATO
- 1001510A Service Support to Other Nations--IADB
- 03 International Support

### OSD & Defense Agencies

- 0901503A Service Support to OSD
- 0901504A Service Support to WHS
- 0901505A Service Support to Defense Legal Services
- 0901506A Service Support to Office of Economic Adjustment
- 0901509A Service Support to DIG
- 0901228A Service Support to Def Human Resources Activity
- 0901522DA Service Support to Def Finance & Accounting Svc
- 0901540A Service Support to Defense POW and MIA Activities
- 0708110A Service Support to DLA
- 0708110DA Service Support to DLA
- 0708115A Service Support to Defense Commissary Agency
- 0708115DA Service Support to Defense Commissary Agency
- 0208046A Service Support to Joint Tactical C3 Agency (DISA)

### Joint Headquarters & Activities

- 0901507A Service Support to TJS
- 0201290A Service Support to Combatant HQ--JFC
- 0201112A Service Support to Joint Forces Command Activities
- 0201298A Mgt HQ (LANTCOM)
- 0201390A Service Support to Combatant HQ--EUCOM
- 0201398A Mgt HQ (USEUCOM)
- 0201113A US European Command (USEUCOM) Activities
- 0201498A Mgt HQ (PACOM)
- 0201490A Service Support to Combatant HQ--PACOM
- 0201114A US Pacific Command (USPACOM) Activities
- 0201690A Service Support to Combatant HQ--CENTCOM
- 0201138A US Central Command (CENTCOM) Activities
- 0201590A Service Support to Combatant HQ--SOUTHCOM
- 0201598A Mgt HQ (SOUTHCOM)
- 0201115A US Southern Command (USSOUTHCOM) Activities
- 0408190A Service Support to Combatant HQ--TRANSCOM
- 0408090DA Service Support to Combatant HQ--TRANSCOM, DWCF
- 0408020DA Service Support to USTRANSCOM
- 0408025A Service Support to TRANSCOM Activities
- 1150490A Service Support to Combatant HQ--SOCOM
- 0502290A Service Support to Combatant HQ--SOCOM (Gd & Res)
- 1150491A Service Support to SOCOM Activities
- 1160410A Service Support to SOCOM Acquisition Activities
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THE INSTITUTIONAL ARMY

Expeditionary Army Support Programs

Unit Training Support Programs
0208011A CJCS Exercise Program
0202152A Combat Training Centers
0532153A Combat Training Centers (DIV (EXS) )
0202212A Training Area Management and Operations
0532212A Training Area Management and Operations
0809731A Training Support to Units
0202214A Force Training Support
0532214A Force Training Support
0202153A Training Devices
0202213A Active Component Support to Reserve Component
0522093A Force Related Training - RC School House
0522209A Training Operations Support

Unit Readiness Support Programs
0202218A Force Readiness Support Activities
0532292A Reserve Readiness Support
0509892A Reserve Readiness Support (ARNG)
0522208A Force Readiness Operations Support
0532208A Force Readiness Operations Support
0202614A Force Readiness Intelligence Support
0532218A USAR Force Readiness Support Activities
0202219A Force Readiness Communications Support
0532151A Forces - Land Forces Operations Support
0532152A USAR Land Forces Operations Support
0202150A Land Forces Maintenance (DS/GS)
0522150A Land Forces Maintenance (DS/GS) - Ar NG
0532150A Maint Activity (AMSA, ECS, ASF, INT Maint) - ArRes
0202014A Tactical Support - Other Units
0804774A ATC Management

Unit Support Programs
0202098A Mgt HQ
0202099A Miscellaneous Management and Operations HQ
0522092A STARC Headquarters Support
0202096A Base Ops
0522096A Base Ops - Ar NG
0505896A Base Ops (ARNG)
0532096A Base Ops - Ar Res
0208095A Base Communications - General Purpose Forces
0528095A Base Comm - General Purpose Forces - Land Forces
0532095A Base Comm - General Purpose Forces - Land Forces
0523126A Long-Haul Communications - Ar NG
0533126A Long-Haul Communications - Ar Res
0202079A Real Property Services (RPS)
0522079A Real Property Services (RPS) - ArNG
0532079A Real Property Services (RPS) - AR Res
0208093A Demolition/Disposal of Excess Facilities
0528093A Demolition/Disposal of Excess Facilities - Ar NG
0508093A Demolition/Disposal of Excess Facilities - AR Res
0505976A Minor Constr (RPM) - Army Reserve
0505978A Maint and Repair (RPM) - Army Reserve
0202056A Environmental Compliance
0522056A Environmental Compliance (ECAP)
0532056A Environmental Compliance (ECAP)
0208853A Environmental Conservation
0528853A Environmental Conservation - Ar NG
0538853A Environmental Conservation
0208854A Pollution Prevention
0522054A Pollution Prevention
0532054A Pollution Prevention
0202178A Facilities Sustainment - General Purpose Forces
0502278A Facilities Sustainment - ArNG
0502578A Facilities Sustainment - ARes
0202176A Facilities Restoration & Modernization - GP Forces
0401976A Facilities Restoration & Modernization - Mobility
0208090A Visual Information Activities - Tactical
0208610A Info Mgt - Automation - Program 2
0528610A Information Management - Ar NG
0505912A Info Mgt - Army Reserve
0538610A Information Management
0532021A Life Cycle Contractor Support

Logistics

Programs

Supply Programs
0708202DA Supply Management
0701120A End Item Supply Depot Support
0701121A End Item Inventory Control Point Operations
0701122A End Item Procurement Operations
0701123A Sustainment Systems Technical Support (SSTS)
0202217A Cent Issue Facilities/Initial Issue: Org Cl & Eq
0208031A WRM - Equipment/Secondary Items
0702892A Troop Issue Subsistence Support

Ammunition Programs
0708041A Conventional Ammunition Management
0208030A WRM - Ammunition
0406030A WRM - Ammunition
0208082A Training Standard Ammunition
0208083A Training Unique Ammunition

Depot Maintenance Programs
0702207A Depot Maintenance (Non-IF)
0522207A Depot Maintenance - Ar NG
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**Real Property Programs**
- 0902798A Mgt HQ (Construction)
- 0708018A Real Estate and Construction Administration
- 0901211A Construction (Planning and Design)

**Transportation Programs**
- 0408010DA Transportation
- 0406029A Army Strategic Mobility Program (ASMP)
- 0708010A Second Destination Transportation
- 0530155A Second Destination Transportation (USAR Install)
- 0708028A Other Transportation Related Activities

**Logistics Support Programs**
- 0702898A Mgt HQ (Logistics)
- 0702829A Logistics Administrative Support
- 0702896A Base Ops - Logistics
- 0702895A Base Communications - Logistics
- 0702876A Minor Constr (RPM) - Logistics
- 0702879A Real Property Services (RPS) - Logistics
- 0702978A Facilities Sustainment - Logistics
- 0702856A Environmental Compliance
- 0708053A Environmental Conservation
- 0708005A Disposal of Radioactive Waste/Unwanted Material
- 0708054A Pollution Prevention
- 0702893A Demolition/Disposal of Excess Facilities-Logistics
- 0702890A Visual Information Activities - Logistics
- 0708610A Info Mgt - Automation - Program 7
- 0708012A Logistics Support Activities
- 0708042A Chemical Biological Management
- 0708072A Joint Logistics Program - Continuous Acq & Log Spt

**Materiel Development & Acquisition Programs**

**General Research & Development**
- 06 Science & Technology Program
- 06 Undistributed Dem/Val, EMD Programs
- 06 Information Management
- 06 Strategic Offense
- 06 Strategic Defense
- 06 Land Forces
- 06 Theater Missile Defense
- 06 RDT&E Management & Support
- 06 Geophysical Sciences
- 06 International Support
- 06 Medical

**Field Research & Development**
- 0202021A Contractor Logistics Support/Other Weapon Support
- 0203726A Advanced Field Artillery Tactical Data System
- 0203735A Combat Vehicle Improvement Programs

B-7
0203740A Maneuver Control System
0203743A 155mm Self-Propelled Howitzer Improvements
0203744A Aircraft Modifications/Product Improvement Program
0203745A Weapons and Munitions Equipment Upgrade Prog (H)
0203752A Aircraft Engine Component Improvement Program
0203755A Field Artillery Ammunition Support Vehicle
0203758A Digitization
0203759A Force XXI Battle Command, Brigade & Below (FBCB2)
0203761A Force Twenty-One (XXI) Warfighting Rapid Acq Prog
0203801A Missile/Air Defense Product Improvement Program
0203802A Other Missile Product Improvement Programs
0203808A TRACTOR CARD
0208010A Joint Tactical Communications Program (TRI-TAC)
0208053A Joint Tactical Ground System

Acquisition Programs
0909298A Mgt HQ - Svc Acq Exec
0702698A Mgt HQ - Svc Acq Exec Chartered Programs
0702805A Defense Standardization Program
0702806A Acquisition and Management Support
0702808A Acquisition Support to Program Executive Officers
0406045A End Item Industrial Preparedness Activities
0708045A End Item Industrial Preparedness Activities
0718040A Support of Industrial Facilities and Preparedness
0804753A Acquisition Training
0528090A Audiovisual & Visual Info Production, Acquisition
0538090A Audiovisual & Visual Info Production, Acquisition

Procurement Programs
0210100A Aviation Procurement - AA
0210101A BlackHawk UH60L (MDAP 156) - AA
0210102A LONGBOW APACHE TA and FCS System (MDAP 831) - AA
0210104A Cargo Helicopter CH-47D Upgrade (MDAP 278) - AA
0210108A Threat Countermeasures ATIRCM (MDAP 219) - AA
0210109A LONGBOW HELLFIRE Missile System (MDAP 541) - AA
0210300A Nuclear Biological Chemical Procurement - AA
0210600A Fire Support Procurement - AA
0210601A CRUSADER (MDAP 557) - AA
0210602A MLRS Upgrade (MDAP 260) - AA
0210604A ATACMS-BAT BLOCK II/IIA/BAT/P3I (MDAP 545)- AA
0210605A SADARM (MDAP 735)
0210606A AFATDS (MDAP 526) - AA
0211700A Maneuver Procurement - AA
0211702A Abrams Tank Upgrade (MDAP 575) - AA
0211703A Javelin (MDAP 280) - AA
0211704A Land Warrior (MDAP 287) - AA
0214400A Air Defense Procurement - AA
0214401A Patriot Air Defense System PAC-3 (MDAP 148)
0214403A FAAD C2I (MDAP 580) - AA
0215500A Mobility Procurement - AA
0216300A Combat Service Support Procurement - AA
0216301A FMTV (MDAP 746) - AA
Individual Training & Education Programs

Initial Entry Training Programs
0804711A Recruit Training Units
0804761A Integrated Recruit and Skill Training Units

Skill Training Programs
0804731A General Skill Training
0508893A Professional and Skill Progression Training (ARNG)
0532293A Professional and Skill Progression Training

Aviation Training Programs
0804741A Undergraduate Pilot Training (UPT)
0804743A Other Flight Training
0804773A ATC/Ground Support of Aviation Flight Training

Intelligence Training Programs
0804733A General Intelligence Skill Training
0804734A Cryptologic/SIGINT-Related Skill Training
0804737A Defense Foreign Language Training

Civilian Training & Education Programs
0808751A Civilian Training, Education, and Development

Pre-Commissioning Programs
0804721A Service Academies
0804722A Officer Candidate/Training Schools (OCS/OTS)
0804723A Reserve Officers Training Corps (ROTC)
0809721A Junior ROTC
### Professional Military Education Programs
- 0804750A Service Support to National Defense University
- 0804751A Professional Military Education
- 0804752A Other Professional Education

### Training Support Programs
- 0805798A Mgt HQ (Training)
- 0804771A Support of the Training Establishment
- 0804772A Training Developments
- 0804774A ATC Management
- 0805796A Base Ops - Training
- 0805996A Base Ops - Service Academies
- 0805995A Base Communications - Training
- 0805895A Base Comm - Service Academies
- 0805779A Real Property Services (RPS) - Training
- 0805879A Real Property Services (RPS) - Service Academies
- 0805093A Demolition/Disposal of Excess Facilities - Training
- 0805756A Environmental Compliance - Training
- 0805856A Environmental Compliance - Service Academies
- 0805753A Environmental Conservation - Training
- 0805853A Environmental Conservation - Service Academies
- 0805754A Pollution Prevention - Training
- 0805854A Pollution Prevention - Service Academies
- 0805976A Facilities Restoration & Modernization - Training
- 0806076A Facilities Restoration & Modernization - Svc Acad
- 0805978A Facilities Sustainment - Training
- 0806078A Facilities Sustainment - Service Academies
- 0805790A Visual Information Activities - Training
- 0805890A Visual Information Activities - Service Academies
- 0808610A Info Mgt - Automation - Program 8

### Health Care Programs

#### Health Care Delivery Programs
- 0807700A Defense Medical Centers, Station Hospitals - CONUS
- 0807900A Defense Medical Centers, Station Hospitals - OCONUS
- 0807715A Dental Care Activities - CONUS
- 0807915A Dental Care Activities - OCONUS
- 0807780A Veterinary Services
- 0807714A Other Health Activities
- 0807718A Service Support to Other Health Activities--JFC
- 0807730A Service Support to Other Health Actys--TRANSCOM

#### Health Care Management & Research Programs
- 0807705A Military Public/Occupational Health
- 0807709A TRICARE Management Activity
- 0807785A Armed Forces Institute of Pathology (AFIP)
- 0807724A Military Unique Requirements - Other Medical

#### Health Care Training & Education Programs
- 0806721A USUHS
- 0806761A Education and Training - Health Care
Health Care Support Programs
0807798A Mgt HQ (Health Care)
0807796A Base Ops - CONUS - Health Care
0807795A Base Communications - CONUS - Health Care
0807779A Real Property Services (RPS) - CONUS - Health Care
0807756A Environmental Compliance - Health Care
0806278A Facilities Sustainment - CONUS Health Care
0807790A Visual Information Activities - Medical
0808610A Info Mgt - Automation - Program 8

Military Personnel Programs

Recruiting & Processing Programs
0801711A Recruiting Activities
0508891A Recruiting Activities (ARNG)
0508991A Recruiting Activities (AR)
0801712A Advertising Activities
0508899A Advertising Activities (ARNG)
0508999A Advertising Activities (AR)
0801713A Examining Activities
0801720A Examining Activities - Health Care
0801715A Recruiting & Examining Data Processing Activities
0801714A Personnel Processing Activities
0801896A Base Ops (Mil Entrance Processing Station Leases)
0801996A Base Ops (Recruiting Station Leases)

Military Personnel Management Programs
0808709A Army Personnel Management & Support Activities
0509993A Personnel Administration (AR)
0808716A Other Personnel Activities
0808707A Correctional Facilities
0809732A Off-Duty and Voluntary Education Programs
0809733A Veterans Educational Assistance Program (VEAP)
0809734A Army Career Alumni Program (ACAP)
0808789A Counterdrug Demand Reduction Activities
0523889A Counter Drug - Ar NG
0535889A Counter Drug Activities
0808795A Base Comm - Other General Personnel Activities
0809790A Visual Information Activities - Other Program 8

Military Family Support Programs
0208720A Family Centers
0708720A Family Centers
0805720A Family Centers - Service Academies
0528720A Family Centers (ARNG Community Services)
0538720A Family Centers (Army Reserve Community Services)
0808710A Community and Family Support Activities
0208719A Child Development
0708719A Child Development
0808719A Child Development
0805719A Child Development - Service Academies
0528719A Child Development Services (ARNG)
0808741A Family Housing - New Construction
Family Housing - Improvements
Family Housing - Debt Payments
Family Housing - Leasing
Family Housing - Operations
Family Housing - Operations
Family Housing - Maintenance

Individuals
Accounts
Personnel Holding Account
Force Structure Deviation
Permanent Change of Station Travel
Transients
Cadets
Students
Trainees
Pipeline (Paid)

Army Administration Programs
Mgt HQ (Departmental)
Mgt HQ (ARNG)
Mgt HQ (Army Reserve)
Mgt HQ (Administrative)
Mgt HQ (Public Affairs)
Public Affairs
Field Activities - Public Affairs
Service Support to Armed Forces Information Svc
American Forces Info Service-Field Activities
Mgt HQ (Criminal Investigation)
Criminal Investigations
Security & Investigative Functions
Departmental
Combat Developments
Other Combat Development Activities
Base Ops - Real Estate Leases - Admin
Base Communications - Administrative
Visual Information Activities - Administrative
Info Mgt - Automation - Program 9
Pentagon Reservation
Service-Wide Support (Not Otherwise Accounted For)
This report examines the Army’s mission and functions to determine a useful way to report and analyze the Institutional Army—that part of the
Army that supports the Title 10 responsibilities of the Army. The Army is divided into three major parts. The Expeditionary Army consists of
deployable units available to the unified commands to wage war in theaters of operation. The second part of the Army consists of those units,
personnel, and funds that are applied to missions that do not contribute to land combat power or the Title 10 responsibilities. These non-Army
missions include provision of personnel to joint headquarters and activities and the conduct of DoD-wide missions. The Institutional Army
forms, maintains, and sustains the units for the Expeditionary Army and the personnel for non-Army programs. The Future Years Defense
Program database for the FY2002 Budget Estimate Submission is the source of personnel strengths at the program element level of detail for
active, Guard, and Reserve military personnel and for civilian employees. Program elements are arrayed to provide logical aggregations for
the Expeditionary Army, Support to non-Army Programs, and the Institutional Army. The resulting groups of program elements are called the
Force Management Categories and are offered as a good basis for planning and designing the Army.