

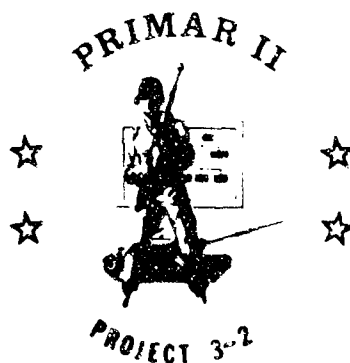
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PRIMAR II

PROJECT 3-2

FORCE PROGRAMING

AD 684313



DECEMBER 1968

PART I

OFFICE, ASSISTANT CHIEF OF STAFF
FOR FORCE DEVELOPMENT
DEPARTMENT OF THE ARMY

FOREWORD

PRIMAR - A Program to Improve the Management of Army Resources has constituted a major effort of the Department of the Army. Resource management is an increasingly important Army responsibility that is growing in complexity and requires continuous evaluation and revision to insure a modern, updated, integrated resource planning and programing system.

This study, PRIMAR 3-2, Improving Force Programing Procedures, provides the principal contribution of the Office of the Assistant Chief of Staff for Force Development to the PRIMAR effort. The scope of the study has been configured to relate to the overall PRIMAR activities. It focuses on systems and components involved in designing, developing, improving, and formalizing force programing procedures. It is based on a broad perspective of managerial functions and at the same time addresses specific problems and actions to alleviate them.

The study directives require that 3-2 examine our current force programing system and recommend changes to refine and formalize the process so it will:

Provide timely specification of force requirements.

Develop a balanced force within resource availability.

Integrate readiness goals and levels.

Produce timely force programing guidance.

The PRIMAR 3-2 study was conducted by OACSFOR personnel selected with consideration of background, expertise, and knowledge of force programing procedures. This report represents an independent study which has been accomplished in close coordination and with considerable assistance from the Army staff and the principal contractor, McKinsey and Company, Inc.

This study is as complete as time, resources, present knowledge, and priorities permit. Effort has been made to concentrate on practical improvement procedures that can be executed in the near timeframe. PRIMAR 3-2 is oriented to force programers and their problems within the PRIMAR framework. It does not pretend to encompass the entire force development cycle or to duplicate the PRIMAR projects that cover other planning, programing, and

budgeting activities. Only those data necessary to understand force programing and its associate problems are set forth. However, in order to insure a logical context for DA force programing, PRIMAR 3-2 deals with complex subjects that impact on many interrelated problem areas.

The programing procedures set forth in this study do not represent a radical departure from the current practices which evolved out of the necessity to more effectively program and manage limited Army resources. In addition to recommending certain improvements, a principal contribution of the study is the systematizing of current, informal procedures and recommended changes into clearly defined procedures for guiding force programing actions. Complete adoption of the improved force programing system and realization of its fullest potential benefits are primarily dependent upon attainment of full compatibility of the programs and computer systems support for personnel and equipment models and force programing. Much effort is already being extended to attain this compatibility. This study provides substantial guidance for continuation of these efforts.

The concepts, views, and proposals serve to support and assist Senior Army Managers and their staff. They are worthy of consideration by all concerned.

ABSTRACT

PRIMAR 3-2 examines the Department of the Army Force Programing Process in the context of designing, developing, improving, and formalizing force programing procedures. Specific problems are identified and specific actions are proposed to alleviate them. The study focuses on the force programing cycle and its associated problems. However, to provide for an understanding of the overall process, it employs as a point of departure the force development cycle.

The report is set forth in a three part edition:

Part I - A short, fast reading summary statement for senior managers, decision makers, and other busy people. It provides the gist of the study.

Part II - Presents the main report and provides sufficient details and facts to support the principal conclusions and recommendations of the study.

Part III - Provides the annexes which contain detailed specifics.

The report is introduced with a brief description of the developmental process and a short analysis of the current system that highlights shortfalls, deficiencies, and potential areas for improvements. It proceeds to develop in detail improved methodology, procedures, and specific force programing specifications. Recommendations and further tasks are set forth and, where appropriate, methods of execution, resources required, and alternatives for improvements are suggested.

PRIMAR 3-2 concludes that many of the shortfalls and deficiencies can be corrected and considerable improvement in the force programing process can be realized through speedy adoption of the study group's recommendations.

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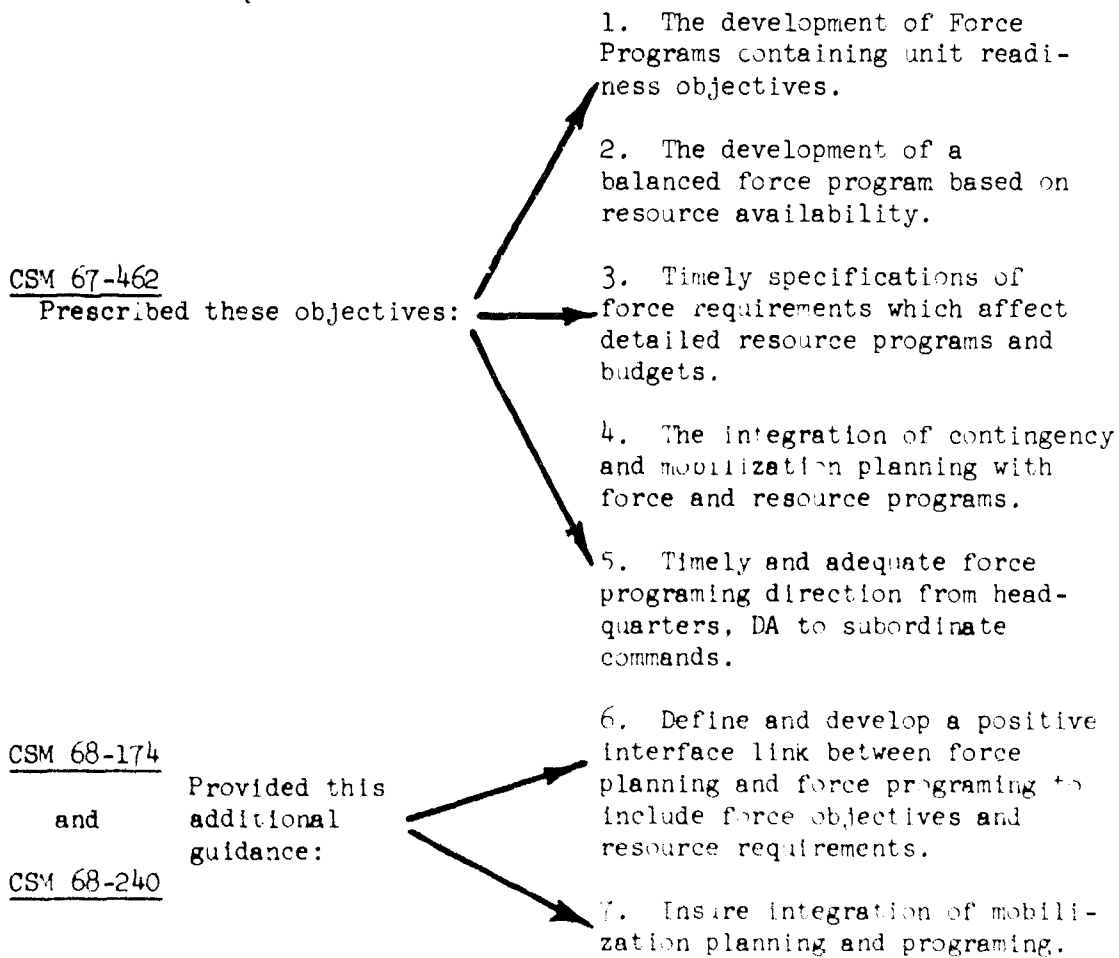
CONCLUSIONS AND RECOMMENDATIONS

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SUMMARY STATEMENT *

OBJECTIVES AND PURPOSES

PRIMAR 3-2, Improving Force Programing Procedures, has been conducted as one of a series of studies to develop the force programing component of an integrated management system.



* Detailed specifics and support for this summary statement appear in Part II - Main Report and Part III - Annexes

The primary purpose of the PRIMAR 3-2 Study has been to develop and define improved force programming procedures. The start point for the improved system is in place or under development. The study group concentrated on refining and formalizing existing procedures to accomplish the above objectives with adequate direction and control by the Department of Army.

POSITION OF PRIMAR 3-2
LINKS WITH OTHERS

The original plan for conducting PRIMAR II presented several techniques to foster the integration of the overall PRIMAR effort. Among these techniques were three integrating projects: 1-1, 2-1, and 3-1 with a monitor group in the Office of the Director of Studies. However, as PRIMAR II progressed, these integrating techniques were refined and improved and other projects were designated as key projects and assigned broader roles and responsibilities: 3-2, 3-5, 3-7, 3-9. Exhibit S-1 on the following page depicts the key projects and some of the relationships. With the PRIMAR mid-point emphasis on a specific system, 3-2 Study Schedule was revised to deal with detail procedures for the force programming components. The PRIMAR Target System utilizes four basic modes as a device for describing the Army's Integrated Resource Management System.

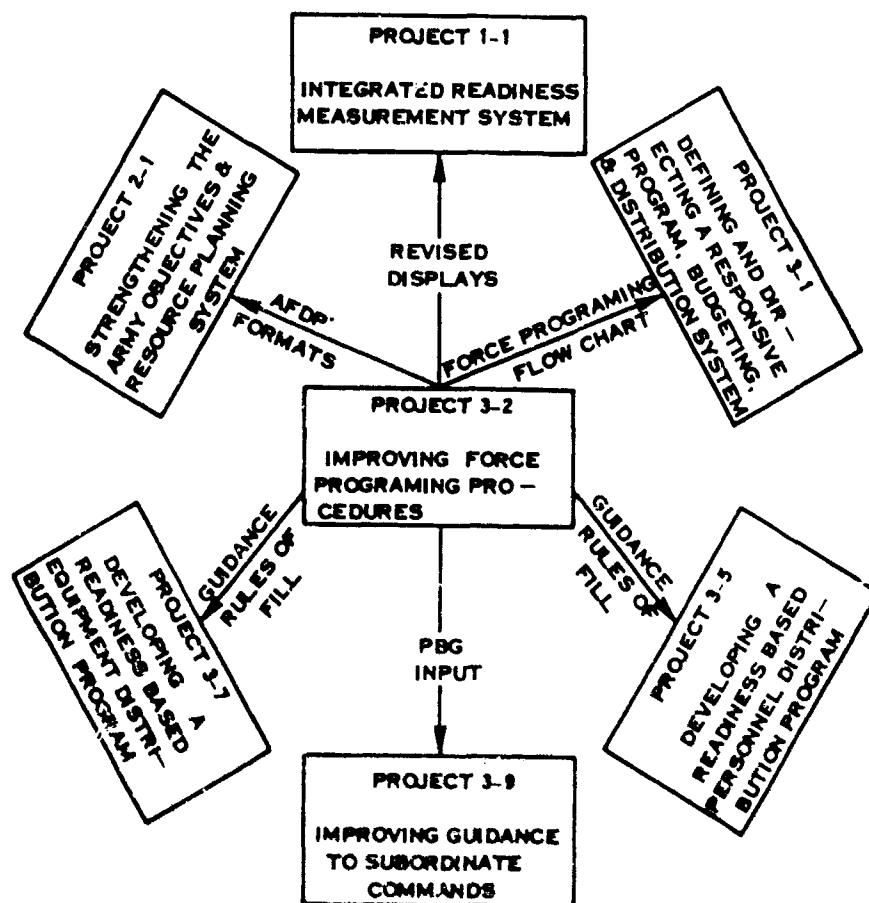
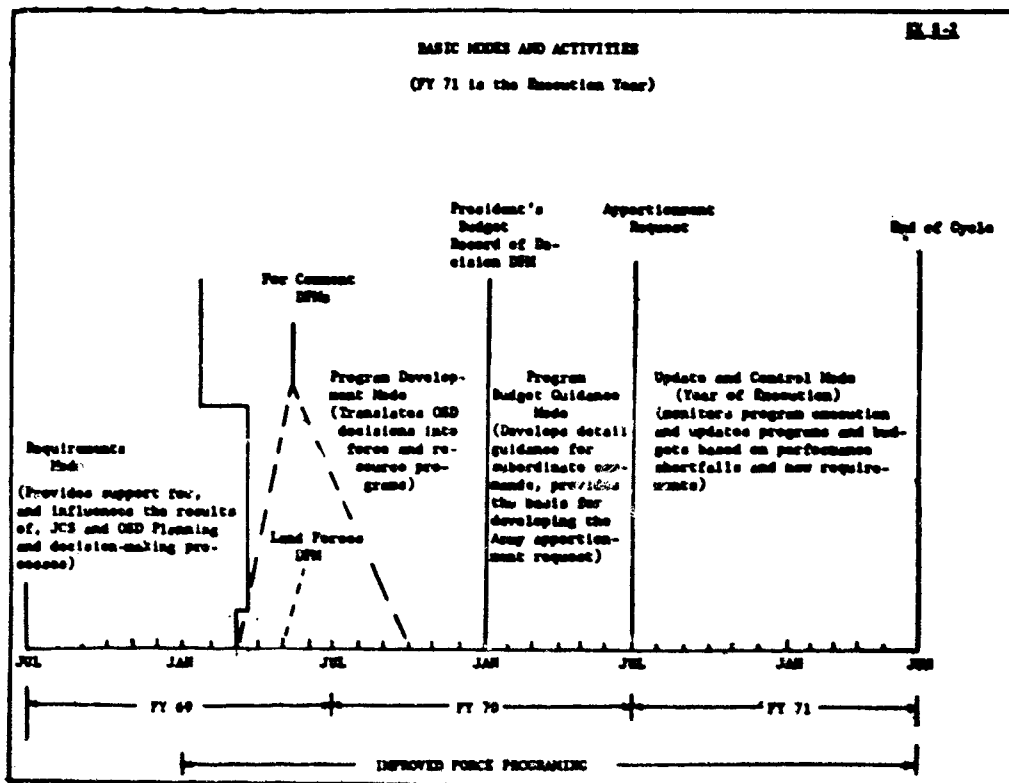
PRIMAR KEY PROJECTS

Exhibit S-2 displays the approximate timing and scope of activities associated with each mode.



The major portion of force programming is accomplished in the Program Development Mode. However, as indicated in Exhibit S-3/4-2 (which displays the twenty-six step force programming procedure), other significant update and revision steps take place in the Program and Budget Guidance Mode and the Update and Control Mode.

Throughout the progress of the study, PRIMAR 3-2 has maintained close contact with the other PRIMAR projects so as to provide for the required interface and linkages. Revised readiness/force programing displays were developed in conjunction with Project 1-1; minor modifications in proposed AFDP format have been adjusted with Project 2-1; the utilization of the proposed programing volume as major input for Force Programing Guidance to PBG has been discussed in detail with Project 3-9; and revised Force Programing flow charts have been provided to Project 3-1.

CURRENT SYSTEM

Shortfalls Areas for Improvements

AR 10-5 and CSR 10-50 assign the ACSFCR the Army General Staff responsibility for force programing, although all DA staff agencies are associated and concerned with the process. The system that has evolved during recent years produces a force program; however, it has usually resulted into an "after the fact" record. Since 1965, the system has been characterized by a continuous series of special capabilities studies precipitated primarily through "unscheduled or unprogramed" force changes generated by field requirements. Each of these studies became the controlling factor and substituted for the normal programing system. In the end this resulted in a statement of requirements rather than a program that provides guidance and direction for the field.

The force programing process has not been formally defined as to scope and detailed procedures and it does not effectively integrate into the system unit readiness or priorities for resource allocation. Force programing projection and subsequent allocation of resources needs to be more closely tied to realistically available resources. At present, there is no specific system for setting these priorities and establishing procedures for personnel and equipment fill, nor are there adequate provisions for timely and adequate force programing direction from Hq DA to subordinate commands. Shortfalls and areas of improvements are highlighted in several major areas.*

** The system is not clearly defined nor delineated and lacks cohesiveness and direction.

** Force readiness goals and levels are not effectively related and integrated into the process.

** The present techniques for developing, structuring, and producing a force program in consonance with development of the Army budget are inadequate and poorly timed.

** Staff methodology, procedure, and utilization of tools and techniques for analyses of forces do not provide realistic assessment of force trade-offs and balance.

** Force programing projections and allocation of resources are not tied to realistically available resources within established priorities and time frames.

** The Department of the Army Priority System is not sufficiently definitive and responsive from a force programing standpoint.

* For detailed listing of specific shortfalls and areas for improvements, see PRIMAR 3-2 Master Summary Chart EX S-4.

** The force programing guidance issued by the Army does not contain sufficient data or detail on programing projections for major field commanders to adequately plan and program for assigned missions.

** The force programing process does not have an established mechanism to ensure and require periodic senior Army manager participation.

However, the current system that has evolved during the past three years provides the Army Staff with the capability to determine in much greater detail the availability of resources and improved management technique in the projection, allocation, and ultimate distribution of these resources.

PROPOSED IMPROVED PROGRAMING SYSTEM

A 26-STEP PROCEDURE
TOPICS AND TIME PHASING

The ACSFOR with close coordination and assistance of all DA Staff agencies has primary responsibility for planning, developing, and programing the world-wide Army Force Structure. The new improved Force Programing System is set forth in a twenty-six step programing cycle that results in the production and publication of Army Force Programs. The program provides a fully structured force and as discussed in this report covers the time frame for the current year (FY 69), budget year (FY 70), and budget year plus one (FY 71). FY 71 is the specific year of focus for this study.

The proposed system more clearly defines those actions required to translate a planned force through programing procedures and into the period of execution. The activities required in the process are grouped into six cyclic phases for display purposes so as to provide a practical pattern of the detailed programing cycle. A short input/output description of the system is displayed at Exhibit S-3. The twenty-six steps are identified with short descriptive phrases.

The proposed procedures provide for early development of a tentative budget year force program with effective integration of readiness levels and use of improved DA Staff methodology. Provisions for accommodating future "Viet Nam type" unprogramed requirements are provided for by closer correlation of the current staff technique of special capabilities studies with the force programing process on a periodic routine basis. Other steps provide for the development of a better balanced force program and improved procedures for use of priorities and analysis. Steps 13, 15, 20, and 23 provide for quarterly update actions to insure timely force programing guidance for input to PBG. Chapter Four presents the complete proposed system.

CONCLUSIONS AND RECOMMENDATIONS

The Force Programing function is one of the cornerstones of the Army's overall management process. The complexities and difficulties that have emerged in recent years reflect a "topsy" type growth and expansion. Improvements, revision, and modernization are required.

26-Step Diagram

Army Force Programing Sys

PHASES	PHASE I (FY69) DECEMBER - APRIL		PHASE II (FY69) MAY - JUNE	
PROGRAM REQUIREMENTS	STEP 1 IDENTIFY FY 71 FORCE	STEP 2 ANALYZE OSD GUIDANCE	STEP 3 COMPARE DPM WITH TENTATIVE FY 71 FORCE PROGRAM	STEP 4 STRUCTURE APPROVED FORCE
INPUT	1. VOL I, AFDP 71-83 2. LIAISON WITH DPM AUTHORS 3. UNPROGRAMED REQUIREMENTS 4. RECORD OF DECISION DPM 5. LOG GUIDANCE DPM 6. FYDP UPDATE 7. UPDATED FY 69-70 FORCE PROGRAM	1. LAND FORCES DPM 2. PCD 3. PBD 4. OSD MEMORANDA	1. LAND FORCES DPM 2. TENTATIVE FY 71 FORCE PROGRAM 3. UNPROGRAMED REQUIREMENTS 4. ASOP-JSOP REQUIREMENTS	1. PCR 2. DESIRED READINESS LEVELS (STEP 5) 3. ASSIGN INITIAL REDCAPE (STEP 6) 4. ESTABLISH PRIORITIES BASED ON DAMPL (STEP 7)
OUTPUT	1. DEVELOPMENT OF TENTATIVE FY 71 FORCE PROGRAM 2. PCR	1. IDENTIFY PCR REQUIREMENTS 2. ARMY POSITION STATEMENTS	1. FORCE DIFFERENCES 2. PCR SUBMISSION	1. DETAILED FORCE STRUCTURE IN PROGRAM FORMAT 2. IDENTIFICATION OF TENTATIVE UNIT ACTIVATION-INACTIVATION & REORGANIZATION SCHEDULES
PHASES	PHASE II (FY69) MAY - JUNE			
PROGRAM REQUIREMENTS	STEP 10 CONDUCT FORCE CAPABILITY ANALYSIS	STEP 11 ANALYZE FORCE-RESOURCE BALANCE AND READINESS	STEP 12 PUBLISH TENTATIVE FY 71- FORCE PROGRAM	STEP 13 JUNE PBG UPDATE
INPUT	1. FORCE REQUIREMENTS 2. RESOURCE PROJECTIONS 3. RULES OF FILL 4. INITIAL REDCAPE 5. PRIORITIES 6. DESIRED READINESS LEVELS	FORCE READINESS PROJECTIONS	FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM	1. FINAL REVISIONS FY 70 FORCE PROGRAM 2. TENTATIVE FY 71 FORCE PROGRAM
OUTPUT	CAPABILITY TO SUPPORT TENTATIVE FY 71 FORCE PROGRAM	UPDATED FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM PCR FORCE CAPABILITIES INPUT TO ASOP-JSCP	TENTATIVE FY 71 FORCE PROGRAM INPUT FOR JUNE PBG UPDATE INPUT TO PROGRAM MANAGERS FOR FY 71 BUDGET PREPARATION INPUT FOR PREPARATION OF COMMAND BUDGET ESTIMATES	INPUT TO JUNE PBG
PHASES	NOVEMBER - - - DECEMBER			PHASE IV (FY70) JANUARY
PROGRAM REQUIREMENTS	STEP 16 UPDATE FAS-TAADS, SACS FORCE BASIS	STEP 17 CONDUCT DETAILED FORCE CAPABILITY STUDY	STEP 18 ANALYZE FORCE-RESOURCE BALANCE & READINESS	STEP 19 PUBLISH ARMY FORCE PROGRAM-FY 71
INPUT	1. RESULTS OF PCD's, PBD's AND OSD BUDGET HEARINGS 2. REVISED FY 70-71 FORCE PROGRAMS	1. FORCE REQUIREMENTS 2. RESOURCE PROJECTIONS 3. RULES OF FILL 4. REDCAPE 5. PRIORITIES 6. DESIRED READINESS LEVELS	FORCE READINESS PROJECTIONS	UPDATED FY 71 FORCE PROGRAM
OUTPUT	FORCE STRUCTURE DISPLAY IDENTIFYING REDCAPE, PRIORITIES & TIME PHASED REQUIREMENTS	1. UPDATED DATA FILES 2. CAPABILITY TO SUPPORT FY 71 FORCE PROGRAM	UPDATED FY 70-71 FORCE PROGRAMS PCR FORCE CAPABILITIES INPUT TO ASOP- JSCP NOTE -2d QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 34)	1. VOL II, AFDP, ARMY FORCE PROGRAM-FY 71 2. INPUT FOR JANUARY PBG 3. INPUT FOR PREPARATION OF COMMAND OPERATING BUDGETS
PHASES	PHASE V (FY70) MARCH - APRIL - MAY - JUNE		PHASE VI CURRENT JULY - - -	
PROGRAM REQUIREMENTS	STEP 21 FINAL REVISION FY 71 FORCE PROGRAM	STEP 22 JUNE PBG UPDATE	STEP 23 1st QTR UPDATE CURRENT YEAR FORCE PROGRAM	STEP 24 2nd QTR UPDATE CURRENT YEAR FORCE PROGRAM
INPUT	COMMAND OPERATING BUDGETS RESULTS OF CONGRESSIONAL BUDGET HEARINGS (APPORTIONMENT) PCD UNPROGRAMED REQUIREMENTS NOTE-CONTINUE DEVELOPMENT OF FY 72 FORCE (STEP 1)	FINAL FY 71 FORCE PROGRAM TENTATIVE FY 72 FORCE PROGRAM NOTE-REPEAT STEPS 2-13 FOR FY 72 FORCE		
OUTPUT	1. FINAL FY 71 FORCE PROGRAM 2. DIRECT EXECUTION OF FY 71 FORCE PROGRAM 3. INPUT FOR JUNE UPDATE OF PBG NOTE-3d QUARTER UPDATE OF FY 71 FORCE PROGRAM (STEP 25)	JUNE PBG NOTE-TERMINATES FY 70 FORCE PROGRAM (STEP 35)		

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Force Programing System

PHASE II (FY69) MAY - JUNE

STEP 1	STEP 2	STEP 3	STEP 4
COMPARE DPM WITH TENTATIVE FY 71 FORCE PROGRAM	STRUCTURE APPROVED FORCE	UPDATE FAS-TAADS, SACS FORCE BASIS	REVIEW APPLICATION OF RULES OF FILL
1. LAND FORCES DPM 2. TENTATIVE FY 71 FORCE PROGRAM 3. UNPROGRAMED REQUIREMENTS 4. ASCP-JSCP REQUIREMENTS	1. PCR 2. DESIRED READINESS LEVELS (STEP 5) 3. ASSIGN INITIAL REDCAPE (STEP 6) 4. ESTABLISH PRIORITIES BASED ON DAMPL (STEP 7)	1. REVISED FY 70 FORCE PROGRAM 2. TENTATIVE FY 71 FORCE PROGRAM	CURRENT RULES OF FILL
1. FORCE DIFFERENCES 2. FOR SUBMISSION	1. DETAILED FORCE STRUCTURE IN PROGRAM FORMAT 2. IDENTIFICATION OF TENTATIVE UNIT ACTIVATION-INACTIVATION & REORGANIZATION SCHEDULES	FORCE STRUCTURE DISPLAY IDENTIFYING INITIAL REDCAPE, PRIORITIES, TIME PHASED REQUIREMENTS	REVISED RULES OF FILL FOR DISTRIBUTION OF PROJECTED ASSETS

II (FY69) JUNE

PHASE III (FY 70) JULY-AUGUST-SEPTEMBER-OCTOBER-

STEP 12	STEP 13	STEP 14	STEP 15
PUBLISH TENTATIVE FY 71- FORCE PROGRAM	JUNE PBS UPDATE	REVISE FY 71 TENTATIVE FORCE PROGRAM	OCTOBER PBS UPDATE
FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM	1. FINAL REVISIONS FY 70 FORCE PROGRAM 2. TENTATIVE FY 71 FORCE PROGRAM	1. CBE 2. UNPROGRAMED REQUIREMENTS 3. PCR 4. PBAC 5. FY 71 ARMY BUDGET SUBMISSION TO OSD	REVISED FY 70-71 FORCE PROGRAMS
TENTATIVE FY 71 FORCE PROGRAM INPUT FOR JUNE PBS UPDATE INPUT TO PROGRAM MANAGERS FOR FY 71 BUDGET PREPARATION INPUT FOR PREPARATION OF COMMAND BUDGET ESTIMATES	INPUT TO JUNE PBS	REVISED FY 71 TENTATIVE FORCE PROGRAM INPUT FOR OCT PBS UPDATE NOTE—1st QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 23)	1. INPUT TO OCTOBER PBS 2. ARMY PLANNING GUIDANCE

PHASE IV (FY 70)

DECEMBER

JANUARY

FEBRUARY

STEP 16	STEP 17	STEP 18
ANALYZE FORCE-RESOURCE BALANCE & READINESS	PUBLISH ARMY FORCE PROGRAM—FY 71	PUBLISH JANUARY PBS
FORCE READINESS PROJECTIONS	UPDATED FY 71 FORCE PROGRAM	REVISED FY 70-71 FORCE PROGRAMS
NOTE—DURING DECEMBER-APRIL, BEGIN DEVELOPMENT FY 72 FORCE (REPEAT STEP 1 FOR FY 72 FORCE)		
UPDATED FY 70-71 FORCE PROGRAMS FOR FORCE CAPABILITIES INPUT TO ASCP-JSCP NOTE—1st QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 24)	1. VOL II, AFDP, ARMY FORCE PROGRAM—FY 71 2. INPUT FOR JANUARY PBS 3. INPUT FOR PREPARATION OF COMMAND OPERATING BUDGETS	1. INPUT TO JANUARY PBS 2. UPDATED FEBRUARY PBS 3. BASIS FOR OSD SUBMISSION

PHASE V CURRENT YEAR FORCE PROGRAM

JULY - - - - - JUNE

STEP 21	STEP 22	STEP 23	STEP 24
1st QTR UPDATE CURRENT YEAR FORCE PROGRAM	2nd QTR UPDATE CURRENT YEAR FORCE PROGRAM	3rd QTR UPDATE CURRENT YEAR FORCE PROGRAM	1. TERMINATE CURRENT YEAR FORCE PROGRAM 2. FINAL REVISION NEXT BUDGET YEAR FORCE PROGRAM

Exhibit 3-3

3

PRIMAR 3-2 conclusions are shown in Column II of Exhibit S-4, the Master Summary Chart. Conclusions cover the following areas:

- An improved system with detailed specifications is required to correct weaknesses, eliminate shortfalls, and exploit potential areas of improvements.

- The AFDP is not consistently produced and approved in time to effectively influence the draft DPMs and other OSD decision-making instruments.

- The Army does not produce and publish a complete, timely Army Force Program.

- Staff methodology and utilization of tools and techniques for force analyses do not provide realistic assessment of trade-offs and balance.

- Readiness needs to be more effectively integrated into the Force Programing Process.

- Processes for Force Programing Guidance and Senior Army Manager Participation are not adequate.

- Force Programing Techniques for setting priorities, readiness levels and rules of fill are not adequate.

- The role and impact of contingency and mobilization planning in the Force Programing System are not well defined.

- Force Programing procedures to cope with OSD methodology and procedures require improvements.

Recommendations have been proposed to overcome obstacles and to provide the force programmer with an improved system and procedures to include methodology and specifications. Primarily, PRIMAR 3-2 provides improvements in the following areas:

System specifications for developing, producing, and publishing the Army Force Program.

Expanding the scope and utility of the AFDP by focusing on a programing volume.

Integrating readiness into the force programing process.

Improved procedures and methodology for determining force requirements/improvements to include analysis and balance.

Tools and techniques for setting priorities, rules of fill, and developing force trade-offs.

Improved force programing guidance for the field.

Senior Army Manager participation.

Interpretation of OSD decision and procedures for request for changes.

Correlation of contingency and mobilization planning with force programing.

Chapter Five and the appropriate supporting Annexes provide detailed discussion and amplification to include tasks for further requirements. For comparison overview of conclusions, recommendations and further tasks see Exhibit S-4, Master Summary Chart.

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PRIMAR 3-2 MASTER SUMMARY FORCE PROGRAMING PROBLEMS AND S

ANALYSIS OF EXISTING SITUATION		IMPROVEMENT OBJECTIVES	
PRODUCED			
FINDINGS AND CONCLUSIONS			
PROBLEMS, SHORTFALLS * AREAS OF IMPROVEMENTS			
SYSTEM SPECIFICATIONS SCOPE AND UTILITY AFDP			
INADEQUATE ARMY FORCE PROGRAM -- SYSTEM PROCEDURES ARE NOT CLEARLY DELINEATED AND DEFINED LACKS COHESIVENESS AND DIRECTION. THE SYSTEM IS POORLY TIMED THE SYSTEM DOES NOT PROVIDE SUBSTANTIAL SUPPORT FOR DEVELOPMENT OF THE ARMY BUDGET. FORCE ACCOUNTING DATA SYSTEMS REQUIRE COMPLETION OF INSTALLATION AND IMPROVEMENTS BASIC DATA IS NOT ALWAYS CORRECT AND CURRENT THE CRITICAL TASK OF TRANSLATING MANPOWER CHANGES CONTAINED IN THE TENTATIVE LAND FORCES DPM TO THE F:DP FORMAT IS BEING DONE MANUALLY AND USUALLY WITHIN A VERY SHORT TIME FRAME THE SYSTEM DOES NOT ADEQUATELY HANDLE UNPROGRAMED FORCE REQUIREMENTS	THE AFDP IS NOT CONSISTENTLY PRODUCED AND APPROVED IN TIME FOR EFFECTIVELY INFLUENCING THE DRAFT DPMs AND OTHER DECISION MAKING DOCUMENTS THE ARMY DOES NOT PRODUCE AND PUBLISH A COMPLETE TIMELY ARMY FORCE PROGRAM DESPITE GOOD PROGRESS UNDER DIFFICULT CONDITIONS MUCH REMAINS TO BE DONE TO COMPLETE THE PROGRAM FORCES FILE THE PROBLEM OF MANAGING CONTROLLING RETRIEVING AND DISCIPLINING THE FORCE PROGRAMING DATA SYSTEM IS NOT YET SOLVED AN IMPROVED SYSTEM WITH DETAILED SPECIFICATIONS IS REQUIRED TO CORRECT WEAKNESSES ELIMINATE SHORTFALLS AND EXPLOIT POTENTIAL AREAS OF IMPROVEMENT	PRODUCE SYSTEM SPECIFICATIONS FOR IMPROVING FORCE PROGRAMING DEVELOP A TENTATIVE BUDGET YEAR FORCE PROGRAM PRIOR TO THE FOR COMMENT LAND FORCES DPM	APPROVE DEVELOPMENT OF THE ARMY EXPAND THE AFDP BY APPROVE ARMY STANDARDS FOR APPROVE PROGRAMING PENTAGON CSR ON FOR PUBLISH PROGRAM APPROVE THE OBJECT PROCEDURE OF THE AFDP DEVELOP A OF MANPOWER CORRELATE TECHNIQUE STUDIES WITH PROCESS ON BASIS.
METHODOLOGY ANALYSIS BALANCE TRADE			
PRESENT PROCEDURES FOR DETERMINING FORCE REQUIREMENTS IMPROVEMENTS FOR THE DETAILED ARMY FORCE STRUCTURE PROGRAM LACK ORGANIZATION AND RESULTS ARE NOT PRODUCED IN A TIMELY MANNER TOOLS TECHNIQUES AND PROCEDURES FOR ANALYZING AND BALANCING FORCE PROGRAMS ARE NOT ADEQUATE NO EFFECTIVE SYSTEMATIC PROCESS EXISTS FOR EARLY IDENTIFICATION OF KEY ISSUES MANY TRADE OFFS ARE HANDLED AS SEPARATE ACTIONS OUTSIDE THE MAINSTREAM OF THE PLANNING PROGRAMING PROCESS	DEVELOPING DETAILED FORCE STRUCTURE PROGRAMS IS THE STARTING POINT FOR THE COMPLEX AND DEMANDING JOB OF PREPARING THE FULL RANGE OF ARMY FORCE AND RESOURCE PROGRAMS AND BUDGETS THIS EFFORT MUST BE CLOSELY JOINT IN TIMING AND SUBSTANCE TO OTHER PROGRAMING ACTIVITIES IN ORDER TO PROVIDE APPROVED FORCES AT TARGETED READINESS CONDITIONS STAFF METHODOLOGY AND UTILIZATION OF TOOLS AND TECHNIQUES FOR ANALYSIS OF FORCES DO NOT PROVIDE REALISTIC ASSESSMENT OF TRADE OFFS AND BALANCE I.E. NO DETAILED ANALYSIS OF BUDGET YEAR FORCE EXIST IN WHICH TO ASSESS FORCE BALANCE AND TRADE OFFS TRADE OFF OPPORTUNITIES ARE NOT PRODUCED IN A SYSTEMATIC MANNER TOTAL FORCE IMPLICATIONS TO INCLUDE COST AND RESOURCES NEED MORE EMPHASIS	DEVELOP IMPROVED PROCEDURES FOR ANALYZING FORCE AND RESOURCE BALANCE ENSURE THAT THE PROGRAMING TOOLS AND TECHNIQUES NOW IN USE OR BEING DEVELOPED ARE EFFECTIVE	UTILIZE ST FOR AN ADVISORY FORCE PRO LIST OF ON TECHNIQUE PROGRAM EVALUATION INTO THE F INTEGRATE INTO THE P
READINESS INTEGRATION			
READINESS GOALS AND LEVELS NEED TO BE MORE EFFECTIVELY INTEGRATED INTO THE FORCE PROGRAMING PROCESS TECHNIQUES AND METHODS FOR QUANTIFYING MEANINGFUL READINESS DATA AT VARIOUS AGGREGATED LEVELS I.E. FORCE PACKAGE ARE NOT AVAILABLE IN THE CURRENT PROCESS	PRIMAR PROJECT 11'S FINAL PRODUCT THE ARMY READINESS MEASUREMENT SYSTEM PROVIDES A REALISTIC DEVICE FOR IMPROVEMENT IN THE READINESS AREA	TO SPECIFY A TECHNIQUE FOR ESTABLISHING READINESS LEVELS TO DEVELOP REVISED FORCE AND RESOURCE PROGRAMS WHICH MAXIMIZE UNIT READINESS TO ANALYZE ACTUAL READINESS STATUS AGAINST PLANNED READINESS REQUIREMENTS	THE TECHNIQUE FOR ESTABLISHING APPROVED PROGRAMING THE REVISED

PRIMAR 3-2 MASTER SUMMARY

PROGRAMING PROBLEMS AND SOLUTIONS

B

IMPROVED SITUATION PRODUCE IMPROVEMENT OBJECTIVES RECOMMENDATIONS TASKS FOR FURTHER EXPLORATION			
SYSTEM SPECIFICATIONS SCOPE AND UTILITY AFDP			
DEVELOP AND INFLUENCING MAKING USH A AM ALY TO THE RETRIEVING AS DATA SPECIFIC ISSUES POTENTIAL	PRODUCE SYSTEM SPECIFICATIONS FOR IMPROVING FORCE PROGRAMING DEVELOP A TENTATIVE BUDGET YEAR FORCE PROGRAM PRIOR TO THE FOR COMMENT LAND FORCES DPM	APPROVE SYSTEM SPECIFICATIONS FOR DEVELOPING, PRODUCING, AND PUBLISHING THE ARMY FORCE PROGRAM. (AFDP VOL II). EXPAND THE SCOPE AND UTILITY OF THE AFDP BY PRODUCING A PROGRAMING VOLUME APPROVE PROPOSED CSR THAT PRESCRIBES ARMY STAFF RESPONSIBILITIES AND PROCEDURES FOR THE FORCE PROGRAMING SYSTEM. APPROVE DETAIL GLOSSARY OF FORCE PROGRAMING TERMS AND OTHER PROGRAMING "PENTAGONESC" AS INCLOSURE TO PROPOSE CSR ON FORCE PROGRAMING. PUBLISH AN INITIAL TENTATIVE ARMY FORCE PROGRAM. FY 71 TROOP LIST AET IS JUNE 1969. APPROVE PROPOSED CSR THAT PRESCRIBES THE OBJECTIVES, RESPONSIBILITIES, AND PROCEDURES FOR THE ANNUAL PREPARATION OF THE AFDP. DEVELOP AN ADP SYSTEM FOR PREPARATION OF MANPOWER VOUCHERS CORRELATE THE CURRENT STAFF TECHNIQUE OF SPECIAL CAPABILITIES STUDIES WITH THE FORCE PROGRAMING PROCESS ON A PERIODIC ROUTINE BASIS	APPOINT SENIOR ACSFOR COMMITTEE TO FINALIZE PLANS AND PROPOSALS FOR ANY NECESSARY REORGANIZATION AND REALIGNMENT WITH J. OACSEFOR INITIATE NECESSARY ACTION TO SUBMIT PROPOSED FORCE PROGRAMING TERMS TO THE ADJUTANT GENERAL FOR INCLUSION IN NEXT UPDATE AND REVISION OF AR 320-5. DICTIONARY OF UNITED STATES ARMY TERMS DEVELOP SPECIFIC CSMS AT APPROPRIATE TIME AS PRESCRIBED INCORPORATE PREPARATION OF MANPOWER VOUCHERS INTO SAMS AS SOON AS PROFICIENCY AND CAPABILITY HAVE BEEN DEMONSTRATED
THEOLOGY	ANALYSIS	BALANCE	TRADE OFFS
PROBLEMS AND DEMANDING ARMY FORCE THIS EFFORT STANDANCE TO TO PROVIDE THE CONDITIONS OF TOOLS AND DO NOT PROVIDE AND BALANCE YENS FORCE ICE AND TRADE PLACED IN A PLICATIONS DOING EMPHASIS	DEVELOP IMPROVED PROCEDURES FOR ANALYZING FORCE AND RESOURCE BALANCE ENSURE THAT THE PROGRAMING TOOLS AND TECHNIQUES NOW IN USE OR BEING DEVELOPED ARE EFFECTIVE	UTILIZE STAFF METHODOLOGY THAT PROVIDES FOR AN ARMY FORCE DEVELOPMENT PROGRAM ADVISORY GROUP IN STRUCTURING THE ARMY FORCE PROGRAM. LIST OF ON-GOING IMPROVEMENT TOOLS AND TECHNIQUES BE PROVIDED CHIEF, FORCE PROGRAMING DIVISION FOR CONTINUED EVALUATION AND ADAPTION AS APPROPRIATE INTO THE FORCE PROGRAMING PROCESS. INTEGRATE TRADE-OFF ACTIONS EARLIER INTO THE PLANNING PROGRAMING PROCESS	EXPEDITE ON-GOING ACTION FOR IMPROVING FORCE PLANNING GUIDES AND AS TO OFFER A RANGE OF FORCE LEVEL ALTERNATIVES
READINESS INTEGRATION			
THE ARMY UNDER A REALISTIC NESS AREA	TO PREPARE A TECHNIQUE FOR ESTABLISHING READINESS LEVELS TO DEVELOP REVISED FORCE AND RESOURCE PROGRAMS WHICH MAXIMIZE UNIT READINESS TO ANALYZE ACTUAL READINESS STATUS ANALYZE PLANNED READINESS TO DESIGNATE	THE TECHNIQUE DEVELOPED IN THIS PROJECT FOR ESTABLISHING READINESS LEVELS BY APPROVED FOR ADOPTION IN THE FORCE PROGRAMING PROCESS. THE REVISED READINESS FORCE PROGRAMING	EXPEDITE ON-GOING FEASIBILITY STUDIES FOR SELECTION OF CENTRAL COMPUTER FACILITY TO PROCESS THE READINESS MEASUREMENT SYSTEM

IV

CURRENT FORMATS FOR DISPLAY OF FORCES DO NOT INCLUDE READINESS GOALS.		CORRECTIVE ACTIONS	DISPLAYS PROJECT 1-4 READINESS GOALS
FORCE PROGRAMING GUIDANCE — SENIOR ARMY MANAGEMENT PART			
TIMELY FORCE PROGRAMING GUIDANCE CONTAINING PROJECTED RESOURCE DATA IS NOT AVAILABLE FOR SUBORDINATE COMMANDERS IN DEVELOPING THEIR FORCE PROGRAMS. MAJOR SUBORDINATE COMMAND FORCE AND TROOP PROGRAMS ARE NOT ALWAYS IN BALANCE AND CONSISTENT WITH DA FORCE PROGRAMS FORCE PROGRAMING SYSTEM DOES NOT ATTAIN OFFICIAL STATUS, RECOGNITION AND PARTICIPATION	THE FORCE PROGRAMING GUIDANCE ISSUED BY THE ARMY DOES NOT CONTAIN ENOUGH PROJECTED INFORMATION FOR MAJOR FIELD COMMANDERS THE FORCE PROGRAMING PROCESS DOES NOT HAVE AN EFFECTIVE ESTABLISHED MECHANISM TO INSURE AND REQUIRE PERIODIC SENIOR ARMY MANAGEMENT PARTICIPATION	IMPROVE FORCE PROGRAMING GUIDANCE PROVIDE FOR SENIOR ARMY MANAGER PARTICIPATION	UTILIZE PROJECT MAJOR INPUT TO PDG. DISTRIBUTE PROGRAM TO DATE. PROVIDE FOR AT COFSA, S UTILIZE PROJECT FOR PERIOD

V

PRIORITIES AND RULES OF FILL			
FORCE PROGRAMING PROCEDURES REQUIRE MORE FREQUENT PERIODIC REVIEW AND UPDATE OF DAMPL TO INSURE THAT IMPROVED FORCE STRUCTURE CHANGES ARE RESPONSIVE TO THE SINGLE SOURCE PRIORITY SYSTEMS. THE CURRENT DAMPL FORMAT DOES NOT ALWAYS ASSIGN PRIORITIES TO AN IDENTIFIABLE MANAGEMENT ENTITY WITH PROVISIONS FOR DISTINGUISHING BETWEEN PERSONNEL AND MATERIEL RULES OF FILL OR INSTRUCTIONS ARE FOLLOWED IN ALLOCATION OF INSUFFICIENT RESOURCES ARE NOT AVAILABLE	CURRENT DAMPL REVIEW PROCEDURES ARE REQUIRED ONLY ON AN ANNUAL BASIS. CURRENT DAMPL FORMAT CAN BE IMPROVED BY PROVISIONS FOR DISTINGUISHING BETWEEN PERSONNEL AND MATERIEL FORCE PROGRAMING PROJECTIONS AND ALLOCATION OF RESOURCES REQUIRE SPECIFICATIONS FOR RULES OF FILL	TO IMPROVE THE SYSTEM OF USING PRIORITIES IN THE FORCE PROGRAMING PROCESS. TO DETERMINE SPECIFICATIONS FOR RULES OF FILL FOR USE IN THE FORCE PROGRAMING PROCESS	ADJUST CURRENT AS TO PROJECT EXPAND CURRENT PROVIDE FOR AND MATERIEL APPROVE PROJECT APPROVE RULES OF FILL APPROVE PROJECT FOCUSING ON DEVELOPMENT

VI

OSD METHODOLOGY AND PROCEDURES			
THE ARMY'S POSITION ON DPM ISSUES HAS OFTEN BEEN PRESENTED TOO LATE TO INFLUENCE OSD DECISIONS PROCEDURES FOR PRESENTING, REQUESTING, AND JUSTIFYING CHANGES TO OSD ARE INADEQUATE PROCEDURES FOR ANALYSIS AND INTERPRETATION OF OSD DECISIONS REQUIRE IMPROVEMENT MANY FUNDAMENTAL DPM ISSUES THAT INVOLVE CONCEPT AND DOCTRINE ARE REQUIRED TO BE ADDRESSED IN A COMPLEX AND DIFFICULT MCR PROCESS MCRS ARE REQUIRED FOR ALL ALTERNATIVES WITHOUT REGARD TO LIKELIHOOD OF SECDEF APPROVAL ALTHOUGH THE ARMY FORCE PROGRAMING SYSTEM IS KEYED TO THE DPM MCR CYCLE, THE PROCESS OF INTERPRETING OSD DECISIONS IS NOT FORMALLY AND SYSTEMATICALLY INTEGRATED INTO THE FORCE PROGRAMING PROCESS	THE ARMY DOES NOT ALWAYS COORDINATE ITS STUDY AND PROPOSAL DEVELOPMENT PROCESS WITH OSD DECISION MAKERS AN OSD AD HOC PPBS COMMITTEE IS CURRENTLY ANALYZING THE PLANNING PROGRAMING BUDGETING SYSTEM. AN ARMY PPBS COMMITTEE HAS BEEN ESTABLISHED TO SUPPORT THE OSD COMMITTEE	TO PREPARE ACTION DOCUMENT WHICH WILL PERMIT THE ARMY STAFF TO BETTER PRESENT ITS POSITION IN A TIMELY AND EFFECTIVE MANNER TO DEVELOP PROCEDURES WHICH WILL PERMIT THE ARMY STAFF TO BETTER ANALYZE AND INTERPRET OSD DECISIONS	PRODUCE AND PROPOSED ENCOURAGE EFFECTIVE INTERACTION WITH OSD PRIMAR 3-2 IN THIS AREA ANNEX A) BE REPRESENTATIVE COMMITTEE. AS MANY PLANS IDENTIFIED INVOLVE CONCEPTS ADDRESSED HANDLED THE TYPE ACTION

VII

CORRELATION OF CONTINGENCY AND MOBILIZATION PLANNING			
UNDER CURRENT PROCEDURES, MOBILIZATION AND CONTINGENCY PLANNING AND GUIDANCE IS NOT ALWAYS CLOSELY CORRELATED IN THE FORCE PROGRAMING PROCESS THE ARMY AND MARINE CORPS FORCE CLASSIFICATION SYSTEM IS DESIGNED PRIMARILY FOR STRATEGIC AND FOR PLANNING AT OSD, JC'S AND SERVICE STAFF LEVELS. IT IS NOT APPROPRIATE FOR OPERATIONAL OR CONTINGENCY PLANNING	THE ROLE AND IMPACT OF CONTINGENCY AND MOBILIZATION PLANNING IN THE FORCE PROGRAMING SYSTEM IS NOT WELL DEFINED	IMPROVE THE INTEGRATION AND PROMOTION OF LINKAGES FOR CONTINGENCY OF MOBILIZATION PLANNING	USE DATA BE FORCE READ UPDATE FOR PLANS (ASCA) UTILIZE THE ABILITY FOR AS A DATA FOR CURRENT MOBILIZATION PLANNING DOCUMENTS. UTILIZE APPROPRIATE COMMANDERS AS DEVELOPING REPORTING ON DEVELOPMENT

© ALSO SEE AN ACTION PLAN FOR PRIMAR 4 DEPARTMENT OF THE ARMY SEPTEMBER 1987

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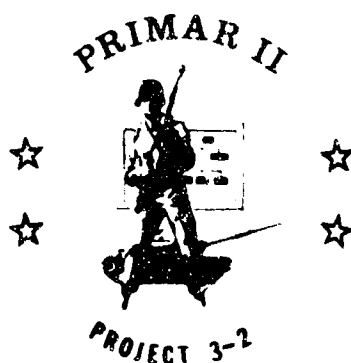
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FORCE PROGRAMING GUIDANCE — SENIOR ARMY MANAGEMENT PARTICIPATION			
IS ISSUED BY THE ARMY CYCLED INFORMATION	IMPROVE FORCE PROGRAMING GUIDANCE. PROVIDE FOR SENIOR ARMY MANAGER PARTICIPATION.	UTILIZE PROPOSED PROGRAMING VOLUME AS MAJOR INPUT FOR FORCE PROGRAMING GUIDANCE TO PBG. DISTRIBUTE INITIAL TENTATIVE ARMY FORCE PROGRAM TO THE FIELD AT EARLIEST POSSIBLE DATE. PROVIDE FOR AFDP OFFICIAL STATUS RECOGNITION AT COFSA, SOFA, AND OSD LEVELS. UTILIZE PROPOSED UPDATE PROCEDURE AS DEVICE FOR PERIODIC PARTICIPATION.	ACSFORS REPRESENTATIVE ON PRIMAR PROJECT 3-2 CONTINUE RESEARCH AND ACTION TO INSURE COMPATIBILITY OF VOLUME II FORMAT AND PFG CONTINUE NECESSARY ACTION AND REFINEMENT OF THE CONCEPT FOR THE RULES OF FILL
PRIORITIES AND RULES OF FILL			
URES ARE REQUIRED	TO IMPROVE THE SYSTEM OF USING PRIORITIES IN THE FORCE PROGRAMING PROCESS.	ADJUST CURRENT DAMPL REVIEW PROCEDURES SO AS TO PROVIDE FOR MORE FREQUENT UPDATE.	EXPEDITE ON GOING ACTION FOR ASSIGNING A DAMPL PRIORITY TO EVERY PARENT UNIT UIC IN THE FAS
IS IMPROVED BY PROVISIONS PERSONNEL AND MATERIEL.	TO DETERMINE SPECIFICATIONS FOR RULES OF FILL FOR USE IN THE FORCE PROGRAMING PROCESS	EXPAND CURRENT DAMPL FORMAT SO AS TO PROVIDE FOR DISTINGUISHING BETWEEN PERSONNEL AND MATERIEL. APPROVE PROPOSED CSR FOR REVISING DAMPL. APPROVE RULE OF FILL DESIGN DEVELOPED BY PRIMAR 3-2. APPROVE PROPOSED CSM FOR FORMULATING AND FOCUSING ARMY STAFF EFFORTS IN FURTHER DEVELOPMENT AND REFINEMENT OF RULES OF FILL.	
IS AND ALLOCATION OF IONS FOR RULES OF FILL.			
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IS CURRENTLY BRAMING, BUDGETING ITTEE HAS BEEN OSD COMMITTEE.			
CORRELATION OF CONTINGENCY AND MOBILIZATION PLANNING			
CONTINGENCY AND FORCE PROGRAMING	INSURE THE INTEGRATION AND PROVISION OF LINKAGES FOR CONTINGENCY OF MOBILIZATION PLANNING.	USE DATA DEVELOPED AS RESULT OF QUARTERLY FORCE READINESS CAPABILITY ANALYSES TO UPDATE FORCE PROGRAMS AND CONTINGENCY PLANS (ASCAP/JSCAP). UTILIZE THE TIME-PHASED MOBILIZATION CAPABILITY INFORMATION DEVELOPED IN THE AFDP AS A DATA LINK AND FOUNDATION BASE FOR CURRENT DEPARTMENT OF THE ARMY MOBILIZATION PLANNING AND PROGRAMING DOCUMENTS. UTILIZE APPROVED REQUIREMENTS OF UNIFIED COMMANDERS -- TPDFL FOR CONTINGENCY PLANS AS DEVELOPED THROUGH THE JCS DEPLOYMENT REPORTING SYSTEM AS A CONSIDERATION IN DETERMINING REQUIRED ARMY FORCES.	EXPEDITE ON GOING STAFF ACTIONS TO PROVIDE FOR THE RAPID INTERFACE OF EXISTING FORCE CLASSIFICATION SYSTEMS. CONTINUE CURRENT ON GOING MOBILIZATION PLANNING EFFORTS THAT ARE DIRECTED TOWARDS THE CONSOLIDATION OF THE EXISTING ARMY MOBILIZATION PLANNING AND PROGRAMING SYSTEM INTO A SINGLE MOBILIZATION PLAN. THE NEW MOBILIZATION PLAN WILL MAXIMIZE THE USE OF AUTOMATION SYSTEMS FOR THE DEVELOPMENT AND MAINTENANCE OF STATISTICAL TYPE MOBILIZATION ANNEXES I.I.E. TOEMTR TDAMTP PMDL AND STATIONING SUMMARIES

1

PRIMAR II

PROJECT 3-2

FORCE PROGRAMING



DECEMBER 1968

PART II

**OFFICE, ASSISTANT CHIEF OF STAFF
FOR FORCE DEVELOPMENT
DEPARTMENT OF THE ARMY**

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CHAPTER ONE

INTRODUCTION AND APPROACH

GENERAL:

The PRIMAR 3-2 Project, Improving Force Programing Procedures, is one of the key separate studies in the DA Program to Improve the Management of Army Resources (PRIMAR). It provides the principal contribution of the Office of the Assistant Chief of Staff for Force Development to the PRIMAR effort and has been configured to assure compatibility with the other PRIMAR projects. The concepts, proposals, and improved responsive measures developed by this study will serve to support and assist senior Army managers and their staffs. The study is as complete as time, resources, present knowledge, and priorities permit. Every effort has been made to concentrate on practical improvement procedures that can be executed in the near time-frame and that fit into the major components of the PRIMAR target system.

PURPOSE AND PROBLEM:

The purpose of the PRIMAR 3-2 study is to develop and define improved force programing procedures. The system procedures and specifications as outlined in subsequent chapters, primarily in Chapter Four, are an extension and a further refinement and formalization of the present force programing system. The specific problems presented to PRIMAR 3-2 involve the following:

The force programing process is not adequately defined, standardized, and formalized at the Department of Army level.

Force programing has not yet been closely tied to readiness goals.

Processes for developing Army force programing procedures have not been spelled out.

Tools, techniques, and mechanisms for analyzing and balancing force programs based on resource availability are not adequate and in being for utilization.

Force programing guidance to include priorities for the projection/allocation/distribution of DA resources is not formally documented.

Specifications for uniform rules of fill for use in the personnel and equipment projection/distribution models have not been designed.

OBJECTIVE:

The objective of the PRIMAR 3-2 study is to analyze the present force programing system and recommend changes to refine and formalize force programing procedures which will provide timely and justified specification of force requirements and improvements; to develop a balanced force within resource availability; and to provide timely force programing guidance to major commands to include integration of readiness goals and levels. Further additional objectives of a more generalized nature include:

Improvements for the methodology of interpreting OSD decisions and procedures for processing requests for change to these decisions.

More effective correlation of contingency and mobilization planning with force programing.

Improved mechanisms for insuring periodic participation of senior Army managers.

SCOPE AND DEFINITION:

The scope of the study supports the overall PRIMAR effort. It focuses on systems and components involved in the design, development, improvement, and formalization of force programing procedures. It is based on a broad perspective of managerial functions and at the same time addresses specific problems and actions to alleviate them. It deals with some complex subjects that encompass many interrelated problem areas which extend beyond the boundary of our present knowledge. However, effort has been made to identify those tasks required for further research and exploration. PRIMAR 3-2 is oriented to force programers and their problems. It focuses on the force programing component and does not pretend to address the entire force development cycle or to duplicate other PRIMAR projects that are concerned with other planning, programing, and budgeting activities. Only those data necessary for improvement are set forth herein.

A detail glossary of terms and other programing "pentagonese" used in this study can be found in Annex I of Part III. For the purpose of this study, force programing is defined as that process which translates approved force requirements of the Army from its existing structure to a detailed force structure by specific type

units, to include unit readiness levels and priority allocation of those resources authorized by OSD. It includes action taken to activate, inactivate, or reorganize units in the Army force structure and covers programed as well as "unprogramed" or emergency requirements. It is the link between force planning and force execution and encompasses the action required to program, manage, and control the force structure of the Army over a specified period of time.

APPROACH AND METHODOLOGY:

The PRIMAR 3-2 study approach and procedures were developed in accordance with the guidance and assistance of the OAVCofS (DofS), representatives of the principal contractor, McKinsey and Company, Inc., and OACSFOR. Although the original activation date and study schedule set for 3-2 were somewhat behind other PRIMAR projects, the time lag and coordination difficulties were largely overcome by adjustment of priorities with a realignment and revision of study products. The study effort was conducted in the following phases:

Organizing and blocking out the entire study effort concomitantly with development of a detailed study plan.

Research, survey, and analysis of the current system which included identification of shortfalls, deficiencies, and potential areas for improvement in the force programing process.

Designing and developing concepts, components, and detailed specifications for improvements. Identification of new areas and assignment of additional tasks with study schedule revision.

Producing and conducting a comprehensive in-process review.

Finalizing, assembling, staffing, and publishing the study product to include development of action documents.

The final study product is presented in three parts:

Part I A short, fast reading summary statement for senior managers, decision makers, and other busy people. Provides the gist of the study.

Part II The main discussion and presentation of the entire report. It provides sufficient facts and details to support the principal conclusions and recommendations of the study.

Part III Annexes. Provides further detailed specifics of processes and administrative data.

The main report is covered in five chapters - the first and second chapters introduce the report and provide the reader a background overview of the force development cycle. Chapter Three takes a critical look at the current force programing system for the purpose of identifying and isolating shortfalls and potential areas for improvement.

Chapter Four contains the major effort and contributions of

the study and presents the improved force programing system. Detailed system specifications are set forth in a series of 26 time-phased sequential programing steps.

Finally, Chapter Five concludes the study with a concise presentation of the principal conclusions and recommendations. A short discussion highlighting the action and documents to implement the improved system concludes the chapter.

ASSUMPTIONS:

PRIMAR 3-2 has avoided formal assumptions so as to preclude inadvertent omission of potentially important facets of the force programing problem. However, a few conditional assumptions became revelant as the study progressed. These are presented in the appropriate annex covering the specific process involved, i.e., Annex C (A Technique for Establishing Readiness Levels). In addition, PRIMAR 3-2 proceeded on the implied assumption that current, on-going staff actions to provide for the interface of OSD's Army and Marine Corps Force Classification System with DOD's Five Year Defense Program (FYDP) and the Army Management Structure (Fiscal Code) will be successful.

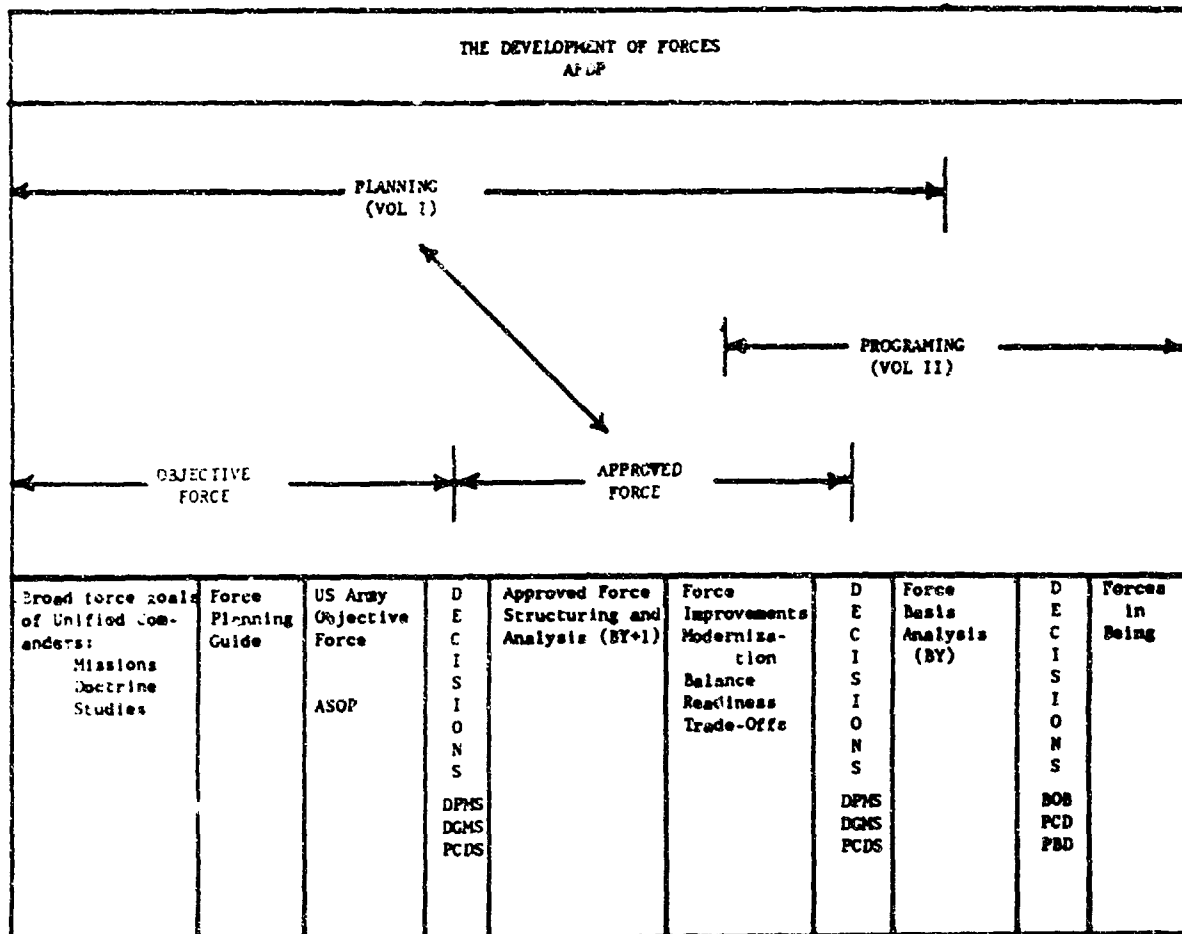
CHAPTER TWO

THE FORCE DEVELOPMENT CYCLE PLANNING AND PROGRAMING (AFDP)

GENERAL:

The planning and programing functions of the Army Force Development Planning Process are displayed below.

Exhibit 2-1



The development process spans the spectrum of force development, and involves the planning and programing actions of the OSD, Joint, and Army systems. In the process, the force planner and the force programmer work in close coordination to develop and maintain an Army force structure

with balanced combat, combat support, and combat service support forces. Force planning develops the level and structure of Army forces required within a finite time frame to accomplish approved national security objectives. Force programing translates the approved force plan into a detailed force program by type and specific units, with assigned unit readiness goals and priorities for the projection/allocation of resources.

THE AFDP - HISTORICAL HIGHLIGHTS

The Army Force Development Plan is the principal vehicle for force development within the Army Staff and the Army's primary instrument for planning changes to the Five Year Defense Program (FYDP). Recommendations of the AFDP are based on a detailed analysis of the approved force program and consider the missions, objectives, and force levels stated in the BASE and the ASP. The first AFDP was published by OACSFOR subsequent to establishment as an Army Staff agency in 1963. The initial document addressed the 1964-1983 time period and presented a range of alternative forces and a comparison of alternative force capabilities to execute Army strategy. The AFDP replaced a document that was essentially a long-range strategic plan prepared within the ODCSOPS. Except for 1966, a complete edition of the AFDP has been published annually since 1963. The 1966 AFDP was an abridged edition because of the impact of the rapid SEA build-up on Army force planning. The 1964 and 1965 editions proposed force structure changes to correct weaknesses and deficiencies identified by detailed analysis of the FYDP force basis.

During this period, the building block concept utilized to portray incremental force changes and the proposed organization of the Airmobile Division were introduced. Subsequent editions presented the Division Force Equivalents (DFE) concept with their associated initial and sustaining support increments (ISI, SSI), for packaging a division and its supporting elements within a specific theater. Materiel procurement, readiness information, and cost data displays have also highlighted significant improvements. Depicted below is the historical development of the AFDP to include the presentation of alternative forces, the introduction of new techniques, and other evolutionary changes.

AFDP HISTORICAL HIGHLIGHTS			
AFDP YEAR	DATE APPROVED	FORCE PROGRAM ALTERNATIVES	NEW CONCEPTS AND CHANGES
AFDP 64-83	1963	Presented a Range of 16-18 Active; 4-6 Reserve Divisions.	First Army Force Development Plan presented PDMA Cost Data.
AFDP 65-86	19 MAR 64	Four Force Alternatives derived from analysis of the FY 66 (out year) Force Basis of the FYDP. Alternatives were designed to improve contingency response and readiness. Alternatives were incremental changes and did not involve an increase in DFEs.	Building Block Concept to portray incremental and decremental force changes. Airmobile Division was introduced into the structure. JSOP costs presented as a gross overall total only. Readiness presentation in gross quantitative/qualitative terms in terms of manpower, training, and materiel. Programming detail sufficient for initiation of PCNs was provided.
AFDP 66-85	26 MAR 65	Three Force Alternatives were presented (no increase in DFE).	An analysis of the force basis presented: The STRAF was selected for separate analysis (5 and 3 division). Readiness, modernization, and combat developments received special attention.
AFDP 67-86	10 MAY 66	An abridged version was produced. Presented the objective force.	Materiel procurement plan introduced. Introduced second Airmobile Division. DFE concept.
AFDP 68-87	24 JUL 67	Four forces are presented.	The Post-Vietnam permanent baseline structure is emphasized. The force classification system to include force packages is introduced. Selected contingencies are assessed.
AFDP 69-88	29 JUN 68	Three forces are presented	OSD Classification System. G-Series and IASTA 70 Stationed Major Forces Tested against a war game mobilization scenario.

As indicated above, the AFDP contributes to a variety of broad functions which include:

Plan and program for effective use of Army resources.

Identify weaknesses of the FYDP force basis.

Forecast manpower and materiel costs.

Provide force modernization guidance.

In short, the AFDP carries the Army from what it thinks it should have to execute the military strategy to an evaluation and detailed analysis of what it can have and how and when to get it. The force planning/programing functions merge in the translation of a required, planned type force structure into a programed, detailed type force structure. The AFDP development process is depicted at Exhibit 2-3, AFDP Preparation Schedule.

THE NEW AFDP

Based on the PRIMAR II, Project 2-1 study recommendations that were concurred in by the majority of the Army Staff, the AFDP is to be developed and published annually in two volumes. A time-phased publication schedule is shown at Exhibit 2-4, Publication Schedule. A two volume Army Force Development Plan describes more accurately the planning and programing process by which the Army force structure is developed. The two volumes are referred to as the AFDP, Volume I, The Army Force Development Plan, and AFDP, Volume II, The Army Force Program.

Volume I, the Army Force Development Plan, is primarily a re-designation of the current AFDP publication. It will continue to

function as the vehicle for displaying the structure of the approved Army force for the mid and long range periods.

Volume II, the Army Force Program, provides the link between force planning and force programing. Volume II is designed to portray the approved, detailed force structure for the short-range period that is referred to as the budget year force program. This volume reflects the force structured within OSD constraints so as to obtain the best possible force balance to execute the approved military strategy.

The draft CSR, Preparation of Army Force Development Plan, at Tab B to Chapter Five, prescribes the objectives, responsibilities, and procedures for the annual preparation of the Army Force Development Plan (AFDP)

The use of each volume of the AFDP, as it relates to staff functions and responsibilities, is discussed below so that a proper perspective of the overall planning and programing process is provided.

VOLUME I, THE ARMY FORCE DEVELOPMENT PLAN

The Army Force Development Plan is begun in May; coordinated with the Army Staff, briefed and forwarded to the CofSA for approval by 15 January. On approval of the CofSA, the plan is published and forwarded to the Secretary of the Army with the recommendation that the AFDP be approved and forwarded to OSD for use by DPM authors in development of the "For Comment" DPM. The Army Force Development Plan displays the Army's approved force structure for the mid- and

long-range periods. Volume I normally focuses on the force structure for the budget year plus one (BY+1) which is the initial out-year in the mid-range period. It concentrates on organizational changes, resource requirements, and costs associated with the introduction of new doctrine and materiel. Force changes for the remaining out-years are shown as additions or deletions to the BY+1 force. The scope of Volume I includes a detailed analysis of the approved force in light of the decisions missions, objectives, and guidance established within the DA Staff, prescribed by DPM's, and received from higher authority. Active and Reserve Component forces are structured, readiness goals are assigned, and resource allocation guidance is formulated to execute the approved military strategy.

Additional requirements to support and round out the forces are prepared and presented. Force and resource additions or adjustments which are over and above OSD constraints may form the basis for immediate submission of PCR's in an attempt to influence the FYDP update in March; in any event, the force and resource adjustments are available to influence the development and preparation of the upcoming cycle of DPM's and also serve as the basis for PCR reclama and DPM comment.

VOLUME I, OBJECTIVES

Analyze the approved out-year forces in light of the missions, objectives, decisions, and guidance established within the DA Staff and received from higher authority.

Develop and test a force within general OSD constraints to most nearly execute the approved military strategy.

Assign Active and Reserve Component force readiness goals.

Provide a basis for allocation of resources to support the force readiness goals.

Structure the CONUS support base to include the presentation of a stationing plan.

Develop manpower, training, and materiel priorities and allocation guidance.

Provide guidance for the development of materiel, systems, and doctrine modernization programs for mid-range and long range periods.

Analyze previously approved force personnel, training, logistics, and other factors affecting force and resource structuring.

Provide materiel, personnel, training, and estimated cost implications of the AFDP approved force.

Test the feasibility of the AFDP force and its determinant factors.

Provide force planning guidance to the Army Staff, Army operating agencies, and commands.

AFDP REVIEW AND EVALUATION BOARD

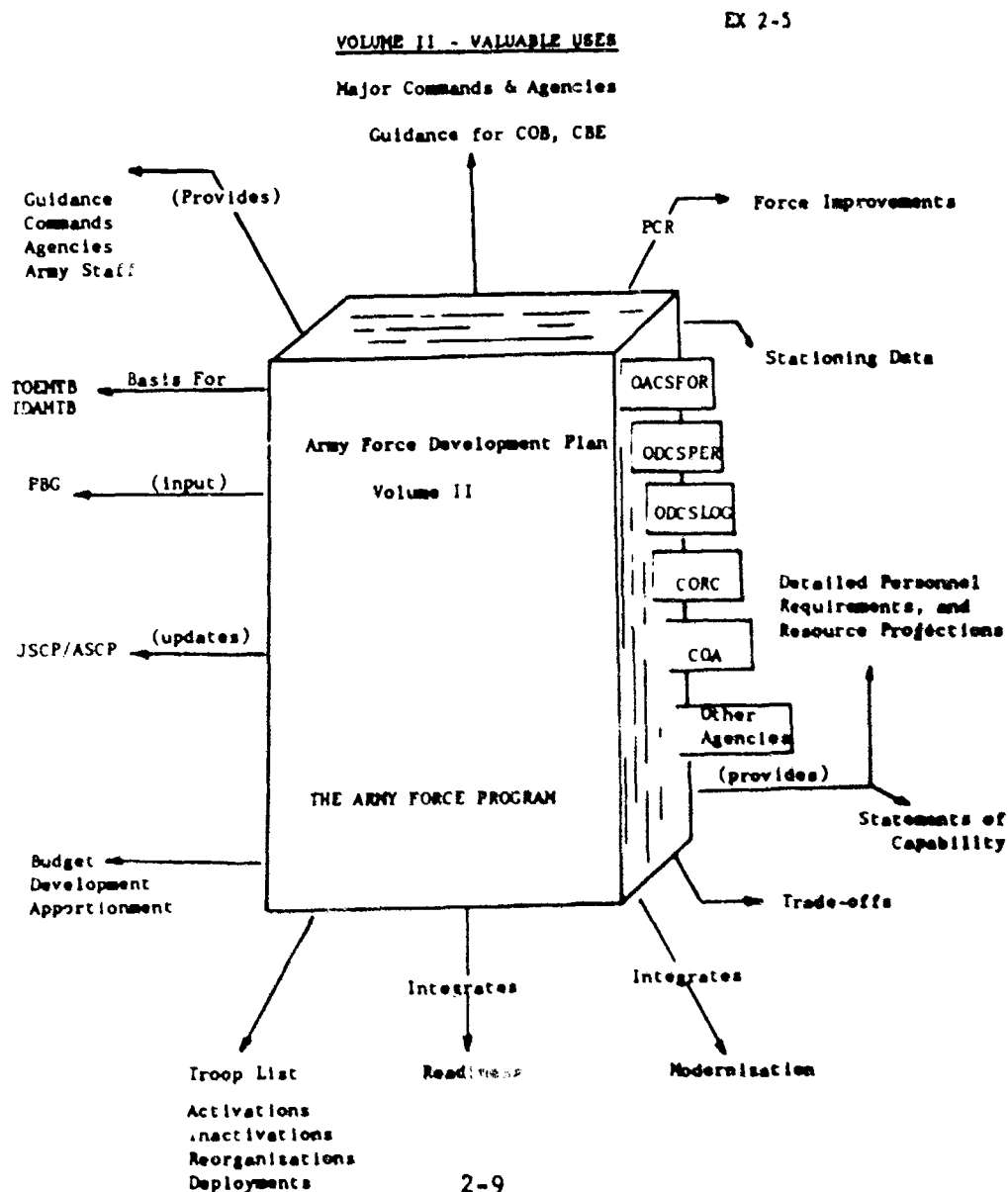
The AFDP Review and Evaluation Board assists the ACSPOR in the overall coordination and preparation of the Army Force Development Plan. The board is chaired by and meets at the call of the ACSPOR representative. Representatives of the heads of Army General Staff agencies and from the Office of the Assistant Vice Chief of Staff,

Army, will comprise the board and will be at division chief level or as designated by the major staff agency. Each AFDP Review and Evaluation Board member monitors the contributions of his respective staff agency to the preparation of the AFDP, keeps his agency informed of progress and problems, and causes corrective action to be taken within his respective agency, as required. The board is empowered to make adjustments in AFDP missions, tasks and objectives provided the staff agencies concur in the adjustments.

VOLUME II, THE ARMY FORCE PROGRAM

Volume II, The Army Force Program, the AFDP, structures in detail the approved force program for the upcoming budget year. The program focuses on the short range period and is based on "real world" requirements and considerations. The force programmer uses the approved Volume I as a start point to develop a tentative budget year force that culminates a year later in the approval and publication of AFDP, Volume II. Volume II concentrates on the budget year force and includes the baseline structure plus any temporary forces approved for the budget year. Volume II displays a detailed force structure, assigns readiness goals, establishes desired readiness levels and organizational levels and provides a projection of asset availability, priorities, and DA capability and support. Volume II will include a detailed troop list of the budget year force to include schedule of activations, inactivations, and reorganizations. The scope of Volume II also provides a stationing plan, the budget year force deployment capability, and timely force programming and advanced planning guidance to field commands and agencies.

Volume II is the basic source for force programing guidance input to PBG. (PRIMAR Project 3-9, Improving Guidance to Subordinate Commands, will address in detail the Program Budget Guidance.) Output from the Army Force Program is continuous from the initial development of the tentative budget year troop list through the planned quarterly updates that extend into the execution year. The output provides data for identifying changes to the force program, justifying PCR's for force improvements, and presenting an effective, rational Army view at Congressional Budget and Apportionment hearings. Exhibit 2-5 highlights the principal uses and objectives of Volume II.



FORCE PROGRAMING ADVISORY GROUP

A Force Programing Advisory Group will be established to assist ACSFOR in the preparation of AFDP Volume II - The Army Force Program. The group will review, evaluate, and recommend force programing and force trade-off actions, especially those adjustments in the tentative budget year force necessitated by the Army and Marine Corps Land Forces DPM. These adjustments are required during the short time between the receipt of the DPM and the forwarding of the force basis to Army Budget Program Directors.

The Force Programing Advisory Group will be chaired by OACSFOR. Major Program and Program Element Directors of the Five Year Defense Program Structure will designate force proponents to represent the program elements within their responsibility. Major Program Directors will be notified of program elements to be considered at each meeting and will send force proponents to Force Programing Advisory Group meetings at the call of the chairman. As required, a COA representative will provide to the board the functional guidance and policy developed by the CWA.

SUGGESTED SAMPLE FORMAT

The suggested AFDP sample format at Tabs A and B were developed by PRIMAR 2-1 and modified slightly by PRIMAR 3-2. The analyses and data specified in the sample formats are not in all cases within current capabilities. The sample formats provide specifications for the type information required in an orderly, responsive planning and programing process. Thus, responsible staff agencies should develop

the capability to provide the required information. A CSM initiates the annual planning cycle, prescribes the AFDP format, and specifies the level of detail required for the analyses. The recommendations and decisions of the Review and Evaluation Board and force programming group may also influence the content and format of the AFDP. Preparation techniques and staff relationships and responsibilities are discussed in the proposed CSR at Tab B to Chapter Five.

ARMY FORCE DEVELOPMENT PLAN (AFDP)

VOLUME I - THE ARMY FORCE DEVELOPMENT PLAN

<u>Chapter/Annex/Section</u>	<u>Preparation Responsibility</u>
<u>Summary.</u>	ACSFOR
Summarize the plan's significant aspects; summarize analyses of approved force and improvements to the approved forces; include significant aspects of effectiveness and costs.	
Chapter 1. PURPOSE AND SCOPE	ACSFOR
A. General	
Present general discussion of the methodology of the plan, to include limiting factors.	
B. Purpose.	
C. Objectives	
(Major goals of the plan)	
D. Scope	
E. Assumptions.	
F. Guidance	
(Include decisions and guidance which have significant impact on the plan and are not included as assumptions)	
Chapter 2. FORCE STRUCTURE AND ANALYSIS	ACSFOR (DCSOPS)
A. General	
(1) Introduce the chapter.	
(2) Summarize significant conclusions and features of the chapter.	

TAB A

2-A-1

Chapter/Annex/Section

Preparation
Responsibility

B. Methodology

(1) Describe techniques used in structuring the approved force.

(2) Describe method used to identify improvements to the force.

C. Structure

Structure the Army force for the FYDP out years; obtain the maximum capability and best balance among combat, combat support and combat service support elements within announced OSD constraints. (Troop lists may be included in an annex).

D. Readiness

DCSOPS

Assign force readiness goals.

E. Analyses

Analyze, through wargaming and like situations, the capability of the approved force to execute the approved military strategy as constrained by OSD decisions; identify shortfalls. (Include detailed analysis in annex, if necessary.)

F. Force Improvements/Adjustments

ACSFOR

Develop and justify force and resource improvements or adjustments to better support and round out Army forces within major force levels established by OSD.

(1) Within OSD constraints.

(2) Exceeding selected OSD constraints.

G. Modernization

Identify and analyze force requirements associated with the introduction of new materiel, systems, and doctrine.

H. Summary

Chapter/Annex/Section

Preparation
Responsibility

Chapter 3. PERSONNEL AND TRAINING

DCSPER

A. General

- (1) Introduce the chapter.
- (2) Summarize significant conclusions and features of the chapter.

B. Methodology

(1) Describe technique used to provide quantitative and qualitative personnel and training analyses of the approved force.

(2) Describe method used to identify personnel, manpower, and training improvements to the force.

C. Personnel Management System.

(1) Review for adequacy plans to procure, distribute, and sustain approved out-year force personnel in accordance with organizational levels and manpower spaces allocated to major commands and separate agencies by ACSFOR.

(2) Determine personnel and training costs.

(3) Analyze the adequacy of the training base to support the approved out-year forces.

(4) Analyze the ability of the rotation base to sustain peacetime deployments.

(5) Present conclusions of personnel and training analyses in terms of:

- (a) Strengths.
- (b) Procurements.
- (c) Distribution.
- (d) Training.
- (e) Sustaining base.

Chapter/Annex/Section

Preparation
Responsibility

D. Key Personnel Policies and Objectives

(1) Describe personnel policies and/or policy changes that should be made to reduce personnel turbulence and problems.

(2) Describe critical personnel policies for military and civilian personnel.

E. Personnel Improvements/Adjustments

Develop and justify personnel and individual training improvements or adjustments to better support and round-out the baseline force:

(1) Within OSD Constraints.

(2) Exceeding selected OSD constraints.

F. Modernization

Through procedures established in AR 611-1, determine personnel and training requirements associated with the introduction of new materiel, systems, and doctrines.

G. Summary

Chapter 4. LOGISTICS

DCSLOG

A. General

(1) Introduce the chapter.

(2) Summarize significant conclusions and features of the chapter.

B. Methodology

(1) Describe method used to compare current and projected assets with baseline force requirements.

(2) Describe method used to identify logistic force improvements and resource improvements to the force.

C. Structure

In conjunction with ACSFOR, structure the Army combat service support forces for the FYDP out-years. (May be included in Chapter 2).

Chapter/Annex/Section

Preparation
Responsibility

D. Readiness

Allocate resources in accordance with assigned force readiness goals.

E. Analyses

(1) Analyze adequacy of logistical support of baseline force; include detailed analysis of each of the eleven operation and logistic activities in the Army Management Structure, AR 37-100 series.

(2) Compare current and projected assets with baseline force requirements.

(3) Prepare stationing plan.

F. Key Logistical Policies and Objectives

(Identify and examine or explain)

G. Logistic Improvements/Adjustments

Develop and justify logistic improvements or adjustments to better support and round out the baseline force:

(1) Within OSD constraints.

(2) Exceeding OSD constraints.

H. Modernization

Identify and analyze logistic requirements associated with the introduction of new materiel, systems, and doctrine.

I. Summary

Chapter/Annex/Section

Preparation
Responsibility

Chapter 5. MATERIEL MODERNIZATION

ACSFOR
(CRD)

- A. Army Modernization Objectives
- B. Modernization Status
- C. Resource Constraints
- D. Modernization Items
 - (1) Requirements for Inclusion
 - (2) Explanation of Charts
 - (3) Items Charts

PRIMAR II PROJECT 3-2
RECOMMENDED FORMAT

ARMY FORCE DEVELOPMENT PLAN (AFDP) VOLUME II THE ARMY FORCE PROGRAM

CHAPTER/ANNEX

Chapter 1. Purpose and Objectives

- A. General
- B. Purpose
- C. Objectives
- D. Programing Assumptions

Chapter 2. Budget Year Force

- A. General
- B. Methodology

(1) Method used to provide qualitative and quantitative analyses of the budget year force.

(2) Method used to identify personnel, equipment, and training improvements to the budget year force.

(3) Method used to compare assets with projected requirements for personnel and equipment.

(4) Method of structuring the budget year force.

(5) Method of establishing organizational levels.

(6) Method used to identify improvements/adjustments to the force structure (changes from Vol I, AFDP).

C. Identify Force Structure

- (1) Active Army
 - (a) Controlled units
 - (b) A detail structured troop list of the budget year force

with personnel and equipment projections by quarter.

(c) Activations, inactivations, reorganizations, and deployment/redeployments (specified by quarter of FY).

(2) Reserve Components. Same as (1) (a) and (b) above.

D. Readiness

- (1) Assign readiness goals to the budget year force.
- (2) Assign deployment requirements to deploying forces.
- (3) Revise DAMPL if required.

E. Analyses

(1) Analyze capability of budget year force at organizational levels to execute assigned missions.

(2) Analyze personnel and individual training requirements to include:

- (a) Capability to support requirement by branch, grade, MOS.
- (b) School requirements.
- (c) Critical or additional MOS requirements.
- (d) Ability to support and sustain deployments.

(3) Analyze adequacy of combat service support structure in the budget year force.

(4) Compare current and projected equipment assets with force program requirements.

F. Force Improvements/Adjustments.

- (1) Identify shortfalls.
- (2) Justify personnel and logistic improvements to better support budget year force.
- (3) Justify additional force and resource improvements for the force.
- (4) Identify personnel, training, and logistic requirements associated with the introduction of new material, systems and doctrine.

G. Summary

FORCE STRUCTURING/AFDP

FY 69 → -- FY 70

JAN 69	FEB 69	MAR 69	APR 69	MAY 69	JUN 69	JUL 69	AUG 69	SEP 69	OCT 69	NOV 69	DEC 69
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VOL I
AFDP
71-89

OBJECTIVE FORCE DEVELOPMENT

OBJECTIVE FORCE STRUCTURE, PREPARATION OF ASOP INPUT	OBJECTIVE
--	-----------

RECORD
of
DECISION
DPM'S

LOGISTIC
GUIDANCE
DPM

LAND
FORCE
DPM

ASOP

THE ARMY FORCE PLAN (VOLUME I, AFDP)

STAFF COORD- INATION AND BRIEF- INGS PRINT FINAL VER- SION VOL. I AFDP 71-89	COORDINATION WITH DPM AUTHORS, ARMY BUDGET PROGRAM DIRECTORS, ASOP AUTHORS, ASCP AND JSCP AUTHORS. CLARIFY ARMY VIEWS IN AFDP 71-83 WITH USERS; ATTEMPT TO OBTAIN EARLY INDICATION OF CHANGED PARAMETERS FOR AFDP 71-90.	ANALYSIS OF LAND FORCE DPM; PREP OF RECLAMA PCR'S	PREPARE CSM TO INITIATE AFDP 72-90 ESTABLISH POC, R&E BOARD	DEVELOP BASELINE FORCE (72-77)	ANALYZE BASELINE FORCE; IDENTIFY AND JUSTIFY FORCE IMPROVE- MENTS	PREPARE AND ASSEMBLE VOL I AFDP 72-90	PRINT COORD INA- TION VOL.
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VOL I
AFDP
71-89

RECORD
of
DECISION
DPM'S

LOGISTIC
GUIDANCE
DPM

LAND
FORCE
DPM

CHM

FORCE
A

FORCE
B

THE ARMY FORCE PROGRAM (VOLUME II, AFDP)

PUBLISH VOL II AFDP 70	UPDATE FY 70 FORCE; PREPARE TENTATIVE FY 71 (BY) FORCE PRO- GRAM	ANALYZE AND MODIFY TENTATIVE FY 71 FORCE PROGRAM	BUDGET PREPARATIONS; REVISE FORCE AND RESOURCE PROGRAMS BASED ON PCD'S, PBD'S PROVIDE GUIDANCE FOR PBC	REFINE CAPABILITIES STUDY FY 71 FORCE PROGRAM
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VOL II
AFDP 70

TENTATIVE
BY-FORCE
PROGRAM

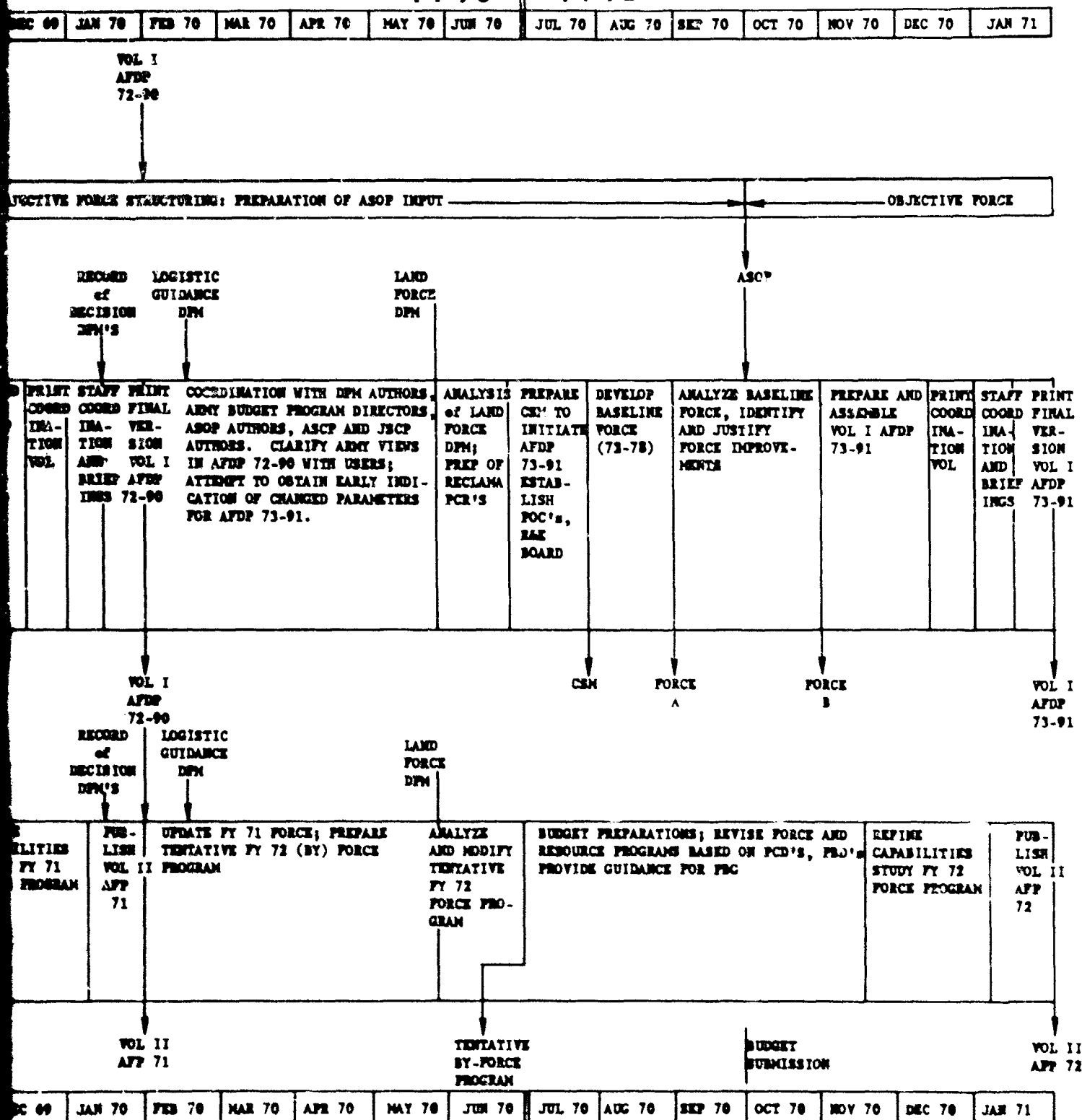
BUDGET
SUBMISSION

JAN 69	FEB 69	MAR 69	APR 69	MAY 69	JUN 69	JUL 69	AUG 69	SEP 69	OCT 69	NOV 69	DEC 69
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AFDP PREPARATION SCHEDULE

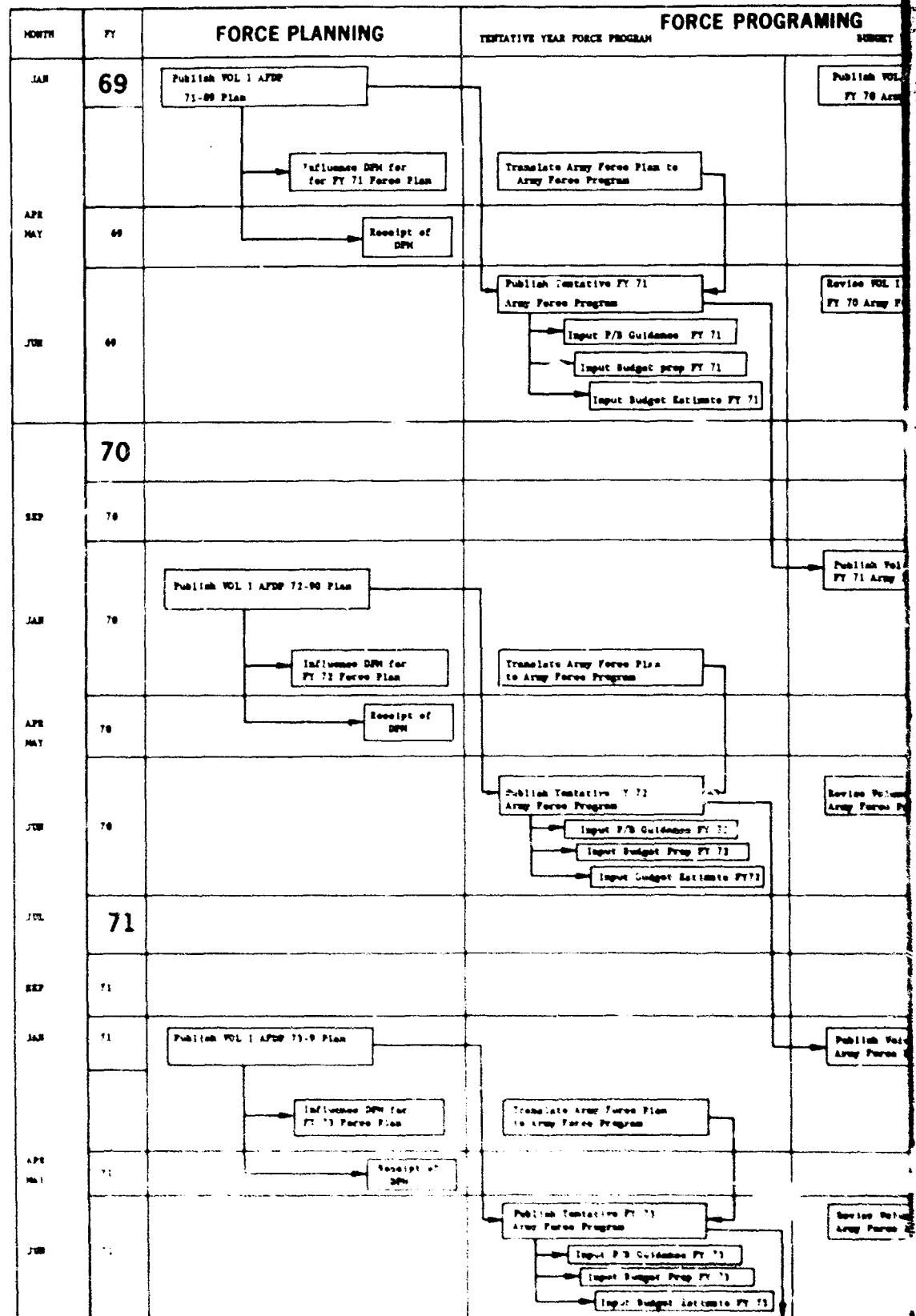
FY 70 → ← FY 71



ARMY FORCE DEVELOPMENT PLAN

VOLUME I - AFDP (ARMY FORCE PLAN) VOLUME II - AFDP (ARMY FORCE PROGRAM)

PUBLICATION SCHEDULE

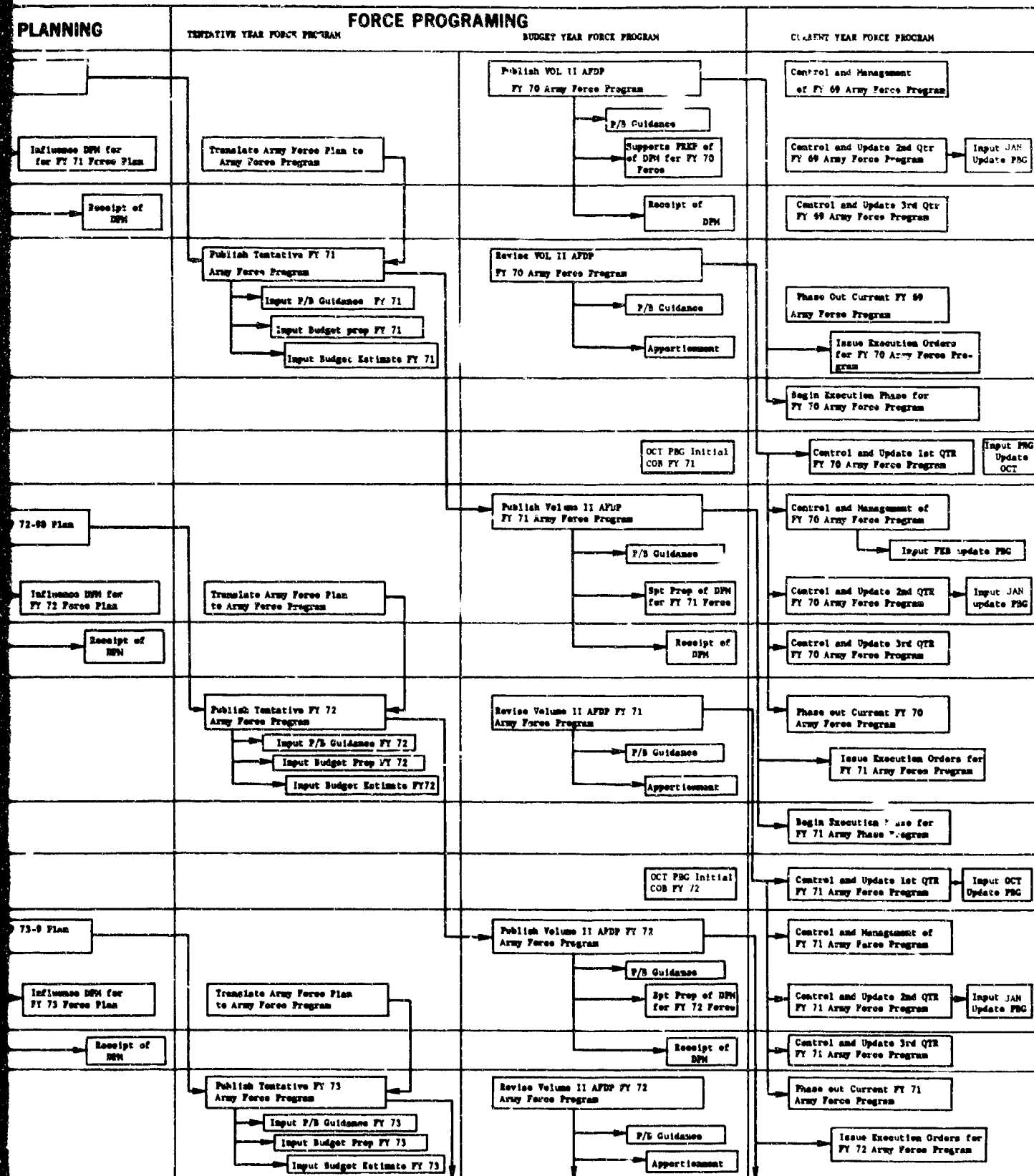


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ARMY FORCE DEVELOPMENT PLAN - AFDP

VOLUME I - AFDP (ARMY FORCE PLAN) VOLUME II - AFDP (ARMY FORCE PROGRAM)

PUBLICATION SCHEDULE



CHAPTER THREE

THE CURRENT FORCE PROGRAMING SYSTEM

BACKGROUND:

The commitment of major Army forces to combat in Southeast Asia during the spring of 1965 had a severe impact on the force programming process at the DA level. Prior to the 1965 Army build-up, the force and troop programing function followed an annual cycle. The cycle began upon approval of the Army Force Development Plan (AFDP) which contained the Army objective force. The Army Staff force planners developed the objective force as the required force structure to accomplish the Army's assigned missions and also presented force alternatives to correct imbalance and deficiencies in the existing force basis that had been identified by detailed analysis. Accordingly, the AFDP force program was the basis for submission to OSD of changes to correct the recognized weaknesses in the force structure and to update the Five Year Defense Plan (FYDP).

The Strategic Reserve Army Force (STRAF) was structured and programed to provide the Army forces necessary to react immediately to any contingency. The active force structure was designed to include the STRAF's combat divisions and their initial support increments (ISI). Reserve Component units constituted the divisional sustaining support increments (SSI) on the assumption that a Reserve call-up would be directed in the event major Army forces were committed to prolonged combat.

The Army build-up in 1965, without a concurrent call-up of Reserve Component units, resulted in an extensive reorganization of

the active Army. The Army force structure was revised to provide the sustaining support increments (SSI) required for forces in Southeast Asia. Many new units were activated. Additionally, personnel and materiel assets were withdrawn from CONUS based STRAF units to support Army forces in SEA. Because of these actions, the capability of the STRAF to maintain desired readiness levels became exceedingly difficult. Consequently, the necessity to reconstitute the STRAF made essential the activation of new units and the reorganization of some existing units.

Since the spring of 1965, force programing has reacted primarily to unscheduled or unprogramed force changes generated by field requirements and has not followed an annual cycle or pre-planned pattern. Force programing has been characterized since 1965 by a continuous series of special capabilities studies that have resulted in new unit activations to meet urgent Southeast Asia requirements, to reconstitute STRAF, and to fill the needs of major commanders. Each study has addressed the field commanders' statements of force requirements which have replaced the Army's objective force in the normal force programing process. Unit action schedules (activations, inactivations, reorganizations and deployments) have provided guidance to the field commanders concerning the force basis and have been in addition to the normal direction contained in the Program Budget Guidance. DA approves new unit activations and publishes activation orders that specify

where and when major commands will organize new units. These units are allocated personnel and equipment assets from total Army resources that are now controlled more directly by DA. Thus, within this telescoped system the force basis has evolved into an "after the fact" record of the force program and has not been used as the force development directive it was designed to be.

CURRENT STATUS:

Today at the DA level, the force programing process has not been formally defined as to scope and detailed procedures. Generally, terminology and specific terms such as force programing, force structure, force basis, troop basis and troop list are not always used consistently and in the same context.

AR 10-5 and CSR 10-50 assign the ACSFOR the Army General Staff responsibility for force programing. This function is principally performed within the Plans and Programs Directorate, OACSFOR, and is a key process that links and integrates Army resources into the management system. The force programing process is accomplished in accordance with DOD instruction Number 1045-7 as supplemented by CSR 11-1. These directives establish procedural guidance for processing changes to the Five Year Defense Program (FYDP), the program base from which OSD considers all changes in force structure. For a detailed flow chart depiction of current procedures, see EX 3-1. This portrays the force development process beginning with

receipt of the "For Comment" version of the Land Forces DPM. The chart reflects a general time period but should be considered as a revolving conveyor belt within this period. That is, the conveyor belt is in constant motion--some items move on to it, others move off--as the situation requires. The force programming process is continuous and reacts to programmed requirements as well as unprogramed requirements generated out of the normal cycle. A force "program" is produced; however, because of the "unprogramed" or "out-of-cycle" requirements, many actions are not being accomplished within preplanned documented procedures.

There are additional products of the force programming process. A tentative force basis suitable for determining materiel requirements is developed on receipt of the Land Forces DPM and provides DCSLOG a basis for computations. A tentative distribution to program elements of forces and manpower shown in the DPM is also developed, coordinated with the Army staff, and furnished to Budget Program Directors and the COA. Force, manpower, and related operating cost changes to the current force structure resulting from force and manpower decisions in the Land Forces DPM are prepared for submission to OSD.

The critical task of translating manpower changes expressed in the OSD System Analysis format contained in the Land Forces DPM to the OSD Comptroller format (FYDP) is being done manually and usually within a very short time frame. This is a tedious,

time consuming, and demanding process that does not provide for efficient management of the Army manpower resources. Not shown in EX 3-1 is the execution of the Army manpower program by allocation of military and civilian manpower spaces to Field Commands by quarterly manpower voucher and input to the PBG after determination of resource availability and manpower requirements.

The force programing system that has evolved during recent years provides the Army staff an increased capability to determine in greater detail the availability of resources and an improved management technique in the projection/distribution of these resources. However, the current process does not effectively integrate into the system unit readiness or priorities for resource allocation. Current force programing focuses primarily on the TOE and MTOE units, whereas TDA and MTDA units are largely organized and managed by the major commands within the constraints of the Program Budget Guidance published by HQ, DA. The development and installation of ADP systems (e.g., FAS and TAADS) are providing an improved data base which will make the force programing process more responsive and assist in identifying and resolving problems. However, the problem of managing, controlling, retrieving and disciplining the force programing data systems is not yet solved and the basic data is not always current and correct. As stated above, the ACSFOR has Army General Staff responsibility for force programing; although all DA staff agencies are associated and concerned with the force programing process.

EX 3-2 indicates the major interplay of other DA staff agencies in the programing process.

SHORTFALLS, DEFICIENCIES AND AREAS FOR IMPROVEMENTS:

As the discussion above indicates, the force programing process at the DA level should be formally prescribed and improved procedures introduced. Terminology should be more clearly defined and disseminated.

Force readiness goals need to be more closely integrated into the force programing process. A programing technique or procedure for developing authorized readiness levels (REDCAPE) commensurate with attainability is required. Follow-on actions to include procedures for analyzing actual readiness against programed readiness will close the readiness cycle.

The force programing projection and subsequent allocation of resources need to be more closely tied to realistically available resources within established priorities and specified time frames. At present there is no specific system for setting force program priorities and establishing procedures and rules for personnel and equipment fill. Also, the methods for providing force programing guidance to the field for the purpose of resource projection and distribution activities are not adequate.

Present techniques and procedures for structuring force and analyzing force and resource balance are not adequate. More effective procedures for analyzing and evaluating trade-offs and follow-on

techniques to provide a basis for revising and changing force programs are required.

Force programing automatic data processing systems have introduced rapid change and increased capability. However, some of the basic data is not always current and correct. Improved techniques and operating procedures for disciplining and controlling the current data base have not been completely defined or documented.

Finally, there does not appear to be in effect a decision mechanism to exercise the disciplined control, integration, linkage and balance procedures for force programing and its associate activities (e.g., manpower, equipment, PCR's in process) that relate these functions.

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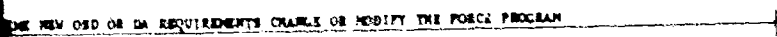


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SAC - Office, Day
 PER - Office, Day
 JLA - Office, Com
 OFM - Office, Day
 AT - Aviation Di
 OT - Organization
 FAR - Force Area
 FAS - Force Area
 COS - Command Op
 CSE - Command Bu
 PRD - Army Staff
 PRC - Program an

A

544:117 2-2



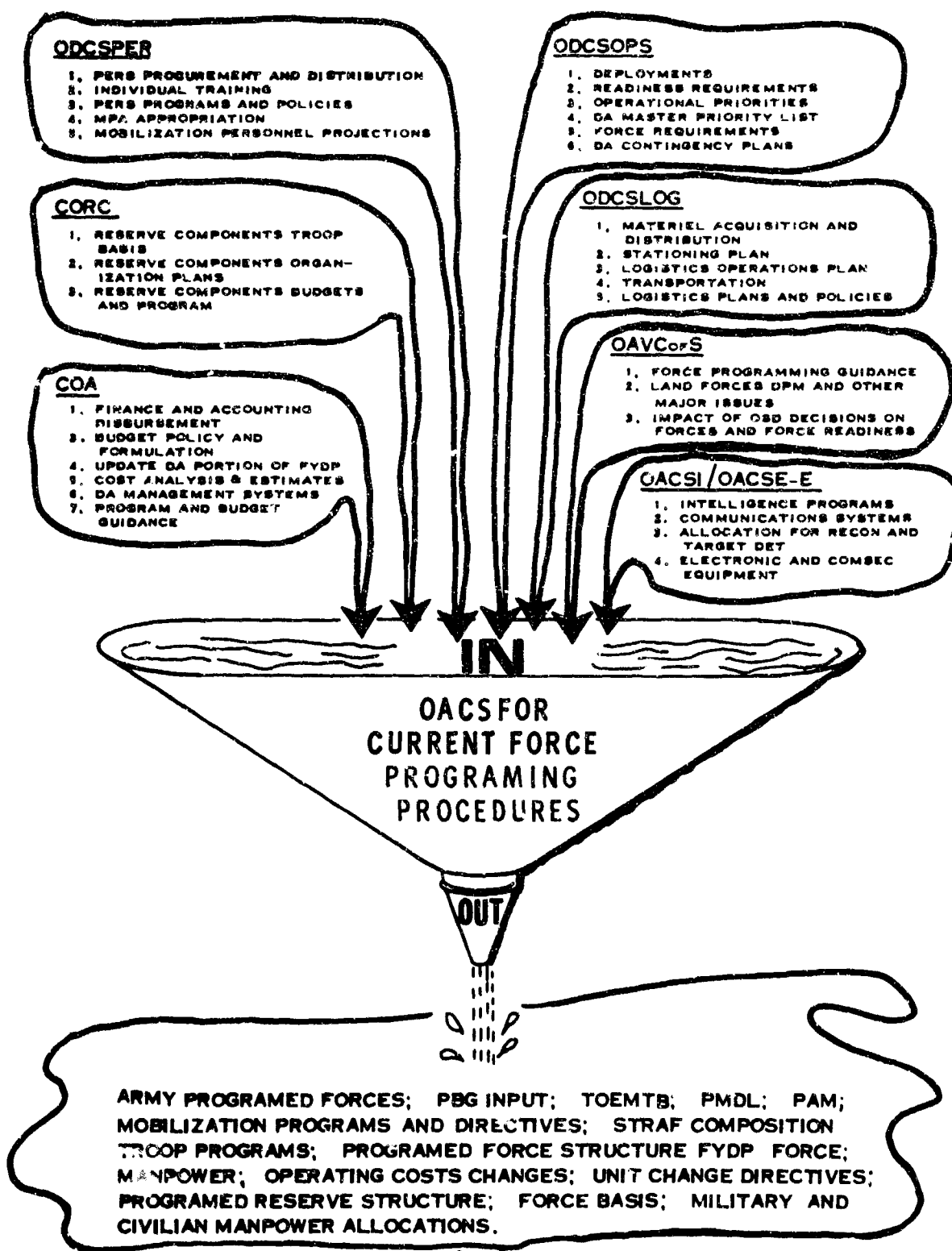
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- NOTES:
1. Force generating procedures are not bound to a fixed cycle pattern but continuously respond to new OED and DA requirements and decisions as required.
 2. Entry for DPL date (22 May 1968), dates shown reflect 2 digit cycle.

b

CURRENT FORCE PROGRAMING

(ALL DA AGENCIES ARE ASSOCIATED AND INVOLVED)



CHAPTER FOUR

THE IMPROVED FORCE PROGRAMING SYSTEM

GENERAL

1. The ACSFOR has primary responsibility in the DA Staff for planning, developing, and programing the world-wide Army force structure which will execute in the most effective manner the Army's approved national security objectives. The force structure governing program execution must be within budget, manpower, logistics, and other controls and constraints set by OSD. The Army force program is the primary base from which resource programs are developed as well as the primary support objective of resource distribution. This chapter outlines and recommends an improved force programing system which is designed to correct the shortfalls and deficiencies of the current system identified in Chapter III and to establish positive links between force programing and Army resource management. The following functions and responsibilities are involved in the improved system.

a. The DA Master Priority List (DAMPL), under proponency of the DCSOPS, is the overall guidance for distribution of resources to support the various Army missions.

b. Force structure organization and authorizations, including force and resource balance, are the proponency of the ACSFOR.

c. Establishing and maintaining central records of units and force requirements and authorizations and establishing procedures for best providing such information to resource managers are responsibilities of the ACSFOR.

d. Resource allocation guidance, including authorizing and priority scheduling of new and modernization items, is a staff responsibility of the ACSFOR.

e. Establishing unit and force readiness capability levels for the most effective use of available or programed resources is a staff responsibility of the ACSFOR.

f. Acquisition and distribution of personnel and equipment resources to support the authorized Army force are responsibilities of the DCSPER and the DCSLOG and their respective field agencies.

OVERVIEW OF THE IMPROVED FORCE PROGRAMING SYSTEM

2. The improved force programing system is more clearly described as the specified relationship between the staff activities that are carried out in fulfillment of responsibilities listed in para 1, above. A major change recommended with the improved system is that standard procedures (Rules of Fill) will be used in distribution of resources for determining command allocations, establishing distribution patterns, analyzing either current or projected support capabilities, and establishing NICP distribution control procedures. The Rules of Fill (ROF) are discussed separately in Annex F, Part III. Specific activities and responsibilities are affected generally as follows:

a. The DAMPL. Recommendations are offered for improving the DAMPL; however, the improved force programing system is not dependent on DAMPL changes. The improved system is dependent on correct assignment of a DAMPL priority to each parent unit in the force structure and to each resource-claiming entity not in the force structure.

b. Master Authorization Files (FAS and TAADS). The ability of the ACSFOR to establish proper authorization (para 1b) and to provide proper information (para 1c) is dependent on a very high degree of accuracy in the automated FAS TAADS files and on precise specifications of data in ADP retrieval programs. The improved system identifies a need for developing a file identification and retention system with the capability of retrieving and displaying the complete approved force structure upon which an approved distribution analysis or authorization was based.

c. Authorization of unit and force structure and readiness capability levels. These activities require that specific procedures be established for conducting the various studies and analyses and performing various functions in the force program development process. The improved system provides for changes as follows:

(1) The cyclic development of a specified planned FY-force (BY+1) into a programed FY-force is begun earlier in the programing cycle. This allows a more effective and well supported presentation of Army requirements to OSD.

(2) The input-output responsibilities and requirements of staff elements are more precisely identified and their relative time requirements specified.

(3) An accurate and timely method for OACSFOR to provide resource requirements and authorizations data to resource managers is specified.

d. Bulk Allocation of Resources. Positive improvements with far-reaching potential will be made in this activity in using Rules of Fill (ROF) in the distribution of resources.

(1) A capability will exist to establish a positive link between unit authorizations, desired readiness, and command authorizations. Expansion of this capability may provide a system of ADP-prepared manpower vouchers and/or equipment control lists.

(2) A capability can be developed for maintaining a continuing updated balance of authorized and/or programmed resources by force package or command. This will provide a capability to analyze the impact of any change to unit or force authorization. Field commanders can then be provided with timely changes to resource and force structure along with the program or mission decisions.

e. Resource Distribution Guidance. Development of distribution guidance and development of time and methods for use of such guidance provide the most significant improvement of the force programming system in its relationship to resource programming and management. These improvements center around standard Rules of Fill for which specifications

and uses are discussed in Annex F, Part III. Major gains in determining distribution guidance by standard rules of fill are essentially as follows:

(1) Guidance is provided for distribution in a balanced pattern in relation to DAMPL mission priorities when available resources are less than the total authorized, and the total authorized distribution objectives are unchanged.

(2) Minimum resource support levels are established as the minimum acceptable degraded readiness capability levels below which resource shortfalls should be made the concern of the DCSOPS and the ACSFOR as well as the appropriate resource manager.

(3) Projections of resource support capability will be made by staff-determined distribution procedures. Using these procedures, inventories will be produced by the resource manager and distributed to a force structure produced and provided by the force programmer. This will provide more valid planning and programming information and will result in more consistent analyses.

(4) Resource managers will obtain unit and force requirements and authorizations from the force programmer. Since this will constitute the basic distribution guidance, the resource manager will not be required to calculate force requirements but will continue to calculate those requirements which they must meet but are not tabulated in authorization documents (e.g., school and trainee requirements; maintenance float and consumption requirements).

(5) The methods and procedures proposed for Rules of Fill application will provide a capability to establish distribution instructions or control levels for any level of command or management control. These instructions or control levels can be used as goals or standards for later measurement or analysis of program execution.

3. The improved force programing system as portrayed in this chapter is directed toward the development of a force program for one specific year. The activities required for this development fall into six time phased cycles in which the activities are interdependent and time-related. The phases are shown in Exhibit 4-1 and described as follows:

Phase I. The initial phase covers those actions necessary to identify the next specific FY force which will be addressed by the "For Comment" Land Forces DPM. It assures that the force is detailed structured and provides adequate time to review the validity of force **records**. During this phase, the necessary data which can influence DPM authors will be prepared and utilized during liaison with these authors.

Phase II. This phase begins with receipt and analysis of the DPM in about mid-May. It covers a period of intense activity culminating in June with publication of the tentative FY 71 force program for use by program managers during budget preparation. This **program includes** such OSD guidance as force structure, controlled units, DFE's, and

manpower spaces. Major actions involved during this phase are: assignment of desired readiness levels, establishing tentative REDCAPE and priorities, conduct of a capability analysis, publication of a tentative force program and publication of Program and Budget Guidance (PBG).

Phase III. This phase is a period of program refinement and budget preparation. In the force programming process it is a refinement of the force basis. It terminates with providing an updated version of the force basis to support the October issue of PBG which, in turn, is based on the Army's budget submission to OSD.

Phase IV. This phase covers the period November-February. It is the period that adjustments are made to the force to reflect results of OSD and BOB budget hearings. It includes the conduct of a detailed capability study to determine the extent to which the force can be supported in terms of equipment, manpower, maintenance, training, and etc. It also includes a complete analysis of force/resource balance and projected force readiness which culminates with publication of the approved Army Force Program in January as Volume II of the AFDP. This provides guidance to commands concerning the force structure they are expected to support during the coming budget year. This information is incorporated in the January edition of the PBG. The phase terminates with the February update of PBG based on Budget Execution Review (BER).

Phase V. This phase covers the period in which Command Operating

Budgets (COB) are received and Congressional Budget hearings are conducted. Based on comments and knowledge concerning Congressional action on the President's Budget, data derived as a result of the detailed capabilities study (Phase IV) is refined. This update provides the basis for further updating of the FYDP, Volume II of the AFDP, the apportionment request and final program execution orders to the commands.

Phase VI. This is the program execution phase. Primarily, it is the realm of the program manager. The force programing aspect is one of review and analysis of current operations and adjustments of programs as changes occur.

DETAILED EXPLANATION OF FORCE PROGRAMING ACTIONS

1. Relationship Between Force Planning and Force Programing.

a. Publication of Volume I (Force Development Plan) of the AFDP is the action that bridges the gap between force planning and force programing. It is the terminal document of the annual force planning process and presents the force programmers with a target force for initiation of programing actions designed to produce a force in-being some 18-24 months later. The development of the Army Force Plan (Volume I of the AFDP) is as proposed by PRIMAR Project 2-1 (Strengthening the Army Objectives and Resource Planning System) and described in Chapter Two, Part II of this study.

b. Volume I of the AFDP will concentrate on OSD approved out-year forces. In the example of the cycle under discussion, Volume I

of the AFDP published in 1969 would address fiscal years 71-89 focusing on FY 71-72 of which only the FY 71 force would be detail structured in preparation for pick up in the programing cycle. This insures an Army developed FY 71 force available to influence DPM authors prior to developing the "For Comment" DPM.

c. Development of this detailed, specific out-year force will be accomplished in much the same manner as presently practiced (see Chapter Two, Part II). Additional force requirements necessary to execute the national strategy in relation to the approved force are determined. This process weighs the unprogramed requirements of unified commanders, new concepts, and missions assigned to the Army, the results of studies and analyses and the trade-offs required to maintain proper force balance. Units in the FY 71 force will be matched to the current structure, providing a link between objective planning and realistic programing necessary for efficient force development. The projected force will then be analyzed to determine capabilities, limitations, and the adequacy of the force to meet military strategy within OSD constraints. Wargame output and subsequent staff analysis will provide a basis for internal structure adjustments to produce the most capable and best balanced force to meet requirements within OSD constraints. The principal means for arriving at an optimum force structure include use of FOREWON computer models, the Modular Force Planning System (Battalion Slice Computer Model) and ancillary staff analyses. To reduce the impact of deficiencies identified with the

approved force, trade-offs among uncontrolled units can be made to improve force balance while staying within OSD ceilings. Minimum essential structure and manpower requirements to carry out military strategy which are not met by the approved force, should be included as incremental add-on packages (with appropriate justification) as alternatives to the projected force. These add-on packages will serve to influence DPM authors prior to issuance of DPM guidance for the FY 71 force. Additionally, they can also serve as a basis for preparation of reclama PCR's to correct outstanding force deficiencies identified after receipt of the May DPM guidance.

2. Sequence of Events. As indicated in the overview of the Improved Force Planning System, the programing actions required to translate a planned force into a force in-being to include program execution are divided into time-phased cycles. To facilitate an understanding of the detailed procedures involved in force programing, the six phases have been further subdivided into 26 distinct force programing steps. These steps are described below and are keyed to the display at Exhibit 4-2, The Army Force Planning System. Because of the close relationship of force programing to budget preparation, a display of principal budget activities is also shown at Exhibit 4-5.

Phase I.

Step 1. Identify and Translate FY 71 Force to Detailed Program Format.

Translation of the FY 71 force developed by the force planners into detailed program format is one of the initial programing actions

taken following the introduction of a new force into the programing cycle.

Step 1 is accomplished during the period December - April. It overlaps the planning phase in that the programers begin working with the planned force during final staffing of the AFDP and prior to official publication of the AFDP in January. It is a key step in the programing process as the force developed during this period will identify the tentative force program and represents the force structure that program directors will use during the FY 71 budget preparation. This force must approximate as closely as possible the FY 71 budget year force expected to appear in the "For Comment" Land Forces DPM (LF-DPM). The closer this tentative force is to the DPM approved force, the fewer the adjustments that must be made to the force during the short period of time (mid-May to mid-June) available to (1) analyze the DPM, (2) conduct a capability analysis, and (3) publish a tentative FY 71 force program.

Prior to developing the FY 71 projected force, the force introduced by the force planners is compared to the end FY 70 force already programed to identify differences. In addition, an audit trail is run to the current force in-being (FY 69) to verify additions or deletions of units in the force structure between end FY 69 and beginning FY 71. This is necessary in order to account for temporary forces and "No Buy" units in the structure attributable to the Vietnam buildup (or other contingencies) which may or may not be authorized in upcoming years. At the same time, the programer must consider any

known unprogramed requirements that will impact on the FY 71 force which may have occurred or are anticipated.

In attempting to anticipate the force that will be presented, liaison should be established with DPM authors in order to surface as early as possible the Army position on issues which will have an adverse impact on the Army capability to accomplish its missions. OSD rationale will be learned, insofar as possible, as well as what Army rationale and supporting data would be entertained by OSD(SA) DPM authors. Arguments supporting the Army position should be prepared and transmitted, formally or informally as appropriate, to the DPM authors as early during DPM preparation as possible to provide for maximum consideration of Army arguments. Formal requests submitted by PCR or other actions, when approved, would be reflected in the March update of the FYDP. Actions not approved for the FYDP update will be available to influence DPM authors prior to issuance of DPM guidance for the FY 71 force. Additionally, they can also serve to reinforce reclama PCRs to correct any outstanding structure deficiency identified in the DPM approved force.

Incidental to development of the tentative FY 71 force is the necessity to update data files to reflect force requirements and resource assets. This will greatly facilitate the capability to react to force changes that may be required as a result of DPM guidance and to conduct a capability study and analysis (Steps 10-11) of the FY 71 force, a prerequisite to publication of an initial force program (Step 12).

Phase II.

Step 2. Analyze OSD Guidance. The analysis referred to in this step of the programing sequence is primarily directed towards analysis of guidance contained in the LF-DPM. This document from higher authority (under the current system), has the greatest bearing on the composition and structure of Army forces. It focuses primarily on the FY 71 force (in the case of the DPM issued in May CY 69) and specifies among other things:

1. Total TO/TD Active Army structure spaces.
2. Total Army end strength.
3. Number of Division Force Equivalents (Active and Reserve).
4. Number of controlled units by type (primarily combat).
5. Total TO/TD structure and manning levels of Division Force Packages.

Though the LF-DPM is the principal instrument governing the composition of Army forces, other DPMs (e.g., NATO Strategy and Force Structure DPM), Program Change Decisions (PCD), and Program Budget Decisions (PBD), also influence force programing. Procedures for analyzing guidance contained in the foregoing documents, as well as Army reaction to the guidance, is discussed in detail at Annex A, Part III.

Step 3. Compare Land Forces DPM with Tentative FY 71 Force Program. The LF-DPM issued in May CY 69 will focus on the FY 71 force and project for an additional seven years. For informational

purposes, force authorizations for previous years will also be shown (detailed description of DPM content at Appendix 1 to Annex A, Part III).

Upon receipt of the DPM, force authorizations already approved for prior years (FY 69-70) reflected in the DPM should be compared with the Army Force Basis. This is to ascertain that all force transactions resulting from PCDs and PBDs have been properly accounted for and insure at the outset that OSD and the Army Force Basis are in balance before addressing the FY 71 force. Particular attention must be given to accounting for total TO-TD structure, manning level authorizations, and controlled units by type and number.

Verification that OSD and Army accounting procedures for all categories and sub-divisions of forces approved through end FY 70 are compatible, the next step is to compare the tentative FY 71 force developed in Step 1 to that specified in the DPM. Differences should be readily identified through previous liaison with DPM authors and not totally unexpected. The majority of the differences will represent decision by OSD in not favorably considering force improvement proposals for which PCRs were previously submitted. After differences are identified and assessed, PCRs directed by the DPM are prepared as well as additional reclama PCRs on force issues warranting such action.

Step 4. Structure Approved Force. Based on the detailed force authorizations contained in the DPM, the tentative FY 71 force is

modified to conform as nearly as possible to OSD guidance. At the same time, consideration is given to those issues included in reclama PCR's for which decisions will be pending after publication of the tentative force basis in June. PCR proposals must be carefully weighed, and only those considered acceptable to OSD should be incorporated into the force program.

In structuring the approved force, the following constraints set by OSD must be met:

1. Structure -- Total TO/TD structure spaces cannot be exceeded and must be distributed by force classification as specified.

2. Manpower -- Total trained strength cannot be exceeded and must be distributed among Division Force Packages in quantities specified. OSD worldwide authorizations for officers, AMS, and warrant officers cannot be exceeded.

3. Division Force Equivalents (DFE) -- Actual number of DFE's must equal approved number.

4. Controlled Units -- Number must equal approved number by type and location (major command).

Additions or deletions to the tentative force previously developed as a result of DPM guidance will require a re-examination of force balance (ratio of combat to support units). The techniques used for determining the type and number of units necessary to roundout a force are essentially those used by the force planners (See Annex B, Part III). Minor imbalances may be tolerated or accommodated through

assigning dual missions to units or by shifting units within or among force packages. However, accumulation of minor imbalances can result in a major force deficiency. Imbalances significantly affecting force capability should be the basis for PCR action.

NOTE: Steps 5 - 8 that follow are accomplished concurrently to produce a revised tentative FY 71 force program, expressed in terms of force structure and readiness requirements against which resource projections are applied to determine the capability to support this force. The results of these steps are consolidated into a force program format required for the Army Staff to conduct a resource capability study.

Step 5. Assign Desired Readiness Levels. An innovation to the present programing system is the linking of unit/force readiness to program development. Throughout the programing cycle, the force structure is continually scrutinized to insure that not only is it balanced with respect to force level but also with respect to readiness to execute assigned missions.

The assignment of desired readiness levels to force claimants is part of the programing process (detailed discussion at Annex C, Part III). Readiness goals expressed in terms of weeks, are set by DCSOPS defining the Post M-Day posture required of the force to support objective plans (ASOP/JSOP). Desired readiness levels are

expressed in terms of personnel and equipment fill required on M-Day to enable elements of the force to meet Post M-Day requirements. Assignment of desired readiness levels to force claimants provides direction for programing and resource allocation actions and can be construed as an initial step towards maximizing force readiness.

Step 6. Assign Initial REDCAPE. Assignment of initial unit authorizations (REDCAPE) is made to permit the distribution of resources to units of the force which will permit achievement of desired readiness levels (Step 5) to the extent possible within OSD strength ceilings and other restrictive guidance. Because of OSD constraints on manning levels, disparities between force requirements and authorizations can be expected to prevail in the future such as presently exist. However, authorizations should be so assigned as to provide for deployment and sustainment of the largest force possible in the shortest period of time. The greatest flexibility available to the programmer in assignment of authorizations will be in the area of Below the Line (uncontrolled) units of the STRAF. Unit authorizations assigned during this step will be subject to change based on the results of the force capability analysis conducted in Step 10.

Step 7. Establish Priorities. This step requires the establishment and assignment of priorities to force claimants in accordance with the DA Master Priority List (DAMPL). Priorities developed by DCSOPS (discussion at Annex D, Part III) will govern the order in which force claimants will receive available resources. Priorities

initially assigned may be subject to change based on results of force capability analysis conducted in Step 11.

Step 8. Update FAS/TAADS, SACS Force Basis. This step requires that data files reflecting the original FY 71 force developed in Step 1 be updated to reflect any revisions to the force (Step 4) subsequent to receipt and as a result of the LF-DPM. This operation is basically an automated process. It encompasses the translation of a structured force into ADPS format for computing force requirements and subsequent transmission to resource managers. Systems interface and capabilities/limitations are discussed at Annex E, Part III. Unit schedules (activations/inactivations and reorganizations) will be included in the force structure with the prescribed effective dates for execution.

Step 9. Application of Rules of Fill. After receipt of force requirements (to include force authorizations and priorities, Steps 6-7) resource managers must be provided with rules of fill governing distribution of assets for use during the conduct of the force capability study (Step 10). Rules of fill are the proponentcy of ACSFOR and should not be confused with priorities (discussion at Annex F, Part III). Rules of fill are required whenever force/resource requirements exceed availability, which is the rule rather than the exception. They establish minimum fill levels (floors) for all resource claimants and thereafter stepped or graduated higher levels (plateaus) until claimant authorizations are met or resources are exhausted. In general, they are established in proportion to the priority category

in which claimants appear in the DAMPL. As indicated above, rules of fill are used in programing to govern distribution of projected assets in capabilities studies.

Step 10. Conduct Force Capability Analysis. This step is essentially an automated process wherein projections are made to determine the Army's capability to support the tentative FY 71 force developed in the preceding steps. The means for measuring capability is through use of the Army Readiness Measurement System (ARMS) proposed by PRIMAR Project 1-1 (discussion of force programing and ARMS integration at Annex G, Part III). Briefly, a central computer facility will accept current and projected asset data, match resources against force authorizations/requirements (considering REDCAPE, Priorities, Rules of Fill) and print out the results in terms of unit/force readiness. The results will be displayed in a format designed to facilitate analysis (Step 11), examples of which are contained in the above referenced annex.

During the force programing cycle, there are two key capabilities studies conducted annually (discussion at Annex H, Part III). The study (analysis) conducted in this step (4th Quarter) focuses on the FY 71 force and at the same time updates the FY 70 force just prior to the execution phase. An earlier detailed capabilities study conducted during the 2d Quarter will focus on the upcoming budget year force (in this example the study would have addressed the FY 70 force). This is a more lengthy and comprehensive study designed to develop detailed resource and force readiness data through end FY 70.

From analysis of this data, the FY 70 force program is published. However, an important by-product is the availability of a sound data base from which projections can be made for the next succeeding year (FY 71) force.

Step 11. Analyze Force/Resource Balance and Readiness. The results of the capability study conducted in the previous step are arrays of data on the projected status of the tentative FY 71 force. (Parenthetically, data for the FY 70 force is also produced and necessary final revisions made just prior to program execution.) Data is presented in the degree of detail necessary to permit meaningful analysis of the force and to identify deficiencies. In this analysis, attention is first directed towards identification of resource deficiencies impacting on readiness. Corrective measures are then applied, within the scope of authority allowed, and the force reanalyzed to insure it is still balanced (force mix). As indicated in Step 4, additions or deletions to force packages will affect force balance, the impact of which must be examined on a case by case basis.

Courses of action to correct force deficiencies are developed through staff coordination, principal agencies being DCSOPS (operations and readiness), ACSFOR (force structure and balance), DCSLOG (equipment), and DCSPER (personnel). Corrective action generally falls into three categories:

1. Routine actions not requiring decision above staff propriety levels.

2. Actions involving the assembly of an ad-hoc programming committee (as discussed in Chapter Two) to resolve major force/resource trade-off issues and likely to require CofSA or higher decision.

3. Recommendations for force improvements submitted as PCRs to OSD for decision.

An important product of the capability study and analysis will be a fully supported Army position for the request of additional resources to correct justifiable shortfalls in achieving a state of force readiness commensurate with OSD approved authorizations. Furthermore, not only will shortfalls between projected, actual, and authorized be highlighted, the difference between authorized and desired readiness levels can also be identified and will serve to reinforce requests for additional resources. In addition, it will develop the basic formulation for force programming guidance input to the PBG.

Step 12. Publish Tentative FY 71 Force Program. After final adjustments are made to the force in Step 11, the resulting force program is published (troop list format at Exhibit 4-4). Though it is tentative in nature, it should not be subjected to major changes in the interim before execution. Early publication of a detailed force program is another innovation in the proposed force program system. It provides: (1) resource managers with timely information for preparation of the FY 71 budget (July-September) to develop training programs and to identify force structure changes, (2)

early projections to commanders for activation/inactivation and re-organization of units as well as a basis for submission of Command Budget Estimates, and (3) force programing input for the June update of the PBG.

Format for publication of the tentative force program will parallel that published in the final version in January (See Chapter 2, Part II).

Step 13. Update Program and Budget Guidance. Program and Budget Guidance (PBG) is issued in June to reflect budget apportionment for the FY 70 force. Included in this PBG will be guidance relative to planning for the tentative FY 71 force published in Step 12.

Phase III.

Step 14. Revise FY 71 Tentative Force Program. During this period, July-October, the tentative FY 71 force published in June (Steps 12-13) is used as a basis for preparation of the Army FY 71 budget. The field commands also use it to prepare Command Budget Estimates (CBE) submitted August for consideration during budget preparation. In the process, the force may be influenced by PCDs received from OSD on PCRs previously submitted, CBEs and unprogramed requirements. Upon finalization of the budget and submission to OSD for approval, the tentative force basis is revised, as necessary, and provides input for the October update of the PBG.

Step 15. Update Program and Budget Guidance. The October PBG is issued to reflect the FY 71 Army budget submitted to OSD for

approval. Included, will be any revisions to the tentative force basis (Step 14) published in June.

Phase IV.

Step 16. Update FAS/TAADS, SACS Force Basis. During the period October-November (approximate), OSD and BOB hearings are conducted on the Army FY 71 budget. At the conclusion of the hearings, the FY 71 force is revised to reflect any Program Budget Decisions (PBD) made during the OSD review of the budget which impacts on the force. At this time, the FY 71 force will be transformed transit from a tentative force to closely approximate the actual force program which will be executed in FY 71, barring major unprogramed requirements or budget cuts. Coincident with development of the more definitive force, data systems are updated (Step 8) to reflect force requirements for the FY 71 time frame as a prelude to the conduct of a detailed force capability study (Step 17).

Step 17. Conduct Detailed Capability Study of the FY 71 Force. The 2d Quarter study is a detailed and comprehensive study conducted by the staff of the Army's capability to support the force programed for the upcoming budget year (discussion at Annex H, Part III). In contrast to the initial study conducted in May-June where approximations sufficed for development of a tentative force, this study will more precisely define the capabilities of the force and becomes the basis for formal publication of the FY 71 Army Force Program.

Time allowed for conduct of the study will be approximately

60-75 days and will rely heavily on ADPS to facilitate matching of resources against force requirements and translation of output in terms of force readiness (see PRIMAR 1-1, ARMS). The study will address the worldwide Army structure under realistic conditions. It will confine itself to what available resources and the budget can support in order to provide a valid basis for programing actions. It will develop the base program on which to provide input data to the PBG.

An ancillary derivative of the study will be the establishment of a firm resource data base for end FY 71. This will be used as a point of departure for development of the next outyear (FY 72) force (See Phases I and II).

Step 18. Analyze Force/Resource Balance and Readiness. Conduct a detailed analysis of the results of the force capability study accomplished in the preceding step. The same techniques used in Step 11 to analyze the tentative force apply to this analysis of the force. It involves identification of force deficiencies and the application of appropriate corrective measures to optimize force readiness. Since it is unlikely that additional resources in significant quantities would be approved if requested, corrective measures will be principally limited to force/resource trade-offs within the confines of OSD authorizations. Trade-off controversies resulting from the analysis may require formation of a programing committee (referred to in Step 11) for resolution. Remaining force issues beyond the capability of the Army to correct can be the basis for submission of PCR's.

After analysis of the force is completed and corrective action taken, a detailed FY 71 force program is prepared to include unit activation/inactivation, and reorganization schedules.

Step 19. Publish the Army Force Program (AFP-71) as Volume II of the AFDP. The AFDP is published in two volumes (see Chapter Two for a detailed discussion of the AFDP). Volume I is titled the Force Development Plan (in the cycle under discussion FY's 71-89) and is published in January. It introduces the FY 71 force into the programming cycle in January CY 69. This force is subsequently developed and produced in tentative program format in June CY 69. In this step, it is formally published and incorporated as Volume II of the AFDP. (For format see Inclosure 2 to Chapter Two, Part III). It represents the approved force and contains the force structure, readiness requirements, and priorities that can be supported by the President's Budget and is included in the January PBG providing detailed guidance on which major commanders can prepare Command Operating Budgets. Though it is published in January, it is subject to change prior to issuing orders to the field for execution. Changes will be included in PBG issued between publication and execution beginning 1 July.

Step 20. Update Program and Budget Guidance. PBG issued in January will reflect the President's Budget and the FY 71 force program contained in Volume II of the AFDP. This PBG issue will provide as nearly as possible final guidance for commands to prepare their Command Operating Budgets (COB) for submission in April.

Any program changes necessitated by Budget Execution Review (BER) will be incorporated in the February PBG update.

Phase V.

Step 21. Final Revision of Budget Year (FY 71) Force Program.

This step covers the period March-June and includes two budget related events which will impact on the FY 71 force programs:

1. Submission of Command Operating Budgets in April outlining command plans for executing the budget year program based on guidance provided the field in January (Steps 19-20).

2. Congressional Budget Hearings on the President's Budget. Budget cuts in the Army portion will be reflected by PCD's and reapportionment of funds.

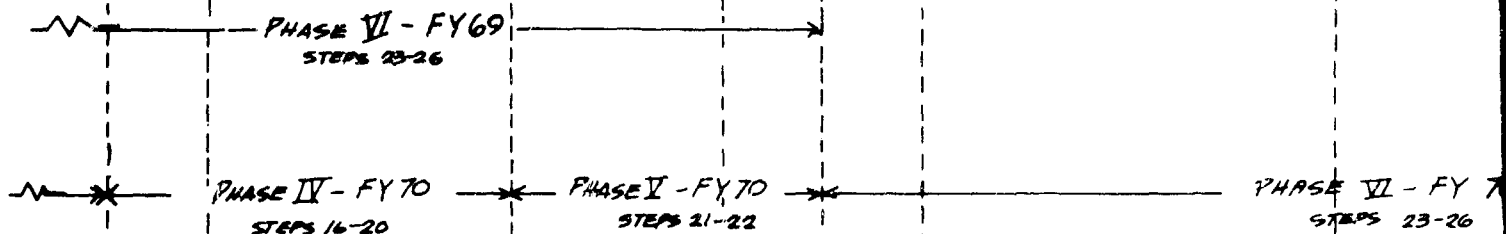
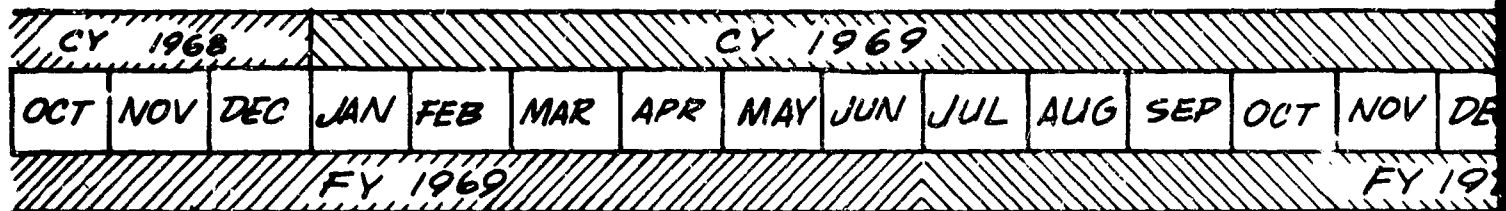
Changes are acted upon as they occur, however, the cut-off date is approximately mid-May when the next LF-DPM is received. It contains the approved FY 71 force as well as the FY 72 and remaining out-year forces. At this time, a force capability study is conducted. Though it focuses on FY 72 (See Steps 10-11) it incorporates all changes to the FY 71 force and provides updated readiness data as a basis for final revision of the FY 71 force program. Changes to the program are documented and constitute the final FY 71 force structure. At the same time as program execution authority is issued to the Commands for the FY 71 force, a tentative FY 72 force program is produced for advanced planning (Step 12).

Step 22. Update Program and Budget Guidance. The June PBG will reflect the final revision of the FY 71 force (Step 21) and

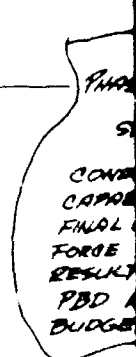
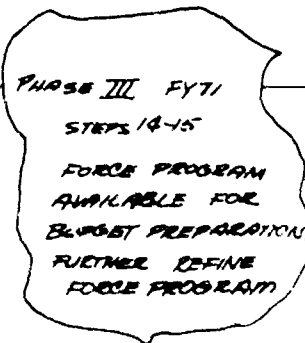
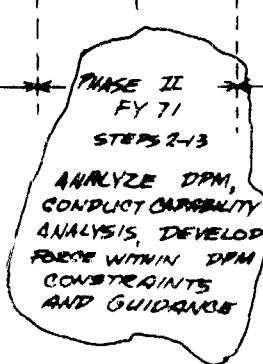
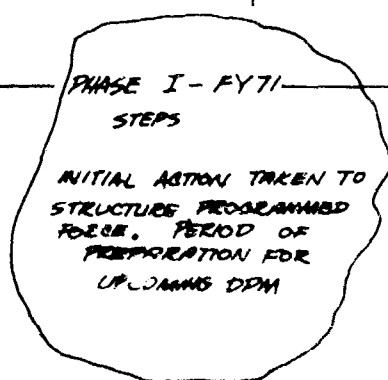
contain final guidance for execution of the BY force program.

Phase VI.

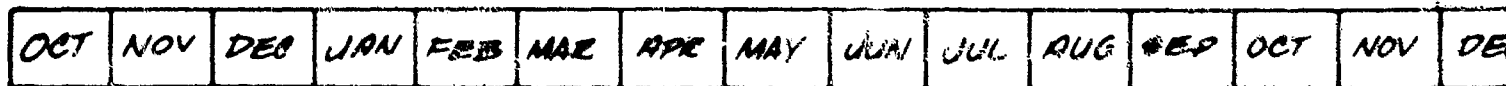
Phase VI is the execution phase of the current year force program in the programming cycle. During this period, the force in-being is scrutinized on a continuing basis to identify shortfalls in achieving programmed objectives and reasons therefore. The ARMS provides for quarterly capability analyses of the force which will show the actual level of readiness achieved by the force as well as update projected readiness. The update of force readiness information on a recurring basis will not only provide a basis for modifying the current program, should it be necessary, but also serve as a sound base from which to initiate resource projections for future programs. Steps 23-26 indicated on the display depicting the Army Force Programming System (Exhibit 4-2) represent the quarterly update of the current year force program. The relationship between the current year program and upcoming budget year program (in the process of being developed) is displayed at Exhibit 4-3 (AFDP Publication Schedule).



FY71 CYCLE
BEGINNING



FY72 CYCLE
BEGINNING



A

PHASES OF ARMY FORCE PROGRAM

CY 1970

AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG SEP OCT

FY 1970

PHASE VI - FY 70
STEPS 23-26

PHASE III FY71
STEPS 14-15

FORCE PROGRAM
AVAILABLE FOR
BUDGET PREPARATION.
FURTHER REFINE
FORCE PROGRAM

PHASE IV FY71
STEPS 16-20

CONDUCT DETAILED
CAPABILITY STUDY,
FINAL ADJUSTMENT TO
FORCE PROGRAM AS
RESULT OF PDD AND
PDD AND PRESIDENTS
BUDGET PREPARATION

PHASE V FY 71
STEPS 21-22

FINAL REVISION OF
FORCE PROGRAM FOR
DISSEMINATION WITH
PROGRAM EXECUTION
GUIDANCE

PHASE VI - FY
STEPS 23-26

YEAR OF PROGRAM
QUARTERLY UP
REFLECT SHORT
FOR CURRENT

FY 72 CYCLE
BEGINNING

PHASE I - FY 72
STEP 1

PHASE II - FY72
STEPS 2-3

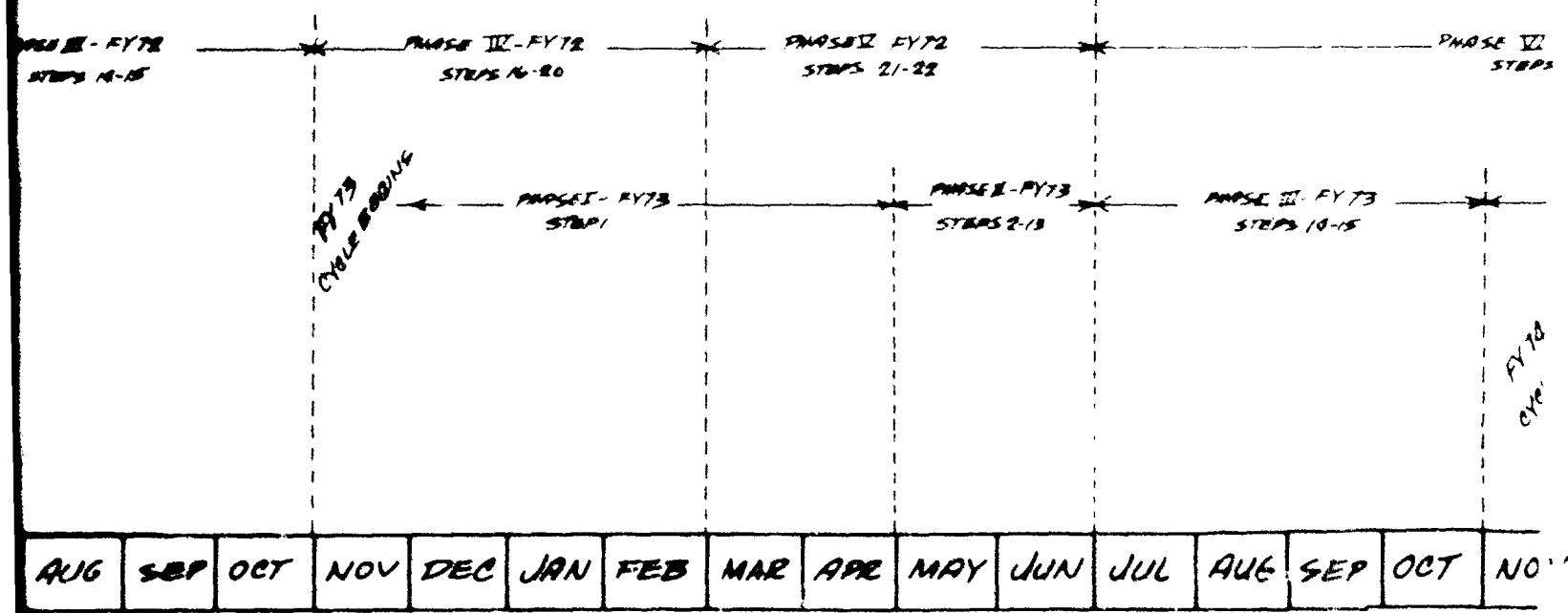
PHASE III - FY72
STEPS 4-15

AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG SEP OCT

CE PROGRAMMING SYSTEM

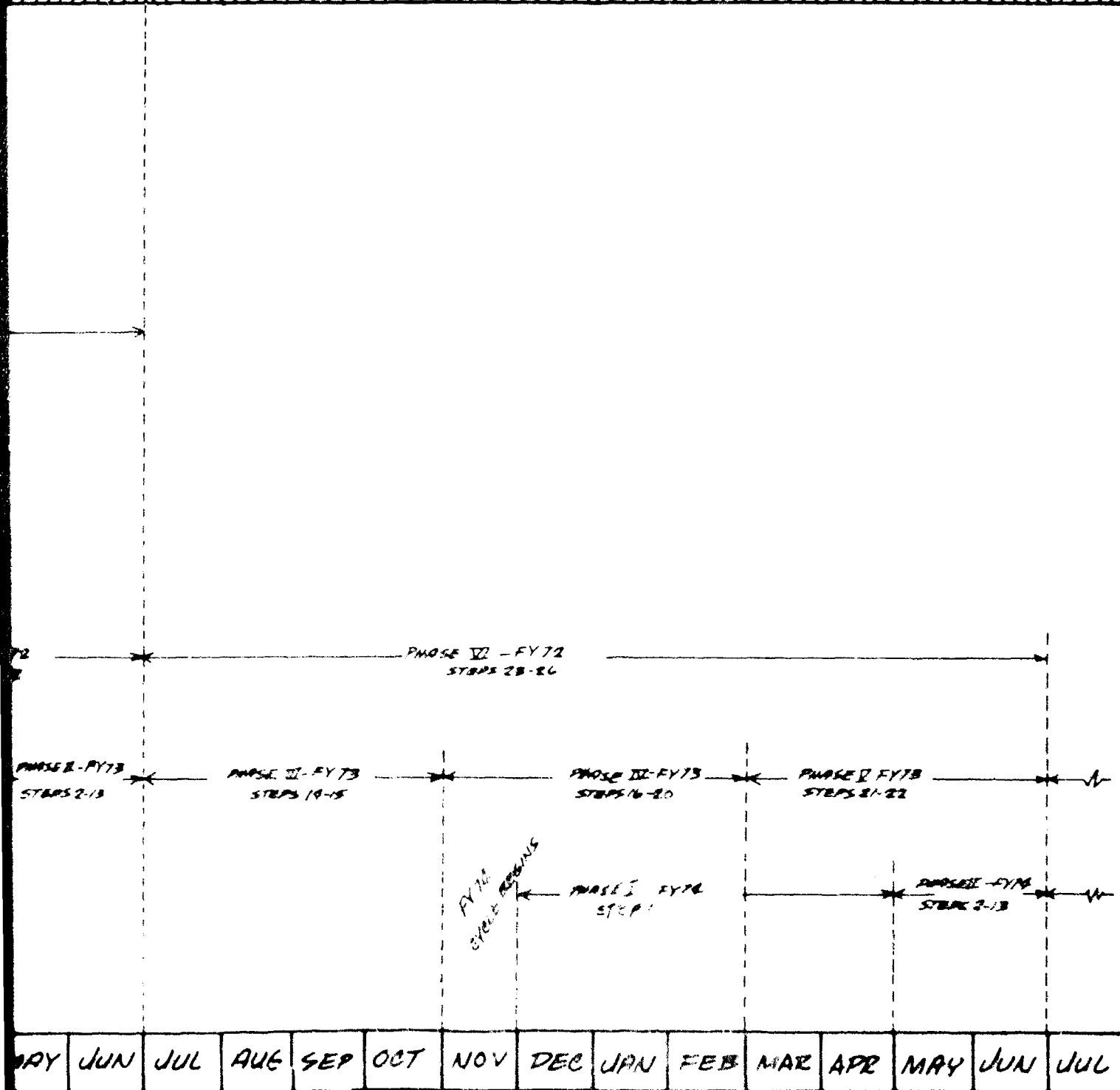
CY 1971																							
AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL
FY 1971												FY 1972											

PHASE II - FY71
 STEPS 23-26
 YEAR OF PROGRAM EXECUTION
 QUARTERLY UPDATE TO
 REFLECT SHORT-TERM ADJUSTMENTS
 FOR CURRENT YEAR PROGRAM



9

CY 1971														
MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL
		FY 1972												



Army force Program

PHASE I (FY69) DECEMBER - APRIL			
PHASES	STEP 1 IDENTIFY FY 71 FORCE	STEP 2 ANALYZE OSD GUIDANCE	STEP 3 COMPARE DPM WITH TENTATIVE FY 71 FORCE PROGRAM
PROGRAM REQUIREMENTS			
INPUT	1. VOL 1, AFDP 71-83 2. LIAISON WITH DPM AUTHORS 3. UNPROGRAMED REQUIREMENTS 4. RECORD OF DECISION DPM 5. LOG GUIDANCE DPM 6. FYDP UPDATE 7. UPDATED FY 69-70 FORCE PROGRAM	1. LAND FORCES DPM 2. PCD 3. PBO 4. OSD MEMORANDA	1. LAND FORCES DPM 2. TENTATIVE FY 71 FORCE PROGRAM 3. UNPROGRAMED REQUIREMENTS 4. ASOP-JSOP REQUIREMENTS
OUTPUT	1. DEVELOPMENT OF TENTATIVE FY 71 FORCE PROGRAM 2. PCR	1. IDENTIFY PCR REQUIREMENTS 2. ARMY POSITION STATEMENTS	1. FORCE DIFFERENCES 2. PCR SUBMISSION
PHASE II (FY69) MAY - JUNE			
PHASES	STEP 10 CONDUCT FORCE CAPABILITY ANALYSIS	STEP 11 ANALYZE FORCE-RESOURCE BALANCE AND READINESS	STEP 12 PUBLISH TENTATIVE FY 71 FORCE PROGRAM
PROGRAM REQUIREMENTS			
INPUT	1. FORCE REQUIREMENTS 2. RESOURCE PROJECTIONS 3. RULES OF FILL 4. INITIAL REDCAPE 5. PRIORITIES 6. DESIRED READINESS LEVELS	FORCE READINESS PROJECTIONS	FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM
OUTPUT	CAPABILITY TO SUPPORT TENTATIVE FY 71 FORCE PROGRAM	UPDATED FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM PCR FORCE CAPABILITIES INPUT TO ASOP-JSCP	TENTATIVE FY 71 FORCE PROGRAM INPUT FOR JUNE PBG UPDATE INPUT TO PROGRAM MANAGERS FOR FY 71 BUDGET PREPARATION INPUT FOR PREPARATION OF COMMAND BUDGET ESTIMATES
PHASE III NOVEMBER - - - DECEMBER			
PHASES	STEP 16 UPDATE FAS-TAADS, SACS FORCE BASIS	STEP 17 CONDUCT DETAILED FORCE CAPABILITY STUDY	STEP 18 ANALYZE FORCE-RESOURCE BALANCE & READINESS
PROGRAM REQUIREMENTS			
INPUT	1. RESULTS OF PCD's, PBO's AND OSD BUDGET HEARINGS 2. REVISED FY 70-71 FORCE PROGRAMS	1. FORCE REQUIREMENTS 2. RESOURCE PROJECTIONS 3. RULES OF FILL 4. REDCAPE 5. PRIORITIES 6. DESIRED READINESS LEVELS	FORCE READINESS PROJECTIONS NOTE—DURING DECEMBER (REPEAT STEP 1)
OUTPUT	FORCE STRUCTURE DISPLAY IDENTIFYING REDCAPE, PRIORITIES & TIME PHASED REQUIREMENTS	1. UPDATED DATA FILES 2. CAPABILITY TO SUPPORT FY 71 FORCE PROGRAM	UPDATED FY 70-71 FORCE PROGRAM PCR FORCE CAPABILITIES INPUT TO ASOP-JSCP NOTE —2d QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 34)
PHASE IV (FY70) MARCH - APRIL - MAY - JUNE			
PHASES	STEP 21 FINAL REVISION FY 71 FORCE PROGRAM	STEP 22 JUNE PBG UPDATE	STEP 23 1st QTR UPDATE CURRENT YEAR FORCE PROGRAM
PROGRAM REQUIREMENTS			
INPUT	COMMAND OPERATING BUDGETS RESULTS OF CONGRESSIONAL BUDGET HEARINGS (APPORTIONMENT) PCD UNPROGRAMED REQUIREMENTS NOTE—CONTINUE DEVELOPMENT OF FY 71 FORCE (STEP 1)	FINAL FY 71 FORCE PROGRAM TENTATIVE FY 72 FORCE PROGRAM NOTE—REPEAT STEPS 2-13 FOR FY 72 FORCE	
OUTPUT	1. FINAL FY 71 FORCE PROGRAM 2. DIRECT EXECUTION OF FY 71 FORCE PROGRAM 3. INPUT FOR JUNE UPDATE OF PBG NOTE—2d QUARTER UPDATE OF FY 71 FORCE PROGRAM (STEP 25)	JUNE PBG NOTE—TERMINATES FY 70 FORCE PROGRAM (STEP 26)	

A

Force Programing System

PHASE II (FY69) MAY - JUNE

	STEP 3 COMPARE DPM WITH TENTATIVE FY 71 FORCE PROGRAM	STEP 4 STRUCTURE APPROVED FORCE	STEP 5 UPDATE FAS-TAADS, SACS FORCE BASIS	STEP 6 REVIEW APPLICATION OF RULES OF FILL
GUIDANCE				
DES DPM	1. LAND FORCES DPM 2. TENTATIVE FY 71 FORCE PROGRAM	1. PCR 2. DESIRED READINESS LEVELS (STEP 5) 3. ASSIGN INITIAL REDCAPE (STEP 6) 4. ESTABLISH PRIORITIES BASED ON DAMPL (STEP 7)	1. REVISED FY 70 FORCE PROGRAM 2. TENTATIVE FY 71 FORCE PROGRAM	CURRENT RULES OF FILL
ANDA	3. UNPROGRAMED REQUIREMENTS 4. ASOP-JSOP REQUIREMENTS			
CR REQUIREMENTS ION STATEMENTS	1. FORCE DIFFERENCES 2. PCR SUBMISSION	1. DETAILED FORCE STRUCTURE IN PROGRAM FORMAT 2. IDENTIFICATION OF TENTATIVE UNIT ACTIVATION-INACTIVATION & REORGANIZATION SCHEDULES	FORCE STRUCTURE DISPLAY IDENTIFYING INITIAL REDCAPE, PRIORITIES, TIME PHASED REQUIREMENTS	REVISED RULES OF FILL FOR DISTRIBUTION OF PROJECTED ASSETS

PHASE II (FY69) MAY - JUNE

PHASE III (FY 70) JULY - AUGUST - SEPTEMBER - OCTOBER -

	STEP 12 PUBLISH TENTATIVE FY 71 FORCE PROGRAM	STEP 13 JUNE PBG UPDATE	STEP 14 REVISE FY 71 TENTATIVE FORCE PROGRAM	STEP 15 OCTOBER PBG UPDATE
11 FORCE-RESOURCE ED READINESS				
BS PROJECTIONS	FY 70 FORCE PROGRAM TENTATIVE FY 71 FORCE PROGRAM	1. FINAL REVISIONS FY 70 FORCE PROGRAM 2. TENTATIVE FY 71 FORCE PROGRAM	1. CSE 2. UNPROGRAMED REQUIREMENTS 3. PCR 4. PBAC 5. FY 71 ARMY BUDGET SUBMISSION TO OSD	REVISED FY 70-71 FORCE PROGRAMS
FORCE PROGRAM 71 FORCE PROGRAM	TENTATIVE FY 71 FORCE PROGRAM INPUT FOR JUNE PBG UPDATE INPUT TO PROGRAM MANAGERS FOR FY 71 BUDGET PREPARATION INPUT FOR PREPARATION OF COMMAND BUDGET ESTIMATES	INPUT TO JUNE PBG	REVISED FY 71 TENTATIVE FORCE PROGRAM INPUT FOR OCT PBG UPDATE NOTE—1st QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 23)	1. INPUT TO OCTOBER PBG 2. ARMY PLANNING GUIDANCE
ITIES INPUT				

PHASE IV (FY70)

-- DECEMBER

JANUARY

FEBRUARY

	STEP 18 ANALYZE FORCE-RESOURCE BALANCE & READINESS	STEP 19 PUBLISH ARMY FORCE PROGRAM—FY 71	STEP 20 PUBLISH JANUARY PBG
17 DETAILED FORCE TY STUDY			
REMENTS PROJECTIONS FILL	FORCE READINESS PROJECTIONS	UPDATED FY 71 FORCE PROGRAM	REVISED FY 70-71 FORCE PROGRAMS
DINESS LEVELS	NOTE—DURING DECEMBER-APRIL, BEGIN DEVELOPMENT FY 72 FORCE (REPEAT STEP 1 FOR FY 72 FORCE)		
TA FILES TO SUPPORT FY 71 AM	UPDATED FY 70-71 FORCE PROGRAMS PCR FORCE CAPABILITIES INPUT TO ASCA- JSCP NOTE —2d QUARTER UPDATE FY 70 FORCE PROGRAM (SEE STEP 24)	1. VOL II, AFDP, ARMY FORCE PROGRAM—FY 71 2. INPUT FOR JANUARY PBG 3. INPUT FOR PREPARATION OF COMMAND OPERATING BUDGETS	1. INPUT TO JANUARY PBG 2. UPDATED FEBRUARY PBG 3. BASIS FOR COS SUBMISSION

PHASE V CURRENT YEAR FORCE PROGRAM

JUNE

JULY

JUNE

	STEP 22 1st QTR UPDATE CURRENT YEAR FORCE PROGRAM	STEP 23 2d QTR UPDATE CURRENT YEAR FORCE PROGRAM	STEP 24 3d QTR UPDATE CURRENT YEAR FORCE PROGRAM	STEP 25 1st QTR UPDATE CURRENT YEAR FORCE PROGRAM
22 UPDATE				
CE PROGRAM E FORCE PROGRAM				1. TERMINATE CURRENT YEAR FORCE PROGRAM 2. FINAL REVISION NEXT BUDGET YEAR FORCE PROGRAM
STEPS 2-13 FOR ORCE				
STES FY 70 PROGRAM (STEP 25)				

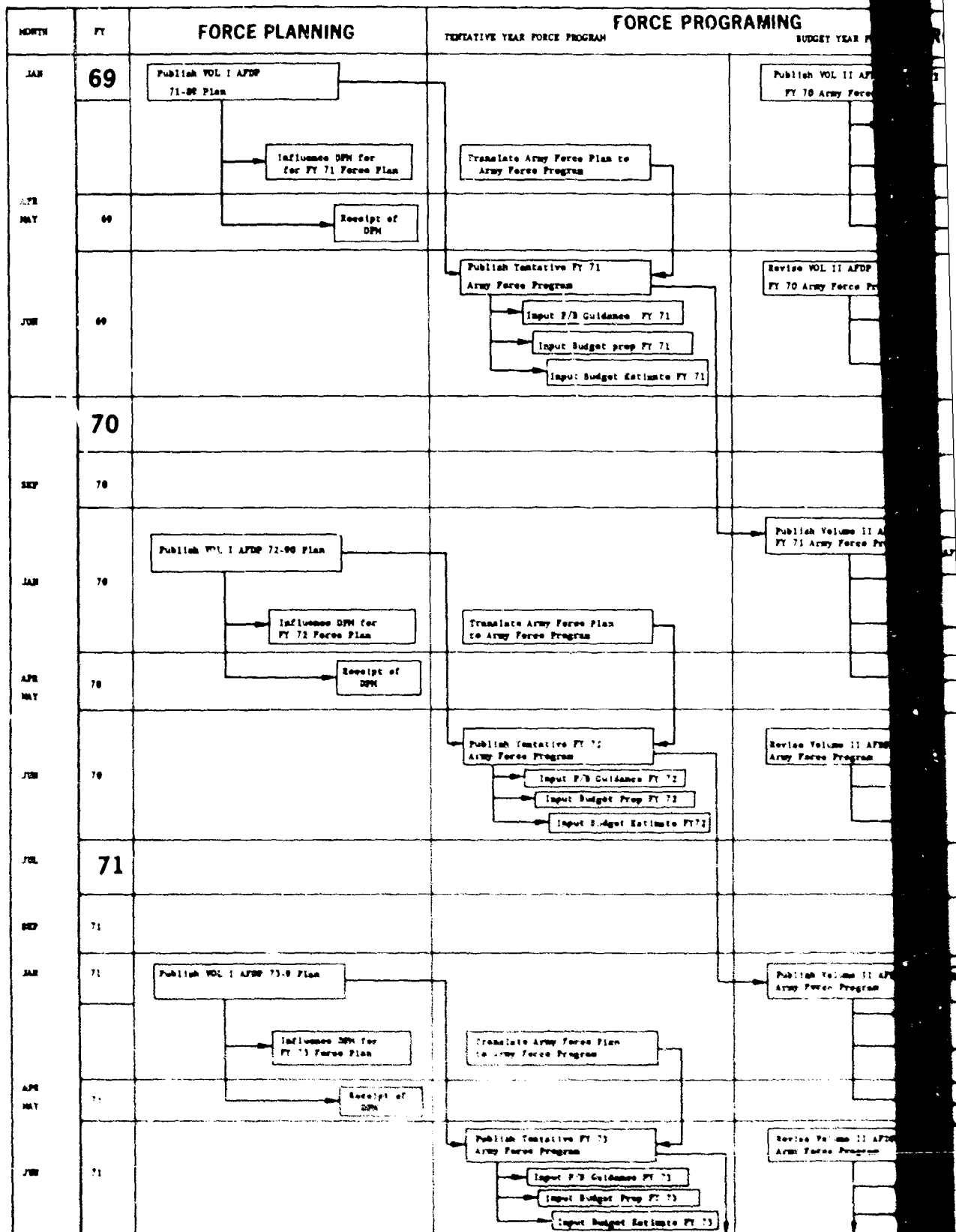
Revised 4-2

B

ARMY FORCE DEVELOPMENT PLAN -

VOLUME I - AFDP (ARMY FORCE PLAN) VOLUME II - AFDP (ARMY FORCE PROGRAM)

PUBLICATION SCHEDULE



A

ARMY FORCE DEVELOPMENT PLAN - AFDP

VOLUME I - AFDP (ARMY FORCE PLAN) VOLUME II - AFDP (ARMY FORCE PROGRAM)

PUBLICATION SCHEDULE

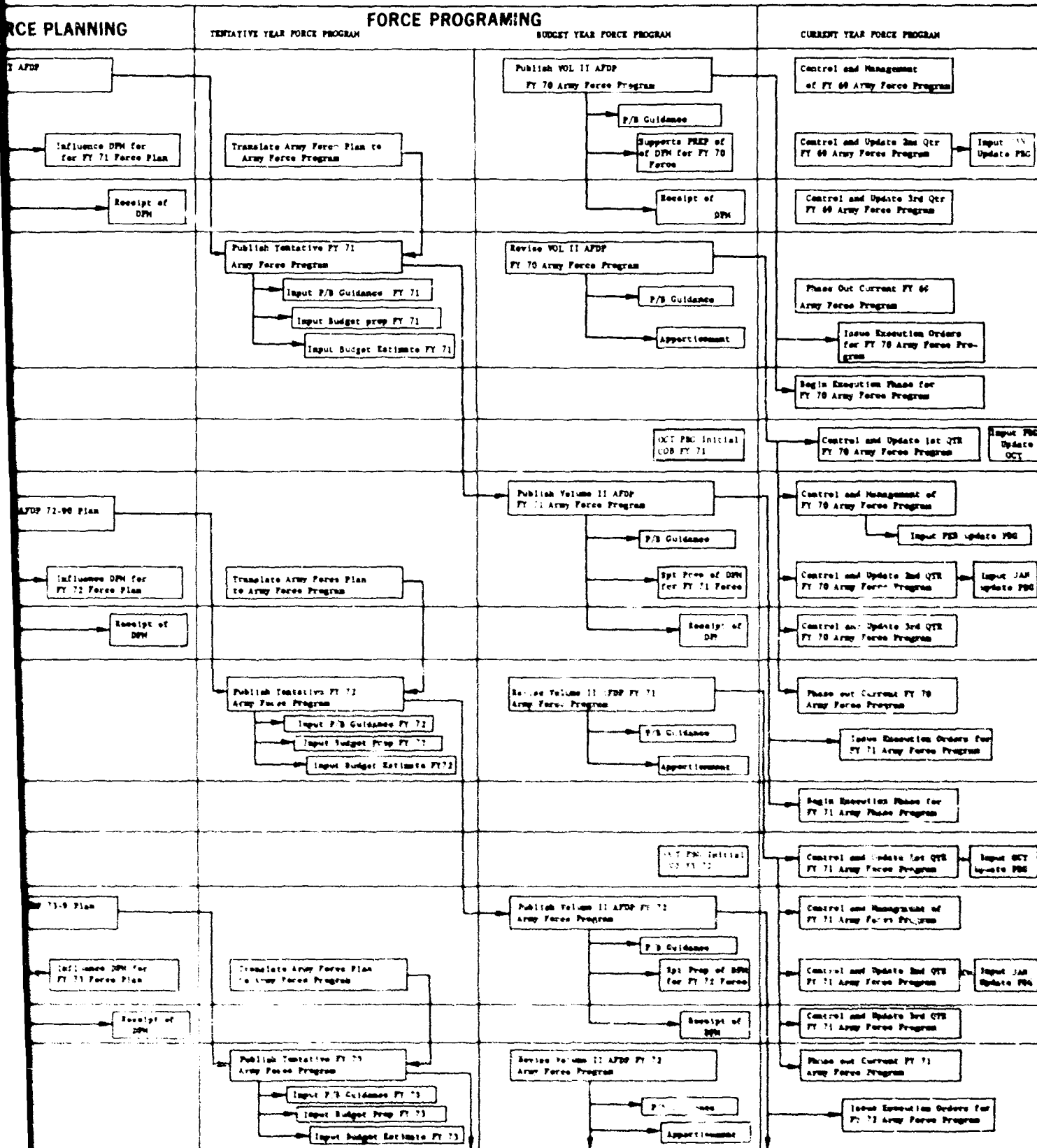


Exhibit A-3

B

ARMY FORCE PRO

V PLAN	TYPE	UIC	UNIT NO.	UNIT DESCRIPTION	LOCATION	ASSIGNMENT	SRC

A

ARMY FORCE PROGRAM

ASSIGNMENT	SRC	PROGRAM ELEMENT	STRUCTURE STRENGTH					AUTHORIZED					FY 71 PROJECTED READINESS									
			TO/ID										REDCAPE	1st QTR		2D QTR		3D QTR		4th QTR		
			OFF	ANC AMEC	NO	ENL	AGG	OFF	ANC AMEC	NO	ENL	AGG		PER	EQUIP	PER	EQUIP	PER	EQUIP	PER	EQUIP	

Exhibit 4-4

B

CHAPTER FIVE

CONCLUSIONS, RECOMMENDATIONS, AND ACTION TO IMPLEMENT

GENERAL:

In this final chapter, the PRIMAR 3-2 principal conclusions and recommendations are presented. Major shortfalls, deficiencies, and potential areas for improvement that have been identified in previous chapters are also summarized. PRIMAR 3-2 has developed specific recommendations that will provide the force programmer an improved system and procedures to include methodology and specifications. These are discussed in detail in Part III and are also displayed in the master summary chart, Exhibit S-4, with a key to pertinent data by page numbers. Finally, those action documents necessary to implement the improved system are included. Four action documents have been developed and are attached as tabs to support this chapter.

CONCLUSIONS

The force programming function is one of the cornerstones of the Army's overall management process. In recent years, force programming has emerged in the DOD and Army systems as a principal vehicle for controlling and managing military forces. The growth and expansion in the force programming field reflect the complexities and difficulties that challenge today's Army managers. For the most part, force programming procedures have been accomplished by a series of special studies to meet emergency conditions in Southeast Asia. Procedures have not developed in an orderly and consistent manner and require improvements and modernization to eliminate this rather "topsy" type growth and expansion. A summary of shortfalls, deficiencies, and potential improvement areas include:

*The system is not clearly defined or delineated and lacks cohesiveness and direction.

*Force readiness goals and levels are not effectively related and integrated into the process.

*The present techniques for developing, structuring, and producing a force program in consonance with the development of the Army budget are inadequate and poorly timed.

*Staff methodology, procedure, and utilization of tools and techniques for analysis of forces do not provide realistic assessment of force tradeoffs and balance.

*Force Programing projections and allocation of resources are not realistically tied to available resources within established priorities and time frames.

*The Department of the Army Priority System is not sufficiently definitive and responsive from a force programing viewpoint.

*The force programing guidance issued by the Army does not contain sufficient data or detail on programing projections for major field commanders to adequately plan and program for assigned missions.

*The force programing process does not have an established mechanism to insure and require periodic senior Army manager participation.

PRIMAR 3-2 further concluded that an improved system with detailed specifications is required to correct weaknesses and shortfalls. Such a system must provide for improved procedures and methodology for determining force requirements/improvements, techniques for setting priorities, readiness levels and rules of fill, and analytical processes for achieving force balance, developing, and determining areas for trade-off considerations.

In addition, a better system for correlating contingency and mobilization planning into the force programing process is highly desirable.

Force readiness must be more definitively defined and integrated into the system. A technique for developing desired readiness levels and subsequent utilization in a methodology that provides for comparison of actual readiness against the programed readiness is needed. This will provide direction for programing and resource distribution to meet readiness goals.

RECOMMENDATIONS AND FURTHER REQUIREMENTS

The specific recommendations for improving force programing procedures set forth a detailed force programing system that provides improvements in the following areas:

System Specifications for Developing, Producing, and Publishing the Army Force Program. Twenty-six time-phased system specifications have been developed which provide for a clearly delineated and comprehensive improved force programing system. The programing process is extended over a longer time frame and provides improved and increased support for development of the Army budget through a

capabilities analysis and early development of a tentative budget year force program. Unscheduled force requirements and changes to the force program are accommodated by closer correlation of the current staff special capabilities study technique with the force programming process on a periodic, routine basis.

Expanding the Scope and Utility of the AFDP by Focusing on the Programing Volume. The publication and distribution of Volume II of the AFDP provide the Army Staff and major commands a single Army Force Program as a coordinated start point for preparing the full range of Army force and resource programs and budgets.

Integrating Readiness into the Programing Process. The introduction and integration of readiness with force programing provide a more satisfactory means for program evaluation. The techniques developed in this study use as a point of departure the organizational levels specified in the G-Series TOE. The impact of training criteria is integrated into the system to produce meaningful readiness levels. The revised readiness/force programing displays developed in conjunction with Project 1-1 can be adapted for use in the readiness measurement system and the force programing process. The displays provide for establishing programing goals in terms of force/unit readiness and projecting realistic estimates of capability to attain these goals.

Improved Procedures and Methodology for Determining Force Requirements/Improvements to Include Analysis and Force Balance. A staff methodology that utilizes an Army force development program advisory group to develop the Army Force Program is an improved technique.

Tools and Techniques for Setting Priorities, Rules of Fill, and Developing Designs for Trade-offs. The adjustment of DAMPL review procedures to prescribe more frequent update and the expansion of the DAMPL's present format to distinguish between personnel and material priorities make the DAMPL a more useful tool. The complex rules of fill concept developed with other groups require further expansion and continued staff analysis and refinement.

Improved Force Programing Guidance for the Field. More timely force programing guidance that contains projected resource data can be obtained by utilizing the proposed programing volume as major input to the PBG. Distribution of the initial tentative Army Force Program to the field at the earliest possible date can assist in eliminating the shortfall.

Senior Army Manager Participation. The deliberate and comprehensive improved system provides a means for presenting the decision maker with better justification for selecting a course of action. The quarterly update technique also serves as a periodic mechanism to keep senior managers fully informed and the opportunity for influential action and decision.

Interpretation of OSD Decision and Procedures for Requests for Change. An OSD ad hoc Planning, Programing, Budgeting System committee is currently analyzing this area. PRIMAR 3-2 contributions and developments should be made available to OACSPOR's representative on the Army PPBS committee.

Correlation of Contingency and Mobilization Planning. PRIMAR

3-2 has provided a data link and foundation base for closer correlation in the force programming process. More effective and greater utilization of the unified commanders' time-phased force development list (TPFDL) as a consideration in determining required Army forces will also assist in this area.

Although not specifically discussed above, other PRIMAR 3-2 recommendations concentrate on practical improvements that can be executed in the near time frame utilizing existing personnel and available resources.

However, during the process of this study, it became evident that improving force programming procedures impact on many inter-related problem areas that exceeded the PRIMAR 3-2 capability to accomplish within the allotted time and available resources. Therefore, certain of these tasks have been identified and stated as further requirements and are displayed in the summary chart, Exhibit S-4.

*ACSFOR representative on the Army PPBS study committee continue research and development of proposed procedures for analyzing and interpreting OSD decisions as outlined in this study.

*ACSFOR representative on PRIMAR 3-9 continue research and action to insure compatibility of AFDP Volume II format and PBG.

*Expedite on-going action for assigning a DAMPL priority to every parent unit UIC in the FAS.

*Continue the on-going mobilization planning efforts that are directed towards consolidating the existing Army mobilization planning and programing system into a single mobilization plan. The new mobilization plan will maximize the use of automated systems for the development and maintenance of statistical type mobilization annexes (i.e., TOEMTB, TDAMTB, PMDL, and stationing summaries).

*Expedite on-going actions to improve force planning guides that offer a wider range of force level alternatives.

*Initiate necessary action to submit proposed force programing terms to the Adjutant General for inclusion in the next update and revision of AR 320-5, Dictionary of United States Army Terms.

*Appoint senior ACSFOR committee to finalize plans and proposals for any reorganization and refinement within OACSFOR required to accommodate the improved system.

ACTION TO IMPLEMENT

PRIMAR 3-2 has identified and developed four principal supporting action documents necessary to implement the new improved force programing procedures. These are discussed briefly below and may be examined in detail at the appropriate tab to this chapter.

CSR - The Army Force Programing System. The proposed CSR prescribes the objectives, procedures, and responsibilities for the production of Army Force Programs. It delineates Army Staff

responsibilities and procedures for implementing the system specifications. It identifies the specific staff agencies, organizations, and/or key individuals responsible for operating instructions and specific actions. It also provides for inputs/outputs, available technical assistance, and target dates.

CSR - Preparation of Army Force Development Plan. This action document describes the objectives, responsibilities, and procedures for the annual preparation of the Army Force Development Plan (AFDP). The CSR expands the scope and utility of the AFDP by designating it as a vehicle for the presentation of the Army Force Program (Volume II). A preparation schedule which sets target dates, estimated completion dates, and workload requirements is attached as an appendix.

CSR-The Department of the Army Priority System. This proposed CSR provides a new, improved format and more responsive review procedures for updating the DAMPL. An implementing schedule with target dates and specific staff agency responsibilities are included. The DAMPL is designed to provide a single source for priorities and policies that relate to the allocation and distribution of Army resources.

CSR --Rules of Fill. This action document provides for formulating and focusing Army Staff efforts on further development and refinement of rules of fill. It allows for continued research and action in this important area. Target dates, an estimate of resource requirements, and system operation for staff utilization of the rules of fill are set forth.

DRAFT CSR

THE ARMY FORCE PROGRAMING SYSTEM

Effective until unless sooner rescinded or superseded

CSR-

CHIEF OF STAFF REGULATION)
NO.)

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF STAFF
WASHINGTON, D. C.

ADMINISTRATION

The Army Force Programing System

1. PURPOSE. This regulation prescribes the objective, procedures and responsibilities for development of Army force programs as directed by reference 2a.

2. REFERENCES.

- a. AR 1-1, the Army Planning System, dated _____.
- b. AR 10-5, Organization and Functions, Department of the Army, dated 14 September 1966.
- c. CSR _____, Preparation of the Army Force Development Plan, dated _____.
- d. CSM 67-460, Phase II, Program to Improve Management of Army Resources (PRIMAR II), dated 29 November 1967.
- e. CSM 67-462, Defining, Integrating and Directing a Responsive Program, Budgeting and Distribution System, dated 29 November 1967.
- f. Final Report, PRIMAR II Project 3-2, Improving Force Programing, dated _____.

3. OBJECTIVE. The objective of Army force programing is to translate OSD approved force requirements through comprehensive and coordinated programing actions into a force in being that is structurally balanced and capable of accomplishing assigned missions to the maximum extent possible with available resources.

4. REQUIREMENTS. In meeting the stated objective, the Army programing system will provide for:

- a. Integration of unit force readiness with program development.
- b. Development of a balanced force program based on resource availability.
- c. Timely specification of force requirements which affect detailed resource programs and budgets.
- d. Integration of contingency and mobilization planning with force and resource programs and budgets.

5. PROCEDURES.

a. Procedures outlined in this regulation are in response to reference 2e which directed the development of an improved Army force program system. A detailed description of the system and explanation of procedures contained in this regulation can be found in reference 2f.

b. Force programing actions required to translate a force introduced into the system by force planners into a force in

being are divided into six phases and 26 distinct steps. At Appendix I is a model depicting the time-phased procedures that are to be followed in force programing development and execution.

c. For illustrative purposes, the force programing model at Appendix I uses the development of the FY 71 force program as a vehicle to depict time-phased system requirements and input/output. Force program phases, primarily keyed to the budget cycle, are as follows:

Phase I - December - April. The basis for initiation of the programing cycle is the approval of Volume I (The Army Force Plan) of the AFDP in December for publication in January. The budget year plus one (BY+1) force is the nearest out year force addressed in the plan (e.g., in January 1969, the FY 71 force) and identifies the next force introduced into the programing system. Prior to receipt of the "For Comment" Land Forces DPM in May which will address this out year force in detail, the BY+1 force is translated into program format and structured to conform to latest OSD guidance. This phase terminates when the DPM is provided to the Army staff for action.

Phase II - May - June. This phase commences with receipt of the "For Comment" Land Forces DPM and culminates with the publication of a tentative BY+1 force program concurrently with the June update of PRG. During this phase,

detailed programing procedures are accomplished as indicated in steps 2-13 in the model at Appendix I.

Phase III - July - October. This phase is a period of budget preparation during which the force program is modified, as appropriate, to reflect the Army budget submitted to OSD for approval by 30 September. During this period, the Army will analyze the balance of resources and forces and make internal adjustments so that it is most effectively using its resources.

Phase IV - November - February. This phase covers the period of budget hearings and includes the conduct of a detailed force capability study, publication of the BY force program as Volume II (The Army Force Program) of the AFDP, and PBG update.

Phase V - March - June. This phase covers the receipt of Command Operating Budgets based on earlier guidance to the commands. Final refinement and revisions to the BY force program are made and orders issued to field commanders directing execution of the force program.

Phase VI - July - June. Phase VI is the execution phase of the current year force program. During this phase, performance measurements which provide the basis for program changes or the reallocation of resources during the year will be accomplished quarterly.

6. RESPONSIBILITIES. Army staff responsibilities for the development of Army force programs are outlined at Appendix II and include:

a. AVCofSA - Provide guidance and assist Army staff on force structure requirements and readiness, manpower, and materiel matters associated with program development and execution. Provide assistance and guidance in the use and refinement of automated data processing systems to support Army force programing and readiness measurement systems.

b. DCSOPS - Establish readiness goals and conduct periodic review of DAMPL. Proponent for conduct of force capabilities studies and quarterly force readiness updates. Assist in integration of force readiness with force programing.

c. ACSFOR - Prepare CSM providing detailed instructions for Army staff preparation of force programs. Structure Army forces to reflect approved force requirements. Chair Force Programing and Advisory Group. Assign desired readiness levels and REDCAPE to force elements. Provide resource managers with rules of fill for distribution of projected assets. Participate in capabilities studies and analyses of force readiness. Publish Volume II (The Army Force Program) of the AFDP in January annually.

d. DCSLOG - Participate in capabilities studies and analyses of force readiness. Provide detailed, time-phased projections of capability to support Army programs with materiel.

e. DCSPER - Participate in capabilities studies and analyses of force readiness. Provide detailed, time-phased projections of capability to support Army programs with personnel.

f. COA - Participate in capabilities studies and analyses of force readiness. Provide cost data associated with development of Army programs. Assist in integration of budget and programming activities.

g. Army General Staff - Provides members as required by OACSFOR CSM to Force Programming Advisory Group. Assist as required in development and analyses of force programs and preparation of PBG.

(ACSFOR)

BY DIRECTION OF THE CHIEF OF STAFF:

DISTRIBUTION

A

APPENDIX II
The Army Force Programming System

STAFF RESPONSIBILITIES

<u>PHASE</u>	<u>TIME - FRAME</u>	<u>STAFF RESPONSIBILITIES/REQUIREMENTS</u>
<u>Phase I</u>		
Identify BY+1 Force	Dec - Apr	ACSPOR
<u>Phase II</u>		
Analyze OSD guidance (to incl DPM); Structure BY+1 force.	May - Jun	DCSOPS - Establish readiness goals. - Review priorities in DAMPL. ACSPOR - Structure approved force. - Assign desired readiness levels. - Assign initial REDCAPE. - Establish tentative activation/inactivation and reorganization schedules.
- Update data files.	May - Jun	DCSOPS - TARMDCS ACSPOR - FAS, TAABG DCSLOG - EDPS DCSPER - PIA
- Conduct force capabilities analysis.	May - Jun	DCSOPS - Study proponent; Develop initial guidance. ACSPOR - Provide force structure requirements. DCSLOG - Apply rules of fill. DCSPER - do COA - Provide cost data.
- Analyze force/resource balance and force readiness.	May - Jun	ACSPOR - Chair Force Program Advisory Group; Resolve force issues.
- Publish tentative BY+1 force program; Update PBG.	Jun	ACSPOR - Distribute tentative force program to Army Staff and major commands. COA - Publish PBG. Staff - Input to PBG in areas of interest.
<u>Phase III</u>		
Revise BY force program; Update PBG.	Jul - Oct	ACSPOR - Revise tentative force program as appropriate. COA - Publish PBG. Staff - Conduct PBAC/SA review; Input to Oct PBG in areas of interest.
<u>Phase IV</u>		
- Conduct detailed force capability study.	Nov - Dec	Staff - (See Phase II).
- Analyze force/resource balance and force readiness.	Jan	Staff - (See Phase II).
- Publish BY force program and Jan PBG; Update Feb PBG.	Jan - Feb	ACSPOR - Publish Vol II, APDP; Distribute to Army Staff and major commands. COA - Publish PBG. Staff - Input to PBG in areas of interest.
<u>Phase V</u>		
Final revision of BY force program; Update PBG.	Mar - Jun	ACSPOR - Update Vol II, APDP; Issue orders to field commanders directing execution of BY force program. Staff - Input to Jun PBG in areas of interest.
<u>Phase VI</u>		
Supervise program execution.	Jul - Jun	Staff

DRAFT CSR

PREPARATION OF ARMY FORCE DEVELOPMENT PLAN

Effective until unless sooner rescinded or superseded.

CHIEF OF STAFF REGULATION)
NO.)

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF STAFF
Washington, D.C.,

ADMINISTRATION

Preparation of Army Force Development Plan

1. PURPOSE. This regulation prescribes the objectives, responsibilities, and procedures for the preparation of the Army Force Development Plan (AFDP) directed in reference 2a.

2. REFERENCES

a. AR 1-1, The Army Planning System, dated

b. AR 10-5, Organization and Functions, Department of the Army, dated 14 September 1966.

c. Department of the Army Manual, 1968.

3. SCOPE. The AFDP discussed in this regulation is that described in reference 2a. Improvements to the AFDP that are included in this regulation are discussed in detail in Final Report PRIMAR Project 3-2.

a. AFDP Volume I, The Army Force Development Plan, structures in detail the approved out-year forces normally concentrating on the budget year plus one (BY+1) force. The detail structured, fully constrained force is measured in light of approved concepts, objectives, and missions. Force and resource improvements required to better support and round-out the approved force are identified and justified.

Volume I is forwarded to Chief of Staff Army for approval by

15 January annually.

5-B-1

TAB B

b. AFDP Volume II, The Army Force Program, structures in detail the budget year force. A tentative budget year force is developed and provided to Army Budget Program directors by mid-June annually. Following the submission of the Army budget estimate to OSD and concurrent with the final stages of OSD budget hearings, a detailed capability study is made of the budget year force to develop a force program which is published in January annually. The force list in the January force program is updated in June and is updated quarterly throughout the year of execution.

4. OBJECTIVES. The objectives of the AFDP preparation responsibilities and procedures described herein are to:

- a. Control the quality and timeliness of the AFDP.
- b. Ensure efficient Army Staff participation in the production of the AFDP.
- c. Provide early identification of Army views and issues for addressal in AFDP.
- d. Provide early identification of assumptions and parameters of AFDP.

5. RESPONSIBILITIES

a. AVCoFSA - Provide guidance and assist Army Staff on force structure requirements and readiness, manpower, and materiel matters associated with preparation of the AFDP. Provide guidance and assistance in developing and applying manual and automated models to determine force structure requirements, compare costs, capabilities, and readiness levels.

b. ACSFOR - Prepare CSM providing detailed instructions for Army Staff preparation of AFDP Volumes I and II. Initiate preparation and coordinate Army Staff development of the AFDP. Assemble and publish AFDP. Chair AFDP Review and Evaluation Board and Force Programing Advisory Group. In coordination with CRD, DCSLOG, the Materiel Procurement Priorities Review Board (MPPRB), and other staff agencies provide modernization chapter to AFDP. In coordination with CORC, provide Reserve Component structure analyses and information to AFDP. Provide to DCSPER time-phased, detailed quantitative and qualitative personnel requirements, together with readiness levels and priorities to support the approved forces. Provide to DCSLOG detailed quantitative materiel authorizations to support the approved force basis and time-phased activation data for development of stationing plans to support the forces.

c. DCSOPS - Define approved military strategy. Establish force and strategy assumptions. Provide design scenarios against which to optimize approved out-year forces. These scenarios will be selected from among those analyzed in the ASOP as being suitable for the general level of approved forces. Information will be provided in sufficient detail to provide input for force structuring analyses. Establish readiness goals which are consistent with constraints for approved forces. Establish priorities for the allocation of resources used or controlled by Department of the Army.

d. DCSPER - Provide personnel chapter/annex to AFDP. Participate in wargames, studies, and analyses associated with

personnel and personnel management aspects of AFDP. Provide a detailed time-phased statement of capability to provide personnel for the budget year force.

e. DCSLOG - Provide logistics chapter/annex to AFDP. Participate in war games, studies, and analyses associated with logistics and logistic force aspects of AFDP. Provide a detailed time-phased statement of capability to provide equipment for the budget year force.

f. COA - Provide cost data and cost summaries to AFDP. Participate in studies and analyses associated with development of the AFDP and integration of Army Force Program with Army budget activities.

g. ACSI - Provide Military Intelligence structure, analyses, and information to AFDP.

h. ACSC-E - Provide communications-electronics structure, analyses, and information to AFDP.

i. Army General Staff - Provide members on AFDP Review and Evaluation Board. Provide representatives, as required, to AFDP Program Advisory Group. Provide points of contact to OACSFOR for other AFDP matters.

6. PROCEDURES

a. Preparation Schedule. The AFDP will be prepared annually in accordance with the schedule and concepts indicated at Appendix A (Same as Exhibit 2-3 in Primar Project 3-2 Final Report).

b. AFDP Review and Evaluation Board. The AFDP Review and Evaluation Board will supervise and monitor the preparation of Volume I of the AFDP. The Board will meet at the call of OACSFOR who provides the board chairman. Representatives, at division

chief or comperable level, from each Army General Staff Agency and from the Office of the Assistant Vice Chief of Staff, Army, will comprise the board. The AFDP Review and Evaluation Board is empowered to make adjustments in the AFDP missions, tasks, and objectives provided the staff agencies concerned concur in the adjustments.

c. AFDP Force Programing Advisory Group.

(1) To assist in the preparation of AFDP Volume II. The Army Force Program, an AFDP Force Programing Advisory Group will be established to review, evaluate, and recommend force programing and force trade-off actions. The primary purpose of this group is to expedite force program adjustments in the budget year force.

(2) The Force Programing Advisory Group will be chaired by OACSFOR. Major Program and Program Element Directors (Directors of the Five Year Defense Program Structure) will designate force proponents to represent the program elements within their responsibility. Major Program Directors will be notified of program elements to be considered at each meeting and will send force proponents to Force Programing Advisory Group meetings at the call of the chairman.

(3) OACSFOR will promulgate further instructions as required, to include requirements for attendance of CONARC and other agency representatives.

(ACSFOR)

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DRAFT CSR

THE DEPARTMENT OF THE ARMY PRIORITY SYSTEM

Effective until unless sooner rescinded or superseded.

CSR

CHIEF OF STAFF REGULATION)
NO.)

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF STAFF
WASHINGTON, D.C.,

ADMINISTRATION

The Department of the Army Priority System

1. PURPOSE AND OBJECTIVE. This regulation establishes a Department of the Army Priority System and prescribes the responsibilities, procedures, and schedule for the development, dissemination, review and change of the Department of the Army Master Priority List. The Department of the Army Priority System functions in peacetime and in wartime and is designed to:

- a. Provide a single source for priorities and policies that relate to the allocation and distribution of resources used or controlled by the Department of the Army.
- b. Develop and promulgate priorities and associate policies that provide timely guidance to Army managers for the allocation and distribution of Army resources to attain optimum force readiness within resource constraints and specified timeframes.

2. REFERENCES.

- a. DOD Instruction 4410.6, Uniform Materiel Movement and Issue Priority System (UMMIPS), 24 August 1966.
- b. AR 10-5, Organization and Functions, Department of the Army, 14 September 1967.

5-C-1

TAB C

c. AR 15-9, Department of the Army Distribution/Allocation Committee,
5 September 1967.

*d. CSR 11-6, Army Programs, Program Budget Guidance, _____.

3. EXPLANATION OF TERMS.

a. Resources. Personnel, materiel, supplies, and services used, controlled and/or performed by the Department of the Army.

b. Support. The units and activities assigned the primary mission of providing tactical or administrative support to the activity with which they are grouped.

4. MAJOR POLICIES.

a. Format and Content.

(1) The Department of the Army Master Priority List (DAMPL) and accompanying instructions constitute the single source for Department of the Army priorities and policies relating thereto.

(2) The format for the Department of the Army Master Priority List, and instructions for the dissemination and use of the master list are contained in Appendix A.

(3) All US Army forces/activities and such other agencies that are supported with Army resources are to be identified within one of the master list priorities.

b. Order of Precedence. The master priority list order of precedence is developed upon a framework of US Army forces/activities positioned in order of their required resource levels among other US Army forces/activities competing for the same resources. Remaining forces/activities that direct and support the operating forces are integrated into the priority framework in order of their relative need and importance and in consonance

with directives from higher authority. Special materiel requirements such as war reserves, maintenance floats, prepositioned equipment, etc., are also integrated into the priority framework as required.

c. Changes and Exceptions. Recommendations for changes or exceptions to the master priority list and policies relating thereto will be processed in accordance with the instructions prescribed for that purpose. Exceptions to the master list made in accordance with the provisions of reference 2c are excluded.

d. Schedule for Review, Update, and Change. The Department of the Army Master Priority List and related policies will be updated annually during the period January - March and reviewed quarterly and changed as necessary to insure that timely guidance concerning priorities is provided. The master list and related policies will remain in effect until changed, superseded, or rescinded.

e. Dissemination. The DA Master Priority List and related policies and changes thereto will be disseminated in accordance with reference 2d.

5. RESPONSIBILITIES. The Office, Deputy Chief of Staff for Operations, will:

a. Evaluate continuously and maintain a responsive Department of the Army Priority System that is in consonance with the provisions of reference 2a.

b. Develop and maintain the Department of the Army Master Priority List and associate policies that provide timely guidance to Army managers for the allocation and distribution of Army resources.

c. Provide direction for and coordinate with other Army Staff agencies the annual update and periodic review and change of the Department of the Army Master Priority List and associate policies as prescribed in paragraph 4d above.

d. Coordinate the publication and distribution of the Department of the Army Master Priority List and associated policies and instructions in accordance with reference 2d.

e. Coordinate, document, and disseminate policy guidance that results in change or exception to the Department of the Army Priority System and Master Priority List.

(ODCSOPS)

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*NOTE: PRIMAR Project 3-9 is considering the problem of improving guidance to subordinate commands. PRIMAR Project 3-9 will recommend a revised CSR 11-6 that addresses the dissemination of the DA Master Priority List and related policies and instructions.

APPENDIX A
ADMINISTRATIVE PROCEDURES AND POLICIES
DEPARTMENT OF THE ARMY MASTER PRIORITY LIST
(DAMPL)

1. INTRODUCTION. It is necessary to identify by priority listing the relative importance of competing demands for Department of the Army resources. The master list establishes priorities for US Army forces/activities and provides the basis for disseminating the major policies that relate to priorities.

2. PRIORITIES.

a. Priority Levels. The master priority list precedence is based upon a framework of five basic priority levels. The criteria for each priority level are defined as follows:

(1) First priority.

(a) US Army forces engaged in general war.

(b) Other US Army forces as designated by the JCS.

(2) Second priority.

(a) US Army forces engaged in active combat short of general war.

(b) US Army forces maintained in a state of operational readiness for immediate combat operations upon the outbreak of hostilities.

(c) Other US Army forces or activities assigned missions of such importance as to warrant priority equal to that of the forces in 2a (2) (a) and (b), above.

(3) Third priority.

(a) US Army forces deployed or being maintained in a state of operational readiness for deployment before D+30 (D+30 units included).

(b) US Army activities assigned missions of such a degree of importance as to warrant priority equal to that of US forces in 2a (3) (a).

(4) Fourth priority.

(a) US Army forces being maintained in a state of operational readiness for deployment after D+30 and before D+90.

(b) US Army activities assigned missions of such a degree of importance to warrant priority equal to that of US Army forces in 2a (4) (a).

(5) Fifth priority.

US Army forces maintained in a state of readiness for deployment after D+90.

b. Force/Activity Designators. In accordance with DOD Instructions 4410.6, a force/activity designator (a roman numeral) is assigned to each of the five priority levels, e.g., the force/activity designator for the third priority level is identified as FORCE/ACTIVITY DESIGNATOR (F/AD): III).

c. Numerical listing. Within the framework of the five basic priority levels, US Army forces are listed in order of precedence and assigned separate personnel and logistics priorities expressed as a mixed number. The whole number of the mixed number identifies the

basic priority level under which the mixed number or priority is listed. Thus, the whole number in the first priority level is 1, the whole number in the second priority level is 2, and so on for the five priority levels. A decimal fraction is then assigned to each whole number. The resultant mixed numbers (e.g., 2.08, 3.20, 4.105, etc.) are listed on the master list under personnel and logistics as numerical priority indicators for forces/activities. The smallest mixed number represents the highest priority on the master list and within each of the five priority levels. The numerical listing within a priority level reflects the normal order of precedence or priority. A decimal fraction is not normally expressed in more than three decimal places (e.g., 0.123).

d. Assignment. A priority is assigned to an identifiable management entity. For example, when a priority is assigned to an activity such as a US Army off-shore base, all units or activities that constitute that off-shore base are identified, grouped and assigned a single priority so that they can be considered as a single management entity. On the other hand, if some units or activities of the off-shore base have different functional missions from a resource standpoint, then they are identified as a separate management entity and assigned a different priority.

3. DISSEMINATION AND USE. The DAMPL is disseminated by Headquarters, Department of the Army and promulgates major policies and instructions relating to priorities. The DAMPL is intended for use only by the addressees.

4. CLASSIFICATION. The Master Priority List is classified "SECRET". Individual priorities are "FOUO" unless the identification of or a

change in priority would comprise a classified mission.

5. ILLUSTRATION. An example Department of the Army Master Priority List which illustrates the instructions contained herein is attached as Inclosure 1.

INCLOSURE 1 TO APPENDIX A
ILLUSTRATIVE FORMAT
DEPARTMENT OF THE ARMY MASTER PRIORITY LIST

SECRET 1/

DEPARTMENT OF THE ARMY MASTER PRIORITY LIST (U)

ORDER OF PRECEDENCE - 196

FORCE/ACTIVITY 2/

PERSONNEL 3/

LOGISTICS 3/

FIRST PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): I)

US Army forces engaged in general war or any other forces designated by the JCS.

SECOND PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): II)

US Army forces engaged in active combat short of general war or being maintained in a state of operational readiness for immediate combat operations upon the outbreak of hostilities; and other forces or activities assigned missions of such importance as to warrant priority equal to that of such forces.

THIRD PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): III)

US Army forces deployed or being maintained in a state of operational readiness for deployment before D+30 (D+30 units included); and US Army activities assigned missions of such a degree of importance as to warrant priority equal to that of US Army forces deployed or being maintained in a state of operational readiness for deployment.

FOURTH PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): IV)

US Army forces being maintained in a state of operational readiness for deployment after D+30 and before D+90; and US Army activities

assigned missions of such a degree of importance as to warrant priority to that of such forces.

FIFTH PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): V)

US Army forces being maintained in a state of readiness for deployment after D+90.

SECRET 1/

NOTES:

1. Defense Classification markings are only for instructional purposes.

US Army forces/activities to be assigned a priority will be entered under the applicable priority level.

3. A priority, expressed as a mixed number, will be assigned to each US Army force/activity for either personnel and logistics or both, as required.

DRAFT CSR

RULES OF FILL FOR RESOURCE DISTRIBUTION

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CHIEF OF STAFF REGULATION)
NO. _____)

DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF STAFF
WASHINGTON, D.C.,

ADMINISTRATION

Rules of Fill for Resource Distribution

1. PURPOSE. The purpose of this regulation is to prescribe the rules of fill for distribution of resources in the personnel and equipment distribution models and to assign the staff responsibilities for management of related activities.

2. REFERENCES.

a. AR 1-1, The Army Planning System, dated _____.

b. AR 10-5, Organization and Functions, Department of the Army, dated May 1965.

c. Final Report PRIMAR Project 3-2, dated _____.

3. SCOPE. This regulation covers the rules of fill from preparation of force authorizations (distribution objectives), through application of ADP calculation, to consolidation of the separate distributions and preparation of analysis displays and resource allocations.

4. RULES OF FILL (ROF).

a. Definition. Rules of fill are a set of standardized requirements which will be designed into resource distribution schemes for all ADP distribution actions made for the purposes of:

5-D-1

IAB D

(1) HQ DA readiness capabilities analysis.

(2) HQ DA or NICP allocation or authorization for filling unit or force requirements for personnel and equipment.

b. Essential Elements of ROF. The following specific activities or distribution criteria are essential to ROF, and are thereby governed by this regulation:

(1) Preparation of unit or force requirements, claimant lists, for the distribution to be prepared.

(2) Formulas by which distribution calculations will be made.

(3) Compilation and preparation of analytical or decision displays from distribution calculations of the resource managers.

c. The Rules. Rules of fill prescribe minimum levels for resource support of units of the Army based on balanced support of mission priorities. The rules are based on direct proportionate allocation of resource within each of five priority distribution groups. Allocation follows command lines from HQ DA to the lowest level required for the specific analysis.

5. RESPONSIBILITIES.

a. ACSFOR. Prepare CSM providing detailed instructions for Army staff responsibility for developing and monitoring changes to rules of fill. Initiate preparation and coordinate Army staff development of the distribution requirements from the force authorization files. In coordination with DCSOPS provide detailed information for the application of rules of fill during the conduct of capabilities studies.

b. DCSPER. Provide inventory or projected inventory totals of

personnel availability and prepare distribution totals to the force levels required for capabilities studies. Provide appropriate ADP information to (central computer to be designated) for preparation of analysis displays.

c. DCSLOG. Provide inventory or projected inventory totals of equipment availability. Prepare distribution totals, authorized distribution objectives not prepared from force authorization files. Provide appropriate ADP information to (central computer) for preparation of analysis displays.

d. (Central computer agency to be determined). Provide consolidation of personnel and equipment distribution capabilities. Prepare analytical displays as required.

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