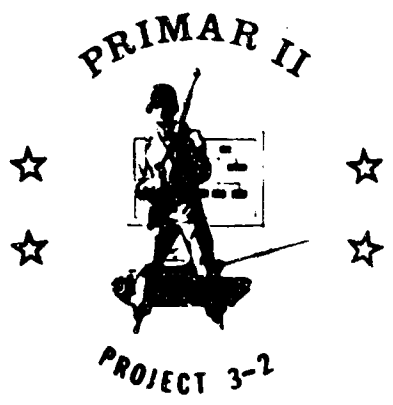


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PRIMAR II PROJECT 3-2

FORCE PROGRAMING

AD 684314



DECEMBER 1968

PART III

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

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INTERPRETATION OF OSD DECISIONS AND PROCEDURES FOR REQUEST FOR CHANGES

GENERAL: OSD decisions having primary impact on force programing are promulgated in a series of documents which develop the decisions from the tentative stage to a final decision. These documents also contain rationale pertaining to strategic or tactical philosophies, research and development, management procedures, and other matters which do not of themselves impact on the procedures of force programing. Only matters which pertain directly to force programing will be addressed in this study product which supports material included in Chapter IV, Part II of this product.

An ad hoc committee with representation from all services and OASD (SA) has been established by OSD to determine procedures for processing next years' OSD decisions as developed in the DPM-PCR-PCD interchange. This committee has its objective the development of recommendations leading to a more coherent and less cumbersome Planning, Programing, Budgeting System (PPBS). In support of the OSD ad hoc PPBS committee, ASA (FM), who represents the Army on the OSD committee, has established an Army PPBS committee with representation from all Army Staff elements.

A CofSA proposal to decentralize approval authority of Army forces and resources from OSD to the Army is being examined by ASA (M&RA). The proposal entails retention of only broad OSD controls over forces, strength and funds in terms of the totals of numbers of division force equivalents (DFE), strength, and obligation authority. The Army would be authorized to make changes within

the constraints of these OSD controls and below agreed upon thresholds such as some increment of PEMA, RDT&E, and Manpower. The Secretary of the Army (SA) will notify the Secretary of Defense (SECDEF) of changes below the level of SECDEF authorized thresholds by means of a new document - Program Change Notification (PCN). The PPBS committee is assisting in the development of this proposal and is, in addition, developing a schedule for the FY 71 Programming/Budgeting cycle which includes updating the FYDP by 30 December; an Army Staff Program Review by the PBAC to determine PCR requirements and extend SEA requirements to FY 71 during the period 3 Jan - 1 Apr; provision of SA and CofSA guidance and assumptions to the Army Staff by 1 Feb; a budget estimate by 1 Apr; review by the Secretariat of the budget estimate and decision on PCR during the period 1 Apr - 1 May; updating the budget estimate, updating SA guidance, and finalizing and forwarding to OSD the required PCR during the period 1 May - 30 June; and budget preparation and submission during the period 30 Jun - 1 Oct. The Army PPBS committee report is expected by 15 December 1968. Certain recommended action documents will be a likely result of the ad hoc committees including a PCN and a possible new format for PCR.

In view of the possible changes in the OSD decision-making process and the consequent requirement for corresponding changes in action documents which may result from the OSD and Army PPBS committees recommendations, it is recommended that PRIMAR II Project 3-2 developments in this field to date be made available to the Army PPBS Committee.

OBJECTIVE:

1. The objective of this product is to determine methodology which will

permit the Army Staff to interpret OSD decisions, make changes in forces, personnel, and equipment programs, and provide guidance to field commands.

2. This project interfaces with PRIMAR Project 3-1 tasks:

a. Force Programing:

Analyze DPM to determine impact.
Develop final output for resource programing.

b. Force and Resource Analysis

Analyze Personnel resource balance.
Analyze equipment resource balance.
Conduct PBAC/SA review.
Analyze PBAC/SA decisions to make necessary changes.
Revise personnel programs and budget.
Revise equipment programs and budget.

DISCUSSION:

THE SEQUENCE OF OSD DECISION DEVELOPMENT.

1. The decision development process is carried out through a series of interchanges with the services. The OSD decision vehicles together with the current corresponding Army responses (in parentheses) are listed in sequence below. Detailed descriptions of both the OSD and Army documents and the sequence of their development and flow are in Inclosure 1, Description of Current Decision Documents.

a. FOR COMMENT DRAFT PRESIDENTIAL MEMORANDUM (DPM) announce to the services tentative OSD decisions on specific functional areas. The For Comment Land Forces DPM tentatively designates the composition of the Army force structure and thus has primary impact on the annual force programing process and triggers the annual programing process. (Response: Army input for JCS comment; Unilateral comment with rebuttal if desired; Program Change

Requests (PCR) supporting the OSD tentative force structure changes from previously approved force structure; PCR supporting Army recommended alternatives; studies, analyses, or data either requested by OSD or Army generated).

b. DRAFT PROGRAM CHANGE DECISIONS(PCD) translate the DPM to FYDP language. These PCD are based on For Comment DPM as modified by OSD acceptance of Army comments and rebuttals and are in some cases informally coordinated with the Army. (Response: Informal or formal submission of new data, better rationale, or other argument).

c. SECDEF APPROVED PCD. These PCD state SECDEF decisions on each DPM issue and may approve alternatives which were not addressed in either the For Comment DPM or the Army response. These PCD are authority and directives to update the Five Year Defense Program (FYDP). (Responses: Update the Army Portion of the FYDP; reclama and supporting PCR if desired or statement of non-reclama; additional studies, data, or argument for consideration in current or subsequent year decision cycle).

d. FYDP. The FYDP is used both by OSD and the Army as a resource management tool. Each service maintains its appropriate portion and posts changes in accordance with approved OSD decisions. The Army may also unilaterally change the FYDP within its threshold authority, subject to OSD approval via update procedure. The FYDP constitutes the total authorization of the Army forces, strength and materiel and serves as a basis for the budget.

e. RECORD OF DECISION DPM. The Record of Decision DPM, if issued, are prepared at the end of the decision cycle and include the final versions of all decisions embodied in PCD and other decisions which have been arrived

at through negotiations with the Service Secretaries, the JCS, and the President. Tentative Record of Decisions DPM translate PCD into DPM language and are used by ASD (SA) for budget discussion with ASD (Com). (Response: Update the FYDP and submit PCR supporting new decisions or changes to previous decisions if not supported by previous PCR).

2. DEFENSE GUIDANCE MEMORANDA (DGM) undergo the same development sequence as DPM, ultimately being finalized by PCD and not included in the Record of Decision DPM. DGM differ from DPM in that they address individual subject issues, other than major national policy issues, of interest to individual services and require a comprehensive analysis and plan.

3. PCD which do not stem from DPM or PCR also are published as a unilateral OSD action. These PCD are identified by a "Z" prefix to their serial number (e.g.: PCD Z-7-115), may be published without regard to the DPM cycle, and constitute a significant proportion of all OSD decisions. These PCD require update of the FYDP and are included in the Record of Decision DPM. Z-series PCD may be rebutted and, if so, require a supporting PCR.

4. The DPM-PCD-FYDP process is force oriented, designed to facilitate OSD management, and progresses from a format in terms of numbers of units, personnel, and materiel in the For Comment DPM to a detailed breakdown by mission oriented program, program element, and cost category (research and development, investment, and operating costs) in the FYDP. The format of the DPM must be translated by PCR into data which is directly applicable to the FYDP and must be further translated into the appropriation format for budget applications. The PPBS committee may recommend that the translation

into FYDP and budget data be deferred until after approval of the PCR.

5. OSD considers JCS planning documents in the initial formulation of the For Comment DPM and also consider Army plans as embodied in the Army family of planning documents such as the Army Force Development Plan (AFDP). Limited Army influence on the initial formulation of tentative decisions in the current process has been effected through personal contact by action officers and by the submission of specific analyses, studies and data either in response to OSD request or on Army initiative.

THE CONTENT OF OSD DECISION DOCUMENTS.

In order to interpret OSD decisions it will first be necessary to determine what general types of information are contained in them. Decision content is analyzed in the sequence in which the decision documents appear.

1. For Comment DPM and DGM are very diverse throughout their spectrum. For the purpose of Force Programing, the Land Forces DPM has primary impact. Other DPM, which pertain to the Army are specialized and their analysis requires the expertise found in the cognizant staff agencies; Army response should be made by aggregating the specialized inputs of the cognizant staff agencies. This examination will be confined to the Land Forces DPM, The Land Forces DPM contains force authorization data; decisions and authorization data on specific materiel items as well as on generic classes of materiel items (e.g.: trucks or radios); plans for future materiel developments, modernization, and substitutions; manpower authorization data; observations and recommendations on improved manpower utilization; directives to the Army on procedures for the development of force level and mix plans; observations and discussion of problems in the force readiness area and measures being

taken or to be taken to resolve them; observations on improved effectiveness and means used to measure force effectiveness; and information of current and planned force management procedures. It must be noted that the DPM serve a dual purpose--directive to the services and information to the President. Because of this duality, much of the content of DPM consists of a review or description of activities in being or planned which may or may not impact on Force programing. The DPM contents are classifiable into three categories as shown below:

First, matters impacting directly on force programing:

Force authorization data.

Materiel authorization data to include authorized inventory of specific items, modernization, development, and procurement of division sets.

Manpower authorization data.

Second, matters impacting indirectly on force programing by either requiring comparison of alternatives through force programing procedures or by formulating plans which, if implemented, would require force programing actions:

Force level/mix (with respect to cost effectiveness) analyses.

Materiel level/effectiveness analyses.

Recommended measures for improved, manpower distribution or utilization.

Force distribution and balance analyses.

Third, matters which do not impact on force programing:

General observations.

Statements of rationale or clarification.

Reports of status of underway activities.

Statements of intentions of a general nature to initiate procedures or activities.

Of the three categories only the first, matters impacting directly on force programing, is susceptible of analysis from a force programing viewpoint. The second category, matters impacting indirectly on force programing may contain issues which would require the force programing system to be utilized in part or in its entirety but such matters would then apply in the same manner as those of the first category. The third category, matters which do not impact on force programing, may be disregarded for the purposes of this study. Data contained in the first category must be analyzed to determine its impact on previously authorized forces, on Army recommended forces, and on force programs. The detailed content of data found in this category is shown in fig 1 and 2 below.

<u>Army</u>	<u>End CY & BY</u>	<u>Post-Vietnam</u>
Active		
Deployed	Auth NO Div, ISI & SSI	Auth NO Div, ISI & SSI
Nondeployed	Auth NO Div, ISI & SSI	Auth NO Div, ISI & SSI
Subtotal Active	Subtotal auth	Subtotal auth
Reserve	Auth NO Div, ISI & SSI	Auth NO Div, ISI & SSI
Unmanned		Auth NO Div, ISI & SSI
Total Army	Totals of Above	Totals of Above

(Note: Similar information is given for Marine Corps)

Figure 1, Data Content of DPM--Division Force Levels

<u>Authorized Units</u>	<u>Authorized NO given for each FY in historical period, CY, BY, and seven additional FY for:</u>
Div Force Equivalents	Active Army, Army Priority Reserve, Unmanned Army
Div Force Sets of Equip	Army
Separate Brigades	Active Army and Army Priority Reserve
Maneuver Battalions	Active Army, Army Priority Reserve, Unmanned Army
Artillery Battalions	Active Army and Army Priority Reserve
Air Defense Batteries	Active Army, Army Priority Reserve
Engineer Combat and	
Construction Battalions	Active Army and Army Priority Reserve
Signal Battalions	Active Army and Army Priority Reserve
Aviation Units	Active Army, Army Priority Reserve
Non Priority Reserve	
Army Divisions	NO authorized for Army

(Note: Similar data is shown for USMC)

 Figure 2, Data Content of DPM Summary Force Table

Detailed content of manpower data is shown in figures 3 and 4 below:

<u>Army</u>	<u>End BY</u>	<u>Post Vietnam</u>
Div Forces	TOE/TD spaces contained in force package and	
Special Mission	authorized strength in each force package for	

General Support both Active Army and Army Priority Reserve (Simi-
 Subtotal data is shown for USMC)

Individuals

 Total Army

 (Note: Similar data is shown for USMC)

Figure 3, Data Content of DPM--Manpower Programs

<u>Strength Authorization</u>	<u>Authorized Strength given for each FY in His- torical Period, CY, BY, and seven additional FY For:</u>
Active Army	Trained Strength, Trainees, Total
Priority Reserve	Trained Strength, Trainees, Total
Total Unit Structure at	Division forces, Special Mission Forces, General
Full Strength	Supporting Forces

 (Note: Similar data is shown for USMC)

Figure 4, Data Content of DPM--Manpower-Summary Force Table

Detailed content of materiel data consists of directives in terms of units to be equipped, re-equipped, activated, or inactivated; specific, time-phased, procurement or rebuild programs in terms of specific numbers of items; and directives to increase or decrease inventories or procurement programs in terms of percent changes. Equipment procurement is authorized for units authorized in force levels. The Summary Tables list numbers of authorized fixed wing aircraft, helicopters, missiles, and tanks. The above data, i.e.: force level, manpower, and materiel is broken down in greater detail in the

Planning and Control Memorandum (PCM) and the Procurement Guidance Memorandum (PGM) which are considered to be part of the DPM but which may be issued separately following the DPM. The PCM shows authorizations for Army Division Force Equivalents and controlled units ^{1/} for historical years, CY, BY, and seven future FY with separate summary tables for:

Structure spaces in division forces, special mission forces, and general support forces.

Division force equivalents authorized.

Controlled active, reserve, school troop, no-buy, and unmanned units authorized.

Land forces capability indicators (for information only).

Area of deployment (end BY).

Vietnam build-up by quarter (calendar years 1965 thru 1970).

Major unit locations and assignments--post Vietnam.

Divisions, ISI, and SSI area assignment CY, BY and seven future FY, (for information only).

TO/TD structure space distribution for division forces, special mission forces and general support forces by area of deployment or orientation.

Strength authorizations for CY by Division force packages.

Strength authorizations for historical years, CY, BY, and seven future FY for Division Forces.

Special Mission Forces, and General Support Forces, and Individuals (for information only).

1/ Similar data is given for USMC.

Strength authorization as above by area of deployment for end CY, end BY, and one future FY, (for information only).

Readiness objectives (deployment capabilities in weeks) for major units.

Comparison of wartime and baseline forces for end FY 70 and end FY 71. (for information only).

In addition, Land Forces Materiel Inventory Tables are included in the PCM showing, by FY from FY 61 thru FY 77, authorized active inventories of each type or model aircraft, tanks, and missiles and launchers. PGM may be issued if sufficient data is not contained in the PCM or DPM body to define procurement schedules by FY for aircraft, tanks, and missiles and launchers.

2. PCD, when issued, contain specific decisions by OSD on changes to the FYDP resulting from issues raised in the For Comment DPM. Rationale is stated along with alternatives considered and the approved alternative is specified. Data, specifying previously approved levels, approved changes, and new approved levels of forces, manpower, and TOA for CY, BY, and four future FY is shown. The data includes a summary of Active military and civilian manpower and Total Obligation Authority (TOA) for the FYDP categories, research and development, investment, and operations. Military strengths for the force categories (General Purpose, Special Mission, General Support, and individuals), total active, trained, and officer, and reserve components strengths are specified. Controlled units are listed by area of deployment by FYDP program element. Operations funding changes are specified for manpower changes, structure changes, and correction of any erroneous entries. Military Personnel Appropriations changes are specified for manpower changes.

3. Program/Budget Decisions (PBD) contain Secretary of Defense budget decisions by subject and appropriation. Operations, Army is subdivided into Military Personnel Appropriations and Operations and Maintenance Appropriations; Operations and Maintenance is further subdivided into budget programs. A Correlation table is used to relate Operations and Maintenance budget programs to program elements of the FYDP. It should be noted however that the FYDP program elements are under revision to make them compatible with the Army - Marine Corps Force Classification System. No criteria for the subject and scope of a particular PBD is identifiable except that it will usually address only one appropriation for a subject thus one PBD might address MCA authority for Game Conservation at Fort Polk while another might address a part of the R&D authority for each Army missile system and yet another might address Operations authority for the Army Force Structure. The sum of the approved PBD for the year will constitute the total Army budget for that year. PBD do not correlate to the DPM-PCD process; some PBD address matters that were entirely addressed by the DPM-PCD process while others address matters that were only partially or not at all addressed by the DPM. Frequently, proposals which should be answered by PCD are overtaken by the budget process and decisions, covering only the current and budget years, are provided by PBD. Also, PBD sometimes change decisions made by PCD.

CURRENT PROCEDURES FOR INTERPRETATION OF OSD DECISIONS AND REQUESTING CHANGES

1. A detailed description of current procedures for interpreting OSD decisions and requesting changes is contained in Appendix I, Description of Current Decision Documents.
2. The DPM-PCR-PCD process is keyed in the time sense to the annual budget cycle and should be completed in time to be used as a basis for budget

formulation. The current procedure begins, from the force programming viewpoint, with the publication by OSD of the For Comment Land Forces DPM, according to a production schedule published by ASD(SA), by 1 May. Both the Joint Chiefs of Staff and the individual services submit comments on this DPM within four weeks or 30 calendar days, as specified in the forwarding memorandum, following signature by the Secretary of Defense. PCR must be submitted within 30 days to support the For Comment DPM force and all changes to the FYDP entailed by DPM issues. If the service comments include alternate proposals in response to DPM issues, PCR must be submitted to support each alternative. The SECDEF then publishes PCD in response to PCR (this, however is frequently overtaken by the PBD process) and the FYDP is changed as specified in the PCD or PBD. The FYDP, as updated, constitutes programming authority for the services and serves as a basis for budget request formulation. Reclama to PCD may be submitted by PCR but the first PCD remains in effect and updates the FYDP unless and until a second PCD is published. A Tentative Record of Decision DPM is published which parallels the For Comment DPM and incorporates changes included in the PCD. The Tentative Record of Decision DPM is used by OSD Systems Analysts for budget analysis and budget formulation processes as are PCR and PCD.

3. In the period July through early January, the annual DOD budget is formulated. The service budget submissions are examined during October through early January and PBD are published. Any of the PBD may require changes to the FYDP. PBD are independent of the DPM-PCD process except that the FYDP as updated by PCD is the basis and authority for the Army Force Structure and manpower on which the budget is based. It should be noted,

however, that in practice because of slippage by OSD in schedules the budget has been based on the For Comment Land Forces DPM as modified by known SECDEF approved alternatives. PBD are routed through comptroller channels at OSD and service levels and are routed by the Army Comptroller to the appropriate Army staff agency where their impact is assessed.

4. A record of Decision DPM is published by SECDEF in January terminating, from the force programming viewpoint, the annual cycle.

SHORTFALLS AND DEFICIENCIES OF CURRENT PROCEDURES

1. Timing of the current procedures is basically controlled by the available time - one year - between annual budget submissions. More specifically, the schedule for the DPM-PCR-PCD process is published by OSD and allows only 30 days for analysis of OSD decisions, preparation of PCR, reclama, and alternative PCR. This allowance of time is inadequate for a thorough job unless discourse between the Army and OSD is conducted during preparation of the DPM.
2. Many issues which should be settled in advance of the For Comment DPM are addressed in Army response to DPM as reclama actions, each of which requires a PCR.
3. PCR are complex and difficult for the inexperienced action officer to prepare and staff. Turnover of action officers limits experience and many action officers prepare and staff only one or two PCR during their tour on the Army Staff.
4. PCR and reclama PCR supporting alternatives which have little likelihood of SECDEF approval are prepared, adding to the workload during a period when the available time is extremely limited.
5. Although contact between Army action officers and DPM authors (OSD)(SA) during the period when the For Comment DPM is being prepared is authorized by OSD and desired by some DPM authors, no system to insure this contact is in effect.

6. Although the Army Programming System is keyed to the DPM-PCD cycle, the process of interpreting OSD decisions, as to their impact on force programming, has not been integrated into the force programming process.

7. The integration of interpretation of OSD decisions into the force programming process is precluded by late publication of PCD and tentative record of decision DPM so that budget formulation overtakes and overrides the DPM-PCD decision making process. This slippage requires improvisation and negates established procedures.

8. The overriding factor - the budget - is addressed independently of the DPM-PCD cycle except that the product of the DPM-PCD cycle, the FYDP, is the basis on which the budget is prepared. This is further complicated when the DPM-PCD production schedule slips and improvised procedures are used which include making decisions through the budget review process which should, according to OSD instructions, be made through the PCR-PCD process. Budget decisions are announced in PBD which do not correlate to the DPM-PCD structure in that PCD address only changes to the FYDP in terms of major programs and program elements and appropriation categories (e.g.: research and development, investment, and operations) whereas individual PBD address fragments of appropriation categories in a different system of subjects and for only two years of the program period. The scope of an individual PBD may address matters some of which are addressed in part in several separate PCR and PCD and some of which are not addressed in any PCR or PCD. This disparity of system, i.e.: Programming and budgeting, creates a dual workload on the Army staff which could be reduced by using a similar format for both the FYDP and PBD and by using a single system for subject addressal in both.

PROPOSED PROCEDURE FOR INTERPRETING OSD DECISIONS AND REQUESTING CHANGES

1. General. This proposed procedure is based on a method which includes review and early identification of PCR requirements by an Army Staff (PBAC) program review, a proponent system with a central controlling authority wherein the proponent for an issue which may appear in For Comment DPM will first attempt to surface controversial issues and conduct negotiations to influence decisions on them during the period between publication of Record of Decision DPM and the subsequent publication of the new For Comment DPM. Each proponent will then, in coordination with force programmers and program and budget directors, analyze, within his area of cognizance and with respect to requirements, guidance, and assumptions developed by the PBAC program review and provided by SA and CofSA, For Comment DPM, PCD, Tentative Record of Decision DPM, PBD, and Record of Decision DPM as they appear and recommend and prepare comment, PCR, and reclama as appropriate. Impact on force programs will be identified by the proponent's coordination with force programmers and with the major FYDP program directors and budget program directors. The central controlling agency will assure that all issues are addressed by a proponent, that all necessary coordination is effected, and that only appropriate comment, reclama, or PCR are forwarded. The proposed system will, in part, overcome the shortage of time available for analysis and reply to For Comment DPM by resolving some conceptual issues in advance of publication of the For Comment DPM and by surfacing remaining controversial issues and allowing advance preparation for reply. The difficulty of preparation of PCR will be alleviated by advance work and by the establishment

of a central controlling authority. The number of futile PCR will be reduced by settling conceptual questions during preparation of the For Comment DPM and by reducing the number of PCR in response to the DPM. The interpretation of OSD decisions will be integrated into the system by the procedures established in the overall improved force programming procedures. The shortcomings entailed by the disparity between the DPM-PCD decision making process and the budget formulation process is beyond Army control and will not be alleviated by these procedures. The confusion entailed by improvisation occasioned by schedule slippage may be partly alleviated by liaison between the central controlling authority and OSD.

2. Organization and Responsibilities.

Assistant Vice Chief of Staff.

Establishes central controlling authority for all DPM-PCR process actions.

Establishes liaison with OSD (SA) to determine scheduling, variations of procedures from those prescribed, and inform proponents of developments as early as feasible.

Establishes liaison with OSA to determine probable SA attitudes toward remaining unresolved DPM issues from the past year's cycle and toward issues surfaced during preparation of the forthcoming For Comment DPM.

Determines from ACSFOR and other Major Program Directors the identity of proponents for Army Force issues and issues pertaining to areas of cognizance of other Major Program Directors.

Assistant Chief of Staff for Force Development.

Is the proponent for all force matters.

Develops the Army position on all force matters and publishes the AFDP as the principal statement of the Army position in force matters.

AFDP Volume I - Army Force Plan will be a statement of the Army preferred force for the same FY addressed by the For Comment DPM which is issued in May following Volume I publication in January. (AFDP Volume II , Army Force Program describes the SECDEF approved Army Force for the FY immediately following publication of the For Comment DPM).

Establishes criteria for reclama of OSD decisions on force matters.

Coordinates force matters actions with COA and FYDP Major Program Directors.

Deputy Chief of Staff for Operations.

Assembles and transmits For Comment DPM comments from proponents to the JCS.

Coordinates Army portion of JCS comments on For Comment DPM.

Provides input to ACSFOR and OACSFOR proponents on Army Force matters.

FYDP Major Program Directors (other than ACSFOR).

Establish proponency for appropriate DPM-PCD process matters other than force matters.

Provide input and advice to ACSFOR on matters of their areas of cognizance which pertain to force level, structure, balance, and mix.

Develop the Army position on matters, other than force matters, of their areas of cognizance.

Establish criteria for reclama of OSD decisions on matters of their area of cognizance other than force matters.

Coordinate with COA and other Major Program Directors.

Comptroller of the Army.

Maintains and updates the FYDP.

Provides cost data to proponents.

Coordinates preparation of the annual budget submission.

Coordinates processing PBD.

3. Detailed Procedures. These procedures for analyzing or interpreting OSD decisions and requesting changes are shown in relationship to the improved Force Programming System Cycle (Exhibit 4-2, Chapter 4, Volume II), as they occur and interrelate to the step phasing of that cycle.

Preliminary Procedures (January - May). These preliminary procedures are carried out concurrently with the development by OSD (SA) of the Force Comment DPM. The AFDP, Volume I - Army Force Plan will be published in January in the initial phase of the Force Programming Cycle. AFDP Volume II will be published also as Step 19 of the previous year's cycle. During this period, force programming cycle steps 12 and 13 will produce the tentative BY force basis. During this period according to PPBS committee recommendations the FYDP will be updated by 30 December. An Army staff program review during January through March will identify requirements for PCR by PBAC review and for PCR to extend SEA to the BY. SA and CofSA will provide guidance and assumptions to the Army staff for preparation of budget estimates and budget estimates will be submitted by 1 April. Decisions, based on review of the budget estimate, on PCR to be submitted will be made by SA during April.

Proponents will establish and maintain liaison with Land Forces DPM authors in accordance with the DPM production schedule in order to surface

as early as possible DPM issues which are not in consonance with the established Army positions, guidance, and assumptions or which promise to have adverse impact on the Army capability to accomplish its' mission. The AFDP, Volume I - Army Force Plan will be the principal statement of Army position in Army Force matters. 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. Proponents will report these issues with summaries of supporting argument through their Major Program Directors to AVCSA who will determine, as in the case of remaining unresolved issues, if the issues should be further pursued.

The ACSFOR, and other Major Program Directors for matters of their areas of cognizance, will determine priorities for addressing these issues. Priorities should be based on the degree of adverse effect on the Army, the amount and quality of new rebuttal argument and data, and the estimated likelihood of success of rebuttal. Argument supporting the Army position will be prepared and transmitted formally or informally, as appropriate, to the OSD (SA) DPM authors as early during the DPM preparation period as possible in order to allow the greatest possible consideration of Army arguments.

Proponents, as completion of the For Comment DPM nears, will determine from DPM authors those controversial issues which will probably appear in the For Comment DPM and will report these issues along with summaries of Army and OSD (SA) supporting argument, as in the case of issues surfaced earlier, for SA determination as to whether or not reclama and PCR should

be prepared. If reclama is decided on, preparation will start as early as feasible. Concurrently, preliminary work to prepare PCR pricing out the expected DPM will be initiated so as to complete as much work as feasible prior to the publication of the For Comment DPM.

The preliminary contact between proponents and OSD (SA) DPM authors should be as informal as feasible within the requirements of DPM authors. Army argument and supporting data should be provided to the DPM authors as directly and informally as feasible, resorting to formal transmittal by SA Memorandum only after thorough exploration of alternative means of transmittal.

The process of screening issues for reclama should be as informal as possible. This process should be characterized by screening at each echelon to eliminate issues of lesser priority and less likelihood of success of reclama. Since time is of the essence, the process should be characterized by informal briefings at each echelon by proponents having the closest contact with the issue under consideration.

The following step-by-step procedures are described only in general terms pending results of the OSD and Army Staff ad hoc committee which are also addressing this procedure.

Force Programming Cycle Step 7 - Analyze OSD Decisions. (1 May)

The For Comment Land Forces DPM is issued about 1 May (according to OSD (SA) DPM production schedule). SGS obtains copies from OSA and routes copies by referral slip to ACSFOR and all other FYDP Major Program Directors. The For Comment DPM is analyzed from an Army Force viewpoint by Army Force

proponents in OACSFOR with assistance of proponents of the FYDP Major Program Directors.

Step 7-1. Examine DPM to determine if all expected controversial issues which were surfaced during preliminary procedures remain and if unexpected new controversial issues are incorporated. Any unexpected new controversial issues will be reported through ACSFOR to CofSA and SA.

Step 7-2. Proposed forces are compared with AFDP Volume I - Army Force Plan and the FYDP; differences from both documents are identified in:

Strength - Total, Trained, Trainees, Controlled Unit Structure, Total Unit Structure, and Individuals for Active Army and Priority Reserve.

Forces - Division Force Levels, Division Force Equivalents, ISI, SSI, Separate Brigades, Maneuver Battalions, Artillery Battalions, Air Defense Batteries, Engineer Battalions, Signal Battalions, and Aviation Units.

Force Deployment - Controlled units ("above the line units") by area of deployment.

Force Distribution - Division Forces, Special Mission Forces, General Support Forces, Individuals.

Materiel - Active inventory of Aircraft, Tanks, and Missiles and Launchers. Specific materiel issues of the DPM are incorporated in this examination. Division sets of equipment authorized are also compared.

Step 7-3. Material differences discovered in Step 7-2 are processed:

Differences between the DPM and the FYDP must be supported by PCR regardless of reclama. AVCSA and Major Program Directors are notified of these differences with a statement of required PCR. OACSFOR Army Force Proponents prepare this PCR with inputs from proponents of other FYDP Major

Program Directors in accordance with CSR 11-1 dated 29 March 1968 as changed by C1 dated 24 July 1968. Other PCR directed in the SECDEF transmittal memorandum will be prepared as specified in Appendix B, CSR 11-1 as changed.

Differences between the DPM and AFDP, Volume I-Army Force Plan are the basis for reclama. These differences will be reported to the ACSFOR for decision as to acceptance or reclama. ACSFOR will recommend acceptance or reclama to CofSA and SA through AVCSA. Proponents will, pending decision from CofSA and SA, proceed to prepare reclama rationale and supporting PCR for issues and differences in accordance with ACSFOR recommendation.

Step 7-4. Differences between the DPM and both AFDP Volume I and the FYDP discovered in Step 7-2, above will be reported to the Force Programming Advisory Group (FPAG). The FPAG will explore alternatives within the constraints of the DPM as they affect the Army Force Plan (AFDP Volume I) first assuming reclaims are not successful then assuming reclama are successful. The FPAG will formulate a recommended Tentative BY Force Basis (Force Programing Cycle Step 12) and recommend additional reclama action if required for which proponents will prepare rationale and PCR as in Step 7-3 above.

Force Programing Cycle Step 18 - Analyze Force and Resource Balance. (1 July)

PCD in response to PCR supporting the For Comment Land Forces DPM and in response to Army reclama are issued according to OSD schedules about 1 July -- 10 weeks following publication of the For Comment DPM; however, in practice these PCD may not be issued until much later if at all. These PCD confirm or change the constraints of the DPM and are subject to reclama as in the case of the DPM. An analysis of the PCD is conducted from the Army Force viewpoint by proponents in OACSFOR assisted by proponents of

other FYDP Major Program Directors. This analysis is similar to that conducted in Steps 7-1 through 7-4, above except that differences between the authorized forces reflected in the PCD and those incorporated in the Tentative BY Force Basis are identified.

Step 13-1. Examine PCD to determine which controversial issues remain and identify any new controversial issues which may be incorporated.

Step 13-2. PCD authorized forces are compared with the Tentative BY Force Basis. Differences in strength, forces, force deployment, force distribution, and materiel are identified as in Step 7-2.

Step 13-3. No PCR supporting PCD authorized forces are required. Differences identified in Step 13-2, above, are bases for further reclama. The decision to reclama or not will be developed as in Step 7-3, above, and proponents will prepare rationale and supporting PCR in accordance with ACSFOR recommendations as in Steps 7-3.

Step 13-4. Differences between the Tentative Force Basis and the PCD approved forces will be reported to the FPAG. The FPAG will explore alternatives within the constraints of the PCD, as they affect the Tentative Force Basis first assuming reclama are not successful, then assuming reclama are successful. The FPAG will recommend a Revised Tentative BY Force Basis (Force Programming Cycle Step 14 -- Revise FY 71 Tentative Force Basis). Force Programming Cycle Steps 14 through 19. (Nov-Jan). PBD are issued during the period about 10 Nov - 10 Jan. Although PBD are subject to reclama, the limited time allowed for their processing and response (five days or less) does not allow for a formal analysis procedure. As is now the procedure, PBD must be analyzed by the proponents of each FYDP Major Program

Director's area of cognizance and impact statements with recommendations as to reclama made through the Program/Budget Advisory Committee (PBAC). The impact of unreclamaed PBD or final PBD in the case of those for which reclama is submitted is posted to the Force Basis, FYDP, and FAS/TAADS SACS data banks, so that the Army Force Program, Force Programing Cycle Step 19 reflects all PBD changes.

CONCLUSIONS:

1. Both the OSD system of decisions development with its concomitant requirements for Army response and the Army system of requesting changes to authorized forces are likely to be changed prior to the May 1969 - Jan 1970 decision-programing cycle as the result of the OSD and Army PPBS committees' recommendations. Since this study product is based on the OSD decision development process as it now exists, changes in OSD procedures and requirements may negate this product.

2. Several shortcomings and deficiencies in the current system of Army participation in the OSD decision development process and in interpreting OSD decisions and requesting Army force changes can be alleviated:

The difficulties entailed by inadequate time for analysis and response to OSD proposed decisions would be alleviated by identifying and resolving some controversial issues in advance and by advance preparation of some reclama and PCR.

The number and complexity of reclama and PCR would be reduced by both advance contact with OSD and by a screening-priority system within the Army staff.

The Army Staff would have a clearer understanding of OSD rationale and would be in a better position to make decisions as to reclama and to prepare rebuttals.

The process of interpreting OSD decisions as to their impact on force programming and requesting changes would be more closely integrated into Force Programing procedures.

3. Some shortcomings and deficiencies of the current system would not be alleviated:

The complexity and difficulty of preparation and staffing PCR by inexperienced action officers would not be alleviated by the proposed method. FYDP Major Program Directors may, however, alleviate this shortcoming by providing an internal organization within their staff element in which continuity of expertise is provided by civilian experts.

The difficulty entailed by schedule slippage and consequent improvisation would not be entirely overcome. Some relief, however, would be provided by advance liaison between the Army Staff and OSD.

The disparity between PBD and the DPM, PCR, PCD and FYDP would not be alleviated.

RECOMMENDATIONS:

Recommend that the PROPOSED PROCEDURE FOR INTERPRETING OSD DECISIONS AND REQUESTING CHANGES, page A-17 - A-26 above, be considered by the Army PPBS Committee for adoption in part or in whole as appropriate and if compatible with PPBS Committee recommendations, that the procedures be adopted as part of the Army Force Programming Process.

APPENDIX I
ANNEX A

DESCRIPTION OF CURRENT OSD-SERVICE DECISION DEVELOPMENT PROCESS

GENERAL:

1. OSD decisions are developed from the tentative or proposal stage to final decision through a series of interchanges with the services. In format, all decision vehicles are oriented toward functional or mission oriented forces and progress, as the interchange progresses, in level of detail from numbers of units, personnel, things, and cost estimates to a detailed breakdown by mission oriented program, program element, and specific obligation authority in categories of research and development, investment, and operation.

2. This decision process is a never-ending closed cycle but is best described beginning at the point where a group of related tentative decisions are first made known to the services in the For Comment Draft Presidential Memorandum (DPM) thus triggering the Army programming cycle. The OSD decision documents and the corresponding Army responses are described and their interrelationship depicted in the sequence in which they occur in the decision cycle.

3. The following information is largely extracted from PRIMAR II Project 2-1 and Project 3-1 products.

The present set embraces 16 functional areas. These functional areas have been developed on an evolutionary basis, and they do not directly parallel programming and budgeting documents. It should be noted, however, that much material

contained in DPM (also to include Defense Guidance Memorandum (DGM)), may be translated with relative ease to program elements of the Five Year Defense Program (FYDP). Request for preparation of DPM in areas not now covered may be submitted to the Secretary of Defense at any time, and such requests will be processed initially by OASD(SA). Complete justification must accompany any such request.

DPM which size forces are normally issued in May, while DPM addressing functional areas are issued later in the production schedule. The Logistic Guidance for General Purpose Forces DPM, an exception to the rule, is issued in February. The DPM are focused on the first program year. (The first program year is the Fiscal Year in the FYDP that ends not earlier than the second year beyond the current calendar year; thus, during calendar year 1968, the first program year is FY 1970). In addition to addressing the first program year, the DPM address projections for an additional seven years, e.g., 1968 DPM's will address the FY 70-77 time frame. In any DPM where ten year costs are significant, a ten year program projection is included. If a pattern/or trend in the functional area of a DPM is important to the rationale for a decision, past fiscal year data may also be displayed. The DPM system must be described in terms of the manner in which the DPMs are prepared, processed and published. Because the system is layered at OSD, Joint Staff, and Army Staff levels, the total system can best be described by addressing each level in turn.

Office of the Secretary of Defense. The responsibility for the preparation of the DPMs is assigned by the Secretary of Defense to specific Assistant Secretaries of Defense, depending upon the content of the DPM. Of the 16 DPMs now in use, 14 are assigned for preparation and monitorship to the Assistant Secretary of Defense (Systems Analysis), one (Military Assistance Program) is assigned to the Assistant Secretary of Defense (International Security Affairs), and one (Research and Development) is assigned to the Director of Defense Research and Engineering.

The DPM production cycle of the OASD(SA) is the most formal and severely disciplined of the three Assistant Secretaries who are involved in DPM production. For this reason, the system of OASD(SA) will be used as a base for system description. Where the other systems differ from the base, the points of difference will be described.

The DPM planning and production is continuous, nevertheless, in order to describe the system, a starting point immediately following the publication in January of the wrap-up record of decisions has been selected. This starting point also has the advantage of corresponding with the presentation of the President's budget to the Congress.

The responsibility for the compilation, staffing and publication of a DPM is assigned to an author on the staff of the Assistant Secretary of Defense. The DPM author's responsibility for accumulating supporting data, for updating the data,

for translating the data into useful planning products, and for developing the basis for decisions by the Secretary of Defense never ceases. The author may be called upon at any time, and upon short notice, to update his DPM, especially the supporting tables. Inherent to the author's task of preparing each DPM is the responsibility to consider all valid factors which impact upon his assigned functional area. In the period from the publication of the Program Change Decisions, resulting from the For Comment DPM, generally during September until he begins to prepare his first formal draft of the next year's DPM (on or after 1 March except for the Logistics Guidance DPM), the author is most amenable to considering the input of data, ideas, concepts, rationale, and other attempts by the Services to influence the DPM decisions. Good inputs are acceptable any time and will be considered in the current DPM, time permitting, or will be considered in a subsequent DPM. The desired method of conducting business by DPM authors is by personal contact with knowledgeable action officers. Action officers must realize that the problem of influencing the DPM author, and subsequently the Secretary of Defense, becomes increasingly more difficult as the author firms his position on the DPM functional area for the coming year.

At the start of a DPM cycle, the Assistant to ASD(SA) prepares a schedule to discipline the preparation of the DPMs. By using this schedule an Army action officer may have a reasonable

idea of the current state of preparation of his assigned DPM.

Aside from the Logistics Guidance DPM, the 1968 schedule called for the preparation of the first "For Comment" version of a DPM as of 1 May, and the last "Tentative Record of Decision" version to be published by 25 September 1968. The most disciplined dates in the schedule are those which mark the publication of the "For Comment" version, the receipt of the JCS/Service comments, and the submission of the red/green mark-up. Assuming, however, that the schedule date for the publication of the "For Comment" version is the major milestone, the author backs off from this date by about eleven weeks, although this time will vary with individual authors, and he devotes approximately four or more weeks to preparing the first draft of his DPM. After he has completed his first draft and prior to the Seminar, an author will normally give his draft limited staffing.

A seminar to examine the DPM author's first draft is formally scheduled by OASD(SA), and attendance normally includes the author, the Assistant Secretary of Defense (Systems Analysis), the Deputy ASD(SA), selected OASD(SA) team chiefs (two of whom are assigned specifically to critique the draft as to substance) and where necessary, additional guidance is issued to the author.

Following the seminar, the author has approximately four weeks to prepare and to present a second draft to the Assistant to ASD(SA) for DPMs. The Assistant for DPM then begins the process

of editing and rewriting the draft, ensuring consistency with parameters and guidance issued, and reducing the DPM to twenty pages, a mandatory ceiling on length. This task is allotted one week following which the ASA(SA) personally reviews for a scheduled week the draft DPM prior to forwarding it to the Secretary of Defense for approval to publish and issue the "For Comment" version. Although the Secretary of Defense is allotted one week on the production schedule, he normally reviews the draft in about three days and, after final correction, authorizes the publication of the "For Comment" version.

The "For Comment" version is distributed to the OSD Staff, the Joint Staff, and the Service Secretaries for comment, the comment to be submitted normally in 30 calendar days. The "For Comment" version is passed down to the Army Staff action officer both through the Joint Staff and the Service Secretaries. The 30 day response time is rather rigidly adhered to. Valid reasons will be accepted to delay the submission of comments, but this contingency is the exception rather than the rule. Comments received late are susceptible to being ignored because of constraints in the production schedule. The issuance of the "For Comment" version is the trigger for programing action. Current DOD directives (DOD Directive 7045.7) require that Program Change Requests (PCRs) to support the "For Comment" version must be submitted 30 calendar days following the publication date.

If the Service disagrees with the "For Comment" version of the DPM, it may reclaim the DPM with appropriate rebuttal, data, and rationale and must submit a second PCR to cover the alternative proposal.

Upon receipt of comments, the DPM author, aided by the Assistant for DPMs, begins a red/green mark-up for the "For Comment" draft, red denoting those comments submitted and rejected as not valid and green denoting those comments submitted and accepted as valid. This procedure takes about one week following which the author and the Assistant for DPM prepare for ASD(SA) approval and signature a summary memorandum for the Secretary of Defense. This summary memorandum identified the major disagreements on force issues, relates what the "For Comment" DPM states, relates the positions taken by the Service Secretaries and the JCS in their comments, analyzes and evaluates the issues in light of all positions, enumerates alternatives open to the Secretary of Defense, and makes a recommendation for acceptance of an alternative by the Secretary of Defense. Based upon this summary memorandum and the JCS/Service comments, the Secretary of Defense makes his decisions relating to that particular DPM and authorizes the publication of Program Change Decisions (PCDs) which address groups of related issues which were included in the "For Comment" DPM. Even after the Program Change Decisions, the door is still open to reclaim and change

as stronger supporting rationale and additional data are surfaced; however, for each alternative proposal submitted, a PCR must be forwarded to support the proposal.

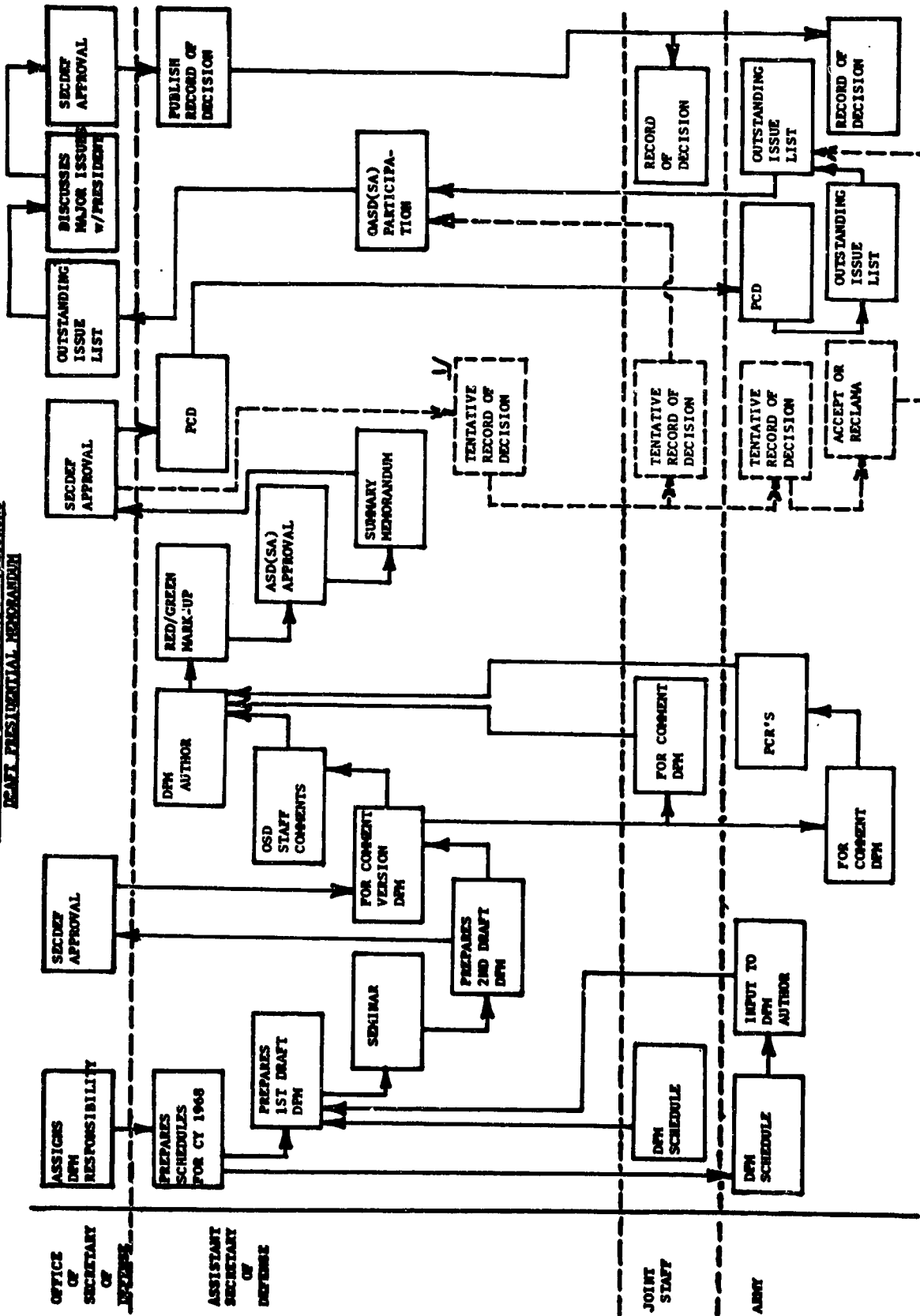
After the publication of the PCDs and until early December, key issues continue to be debated and negotiated. Concurrently, budget submissions are made and the time for a more or less final decision DPM approaches in order to support the budget, which is submitted early the following calendar year. In early December of each year, each Service Secretary prepares an "outstanding issues list" which reflects the major remaining disagreements between OSD and the Services. OASD(SA) participates in the preparation of these lists to ensure that its position is presented properly when the lists are presented to the Secretary of Defense. This list is not formally discussed with the President. OASD(SA) also prepares a Summary of JCS Recommendations and Secretary of Defense Decision ("He said, I said") which focuses on the major outstanding disagreements on force issues between OSD and the JCS. The JCS have an opportunity to comment on this document to ensure that it accurately reflects their position. The "He said, I said" paper serves as a basis for discussions held in later November between the Secretary of Defense and the JCS. The issues which survive these discussions are discussed by the Secretary and the JCS with the President, and the President makes a decision regarding them.

By the end of February of each year an updated "Record of Decision" version of each DPM is prepared and published to reflect all decisions made by the Secretary of Defense since the publication of the PCD and to serve as a basis for the next annual (fiscal year) planning and programing activities. It is after the publication of the "record of decision" version that the authors actively begin to prepare to produce the next year's DPM.

Since all force objectives and resource requirements planning seeks approval, all planning products must ultimately arrive at OSD for decisions. Direct inputs, in the form of raw data, complete studies or specially tailored analyses, come from the Joint Chiefs of Staff, from the Services, and from the balance of the OSD Staff. Obviously, those inputs must be compatible in substance and timing with the DPM.

The DPM authors look to the Joint Strategic Planning System for Joint military strategy, but they rarely look to the Services for (or are concerned with), unilateral strategy. The Joint Strategic Objectives Plan (JSOP) documents the basic strategy for the OSD staff. The Joint Intelligence Estimate Plan (JIEP) may also be utilized along with Defense Intelligence Agency (DIA) documents, to provide an intelligence basis for a threat evaluation by the DPM authors. The Joint Long Range Strategic Study (JLRSS) is consulted but is not generally compatible with the mid-range time period addressed by the DPM.

**PREPARATION, PROCESSING, AND PUBLISHING
DRAFT PRESIDENTIAL MEMORANDUM**



✓ TENTATIVE RECORD OF DECISION DPM (PROCESS INDICATED BY DASHED LINE) NOT USED FOR CALENDAR 1968 LAND FORCES DPM.
 EI A-1-1 Page A-1-10

The Army Planning System, as well as other Service systems, contributes formally to DPM preparation both through the Secretary of the Army and through the Joint Chiefs of Staff. Informally, contact is between DPM author and Joint and Service action officers.

DPM authors use the products of the Army Planning System and refer to the draft AFDP and final AFLP.

BACKGROUND

1. Draft Presidential Memorandum (DPM).

Draft Presidential Memorandum (DPM) had their inception in 1962 as the Secretary of Defense sought means by which he could consider major force and resource issues and alternatives, and could announce decisions regarding them to appropriate staffs and operating officials of the Department of Defense.

2. Program Change Requests (PCR). In addition to the Program Change Requests (PCRs) submitted in accordance with the DPM cycle, changes to existing programs may be requested through the use of PCRs. The current PCR was initiated as a Program Change Proposal (PCP); its purpose was to propose a change to the Five Year Defense Program. The use of the PCR has been expanded to include greater detail during calendar year 1968.

Because of the ever changing situation having an impact on the various programs of the Army and all other services, a procedure was required to inform DOD of these changes in order

that decisions could be made in the best interest of all concerned. The PCR is an instrument by which the Service can project these changes into the future. The review and subsequent approval of the program provides the base from which budget estimates are prepared. Specific criteria are outlined below which during the review of assigned programs by the Major Program and Program Element Directors require the submission of PCR. Proposed changes not covered by these criteria will be included in the annual budget submission.

Force Changes - Any changes to the "controlled forces" in the latest approved FYDP update.

Manpower Authorizations - A change, or accumulated changes, in the authorizations stated in the latest OSD approved FYDP update which, if approved, would increase DA military or civilian strength by 100 or more. This criteria does not permit DA approval of increases to authorized end strengths in amounts of less than 100.

Total obligation authority - Any increase for a cost category (i.e., R&D, Investment, or Operations) in any fiscal year (FY) unless exception has been authorized.

Procurement changes - Any change in procurement programs, other than in the prior or current FY, involving additional ships, aircraft, missiles, new items of equipment, or the introduction of new procurement items.

Issues - FYDP changes specifically addressed in the "For Comment" DPM, DGM, or in decisions on DCP.

Functional transfers - Any interdepartmental/agency transfer of functions increasing or decreasing the DA approved TOA and manpower in the FYDP.

Policy changes - Any changes resulting from policy decisions (usually but not exclusively, OSD decisions) meeting any of the criteria of paragraph 5a through c, above, or those OSD policy decisions which, when announced, specifically provide for the submission of a PCR whether or not they meet the criteria in paragraphs 5a through c above.

Fact-of-life changes - Any uncontrollable change, such as, but not confined to, production schedule slippages, operational accidents, or combat attrition which cause force, manpower, or TOA changes consistent with criteria in paragraphs 5a through c, above.

Military Assistance Program - Changes to the Military Assistance Program by country which involve any FYDP change exceeding five percent or \$1 million, whichever is greater, in any year.

Confirmation changes - Changes resulting from SECDEF decisions announced by other than PCD or PBD (e.g., DPM, DGM, and DCP) and made without benefit or prior PCR action but which meet any of the above criteria. This includes decisions reflected

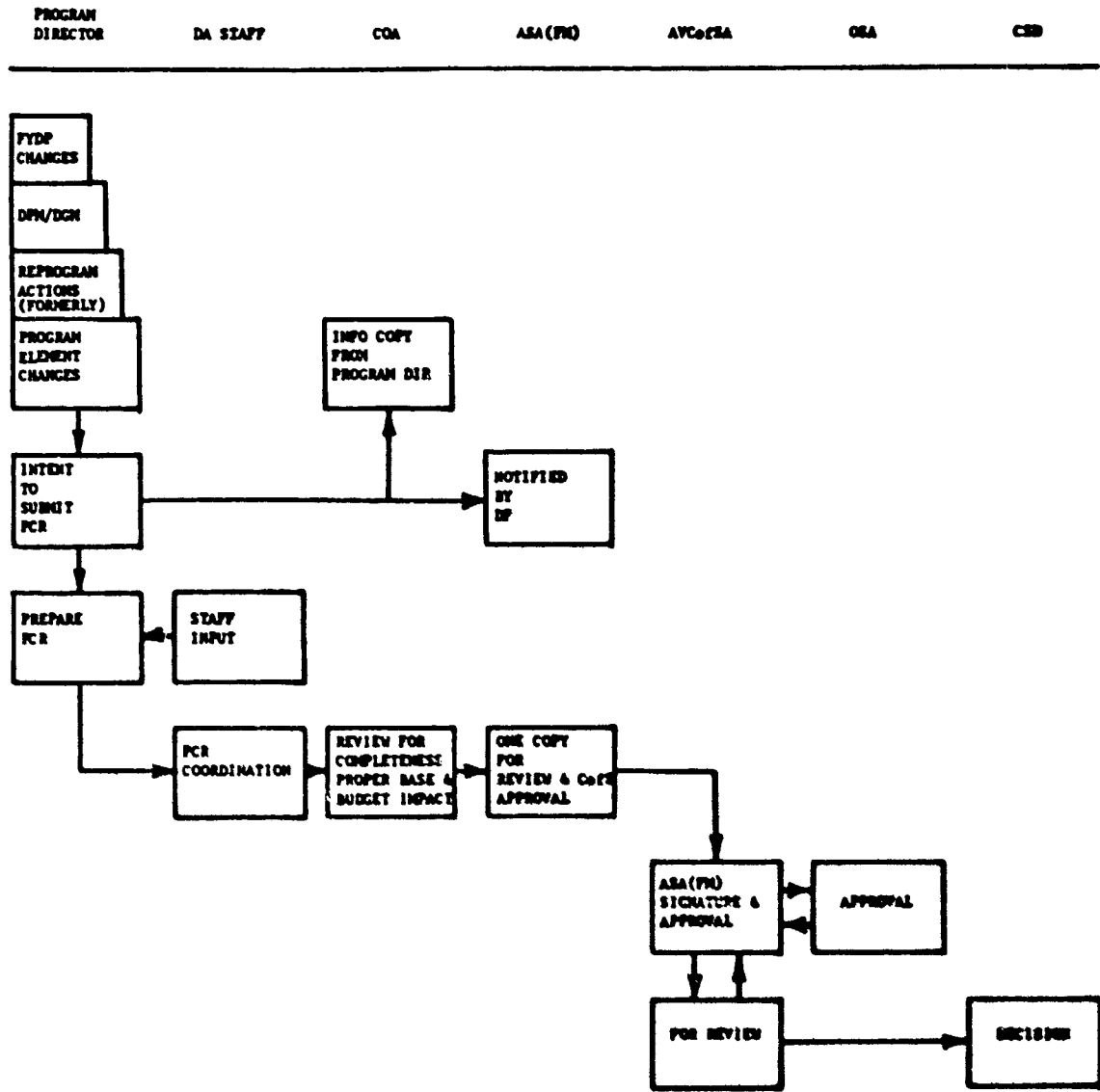
in attachments to DPM and revisions thereto, e.g., the PCM and PGM which accompany the Land Forces DPM.

Procedures for the preparation and processing PCR are covered in CSR 11-1, Army Programs. A flow chart (Exhibit 2) shows the responsibility for preparation and process through the Army staff to the Office, Secretary of Defense.

Program Change Decisions (PCD). The review of proposed changes to the FYDP by OSD results in a decision titled a Program Change Decision (PCD). A PCD may approve all, part, or none of the PCR, and in addition, may approve new alternatives not proposed in the PCR. Upon the receipt of a PCD the proponent will decide on acceptance or reclama. Reclama actions follow the same procedures as preparation of the original PCR except that they must reflect more recent or new justification to the original proposal. Normally the second PCD will represent the final action on the case. The FYDP is updated on the receipt of the first PCD regardless of pending reclamas. Decisions received changing a previous decision will be the basis for updating the FYDP again.

The decision will identify the PCR to which it is related. When the decision is not related to a PCR the origin of the decision or the office or agency having primary responsibility will be identified.

PROCEDURE FOR PREPARING/PROCESSING PCR



The decision provides a brief summary of proposal outlining the objectives of the proposal and provides a summary background for the reader.

An evaluation of the logic of the proposal is presented to the extent necessary to elaborate on the variances or alternatives being considered. This evaluation has the most significant information on which the decision will be made.

The actual decision, either approved or disapproved, or, as appropriate, the approval of alternatives will be addressed. If disapproval is indicated, the reason for the disapproval is to be stated.

3. Five Year Defense Program. Procedures for the changing of or proposals to change the FYDP were covered in the preceding paragraphs but did not touch on the content or use of the document. Three criteria govern the construction of the FYDP structure.

The structure is designed as an operating tool for both the Army and DOD. It includes an identification of homogeneous force data and supporting data aggregated in a way that assists the decision-making process. The program structure is built on what is known as force-related and support related programs. The following ten programs currently comprise the program structure

and, as evidenced by the titles, identify broad areas of both force and support. (A new program element structure is being developed based on the Force Classification System).

- Program 1 - Strategic Forces
- Program 2 - General Purpose Forces
- Program 3 - Intelligence and Communications
- Program 4 - Airlift/Sealift
- Program 5 - Guard and Reserve Forces
- Program 6 - Research and Development
- Program 7 - Central Supply and Maintenance
- Program 8 - Training, Medical and Other
General Personnel Activities
- Program 9 - Administration and Associated Activities
- Program 10 - Support of Other Nations

Strategic Forces - Consists of, as major subdivisions, Strategic Offensive, Strategic Defense, and Civil Defense. Includes command organizations associated with these forces.

General Purpose Forces - Consists of force-oriented elements other than those in Program 1, including the command organizations associated with these forces, the logistic organizations organic to these forces, and the related logistics and support units which are developed or deployable as constituent parts of military forces of military and field organizations.

Intelligence and Communications - Consists of missions and activities directly related to combat forces, but not a part of any of the forces listed in Programs 1 or 2 on which independent decision can be made. Includes resources for primarily national or centrally directed DOD objectives for intelligence and security; communications; specialized missions such as weather service, aerospace rescue/recovery, and oceanography.

Airlift/Sealift - Consists of airlift, sealift and other transportation organizations both industrial funded (IF) and non-industrial funded (NIF). Includes command, logistic, and support units organic to these organizations.

Guard and Reserve Forces - Consists of National Guard and Reserve training units. Elements are arranged in Program order to facilitate the relating of the Guard and Reserve training forces to the active forces.

Research and Development - Consists of all research and development activities which are not related to items which have been approved for procurement and deployment. The cost of R&D related to operation system will appear in appropriate elements in other programs.

Central Supply and Maintenance - Consists of supply and maintenance that is not organic to other program elements. Includes non-deployable supply depots and maintenance depots both industrial funded and non-industrial funded.

Training, Medical and Other General Personnel Activities - Consists of training, medical, and other activities associated with personnel, excluding training specifically identified with another program element, and excluding also housing, subsistence, medical, recreation and similar costs that are organic to another program element (such as base operations).

Administration and Associated Activities - Consists of resources for the administrative support of departmental and major administrative headquarters, field commands and administrative activities (not elsewhere accounted for), construction support activities and miscellaneous activities.

Support of Other Nations - Consists of elements identified to the MAP and AID Programs and those resources assigned to elements related to the Military Assistance Program or supporting the Military Assistance Program.

The structure is designed to allow both broad aggregations of data and detailed presentations of data that will be meaningful to different managers. Programs 1 through 5 are considered to be force related and normally fall within the purview of the Assistant Secretary of Defense (Systems Analysis) for both review and the recommendations of resource assignments. Program 6 - Research and Development - is assigned to Assistant Secretary of Defense (I&L); Program 8 - Training Medical and Other General Personnel Activities - to Assistant Secretary of Defense (Manpower); Program 9 - Administration and Associated Activities - to Assistant Secretary of Defense (Administration); and Program 10 - Support of Other Nations - to Assistant Secretary of Defense (ISA). These programs are not the exclusive responsibilities of these activities since many programs and elements overlap areas of management responsibility.

Programs are identified as either independent or dependent. For the independent programs management may make independent decisions or recommendations in the sense that the size and make-up of the program is predicated on the demands of the military posture and dictates of the world situation. On the other hand, dependent programs are generally dependent on the size and character of the independent programs. Independent programs are generally "force related" and dependent programs are "support related."

Programs 1 through 6 and 10 are considered to be independent programs. Programs 7, 8 and 9 are considered to be dependent programs.

Each program is structured in terms of major objectives and supporting objectives; that is, within each independent program, both the collection of "mission" elements and "service" elements are combined to aggregate the total resources assigned to the program.

Programs are designed to meet the management requirements of personnel responsible for the operation within an organizational unit.

The program structure provides DOD components with means of showing the approved program changes in meaningful aggregations. Standardization of the structure allows a

simplification of procedures necessary to insure implementation and use of the Five Year Defense Program (FYDP).

The data recorded for each program element cover a time span from the P.E. inception (1961 in most cases) to a period of at least five years beyond the current year. Force quantities are displayed for an additional three years to provide an adequate basis for identification of long-lead time resources and cost requirements. Thus, force quantities are displayed for the current year plus eight program years, whereas manpower authorizations and cost implications are presented for the current year plus five program years. All years shown are fiscal years.

Each program has, as a part of its makeup, forces, manpower and costs. Costs are classified either development, investment, or operating (expense) costs.

Program elements are the building blocks of the Programming/Budgeting system. They may be aggregated within a program to display the total resources assigned to a specific program; they may be aggregated to families of weapon and support systems within a program; or they may be aggregated to select only identified resources, such as operating costs. They may be aggregated in one way for programming purposes, in another way for budget review, and in still another way for management purposes.

A program element is a grouping of forces, manpower, and costs associated with an organization, a group of similar organizations, or a force package. Each program element will normally consist of these ingredients. The three need not, however, be represented in each element since in some program elements only manpower and cost appear, while in still others, only costs are shown. Since dollars are used as the common denominator to which all resources may be identified, costs are given for every program element.

The program element concept theoretically allows the operating manager to participate more fully in the programming decision process since both the inputs and outputs are stated and measured in program element terms. The manager receives more meaningful decisions and is better able to communicate such decisions to lower echelons when they are being conveyed by use of program elements.

The following criteria are used to aid in the definition of program element and in planning the grouping.

For management purposes, aggregations of operating costs will be in terms of organizational entities; that is, squadrons, groups, battalions, etc. (except for Program 5); whereas aggregation of investment (procurement and construction) costs will be in terms of items or classes of items being procured or constructed. A new program element (PE) structure is being developed to make the FYDP compatible with the Army-Marine Corps Force Classification System and align PE of Programs 2 and 5.

The Office, Secretary of Defense will specify the information needed to meet its requirements for planning and control and will identify these requirements by defining program elements within the structure. In addition, some costs within program elements will also be defined to allow collection of costs needed for special purposes; for example, detailed supply costs for Installation and Logistics (I&L) use. These costs will be retained in the components' file as a subsystem to the program element detail.

Operating costs are measured costs. Costs will not be allocated or prorated, except in Program 5, to program element. For special analysis, proration of costs will be necessary and these will be built-up from "cost models" to fit the needs of the analysis.

All costs will be identified to the host activity unless specifically chargeable to the tenant.

A program element should be identified in the highest program (i.e., the program with the lowest number to which the total of its output would most likely be associated). For example, Strategic Command and Control System program element is assigned to Program 1 as opposed to the Command-Control and Communications element in Program 3.

Program elements in the mission programs should be thought of as organizational entities and their associated

costs (such as HAWK batteries) as opposed to a collection or display of things (such as HAWK missiles). Data in the Five Year Defense Program which represent things (Force Tables) should be related to program elements, but may be in greater detail.

Mission program elements will be such that they do not split organizational units. Elements should consist of identifiable components of organizations to preclude allocation or proportion of costs.

A program element should be identified with a planned mission as a HAWK battery, or output - that is, to the results that are to be attained, such as Base Operations Support.

A program element should be considered a device for collecting costs. Each element is, therefore, the smallest cost collection unit that OSD will ask a DOD component to provide on a routine basis. DOD components should establish and maintain more detailed accounts for their own needs and for satisfying the requirements for additional detail "outside" the program structure, as subdivisions of program elements.

Program elements are classified in two types as (1) Mission, or (2) Service. Mission program elements should always be charged with the cost of services which are relatable and measurable and obtained from service units, in addition to the operating and investment costs routinely chargeable to the elements. Service program elements should only reflect those costs which are not charged to mission elements.

Programs should be structured in terms of personal responsibility for operations, to the extent feasible.

Separate program elements will be established for operating costs that would otherwise have to be allocated or prorated to two or more program elements.

Support program elements (such as Base Operations) that relate to two or more elements within a single program will be allocated directly below the group of elements to which they relate.

PROGRAM/BUDGET DECISION

1. An additional decision process by OSD which has not been considered as a part of the DPM-PCD-FYDP cycle but which impacts on the FYDP and thus on the Army force structure is found in the budget formulation process. When the Army budget is formulated, the justification for each budget program element is considered by OSD and decisions are rendered approving all, part, or none of the Army requested obligation authority. These decisions are embodied in Program/Budget Decisions (PBD) which are issued during the period from 10 November through 10 January. The sum of the approved alternatives of all of the PBD for the year equals the approved Army budget.

Characteristics of PDB. While no system of criteria for subject matter is identifiable, PBD have some characteristics in common.

PBD address only one budget program element for one or several items so that budget decisions on a particular subject (e.g., PERSHING Missile force or the Army Tank program) will be found in several PBDs. Thus, when a PCR is answered by PBD, the Program concept is lost.

PBDs are issued in groups which have no common characteristics except concurrent time of issue. The Office of the Director of the Army Budget (ODAB), OCA assigns these groups a "set number" for administrative convenience.

PBDs have the same general format. They identify the subject and the Army proposed number of items and obligation authority; alternatives, as envisioned by OSD, are stated; evaluations of the Army proposal and the alternatives are made, and an approved alternative is designated. Detail breakout sheets may be attached as backup but the PBD is complete on one page.

PBD Processing. Reclama to PBD must reach OSD within five days following their receipt by the Army (this limit is compressed later in the budget formulation cycle so that during the last few days only hours are allowed for reclama), consequently the reclama procedures are tightly controlled. ODAB routes PBD to the appropriate Army Staff Agency. The Army Staff Agency:

Replies by telephone by 1400 hours the next day whether or not a reclama is recommended.

Submits a conversion, for "operations, Army" budget category items, of the PBD impact on O&MA from major program structure to budget program structure.

Submits draft reclama or non-reclama statements by 1200 hours on the second day.

Submits final form reclama or non-reclama statements as directed by the PBAC, as a result of PBAC review on the third days, by 0900 hours on the fourth day.

Presents and justifies reclama or non-reclama statements, beginning at 1100 hours on the fourth day, in turn to the VCofSA and the SA. PBD are authority to update the FYDP if they approve an alternative which constitutes a change to the FYDP. PBDs are routed to the appropriate Comptroller agency, where, if change is appropriate, the FYDP is updated.

ANNEX B

FORCE BALANCE, FORCE REQUIREMENTS/FORCE IMPROVEMENTS,
FORCE TRADE-OFFS

CURRENT FORCE STRUCTURING/FORCE DEVELOPMENT SYSTEM

a. General.

Employment of United States military forces is the responsibility of the Joint Chiefs of Staff and the unified and specified commands. The major role of the Services is to provide forces for these commanders to use and to manage the allocation of resources. The Army, in the broad context, structures forces considering guidance from Secretary of Defense, Secretary of the Army, Joint Chiefs of Staff, Army Chief of Staff, views of unified and specified commanders, broad force goals of previous years, new missions assigned to the Army, studies such as Army 85, and doctrine such as Combat Support of the Army (COSTAR) and the Administrative Support Theater Army (TASTA). These concepts and guidance are general in nature and must be converted to finite and measurable terms reflecting the men, money, and materiel required to form the types and numbers of units to be in the Army of the future.

b. Constraints.

Current procedures for developing and analyzing Army force structure and resource requirements must provide for Army support to joint and OSD planning systems as well as support for unprogramed requirements. Joint and OSD planning systems are responsive to timely and persuasive Army views and input; changes to the systems are gradual,

however, and Army procedures for analyzing force structure and resource requirements must mesh with OSD and Joint planning system dictates even while recommending changes to the system.

c. PRIMAR Project 2-1/PRIMAR Project 3-2, Planning System Interface.

(1) Volume II, PRIMAR Project 2-1 Final Report (Strengthening the Army Objectives and Resource Management Systems), dated September 1968, presents a detailed examination of current OSD and Joint Strategic Planning Systems.

(2) PRIMAR Project 3-2 considered those shortfalls in the current Army Planning System, identified by PRIMAR Project 2-1, which impact on approved force planning and force programming to include the following:

- (a) Plans are poorly timed to influence OSD.
- (b) No process exists for identifying key issues.
- (c) Lack of coordination with OSD.
- (d) Effective use is not made of both joint and unilateral channels to OSD.
- (e) Force readiness goals are not effectively used.
- (f) Approved force planning and objective force planning is presented in the same document (AFDP).
- (g) No planning is accomplished for budget year force; changes in forces and resources cannot be properly evaluated.
- (h) Planning does not provide timely and substantive support for development of Army Budget.

(i) The AFDP has not consistently measured the ability of approved forces to meet time-phased force and resource requirements.

(j) AFDP does not attain official status and recognition within OSD.

d. Current Structuring and Analysis Process.

(1) Force Planning Guides. Force Planning Guides are the primary planning tools used to provide finite and measurable forms to force structures. The Force Planning Guides are templates which the planners use to determine the non-divisional units to be included in a force. Not only do they help in determining the composition of a force, but also the priority for deployment of units into a theater. Force Planning Guides are developed through wargames conducted for selected theaters of operations. They take into consideration differences existing among the theaters resulting from such variables as the area of operations, the size and composition of the overall force, enemy capabilities, and the timing or conditions under which the force is introduced into the theater. Currently, Force Planning Guides exist for Europe, Korea, and Southeast Asia. The Southeast Asia guide has recently been updated and republished. Europe is scheduled next for updating. Korea will be updated and five additional guides for key geographical areas will be prepared. The new family of guides will be based on a new portfolio of scenarios and it is expected that they will be completed by October 1969. Force Planning Guides also have been completed for certain portions of the CONUS Base and an additional guide for the Army Materiel Command is currently being prepared.

(2) Approved/Projected Force Structuring. Based upon guidance received or deduced, the force developer uses the Force Planning Guides to structure the best attainable force within constraints. The constraints which govern the structure of an approved/projected force, especially the OSD designation of "controlled Units," almost entirely determines the force level and mix of the force. The next step in the structuring process is to measure the ability of the force to accomplish its intended purpose. The measurement is accomplished through analyses and capability studies which may include both dynamic and static wargaming. Approved logistics and tactical models and computerized structure analysis techniques are used to the maximum extent possible. Part I of Annex A to AFDP 69-88 contains a complete description of the technique used to analyze the approved force structure in AFDP 69-88. The criteria for using a force structure model or analysis system to analyze an approved force is that the model accomplish the desired purpose, and that the model is sufficiently tested to gain credibility. Improved versions of force structuring, force analysis, and force development models will be incorporated in the force structuring process as rapidly as they are developed and gain acceptance. Improvements to forces that are determined necessary by analysis and wargaming are accomplished immediately if they do not exceed OSD constraints or thresholds. Improvements to the force which require OSD approval and/or additional resources will be requested or recommended. The recommendations may form the basis for PCR action.

(3) Objective Force Structure and Analysis. The structuring process for objective forces is generally the same as for approved/projected forces. The force level and mix selection process is currently presented in Book III, Volume II, JSOP; the detailed objective force structure and analyses are presented in the ASOP. PRIMAR Project 2-1 has proposed the complete elimination of the objective force from the AFDP and objective force presentation in the Army Strategic Objective Plan. PRIMAR Project 3-2 concurs in this recommendation.

(4) Trade-offs. Each trade-off is handled as a separate action in the planning/programming process. The extent of the action and the magnitude of staff involvement in the action is dependent upon the scope and impact of the proposed trades and the number of proponents and dissidents involved. The analyst who discovers the excess/shortage in a force should make a preliminary analysis and identify areas for trade-off consideration. Similarly, the staff agency that advocates the introduction of a new weapon system or force into the force structure should recommend specific trade-off items or areas for trade-off consideration. Once the trade-off is proposed the proponents for and against the trade-off prepare their justification; analyses and capability studies are conducted, and a decision is sought at the lowest possible level. If suitable trade-off items cannot be identified by the staff, the increase in personnel and resources is requested through PCR action and/or is presented as an add-on package in the AFDP. Chapter 2 of AFDP 69-88 presents 16 such add-on packages. The most involved and

complicated trade-off action that has recently occurred on the Army staff is the trade-off action associated with Advanced Aerial Fire Support System (AAFSS).

(5) Unprogramed Requirements. Unprogramed force development has been the normal rather than the unusual requirement since the commitment of forces to Vietnam in 1965. During this period, force planning and programming has been accomplished by a continuing series of special capabilities studies which have developed new unit activation schedules to meet emergency requirements for units in Southeast Asia. On each of these studies a statement of requirements by the commander in the field took the place of a planned force in the normal programming cycle. An activation schedule based on total personnel and materiel assets took the place of the normal force basis troop program and the program and budget guidance. Field commanders have been given no option as to when and where units are activated using Department of the Army controlled assets.

DEFICIENCIES AND SHORTFALLS

a. Timing. Although the current AR 1-1 directs publication of the AFDP on 1 March annually, only the 1964 and 1965 editions of the AFDP have been published near that date. The AFDPs subsequent to 1965 have been published late: AFDP 67-86 (the abridged AFDP) was published in May 1966; AFDP 68-87 was published in July 1967; AFDP 69-88, the current AFDP, was published in July 1968. Late publication of the AFDP defeats one of the principal purposes of the AFDP; namely, to attempt to influence DPM authors during preparation of the next cycle of DPMs.

b. Distribution and Approval. AFDPs are approved by the Chief of Staff, Army, for the Secretary of the Army. Prior to the publication of AFDP 69-88, no attempt was made to gain SA approval of the document and little effort was exerted to gain SA concurrence in the assumptions and parameters which control the preparation of the AFDP. The AFDP has not been formally distributed to OSD although coordination with DPM authors indicates that they have made use of the AFDP in the preparation of DPMs.

c. Force Addressal.

(1) The AFDP currently addresses the baseline force (Force A), improvements to the baseline force to produce an effective force which conforms to OSD constraints and projected levels as closely as possible (Force B), and the Army objective force (the JSOP force or Force C). The bulk of the AFDP is devoted to identification and justification of improvements to the baseline force. A separate and concurrent effort is required to prepare and present the Army objective force which has been approved by the Chief of Staff, Army, forwarded to the JCS, and subsequently to OSD (by means of the JSOP) prior to being detail structured in the AFDP. The AFDP, therefore, is in the awkward position of attempting to support two different forces, Force B and Force C, at the same time and in the same document.

(2) Since the build-up in Vietnam in 1965, the forces required to fight the war, that exceeded the baseline force, have been identified in DPMs as "temporary" forces and have been authorized for one

year at a time in successive DPMs. The first FYDP program year (budget year) forces in the DPMs, therefore, contain baseline forces and temporary forces; and the temporary forces are not reflected in the FYDP out years. A wide disparity has existed between budget year force and the baseline forces addressed in DPMs since 1965. Furthermore, the AFDP due to its concentration on the mid-range and long-range periods, has not subjected the temporary forces to the same careful analysis it gives the baseline forces.

d. Readiness. No correlation exists between readiness, readiness goals, and resource allocation in the current AFDP. The operational planners do not provide the force developers readiness goals or deployment/employment goals that would enable them to discriminate among forces in the allocation of resources. The force developers do not currently have a system for using discrete readiness goals if they were provided.

e. Trade-off. No overall analysis exists of the budget year force or the current year force with which to assess the impact of recommended trade-off actions on the force as a whole.

IMPROVED PROCEDURES AND METHODOLOGY FOR DETERMINING FORCE REQUIREMENTS/
IMPROVEMENTS TO INCLUDE ANALYZING FORCE BALANCE

a. Force Requirements.

(1) Objective Force.

(a) The principal improvement in determining force requirements for objective forces is associated with the production of

the Army Strategic Objectives Plan (ASOP). The ASOP will assemble and concentrate all objective force and resource requirements planning into one effort and one document at the point in time when it can most persuasively influence the OSD and JCS decision-making process; i.e., the development phase of the DPM/DGM cycle and the JSOP. Approval of the ASOP by the Secretary of the Army will provide the opportunity for formal compatibility of views between the Secretary of the Army and the Chief of Staff, Army. This will provide a better base for actively influencing OSD decisions through the unilateral channel.

(b) ASOP Volume II develops the Army objective force by selecting specific contingencies which govern overall Army strategic requirements and by developing Army force requirements on a regional basis; consideration of U. S. Marine Corps and Free World Forces are included. Reasonably attainable alternative objective force levels are selected and compared for cost, risk, and ability to execute the JCS-approved strategy. Advantages and disadvantages of each alternative objective force level are addressed; shortfalls of the force levels to execute the strategy are translated into statements of cost and risk; and the recommended Army objective force is selected. One of the alternative objective forces analyzed in the ASOP is the approved baseline force level reflected in the current AFDP.

(2) Approved Mid-Range Force.

(a) Improvements in determination of requirements for the outyear forces results from better definition and standardization of staff responsibility, better timing, and wider staff participation

in the proposed approved force planning and programing process. The entire Army General Staff participates in preparation of the CSM which initiates the AFDP planning and programing process and the entire General Staff is represented on the Review and Evaluation Board throughout the development of the mid-range force. (See Exhibit 2-3 to Chapter 2, Part II).

(b) OSD approved force requirements are provided through the designation of controlled units, structure spaces, and authorized spaces, in the DPM, DGM, and FYDP. The Army planning and programing system is directed toward getting OSD approval of a force that closely approximates the Army objective force. The AFDP and the ASOP are mutually supporting in this effort. The ASOP attempts to influence OSD decisions on force levels through the development of military strategy, forces, and resources to execute the strategy. The AFDP attempts to influence OSD decisions on force balance through analysis of the ability of approved forces to execute various contingencies consistent with approved strategy. The ASOP identifies additional requirements in the approved force by considering the approved force as one of the alternate objective forces considered in the development of the ASOP and identifies approved force shortfalls in terms of risks and uncertainties in the execution of JCS-approved strategy. The scenarios and wargames used to analyze the approved out year forces in Volume II, ASOP are subsequently used in force structuring analyses associated with preparation of the next AFDP. Close coordination must be accomplished between AFDP and ASOP authors to assure that force information is generated in sufficient detail to be applicable to both documents.

(3) Budget Year Force.

(a) Improvement in determining force requirements for the budget year force results from analysis of the force basis on a schedule and in a manner to provide optimum support to the Army Budget. The temporary forces concurrently in the budget year force have been added as the result of separate program change actions and the overall effect of the additions have not been fully evaluated.

(b) Detailed structuring and analysis of the budget year force in the AFDP will provide a complete picture of the approved force and will facilitate the identification of additional requirements and necessary improvements. It will provide a sound basis for evaluation of the force for consideration of trade-offs and other proposed changes.

b. Force Improvements.

(1) General. The identification of force improvements is normally a concomitant feature of the determination of force requirements. The discussion of force requirements and force improvements will therefore generally apply equally to both activities.

(2) Readiness.

(a) One of the principal improvements in force structuring methodology resulting from the PRIMAR II efforts stems from the recommended use of discrete readiness goals in the allocation of resources to forces. A readiness goal is the readiness level that a unit must attain and maintain prior to decision day in order to be capable of accomplishing its post-decision mission. Given necessary personnel and materiel resources, the attainment of a force readiness

level is a matter of time to organize and train the force. Discrimination in the assignment of readiness goals to a force and to the components within a force is, therefore, dependent upon the planned time of employment/deployment and the availability of resources. US forces are always planned for commitment/deployment to combat in a fully trained, fully manned, and fully equipped status.

(b) The starting point in establishing force readiness goals is the determination of the size of the combat elements in the contingency area required (assigned, for approved forces) to execute the strategy. Once the force level of the major elements of the force has been determined, a detailed force structure is developed for the theater based on applicable force planning guides, war plans, studies, and recommendations of the major commander. Initial Support Increments (ISI) and Sustaining Support Increments (SSI) units are identified. In order to discriminate among readiness goals for the forces comprising a theater force package, the time of employment must be known or assumed. The lead-time for the unit can then be computed by considering the expected post-decision strategic warning time prior to M-Day, the time from M-Day to deployment, the POM time required, and the movement time. The resultant lead-time can then be compared with the training time and the fill time required to advance the unit from its current readiness status to full combat readiness.

(c) Readiness goals for deployed forces are dependent upon the imminence of the threat in the area of deployment, the political or strategic warning that can reasonably be expected and our

ability to reinforce the deployed force with US or Allied forces.

The recommendations of commanders should be carefully considered when force goals are established.

(d) US Army objective forces have always been planned to be at the highest readiness level. Consideration of discrete readiness goals is introduced into approved force planning and programming because approved forces are not now approved by OSD to be at the highest level of readiness. Army planners and programmers should, therefore, use discrete readiness goals to structure the optimum approved force and to provide the best possible justification for requests for additional resources. For further discussion of techniques of establishing readiness levels see Annex C. Part III.

(3) Approved Out Year Forces.

(a) Force improvements associated with modernization and reorganization will be surfaced for consideration early in the out year force development process; probably during the preparation of the CSM which initiates the AFDP annually. (See Exhibit 2-3 to Chapter 2 Part II).

(b) Force improvements required to correct weaknesses in the approved out year force will be identified during the detailed structuring phase of out year force development. (See Exhibit 2-3). Publication of AFDP Volume I on 31 January and its formal distribution to OSD with SA approval will present Army views on force improvements, especially those not covered by PCR, to DPM authors during the formulative phase of the DPM cycle.

c. Analyzing Out Year Force Balance.

(1) Based upon guidance received or deduced the force developer uses the Force Planning Guides and the Modular Force Planning System (MFPS) to structure or modify the out year force for the year of focus (normally BY+1). The preceding year's baseline force modified in accordance with the current Land Forces DPM will normally provide the start point. The Force Planning Guides and the MFPS provide the templates which the planners use to determine the non-divisional forces to be included in the out year forces. OSD constraints which govern the structure of out year forces, especially the designation of "controlled units", largely determines the force level and mix of the force. The approved force planner starts with the force level and mix prescribed by OSD and attempts to structure the best balanced force possible within constraints. He then measures the ability of the force to accomplish its intended purpose. The measurement is accomplished through analyses and capability studies which may include both dynamic and static wargaming. Logistics models, tactical models, and computerized structure analysis techniques are used to the maximum extent possible. Annex A to AFDP 69-88 presents a classified discussion of a baseline structure wargame and related analyses; Part I of the annex presents a classified description of the models and computer systems used in analyzing the baseline force. The criteria for using a force structure model or analysis system to analyze a force is that the model accomplish the measurement desired and that the model is sufficiently tested to have credibility. Improved versions of force structuring, force analysis,

and force development models will be incorporated in the force structuring process as rapidly as they are developed and gain acceptance.

(b) Improvements to forces that are determined necessary by analysis and wargaming are accomplished immediately if they do not exceed OSD constraints or thresholds. Improvements to the force which require OSD approval and/or additional resources will be requested or recommended in the AFDP and may also form the basis for PCR action.

SPECIFIC IMPROVEMENTS

a. Timing. The force structuring process should be accomplished in accordance with the schedule portrayed at Exhibit 2-3. The following comments/explanations apply:

(1) Objective Force Development. Objective force structure will be provided to ASOP authors in time to publish ASOP Volume II by 5 October annually. One alternative objective force will be the approved baseline force level reflected in AFDP Volume I published on 31 January annually. ODCSOPS, as the Army Staff agency responsible for the ASOP, will promulgate definitive instructions covering requirements for objective force structure information.

(2) The Army Force Development Plan. Volume I of the AFDP will be forwarded to the Chief of Staff, Army, by 15 January annually. Immediately following publication of one edition of Volume I, work commences to develop the parameters and begin work on the next edition.

(3) The Army Force Program. Meaningful budget year force development and Army budget activities (portrayed at Exhibit B-1) are

mutually restrictive. The tentative budget year force which is provided to budget program managers by 15 June annually must be sound enough to remain essentially unchanged until after the budget is submitted to OSD. The refined analysis and capability studies which are conducted from mid-November to mid-January incorporate and analyze program and structure changes resulting from OSD hearings. The budget year force produced at the end of January is updated in June and is updated quarterly throughout the year of execution.

b. Distribution and Approval.

(1) Secretary of the Army and OSD approval is sought for the assumptions and parameters which govern the preparation of the AFDP. The assumptions and parameters are those expressed in the CSMs. Work on the AFDP will not be delayed to obtain SA or OSD approval.

(2) Secretary of the Army approval of the AFDP and formal distribution of the AFDP from Secretary of the Army to OSD is proposed.

c. Force Addressal. AFDP, Volume I, the Army Force Development Plan, will address the approved out year forces (BY+1 through BY+4); AFDP Volume II, The Army Force Program, will address the budget year force. The combined addressal of the two volumes will provide a complete picture of the approved force and a sound basis for evaluation of the force and proposed changes to it. The two volumes of the AFDP will fill a previous gap between mid-range planning, short-range planning and force programming. Although the system will function at its best when the temporary forces are no longer in the force structure, the proposed AFDP will accommodate the addition of temporary forces to the structure.

d. Readiness. The proposed AFDP will use discrete readiness goals to guide the allocation of resources to approved and projected forces.

e. Trade-off.

(1) The complete picture of approved forces presented in the two volumes of the AFDP will provide a sound basis for the evaluation of proposed trade-off actions.

(2) The Force Programing Advisory Group, composed of force proponents designated by FYDP Program Directors, will provide a means for thorough and expeditious consideration of trade-off actions.

BUDGET ACTIVITIES

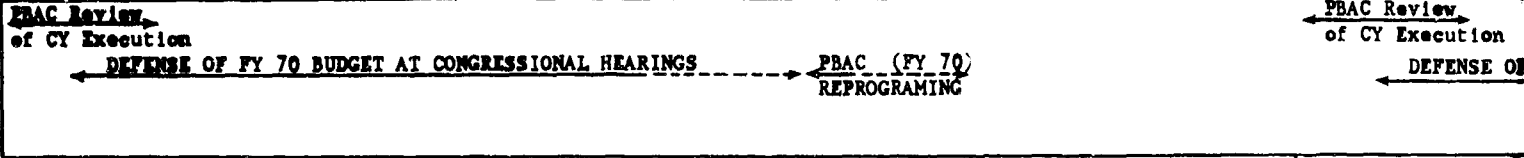
FY 70

JAN 69	FEB 69	MAR 69	APR 69	MAY 69	JUN 69	JUL 69	AUG 69	SEP 69	OCT 69	NOV 69	DEC 69	JAN 70	FEB 70
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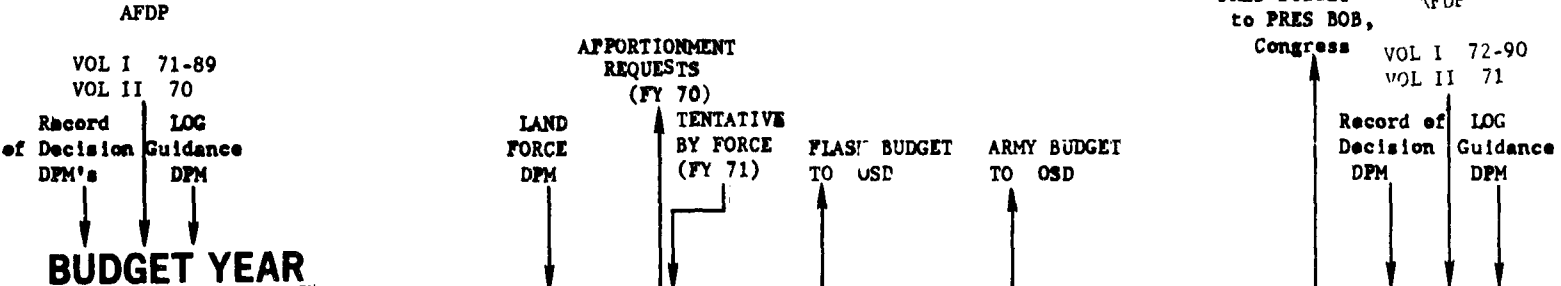
Record of Decision DPM's

Record of Decision DPM's

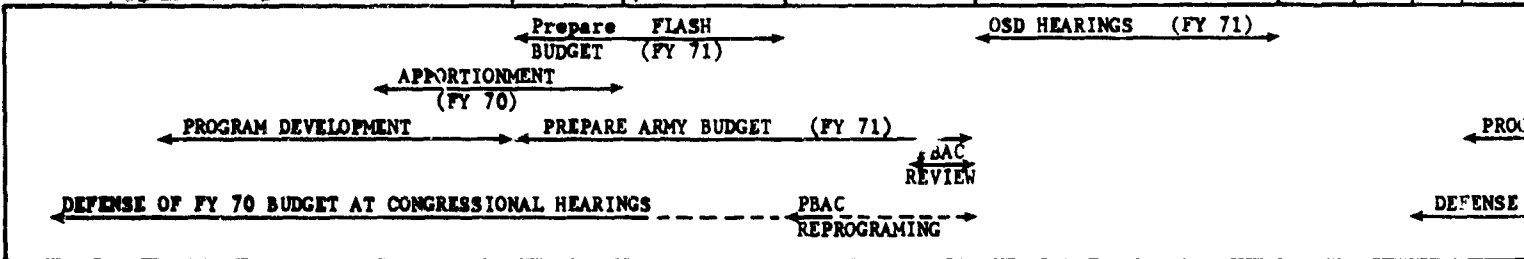
CURRENT AND PRIOR YEAR



BER (FY 69) PBG #2 FYR (FY 69) PBG #4 BER (FY 70)



BUDGET YEAR



PBG #1 PBG #2 COB (FY 70) PBG #3 CBE (OPTIONAL) (FY 71) PBG #4 PBG #1 PBG #2

JAN 69	FEB 69	MAR 69	APR 69	MAY 69	JUN 69	JUL 69	AUG 69	SEP 69	OCT 69	NOV 69	DEC 69	JAN 70	FEB 70
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EXPLANATORY NOTES:

PBG #1 - (PROGRAM & BUDGET GUIDANCE) 31 January. Completion of the President's Budget. Contains Complete Revision of P&B; Revised Guidance for COB; Initial Guidance for CBE.

PBG #2 - Completion of Current Year Budget Execution Review. Issued 20 working days after PBAC Review of BER. Contains Final Guidance for COB; Revised Guidance for CBE.

PBG #3 - 30 June. Completion of Apportionment Request. Contains Initial Guidance for BER; Final Guidance for CBE.

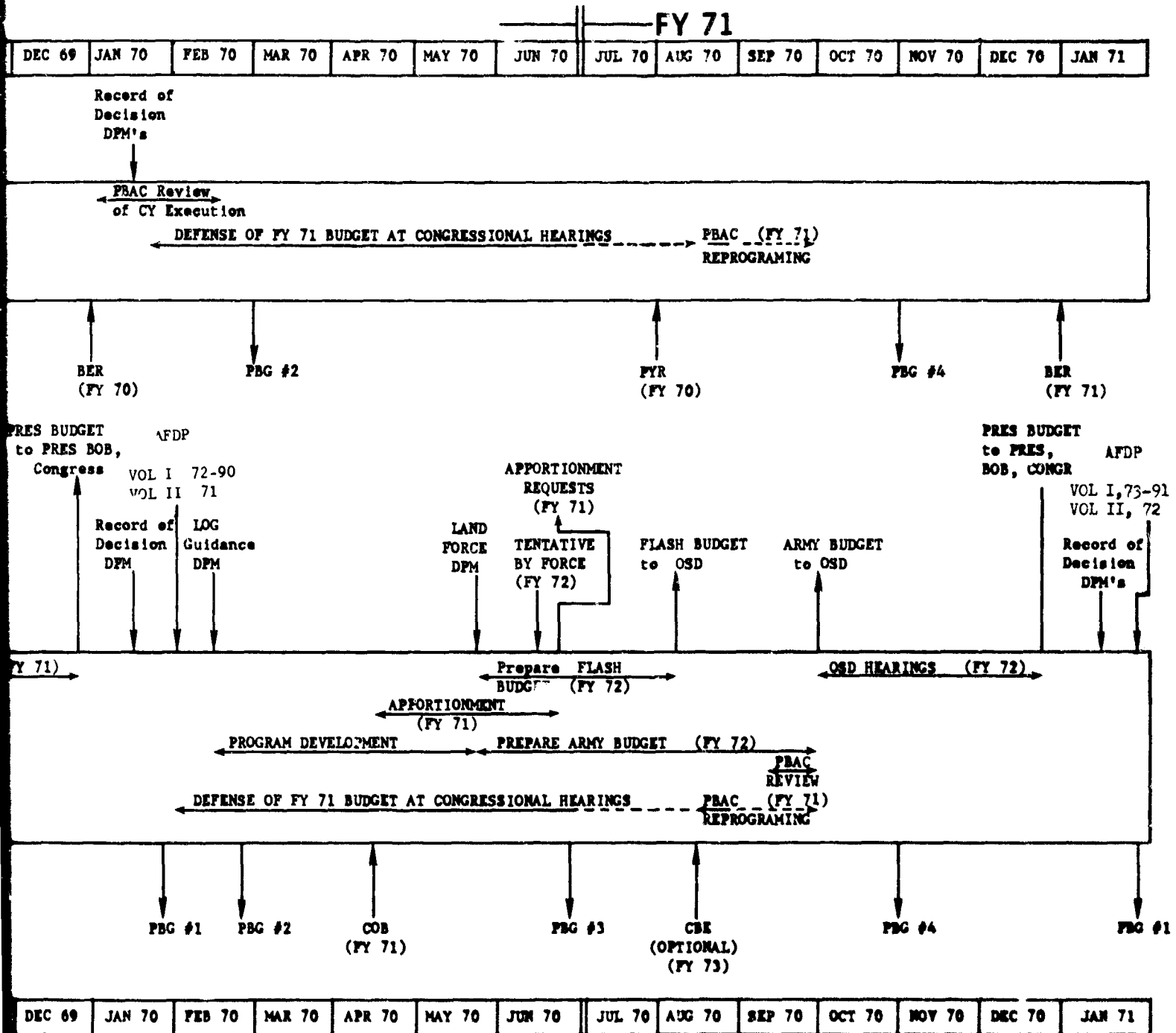
PBG #4 - 31 October. Submission of President's Budget to OSD. Contains Final Guidance for BER; Initial Guidance for COB.

BER - (BUDGET EXECUTION REVIEW) Reports Command Status of Funds compared to Projected Requirements.

CBE - (COMMAND OPERATING BUDGET) Projected Requirements for Following Year.

A

BUDGET ACTIVITIES



ber. Submission of President's Budget
Final Guidance for BER; Initial

(CUTION REVIEW) Reports Command's
compared to Projected Requirements.

(ERATING BUDGET) Projected Fund
Following Year.

COB - (COMMAND OPERATING BUDGET) Data to support Army Apportionment
Requests and to develop Annual Funding Programs. Reflects applica-
tion of Mid-Year Funding Adjustments.

FYR - (PRIOR YEAR REPORT) Workload and Obligation Data for Fiscal
Year just ended; Used at D/A in subsequent Reviews and Budget
Submissions.

B

ANNEX C

A TECHNIQUE FOR ESTABLISHING READINESS LEVELS

GENERAL: The improved force programing system requires that desired readiness levels and unit/force organizational levels be established early in the programing cycle. These levels, once established, will provide direction for force and resource programers towards meeting objective force requirements within OSD constraints.

OBJECTIVE: To specify a technique for establishing desired readiness levels (during the force program process) for units/forces, and to develop a sample list of readiness levels.

TASK: Determine how desired readiness levels should be established for units/forces.

1. Which units/forces should be at full TOE on M-Day?
2. How should personnel and equipment authorizations below full TOE be established?
3. What impact will reduced levels have on unit training?

ASSUMPTION:

1. Units/forces will be fully combat ready (Full TOE) prior to deployment.
2. Total authorized strength will be less than total TO/ID structure strength for the FY being programed.
3. Force packages will be structured according to the area of most likely commitment.
4. Army is organized under G-Series TOE.

DISCUSSION:

1. The improved force programming system requires that the following specific points be addressed in order to develop a technique for establishing desired readiness levels early in the force programming process:

(a) The time, using M-Day as a base date, units/forces must be at Full TOE so as to meet scheduled deployment.

(b) Methodology of establishing desired readiness levels for units/forces with deployment dates before, on or after M-Day

(c) Methodology of establishing readiness levels for non-deploying units/forces. (Those units/forces for which there is no deployment requirement.)

2. Readiness Objective:

(a) The readiness objective of the Army is represented by the Army Objective Force Structure and based upon the Joint Strategic Objective Plan (JSOP) and the Army Strategic Objective Plan (ASOP). However, constraints imposed by OSD may require certain forces be structured at a readiness level lower than the objective force. The OSD approved and projected forces will be structured and displayed in the Army Force Development Plan (AFDP), VOL I.

(b) The Army's best judgment of the required organization for combat for a specific unit is reflected in TOE/MTOE (level 1) full requirement. Full TOE's (100% levels of personnel and equipment) are

developed on DA approved doctrine. The Army objective is to optimize its resources at all times, during periods of relaxed tensions retaining the ability to quickly and economically bring units to the full wartime requirement.

(c) The ASOP, AFDP and Department of the Army organization policy provides the basis for personnel and equipment requirements and has the following objectives:

---Only that equipment and those personnel required for accomplishment of unit missions, and in essential necessary amounts, are provided in authorization documents.

---Within manpower, equipment and budgetary constraints, all elements of the Army will be organized and maintained in the best possible posture to execute assigned missions.

---Like TOE units at the same authorization level will be organized alike; like TDA units will be standardized to the maximum extent possible.

(d) Levels of personnel and equipment specified in the Army G-Series TOE and organized in conjunction with current Department of the Army organization policy provide for flexibility and economy while allowing for a balanced organization. Each level of organization (level 1, level 2, level 3, and cadre) provides optimum relationship between personnel positions, authorized equipment and operational capability. Units must be organized to accept personnel and equipment fill in order to be fully combat ready in minimum time.

3. Force Readiness: Force packages are no better manned, equipped or trained than the units that make up the package. Currently within the Army Readiness Program there is no one system designed and capable of measuring force readiness. An aggregation of unit authorizations for personnel by grade, branch, and MOS; and equipment by line item is one method under consideration. However, percentages of authorization below the full requirement, once summed, tend to be misleading since force packages are made up of units with varied missions, personnel and equipment requirements. This necessitates that asset levels and priorities of fill be projected to the level of detail that can be identified with a unit or aggregation of units with like organizations, priorities and missions.

4. Desired Readiness Levels: This technique uses as a start point the organizational levels of the G-Series TOE. (This procedure does not include TDA units since at present, levels of organization based on capability have not been developed or standardized). Once deployment requirements (weeks in relation to M-Day) have been provided, desired levels of personnel and equipment can be established to support the time phased deployments. This technique is applicable to deployed units and non-deploying units by indicating a desired state of readiness required during the programed year. The Force Accounting System (FAS)/The Army Authorization Document System (TAADS) can be used to identify the personnel and equipment requirements at the level specified.

5. Establishing Desired Readiness Levels:

(a) General. An initial step in force programing is to establish desired levels of personnel and equipment for units/forces based on projected missions and desired readiness posture on M-Day. For non-deploying units, personnel and equipment levels should be established that will allow a unit/force to reach the desired state of readiness at a specified time. Units required to deploy on M-Day or shortly thereafter must be fully equipped, manned and trained prior to M-Day. Follow-on units, especially those not required until after M+2 months, need not be at full strength. Certain units could be organized at less than Full TOE (level 2 (90%), level 3 (80%) or at zero strength) provided fill of units can be accomplished in time to ready the units for deployment. The time desired to reach full TOE personnel and equipment after M-Day is that point in time that will allow a unit to receive its personnel and equipment, conduct the necessary training, and prepare for overseas movement to meet required deployment date. Since the conduct of progressive unit training is adversely affected by lack of sufficient personnel, personnel turnover and lack of certain equipment, the arrival of assets is an important factor in the unit's ability to meet deployment requirements.

(b) Establishment of unit desired readiness levels is a backward planning process beginning with the date units must be available in CONUS for deployment. From that date is subtracted the time required for POM/POR activities and additional training, if any,

necessary to fully prepare units for deployment. That point in time is associated with a particular state of unit training (fully trained or less) which in turn is that unit's readiness goal. For example--assume that the JSOP requirement is for two divisions to initiate deployment on M-Day. It follows then that the divisions must be fully combat ready on M-Day and are organized at full TOE (level 1). On the other hand, assume a requirement for an armored cavalry regiment by M+3. Since this unit is not immediately required, consideration could be given to organizing it at less than full TOE, thereby releasing personnel and equipment assets to other claimants. Assume the regiment is organized at 80% of TOE. Using the table at Exhibit C-1, it is seen that a separate regiment has the capability to train at company (troop) level when organized at 80% of full TOE and that, after personnel and equipment fill, the unit would require 8 weeks additional training to reach fully combat ready posture to ready it for deployment. Assuming a capability to fill the regiment to full TOE in 2 weeks ^{1/} and allowing 2 weeks for POM/POR after completion of 8 weeks training, the unit could be ready for deployment by M+3 if organized and manned at 80% of TOE on M-Day.

1/ The amount of time required to fill units on M-Day or thereafter, is a function of:

- a. The personnel policies initiated on M-Day (i.e., tours extended, terms of service extended, leaves cancelled and etc.)
- b. The size of the force being brought to full strength.
- c. Phasing of the build-up.
- d. Extent of draw-down permitted.
- e. Call-up notification lead time.
- f. Alert, movement to mobilization station.

(c) In the examples cited above, the desired readiness level for the two divisions would be level 1 and for the armored cavalry regiment, level 3.

(d) Using the method outlined above, readiness levels can be established for units in the force structure to any level of detail desired. Subsequent capabilities studies conducted in the force programming process will reveal the degree to which desired readiness levels can be met within given force/resource constraints.

(e) Currently within the Army Staff an 80% level of personnel and equipment is accepted as the lowest level at which a unit can conduct progressive unit training in the BUT phase. However, units must be provided with a higher level (level 2, 90%) to complete AUT and maneuver. Using the levels of personnel and equipment authorizations of the G-Series TOE, a meaningful level can be established for all units within DPM constraints that allow for a progressive and economic progression toward the M-Day requirement.

(f) At Exhibit C-1 is an example of type units organized and manned at 90% and 80% levels which indicate required weeks to reach C-1 (training).

6. Readiness Capability (REDCAPE): REDCAPE is defined as the authorized level of organization of a unit. At present, there is no outlined detailed procedure for the establishment of timely unit readiness capabilities. Until readiness capabilities are assigned to each unit within the Army structure, a true requirement of personnel

and equipment does not exist for the budget year force. The current procedure is to allow the major command commanders recommend a level following which HQ DA will approve based on its ability to support. The current procedure is not timely and delays and confuses allocation and distribution. Unit REDCAPE should be based on a detailed projection of personnel and equipment availability for the FY being programed. This projection can only be made by HQ DA since this is the level at which world-wide Army priorities are determined and resources requirements and assets are balanced. The force programer must provide the lead in the establishment of these levels. However, it is realized that at present DCSPER and DCSLOG distribution models cannot address each unit within the tentative force structure: A projection of critical personnel MOS's by command and in some cases to principal units based on a priority system within commands can be made once total personnel and equipment requirements are known or assumed. The capability to support total personnel and equipment requirements (branch, grade and MOS; line item) at levels indicated by the force programer must be determined in order to arrive at reasonable unit levels for the execution year.

7. Establishment of Unit Organizational Levels (REDCAPE)

(a) The establishment of organization levels for units provides a large portion of the overall detail personnel and equipment requirements for the Army. This level establishes personnel (branch, grade and MOS) and equipment (line item) requirements that units must possess to accomplish prescribed missions. It is desirable that unit requirements

be established as early as possible to allow for a detail capability study and to insure force and resource balance. The process used in the development of a budget year force program will in effect produce a troop list with organizational levels (REDCAPE) for each unit within the Army Structure.

(b) REDCAPE is the level established by HQ DA based on its capability to support during the year specified. This level must be established in coordination with major commands and agencies and will become effective at the beginning FY and published in execution orders. The process of establishing unit REDCAPEs is an integrated part of force programing which requires continual review from its inception in the BY+1 force of the AFDP through publication of the execution year program.

(c) "Improved Force Programing System" outlines procedures for establishing unit organizational levels. (Procedures apply to establishment of organizational levels for all units/elements within the structure.) When the tentative troop list of the budget year force is published, tentative personnel and equipment levels have been established to best support deployment or assigned missions within constraints. Following the establishment of tentative levels, priorities and rules of fill, a capability study is conducted to determine ability to support at levels indicated.

(d) Once the capability to support at particular level has been determined, tentative force programing guidance is sent to major commanders. This will inform major commanders of current DA proposals

for levels of units within the command and indicate at what levels units can be supported. A detailed proposed troop list displaying levels of organization and the support that can be expected during the year being programmed will assist the major command in analyzing projected assets against requirements and will allow the commander to recommend trade-offs within command that would assist the programmer in preparing near optimal organizational levels for the command and in the end assist in world-wide balancing of resources. Force analysis and resource balance continues from the initial troop list to approved force program. This program will be continually reviewed and revised and published as an execution year troop list. Changes in authorization documents as required to update or document current command authorizations are prepared, forwarded, and approved by HQ DA so that all units within the structure have a beginning FY REDCAPS. Organizational levels of units as indicated in approved force program will be the units' approved REDCAPE for the execution year. However, unprogramed requirements may cause adjustment of unit authorisational levels during the year of execution.

(e) Method used to establish desired readiness levels can also be used as a guide in establishing unit organizational levels (REDCAPE).

CONCLUSIONS:

1. Using the requirements of personnel, equipment, and training as factors necessary to ready a unit/force for deployment measured against

the criteria established in AR 220-1, Unit Readiness, a level of readiness can be associated with the time required to reach full combat ready or deployable status.

2. Units with required deployment dates after M-Day but short of the time necessary to fill and train a like unit at level 2 must be maintained at Full TOE (level 1).

3. Units/forces required to deploy after M-Day beyond the time required to ready a level 2 unit (using criteria by type unit in EX C-1) may be organized and manned at level 3.

4. The 80% level (level 3) is the lowest level at which a unit may be organized and still be able to achieve and maintain a meaningful residual training status (Plat/Co level).

5. The personnel and equipment levels specified in the G-Series TOE provide the necessary balance of assets to accomplish assigned missions and allow for progressive training and provide an economic method of assigning a standard level early in the programming cycle.

RECOMMENDATIONS:

1. Recommend that the technique developed in this project for establishing readiness levels be approved for adoption in force programming.

2. Recommend that organization levels established by the force programmer for unit/forces be based on projected authorized assets, the fill and training time required to ready a unit/force for deployment/employment.

PREDEPLOYMENT TRAINING
 REQUIREMENTS FOR UNITS (CONUS) AT REDUCED MANNING LEVELS

<u>TNG UNIT</u>	<u>MANNING LEVEL 1/</u>	<u>MAX TNG CAPABILITY (LEVEL)</u>	<u>WEEKS TO C-1 2/</u>
DIVISION	90%	DIVISION	0
	80%	Co	10
SEP BDE/REGT	90%	BDE/REGT	0
	80%	Co	8
SEP BN/SQDN	90%	BN/SQDN	0
	80%	Co	6
SEP Co/BTRY/TRP	90%	CO/BTRY/TRP	0
	80%	PLAT	4

NOTES:

1/ Assuming units will be filled to 100% prior to deployment. If deployed without fill, units could accomplish assigned missions, but not for a sustained period.

2/ Minimum time required after personnel/equipment fill provided units have been maintained at not less than 80% strength (operating to Full TOE), and personnel turbulence has been within acceptable limits with personnel in proper grade and MOS.

Exhibit C-1

PRIORITIES

GENERAL

1. The PRIMAR II, Project 3-2 study addresses an improved force programing system that is designed to provide timely specifications of force requirements, a balanced force within resource availability, adequate force programing direction, and the integration of unit readiness objectives into force programs. Chapter Four presents an overview of the improved system and describes the procedures and methodology required to plan, program, and manage the Army force structure for a specified period of time. Chapter Five highlights the actions required in the progression from force planning to force programing to force execution and introduces the proposed directives necessary to formalize and implement the improved force programing system.

2. Priorities provide guidance to Army managers for the allocation and distribution of Army resources. Thus, priorities are one of the key factors that must be considered by the force programmer in allocating resources to force claimants. Chapter Four and Five both discuss the use of priorities in the force programing process. The principal characteristics of a priority system and the requirements of a master list that establishes priorities for force programing purposes at the DA level are discussed in this Annex.

3. At Annex I, Part III, is a glossary of terms. Its use provides clarity to the study product.

OBJECTIVES

4. To develop specifications for priorities to be used in the allocation and distribution of Army resources to claimants. Established priorities are used in the Program Development Mode, Program Budget Guidance Mode, and Update and Control Mode in the Integrated Programing, Budgeting Distribution System designed by PRIMAR, Project 3-1.

PRIORITIES FOR THE ALLOCATION, PROJECTION, AND DISTRIBUTION OF DA RESOURCES.

5. The Department of the Army Master Priority List (DAMPL) establishes priorities that provide guidance to Army managers for the allocation and distribution of personnel and equipment resources to claimants in order to achieve the highest possible readiness level attainable within resource constraints.

6. Within the context of the PRIMAR II, Project 3-2 study, the force programing function is that process which translates approved force requirements into a detailed force structure by type and specific units, unit organization levels (REDCAPE), and priority allocation of resources. Ideally, the force programmer would allocate in coordination with major commanders, personnel and equipment to units/force packages in accordance with established priorities; receive from the resource managers a projection of capability to fill units/force packages to assigned REDCAPE levels; analyze force and resource balance based on desired REDCAPE levels and priorities; realign REDCAPE levels and revise resource allocation

for distribution purposes to maximize readiness; issue action guidance to major commanders; and analyze unit readiness reports to determine the action necessary to permit units to attain assigned REDCAPE levels. Thus, the force programming process produces the force program, and personnel and materiel requirements for the force and unit organization levels in accordance with established priorities.

7. The three major factors required in the allocation, projection, and distribution of resources to attain assigned REDCAPE levels are priorities, claimants, and rules of fill. These three factors are highly interrelated and specifications cannot be developed for one of the factors without at the same time considering the requirements of the other two. For example, claimants for Army resources are defined in terms of priorities and priorities, in turn, are one of the factors that must be considered in applying the rules of fill. The DAMPL provides to the force programmer (ACSFOR) and the resource managers (DCSLOG and DCSPER) two of these factors--priorities and claimants--for resource allocation, projection, and distribution purposes.

8. Computer-based resource distribution models are used at the present within the ODCSPER and the ODCSLOG to project personnel and equipment fill levels in accordance with established priorities. Currently, the ODCSPER translates all personnel claimants within the DAMPL's five major priority groups into three priority groups for distribution model purposes. A minimum level of personnel fill

is set for each of the three priority groups. Specifications have been developed for a second generation personnel distribution model with an expanded capability to consider five priority groups. A follow-on project will investigate the feasibility of further refinement and expansion to eight priority groups. For the equipment distribution model, all equipment claimants within the DAMPL's five major priority groups are aggregated and listed in an ordinal priority of one through 14. Distribution is projected on the basis of either absolute equipment fill or a computed relative priority index (performed by a computer programed iterative priority fill algorithm). The equipment distribution model can be expanded to discern between a number of claimants greater than 14.

9. As noted, the concept for determining theoretical resource fill levels is different for the personnel and equipment distribution model systems. A proposed PRIMAR II, Project 3-2 developed rules of fill concept recommends revision and/or modification of existing distribution system concepts so that the projected and actual resource distributions are responsive to and in conformance with programed force requirements. It is not inferred that a DA priority system be designed to satisfy computer requirements. However, the development and introduction of ADP systems at the DA level provide an increased capability to identify and resolve problems and make necessary a responsive DA priority system that has maximum flexibility in establishing priorities and yet produces priorities that are adaptable to computer requirements. For example, if the DA resource

managers (DCSPER and DCSLOG) adopted a resource projection/distribution concept based on a relative priority index, it would be desirable to convert priorities to an ordinal ranking.

Annex F, Part III, addresses the PRIMAR II, Project 3-2 developed rules of fill concept and its application in the force programming process. The characteristics of a DA priority system discussed herein are compatible with the rules of fill concept discussed in the referenced annex.

SUMMARY OF CURRENT PROCEDURES

10. The DAMPL establishes priorities and provides a single source on which are based policies that relate to the allocation and distribution of resources. The DAMPL order of precedence "is developed upon a framework of military units/activities positioned in order of their required level of resources among other units/activities competing for the same resources." Remaining Army units and agencies that direct and support 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, prepositioned equipment, maintenance floats, etc., are also integrated into the priority framework.
11. In accordance with CSR 10-34, the DCSOPS develops, maintains, and changes the DAMPL in coordination with other DA staff agencies. The DAMPL is reviewed annually and changes are made and published as required. However, the procedures for the development and

frequency of review and update of the DAMPL are not formally documented. Priorities of the various DAMPL claimants are based on their assigned missions in relation to the Army's roles in support of national objectives. The DAMPL provides the basis for the DCSLOG implementing directive, AR 11-12, "Supply Priorities," and for the function of the DCSPER's Personnel Priority Model (PPM) that projects qualitative and quantitative personnel fill. General DAMPL priorities are approved by the CofSA; minor changes are approved by the DCSOPS upon Army staff concurrence. Specific claimants may be allocated resources as an exception to their priority for a specified period to meet urgent, unforeseen requirements.

12. The DAMPL format is based on the JCS Uniform Materiel Movement and Issue Priority System (UMMIPS) as prescribed by DOD Instruction 4410.6, 24 August 1966. Five major priority groups are identified as force/activity designators (F/AD I through V). Within the five major priority groups, a numerical listing reflects the order of precedence. Exhibit D-1 portrays the DAMPL format and defines the criteria for each force/activity designator.

13. In general, each major command is assigned a DAMPL priority in accordance with its functional mission; however, units/activities below the major command level with unique missions or requirements may be assigned a separate priority. Priorities serve as a guide to the major commanders for the use of these resources.

DISCUSSION OF THE DA PRIORITY SYSTEM

14. The rationale for establishing the five major priority groups

used in the UMMIPS was not available at the JCS or OSD level. Nevertheless, the UMMIPS identifies the relative importance of competing demands for logistics system resources--transportation, storage, administrative processing, etc.--in the movement and issue of materiel under the management of the Military Departments, Defense Agencies, and by agreement with the General Services Administration. Consequently, the Army Priority System should conform to the JCS UMMIP system to the extent possible so as to preclude impact on the Army's logistics operations.

15. Deployment times specified for the various units within the major priority groups of the DAMPL are not necessarily in consonance with the deployment breakouts used in the JSCP/ACSP. The JSCP/ACSP identify units deploying at 30-day intervals between D-Day and D+180 while the DAMPL identifies units for deployment before D+30 (D+30 units included), after D+30, and after D+90 days.

16. The DAMPL, July 1968, listed 69 claimants to which the Department of the Army allocates resources. These 69 units/activities are distributed among the five major priority groups as follows:

<u>MAJOR PRIORITY GROUPS</u>	<u>NUMBER OF CLAIMANTS WITHIN EACH GROUP</u>	<u>PERCENTILE</u>
I	0	0.0
II	34	49.3
III	25	36.2
IV	6	8.7
V	<u>4</u>	<u>5.8</u>
TOTALS	69	100.0

There are no forces/activities listed currently under F/AD I because the criterion of the first priority group specifies that only "US Army forces engaged in general war or any other forces designated by the JCS" will be entered. As indicated, 85% of the force/activities of claimants for Army resources are entered in groups II and III of the five major priority groups. This has resulted in priority listings within these two priority groups that make difficult discernment between claimants' priorities (i.e., 2.083, 2.084, 2.085, 2.086, etc.) as they relate to assigned REDCAPE levels. For example, as discussed previously, the ODCSPER translates all personnel claimants within the DAMPL's five major priority groups into three priority groups for personnel distribution model purposes. Because the DAMPL does not relate priorities to specific REDCAPE levels the units and activities included in each of the three priority groups are determined initially within the ODCSPER. Thus, it is possible for the force programmer (ACSFOR) and the resource managers (DCSLOG and DCSPER) to use different interpretations of priorities for the purpose of resource allocation, projection, analysis, and distribution.

17. As stated, the DCSLOG and DCSPER base logistics and personnel distribution and assignment policies and instructions on the DAMPL. Many factors cause changes to be made in DAMPL priorities which should be reflected in these policies and instructions, but are not. The current DAMPL was revised and updated in September 1968. AR 11-12 was last updated in December 1966; however, a more recent edition is pending publication. AR 614-20, "Personnel Priorities," is obsolete and its function replaced by DCSPER's Personnel Priority Model.

CHARACTERISTICS OF PRIORITIES

18. To insure that priorities will provide for allocating and projecting resources necessary to attain desired readiness levels and for guiding the actual resource distribution process, priorities should have the following characteristics:

a. A priority should be assigned to a management entity. For example, when a priority is assigned to an activity, such as US Army off-shore base, all units or activities that constitute that off-shore base should be 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 should be defined and grouped as a separate management entity and assigned a different priority.

b. A priority should be assigned to every parent unit UIC. So that personnel and equipment requirements can be determined for units/activities, a priority for each parent unit UIC should be

coded in the FAS. Using this priority, the personnel and equipment requirements for a management entity can be determined from the FAS/TAADS/SACS by "rolling up" personnel and equipment authorizations for individual UICs with the same priority. It is not intended that each UIC be assigned a unique priority. For example, if all STRAF units were assigned the same priority, the priority would then be coded into the FAS for each parent unit UIC that identifies a STRAF unit. It is envisioned that these priorities will eventually be used to guide the actual distribution of resources by providing field commands a priority to be entered on personnel and equipment requisitions. Consequently, each unit in the FAS should also be identified by major command and station location. DAMPL priorities are now in the FAS. Such a method would not usurp command prerogatives in that resources would be distributed in a pattern that had been coordinated with the major command concerned.

c. Priorities for deployable units should be based on deployment times (as they currently are). Since unit organization levels (REDCAPE) will be based on deployment times, priorities should also be based on such times to insure that units meet scheduled deployment. For the purposes of this paper, deployment time is a specified point in time at which a unit is prepared for movement to a desired area of operations to engage in combat. It is desired that a unit to be prepared for deployment will be at REDCON (C-1), i.e., it will have received 100% of authorized personnel and equipment resources, completed unit (BUT, AUT), and maneuver training

phases, and prepared for overseas movement (POM). However, it is anticipated that units would deploy at REDCON 2 or REDCON 3 if the nature of the contingency or emergency dictated. It is logical to assign to a unit scheduled for deployment at D+30 days a higher priority than a unit scheduled for deployment at D+60 days. Nevertheless, the unit scheduled for deployment at D+60 days should be assigned a priority that is sufficiently high to assure that the unit is provided resources to maintain its assigned REDCAPE and conduct meaningful training.

d. Priorities for nondeployable units and activities assigned missions vital to the national security should be assigned (as they are currently) to maintain desired readiness levels. No objective framework such as deployment times exists for establishing the priority of nondeployable units such as TDA/MIDA organizations. Additionally, deployable units within CONUS may be assigned operational missions vital to the national security that must be performed without deploying. Thus, within the guidelines of the DAMPL priority groups, priorities for such units should be established based on their relative importance in supporting the deployment of units, sustaining deployed forces, and performing assigned missions.

MASTER PRIORITY LIST REQUIREMENTS

19. A master priority list which establishes priorities having the characteristics described above should ensure that priorities are used uniformly throughout the Army staff. The master priority list should have the following qualities:

a. The master priority list should identify all claimants for US Army resources. For the purposes of resource allocation and distribution, total Army assets versus total Army requirements must be analyzed in terms of priorities and claimants. Thus, fundamental to the master priority list is the requirement that every unit or activity supported with Army resources be identified within one of the DAMPL priorities.

b. The master priority list should establish priorities in response to force structure changes. Changes in force requirements (on which the priorities are based) usually result in changes to the force structure. Since force structure changes can occur in the execution year or be projected for the budget year, the master priority list must be responsive to the force structure changes in the assignment of priorities.

c. The master priority list should establish separate personnel and equipment priorities. Units and activities may have different requirements for personnel and equipment. There is no doubt that a unit in combat or maintained in a state of operational readiness for immediate combat should have high, relative priorities for both personnel and equipment. On the other hand, some activities, such as the US Army Recruiting Command, could have a greater requirement for personnel than equipment. Conversely, there are no personnel demands for support of CONUS War Reserves. G-Series TOE units have requirements for a particular balance of personnel and equipment resources. This resource balance is considered in the design of the

appropriate capability levels (Levels 1, 2, 3) and will be of utility in assigning REDCAPE and in allocating and distributing resources. Exhibit D-2 presents a proposed DAMPL format that lists separate personnel and materiel priorities.

d. The master priority list should be the single document that announces priorities and policies for the allocation and distribution of Army resources. Currently, AR 11-12 implements logistics priorities and policies that are based on the DAMPL priorities but is often out-dated. The DCSPER's Personnel Priority Model has eliminated the requirement for AR 614-20, "Personnel Priorities," that previously announced personnel policies and priorities. Therefore, if the master priority list contained priorities and policies for the allocation and distribution of personnel and equipment resources, AR 11-12 could be eliminated and the master priority list used directly. However, it is not intended that AR 15-9 which establishes a Department of the Army Distribution/Allocation Committee to control the distribution of items identified as in actual or potential short supply be rescinded.

e. The master priority list should be reviewed quarterly and updated as required. This does not change the requirement for the annual review and staffing of the DAMPL. Chapter Four, Part II, presents a detailed discussion of the improved force programming system. Specifically, unit/force readiness is linked to the force program in the development phase. The desired readiness goals set by the DCSOPS define the force readiness posture required to support

ASOP/JSOP objectives. Desired readiness goals are the basis for assigning desired readiness levels, expressed as resource fill levels, to force claimants and give direction to force programming and resource projection and allocation. In the execution phase of the force programming cycle, the Army Readiness Measurement System (ARMS) provides a capability to compare on a quarterly basis the assigned readiness level with the actual force readiness attained and to project and update desired readiness levels. The quarterly analyses of the force posture provides data for necessary force and resource program changes and modifications. Thus, the DAMPL should be reviewed and updated so that timely guidance is provided for the quarterly analyses and changed when a realignment of priorities is indicated by the quarterly analyses.

e. Formal procedures for establishing priorities should be documented. Although the DCSOPS currently has the responsibility for developing and maintaining the DAMPL, procedures for this purpose are not formally documented. Thus, formal procedures should be established and documented that prescribe the DAMPL format and announce a schedule for the review and update of the DAMPL.

BASIS FOR FURTHER ACTIONS

20. As discussed, priorities, rules of fill, and claimants are the three major factors required to allocate, project, and distribute Army resources. Because of their importance to the force programming process in developing and maintaining balanced, ready forces, priorities and rules of fill should be compatible to the extent possible.

21. Under the PRIMAR II, Project 3-2 developed rules of fill concept, DAMPL claimants are aggregated into five groups for resource allocation and distribution purposes. Although parameters for desired fill levels are keyed to DAMPL priorities, the five distribution groups do not conform necessarily to the DAMPL's five major priority groups. The DAMPL breakpoints for determining the claimants within the five distribution groups are to be determined by staff action. Minimum quality-quantity personnel and equipment fill levels are defined for the claimants within each of the five distribution groups. Practicably this action should eliminate within the Army Staff the probability of applying different interpretation to priorities as they relate to the allocation, projection, and distribution of Army resources.

22. As indicated, the PRIMAR Project 3-2 developed rules of fill concept defines the desired resource fill level for claimants within each of the five distribution groups. Envisioned is the requirement and feasibility of increasing the number of distribution groups so that the force programmer and resource managers are afforded more latitude and flexibility in prescribing claimant resource fill levels. Data generated upon approval and implementation of the PRIMAR II, Project 3-2 rules of fill concept will be a determinant for further concept development and refinement.

23. It is recognized that the DA priority system must be in accord with the provisions of DOD Instruction 4410.6 and that any major revision of the DAMPL format would require approval of an Army ini-

tiated JCS action. However, the compatibility of the three factors-- claimants, priorities, and rules of fill--should be maintained to the extent possible if readiness is to be successfully integrated into the force programing process. Although not implied that a revision of the rules of fill should be a mandate to change or modify the DAMPL or vice versa, the PRIMAR Phase III, Execution should provide indicators to preponent staff agencies for determining if changes or modifications to either the rules of fill concept or the priority system are required to increase their effectiveness and utility.

CONCLUSIONS

24. The DAMPL priorities provide guidance for the allocation and distribution of Army resources.
25. The DAMPL is reviewed annually and changes published as required.
26. There is no formal DA directive that prescribes the DAMPL format, procedures for its development and methodology for review, update, and change.
27. The DAMPL format is based on and conforms to the JCS Uniform Materiel Movement and Issue Priority System (UMMIPS) as prescribed by DOD Instruction 4410.6.
28. The DAMPL provides a single source on which are based policies that relate to the allocation and distribution of Army resources; however, directives that promulgate policies and instructions pertaining to priorities are not always current.
29. The DAMPL does not discern sufficiently between priorities as

they relate to unit organization levels (REDCAPE) to insure uniform interpretation within the Army Staff for resource projection, allocation, analysis, and distribution.

30. The DAMPL does not always assign priorities to an identifiable management entity.

31. Deployment times specified in the DAMPL's five major priority groups are not necessarily in consonance with the JSCP/ASCP deployment breakouts.

*RECOMMENDATIONS

32. That the DA Priority System establish priorities that provide guidance to Army managers for the allocation and distribution of Army resources in order to achieve the highest possible readiness level attainable within resource constraints.

33. That the DAMPL identify all claimants for Army resources.

34. That the DA Priority System be responsive to force structure changes.

35. That the DAMPL establish separate personnel and materiel priorities and that the document be the single source for both priorities.

36. That the DAMPL be reviewed quarterly and updated as required so that timely guidance is provided.

37. That the DAMPL be used as a single source document for establishing overall priority guidance for distribution of resources in support of

worldwide Army missions, and, in particular, for use in developing DA personnel and equipment priority models for use in the allocation, projection, and distribution of available assets.

38. That a DAMPL priority be assigned to every parent unit UIC in the FAS.
39. That priorities be assigned to an identifiable management entity.
40. That the DA Priority System be compatible to the extent possible with the PRIMAR II, Project 3-2 proposed rules of fill concept; and that implementation and follow-on refinement of the concept in PRIMAR Phase III, Execution be the basis for further analysis and review of the DA Priority System.
41. That the proposed Chief of Staff Regulation (Tab C to Chapter Five) that formally documents and prescribes the format for the DAMPL and procedures for its review, update, and change be approved.
42. That AR 614-20 be rescinded.
43. That the policy guidance contained in AR 11-12 be reviewed for incorporation into a single source document that establishes overall priority guidance and that AR 11-12 be rescinded upon incorporation of the policy guidance contained therein into the single source document.

*NOTE: The DCSOPS has Army General Staff responsibility for developing and maintaining the Department of the Army Master Priority List; however, the recommendations and tasks identified for follow-on action are the results of a directed PRIMAR Project 3-2 study objective. It is believed that the best interest of the Army would be served if continued action be directed by the DCSOPS.

EXAMPLE FORMAT
Department of the Army Master Priority List
Order of Precedence--196-

EXHIBIT D-1

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

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

(Note: No forces listed in current DAMPL.)

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.

2.07	Force/Activity
2.08	"
2.081	"
2.0815	"
2.09	"
2.10	"
2.11	"
2.30	"
2.50	"

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):

US Army activities assigned missions of such degree of importance as to warrant priority equal to that of US forces deployed or being maintained in a state of operational readiness for deployment.

3.00	Force/Activity
3.10	"
3.15	"
3.21	"
3.215	"

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

US Army forces being maintained in a state of operational readiness for deployment after D+30; US Army activities assigned missions of such degree of importance as to warrant priority equal to that of such forces.

4.00	Force/Activity
4.10	"
4.20	"

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

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

5.10	Force/Activity
5.20	"
5.30	"

(Note: Each major priority group listing can be expanded to include the Forces/Activities that fall within that particular group.)

EXAMPLE FORMAT
 Department of the Army Master Priority List
 Order of Precedence--196-

EXHIBIT D-2

<u>FORCE/ACTIVITY</u>	<u>PERSONNEL</u>	<u>LOGISTICS</u>
* * * * *	* * * * *	* * *
<u>SECOND PRIORITY (FORCE/ACTIVITY DESIGNATOR (F/AD): II)</u>		

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.

US Army Forces	_____ 2.05	2.05
Stocks	_____	2.06
US Army Forces	_____ 2.06	2.07
US Army Forces	_____ 2.07	2.08
Organization	_____ 2.09	
US Army Command	_____ 2.10	2.09
Office of	_____ 2.11	

* * * * *

NOTE: The DAMPL example format above is for illustration only.

ANNEX E

AUTOMATED FORCE AND AUTHORIZATION DATA

PURPOSE.

1. To discuss the interrelation of the ADP files and information systems in the several force and resource management activities of the Army to emphasize needs for compatibility and interfacing procedures.

BACKGROUND.

2. PRIMAR II Project 3-2 was organized primarily to improve force programing procedures. The study is a part of the overall PRIMAR effort; the improvement of management of Army resources. In this context it is essential that the relationship between force programing and resource programing activities be clearly established. Two of the study objectives "Priorities" and "Rules of Fill" completed by Project 3-2 emphasized the need for establishing this relative position. Establishment of relative positions and interaction of the several programs also points out the need to improve the interaction procedures. Chapter IV identifies 26 detailed programing steps in the process of developing or adjusting a typical FY force. In approximately 18 of these steps, analyses and resource distribution may differ from any other step. Therefore, points needing interface compatibility need to be specified.

DISCUSSION.

3. Complete development and specification of details for interfacing programs in ADP mode will require further study and development of specific data items, and technical application procedures. This develop-

ment is not within the purview or capability of the Project 3-2 team to meet within its time limits. Therefore, this Annex will be written in the nature of concept, or overview comments.

4. The improved force programing system and the rules of fill were developed with the concept of force programs and resource distribution programing being related essentially as indicated at Exhibit E-1. Those points marked by asterisk and numbers are the principal points where interface, compatibility, or consistency qualities need to be assured. The points are discussed in general terms as follows:

a. Point 1. The first program interface point is the integration of mission priorities and force readiness requirements into the force development and programing process.

(1) Mission priorities are interfaced by the technique of assigning a priority code to each parent unit of the Army and recording that code in the FAS. The priority of the mission of a specific unit is considered by OACSFOR while the force program is being developed. The priority is again considered when resource distribution is calculated by the rules of fill because priorities are used to establish the minimum allowable resource support shortfalls and the fill steps between minimum and maximum fill.

(2) A requirement exists for developing automated procedures for describing and documenting readiness requirements for execution of Step 5, Exhibit 4-2, Ch IV. This is a newly identified need for exchange of information between ODCSOPS and OACSFOR.

b. Point 2. A significant number of action documents which result in force structure changes come to the Army through FYDP changes

(PCD). Many of these documents requiring changes are on a very short notice basis. A need exists to continue development of data compatibility between the FYDP files and the FAS/TAADS files to assure that the authorized force structures produced from the separate data bases and the computer systems will be the same. Although both files now contain common data elements, administrative procedures do not always maintain compatibility.

c. Points 3 & 4. These points represent the need for the personnel and equipment distribution systems to accept the force structure produced by the force programmer as the basic distribution objectives. Considerable effort is and has been expended in this area and significant gains are being made. The Rules of Fill, Annex F, Part III, are based on the use of the force program, without modification, as the basic objective for resource distribution requirements.

d. Points 5 & 6. These points represent the need for the personnel and equipment distribution systems: to calculate the total distribution requirements by including those entities not documented in the force structure, and to provide a complete distribution capability list for readiness analysis and for command authorizations.

e. Points 7 & 8. These points represent the need for the computer facility serving OACSFOR to accept the resource support capability information from the resource managers, including the non-force distribution, and to display this data for analysis.

f. Point 9. This represents the interchange of force structure and resource authorization recommendations, requests, and deci-

sions which are necessary for development of Army units in the field. Although not a part of every development or analysis action, it is important in the assignment of organizations levels and in later update actions.

g. Point 10. This point covers a multitude of actions and interchange of studies between staff elements and the force developer/programmer. The primary compatibility/consistency need here is for each force structure (list or program) used by the staff to be produced by or from the FAS and to have a unique identification. The reason for this is that the FAS is maintained as up-to-date as possible, and force printouts produced a few days apart may differ as to authorized levels or included units. The solution to this inconsistency may be an administrative control and file identification of FAS outputs.

h. Point 11. This point is included to emphasize the overall requirement for a central computer facility to compile the distribution information for capability projections and analysis. Project 1-1 identified this need, and studied the capability of TARMOCS to satisfy it. The study was directed toward a capability for distributing to force claimants in a central computer facility. It appears most likely that distribution can be more properly done by the resource managers with the separate results being matched in a central computer. No computer has been selected to make the consolidated analysis.

CONCLUSIONS.

5. Effort is continually under way in HQ DA to provide improved programs and management systems and to establish improved methods of

relating, or interfacing, the systems. This is particularly true of the ADP information systems. A major example is the development of the force authorization and documentation systems. The primary objective of these systems is to establish a single source of all Army unit authorizations. Although a single source, in effect, several files and ADP systems are required.

a. The Force Accounting System (FAS). The FAS contains the official file of units authorized to be in the Army force structure as of any specific date. The FAS is a comprehensive automated management system which accounts for and controls units and strengths of the Army. It maintains information at parent unit level and includes: data on current and projected unit organization; required and authorized strengths; locations; command assignments; program element; force planning code; DAMPL priority code; and other unit type information.

b. The Army Authorization Document System (AAADS). The AAADS is an automated file in which current and projected personnel and equipment authorizations for each unit of the Army, at parent unit level, are maintained. The AAADS contains detailed identification of the individual personnel and equipment authorized. It is the single Army data base for unit authorizations.

c. The Structure and Composition System (SACS). The SACS is a new DA management information system which provides an automated capability for combining force (FAS) and authorizations (AAADS, TOE, and BOI) data and computing specific authorizations for a given force. The SACS is the computer systems interface for four operative information

data bases: FAS, TAADS, TOE, and TDOI. It provides determination of force structured requirements in support of force development. The four data bases and the SACS are complete. The SACS computes the single source for personnel and equipment authorized or required by any specified Army force.

6. There are two major specific interfacing requirements of the improved force programming system so that the total resource management system is compatible:

a. First, the personnel and equipment distribution models need to be compatible with force programming. The equipment distribution models have been designed, and the personnel distribution model is being designed to accept the SACS-produced resource authorizations as their basic distribution objectives.

b. A central computer facility needs to be selected to accept the outputs of the personnel and equipment distribution models and to produce a variety of analysis displays.

STAFF AND PROGRAM INTERFACE
AND COMPATIBILITY POINTS

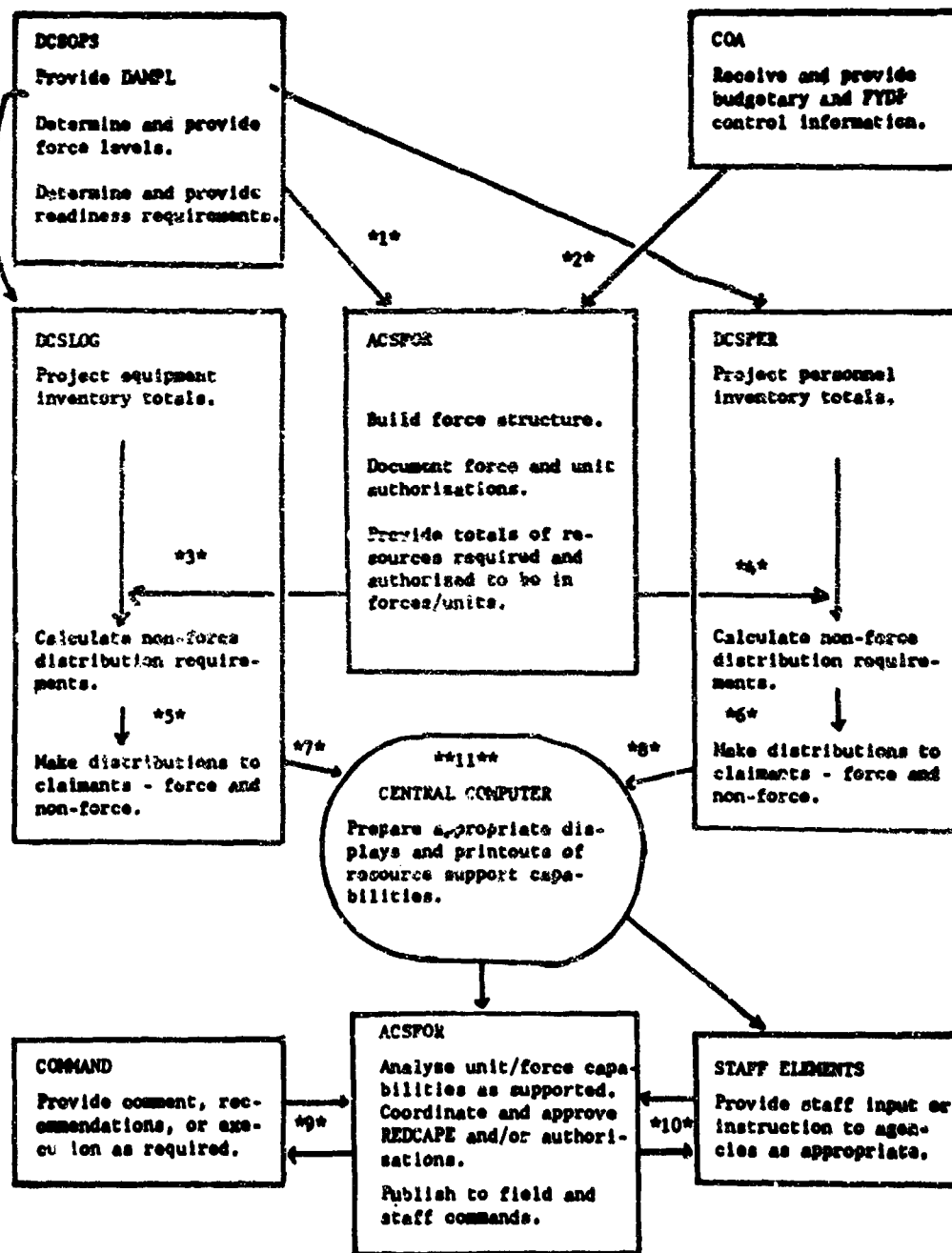


Exhibit E-1

RESOURCE DISTRIBUTION PROCEDURES FOR CAPABILITY ANALYSIS
AND AUTHORIZATION DETERMINATION

SHORT TITLE: RULES OF FILL (ROF)

OBJECTIVE

1. The objective of this Appendix is to develop specifications for standard rules of fill for use in the personnel and equipment distribution models.

BACKGROUND

2. Current DA staff responsibilities in the resource allocation and distribution processes are:

a. ODCSOPS is the proponent of the DA Master Priority List (DAMPL) which is the overall priority guidance for distribution of resources in support of worldwide Army missions.

b. OACSFOR is the proponent and approving agency, of unit and force structure whereby units and forces are balanced as to capabilities and interrelated resource requirements and resources are authorized to units.

c. OACSFOR is the proponent of the master file where unit and force resource requirements and authorizations are recorded and from which resource managers are provided these data.

d. OACSFOR is the proponent of activities for bulk allocation of resources to major commands of the Army.

e. ODCSLOG is the proponent of activities and procedures for distribution of actual inventory logistic assets of the Army.

f. ODCSPER is the proponent of activities and procedures for

distribution of actual inventory personnel assets of the Army.

3. A major problem area in the PRIMAR II studies is that, although the responsibilities listed in paragraph 2 are being met, the associated functions have not been closely or systematically tied together. The interdependency of output data and standard specifications for such output data have not been outlined. The resulting distribution of resource support frequently produces an unbalanced force although they were programed in balanced configuration. A major objective of standard rules of fill is to provide a means of establishing close, positive links between staff procedures and management systems for resource distribution.

4. Other problem areas which have a bearing on the rules of fill objective were identified by the PRIMAR monitor group and reassigned from Project 1-1 to Project 3-2 as the following objectives:

a. To develop a system of using priorities in allocating resources to claimants, and

b. To specify a technique for developing desired readiness levels for claimants and to develop a sample list of readiness levels.

DISCUSSION

5. In the process of isolating problems, defining the elements of problems, and determining possible solutions, some new terms have been coined and some old have been used in new situations. The terms of most importance to this Annex are discussed as follows:

a. Claimant or Claimant List. A claimant to Army resources is any organizational entity which has been authorized to request and receive Army personnel or equipment. Claimants may include non-Army organizations and the resources they "claim" may or may not remain part of the Army inventory. The nature of the claimant list is dependent on the responsibility or the resources support mission of the commander or manager involved. Claimant lists will differ somewhat as follows:

(1) To the top managers of the Army, Secretary of the Army, Chief of Staff, and general staff chiefs, a claimant list may be a very condensed aggregation of units by type, mission, or location. There are times, however, when the highest manager is concerned with specific units within any aggregation and the claimant list will be changed accordingly.

(2) To the force programmer (OACSFOR) the resource claimant list is the complete active and reserve list of units which are authorized resources by approved or projected Army Authorization Documents as of a specified time.

(3) To the resource programmer (ODCSLOG, ODCSPER, AMC, OPO) the resource claimant list is the complete list of entities to which he must distribute resources whether or not they are documented in FAS/TAADS.

(4) To an Army field commander (e.g., CGUSAREUR, CGUSASA) the resource claimant list is the list of all units and other entities

for which he or a subordinate commander or manager is authorized resources.

b. Authorization. An authorization is, for the purpose of resource management, the official documentation for a unit or other entity to receive resources. The authorization normally will prescribe exact numbers, or a factor by which exact numbers may be calculated by the appropriate manager. An authorization level is the prescribed or calculated exact number of personnel, equipment items, or specific item, depending on the context in which used. For instance, the authorization level to an analyst in ODCSOPS may be the total number of personnel authorized a unit or aggregated force, while another manager, perhaps in OPO, may be referring to a specific quality of grade, branch, and MOS. To the force programmer, authorized level normally is talked of as "1, 2, or 3" generally equating to the G-Series TOE levels or to 100%, 90%, or 80% of the full strength column of earlier TOE. When the force programmer provides authorized level data to resource programmers, however, it normally will be in exact figures.

c. Rules of Fill (ROF). Rules of fill are a set of standardized requirements which will be designed into resource distribution schemes. ROF are designed to make the structured force and the mission priorities assigned by the DAMPL the dominant factors in calculating distribution capabilities, authorizations, and programs.

d. Force Structuring. This term is used to identify that portion of force development when either the total Army or any lesser aggregated portion of the Army is identified by its component elements

and these component elements (units) are assigned capability levels in balance with the other elements. Certain aspects of the force structuring activities have a positive bearing on how rules of fill must be developed and the characteristics of the final rules.

6. The scope of actions required at varying levels of command or management indicate that, insofar as possible, claimant lists and the associated resource data should be prepared as either a detailed listing of the included units or a systematic aggregation of the included units. A capability has been developed for the ACSFOR (paragraph 2b and c) to provide, in whatever aggregation is required (Annex E, Part III), the authorized force claimants to resources.

When a claimant list must include non-force entities, it is necessary for the appropriate resource manager to include such claimants.

7. The nature of command and management analyses and actions normally involve the degree or amount of actual resource distribution or projected capability for distribution. This information should be compatible and consistent with the claimant list authorization data discussed in paragraph 6. Ideally, aggregated distribution data, when arrayed with authorization data, should be developed in the same procedure as was the claimant list. This is an acute problem when resources are allocated by command pattern and analyses are made of aggregations which do not follow command lists. It indicates a need to break out distribution authorization or projection to parent unit level.

8. The force programming process develops the total Army Troop List

and Force Basis. The process builds the troop list authorizations from the total resources authorized to be in all units of the Army and allocates those resources to specific units of specific commands in specific locations. When the year-end authorized Troop List is published, the force programmer has already included mission requirements and priorities, deployment objectives, readiness objectives, modernization objectives, command year-end allocations, man-equipment balance in units, theater and/or area constraints, and similar overall force-related problems. The detailed quality-quantity totals of the personnel and equipment resources authorized in units as of the prescribed year-end become the base figures for resource managers to calculate TTPS personnel totals and equipment factors such as maintenance and consumption totals. The Troop List authorization is, in effect, a mandate to the resource managers to execute programs for recruiting, training, and assignment of personnel and for procurement and distribution of equipment.

9. One of the main objectives of force programming is to develop, schedule, and maintain a balanced force. A balanced force implies a planned, total Army force made up of elements for combat, combat support, combat service support, pipeline support, CONUS sustaining base support, equipment requisition and repair support, as well as personnel requisition, training, and retraining support. These elements must be balanced among and within major command of assignment and area of operation. The balancing of activities extends through each level of organization and includes the detail of review

and approval of the man/equipment/function balance of individual units in the force (TAADS document review and approval). Units, like forces, are balanced at a total authorization level, the unit total being that level of resources required for the unit to perform its mission in conjunction with, or in support of, other units. Relative unit requirements do not follow an algebraic or geometric pattern within different total resource levels of a larger force. Therefore, a device or scheme is needed to prescribe the distribution pattern at any level of resource availability which may be significantly lower than the total designed. This scheme is the "rules of fill". Since rules of fill should maintain force and resource balance, these rules must be developed by the force programmer as inherent to the force program development function.

10. It is the normal situation that personnel and equipment resources are not distributed to units in the same quality/quantity as prescribed by authorization documents. There are some valid reasons for this: changing personnel skill requirements; changing personnel utilization policies; breakdown of equipment production schedules; changing allocation and distribution policies. Whatever the reason, however, shortages or substitutions will degrade the planned readiness capabilities of units. The degraded capabilities, if spread equally throughout the force structure, would create unacceptable risks to various force elements assigned certain operational missions. The DAMPL assigns priorities to missions in order to assure that the units assigned to the imminent missions would be

supported accordingly. Priorities cannot assure support balance throughout the Army because priorities do not relate to unit capabilities in terms compatible with unit authorization. It is highly desirable that rules be developed for guidance of resource distribution in order to achieve and maintain balanced supported forces and to disclose any serious imbalance which occurs or is likely to occur.

11. The force development process, in cyclic actions of the improved force programing system and non-cyclic studies, requires resource distribution to be made at different steps and different levels of inventory. Typical activities when rules of fill will be used are generalized as follows:

a. When some specific force is being studied or developed, requirements for the force will be computed from FAS/TAADS by application of the SACS techniques. The objective force and computed authorization will be used by the resource managers to analyze the progression from current inventory and current authorized programs to determine cost, activation schedule, deployment capability, program cut-back indications, or force capabilities, as appropriate. The study may be modified by changing the computed resource totals and distributing those totals to develop a force structure for which PCR may be prepared.

b. When the "For Comment" or "Record of Decision" DPM specifying a limitation on resource authorization is received, the limitation figure will provide the resources total within which unit/forces

must be designed. Distribution by the rules of fill will provide information for analyzing the readiness impact of the proposed limitation by disclosing force/resources imbalance and lowered force capabilities.

c. Upon receipt of resource decision guidance, the rules of fill distribution will again be made to provide the worksheet by which command and unit year-end authorizations (REDCAPE) are established by staff action.

d. During the program execution phase of the improved force programming system, resource programmers will perform a quarterly distribution with end-sixth month projections of resource inventory. Any significant imbalance or shortfall will permit the DA staff to make a proper capabilities analysis and prepare new balanced force distribution guidance for distributing agencies, if appropriate.

12. Resources of the Army are allocated to Army field commanders. The Army field commanders, in the main, may sub-allocate resources to subordinate commanders with the final level of allocation being the commander of a specific unit. Each commander is the resource manager for the total of resources allocated to his command. He is responsible for proper application of resources actually furnished by the personnel and equipment procurement and distribution managers. In order to maintain relativity, resource distribution procedures, whether for analysis or for actual distribution authorization, should follow command lines. If necessary, such distribution should extend to UIC level so that aggregated distribution will correspond properly to aggregated authorization.

13. A particular concern in developing rules of fill is the effect of assigned unit priorities. Unit mission and priority were considered when the authorization level of the unit was established. For example, a unit with a high priority mission was authorized a full complement of personnel and equipment; a unit with a lower priority mission was authorized less than full complement. The lowered priority and authorization generally relate to the post M-Day employment/deployment time phase. The authorization level is determined by the projected capability for bringing the unit to full complement. In this concept, M-Day objective for resource fill is the total authorized in the unit. For the resource manager, M-Day for the unit is the effective date of the authorization and remains current until the authorization is changed. A resource distribution scheme which establishes a fill objective different from the unit authorization will cause maldistribution against programmed readiness capabilities. Therefore, DAMPL priorities must not be used in such a manner as to alter objectives already established.

14. In designing rules of fill, certain facts and conditions must be considered:

a. DA policy is that the FAS is the authoritative accounting of the force structure of the Army. It records all authorized units of the Army. Any list of authorized units or forces must derive its authority from the FAS records.

b. The TAADS files are the master records of detailed resources authorizations and requirements of the units of the Army.

Any calculation of resources required or authorized to be in units or any aggregation of units, must derive its authority from the TAADS files.

c. Unit commanders are required to requisition personnel and equipment in quantity and quality to reach and maintain their fill authorizations as approved by their unit authorization documents.

d. Unit commanders are responsible for training personnel in unit operations using unit equipment. As the quality substitution of personnel (MOS) or equipment (type) increases the unit training capability decreases because of the increased OJT MOS training or equipment peculiarities. This condition leads to a need to design ROF so that quality will be high in the highest priority units.

e. Personnel and equipment managers must calculate and manage some resource totals which are not documented in FAS/TAADS (e.g., student and trainee loads; consumption stocks) but which are required to maintain authorized levels in units. These requirements normally are calculated, using factors peculiar to each specific resource, from the total authorization in units. Certain of these requirements are identified and assigned support priorities in the DAMPL. Priorities for these requirements frequently are higher than unit requirements in the same area.

f. The relative position of force and unit documented authorizations, as thru e above, places the force program with the FAS/TAADS supporting data as the leading program for resource distribution programs.

RULES OF FILL CONCEPT

15. Rules of fill, in order to be effective, must have certain characteristics:

a. They must be staff-developed and their use directed by regulation.

b. They must provide for using the authorized force structure as the basic resource distribution objective.

c. They must relate directly to the master priorities of the Army and preclude the necessity for resource managers to establish force-related priority levels or groupings.

d. They must have the capability for:

(1) Producing directed fill levels for units or aggregations of units.

(2) Producing control levels for resource managers at appropriate control points.

e. They must have the flexibility to reflect changes in authorization, priorities, assignment, or effective dates of units.

f. They must be capable of being applied to the entire Army force structure or to any lesser aggregation, distributing the total authorized resources or a specified lesser total.

g. They must be sufficiently inflexible to preclude cursory changes while remaining sufficiently flexible to permit resource managers to program required non-force distribution.

h. They must provide guidance for resource distribution at minimum and maximum fill levels which will provide resource managers

operating leeway but will show a support failure level which indicates an operational inability of concern to the DA staff as well as the resource manager.

16. The rules of fill proposed in this Annex are conceived as fulfilling the needs and requirements stated in paragraphs 7, 9, 10, and 12.

a. The rules are built on the fact that each unit of the Army is a valid claimant to the resources specified in its authorization document. Any claimant list to be used for distribution analysis or guidance will be developed by aggregating units to the desired claimant level.

b. Claimant lists will contain resource authorizations (or requirements) for each command level from DA total to the lowest level to which distribution is required to be projected. For example: If distribution projection is required to CONUS STRAF parent unit level, the claimant list roll-up will include totals by unit, by installation, by CONUS Army, by major command (CONARC), and worldwide Army.

c. Resource requirements on claimant lists will be shown by priority distribution group. Priority distribution groups will be defined by use of DAMPL codes assigned to each unit in the FAS. The primary purpose of distribution grouping is to provide a device for describing allowable resource support shortfall and for describing resource fill levels in a resource shortage condition. Distribution grouping by DAMPL code provides a device for intergrating mission

priorities into distribution projection and analysis schemes. Five groupings are proposed for initial development. Exhibit F-1 contains an example of how distribution groups can be defined.

(1) It should be noted that USCONARC is the only major command which is likely to have more than two distribution groups within its total. It is possible that installations assigned to USCONARC will have units within each priority group. Also, it is probable that USCONARC is the only command in which distribution projections to individual units is likely to be required by HQ DA managers.

(2) Essential to the concept is the requirement for the manager or analyst who requires a distribution projection to provide a detailed description of the claimant list which must be prepared.

(3) The nature and extent of the claimant list is the key to feasibility as to time and funds. A claimant list which would extend to parent units within USCONARC and to major subordinate command of other commands would be a list in excess of 500. Distribution of resource items against such a list will be very time-consuming.

d. The claimant list with the authorized resource totals as furnished to the resource manager is the force distribution support objective. It will be necessary for the resource manager to modify the claimant list only to the extent of entering distribution requirements which are not documented by FAS/TAADS, but have been assigned DAMPL priorities. Refinement of ROF procedures may indicate the necessity for the force objectives (authorized columns

of TAADS documents) and the non-force distribution to be calculated and displayed separately.

e. The first calculation made from the resource requirements totals on the claimant list is the minimum fill level by distribution group. (Exhibit F-1 provides examples of how minimum levels may be described.) This total provides the first basis for comparing inventory to requirements. An inventory level which will not support the minimum requirements is the basis for providing substitute items to the specific inventory by the resource manager. An inventory level including substitutions which will not support the minimum force requirements may require restructuring the force. Shortfall in either case is an indication that intensive management is required.

f. The first distribution step is to apportion the inventory to the distribution groups by applying the fill steps. Exhibit F-2 is an example of how fill steps may be prepared. These particular steps were written as examples of instructions which could lead ultimately to directed unit fill and/or establishing controls over requisition releases.

g. The second and succeeding steps of distribution calculation are identical in procedure, regardless of the level which is finally reached. The step is a direct calculation of each claimant's proportionate allocation of the available inventory by distribution group. For example:

Major command allocation, by group, would be:

command authorization X total available for distri-
bution worldwide within group
worldwide authorization

CONUS Army allocation, by group, would be:

Army authorization X Total USCONARC allocation,
within group
total USCONARC authorization

In each use of the formula, authorization figures are those documented in FAS/TAADS and produced by SACS procedures. They may or may not include maintenance float, prepositioned stocks, and similar quantities. These non-FAS/TAADS authorization figures represent resource distribution requirements for the command concerned, and they must be added to unit authorized totals. The result of the formula is a projected capability for support of the command or unit claimant.

RULES OF FILL OUTPUT USES

17. The rules of fill concept was developed with certain concepts of use of the final product. Some of the uses are conceived as follows:

a. Projections of fill made to unit level will provide basic data for roll-up of any aggregation desired for analysis. For example, an analysis of FCS packages within CONARC would be developed by aggregating the units at their projected support levels.

b. ROF projections can provide the basic techniques for developing automated manpower vouchers.

c. ROF projections can be used to develop readiness capabilities levels for year-end authorization goals. They can also provide the

major commander with support shortfalls with sufficient lead time for readiness adjustments.

d. ROF can be used to establish NICP requisition release guidance or controls. This will require roll-up of projected unit support to the levels or commands which submit requisitions to the NICP. It would also require that non-force levels, such as maintenance float, be projected to the appropriate requisitioning authority and that projection be added to the unit roll-up total.

RULES OF FILL DEVELOPMENT REQUIREMENTS

18. Final development of rules of fill and publication of the implementing CSR will require staff coordination of specific items shown on Exhibits F-1 and F-2 as well as the assignment of specific staff responsibilities. These items, with their conceptual qualities, are as follows:

a. Exhibit F-1. Distribution Group. The DAMPL code parameters of distribution groups should be such as will divide the Army into generally equal groups. As shown on the exhibit, the groups will not be equal. The primary basis for selection of parameters for this example was consideration of the time unit commanders, within the included mission priorities, would have to conduct on-the-job MOS training or capability to perform his mission with substitute items of equipment. This relationship is shown in the examples of minimum quality fill by group. It is believed that this criterion should be the basis for final determination of group limits. Group size should be an important, but secondary, consideration.

b. Exhibit F-1. Desired Fill Level. This column is entered on the exhibit to show the fixed distribution requirement as authorized in FAS/TAADS. This is not a "for example" column; it represents the actual in-unit resource objective.

c. Exhibit F-1. Minimum Quantity Fill Level. The figures in this column were selected as a rough estimate example. It is estimated that they represent a 15% shortfall from the FAS/TAADS authorization of resource in units. This shortfall does not represent authorized TTPS but is in addition to authorized TTPS. It is believed that these minimums should not be based on current capability, but on whether or not a unit should be considered as capable of performing its mission or, at least, a training or caretaker portion of its mission.

d. Exhibit F-1. Minimum Quality Fill Level. The figures used as examples in this column are entered based on an estimate of how much MOS training should be required in high priority mission units. As a rough estimate, they require about 50% of the FAS/TAADS authorized personnel filled by grade and skill and more than 65% fill of authorized equipment. It is believed that minimum quality fill levels should be set sufficiently high to represent an ability to perform an assigned mission. These minimums should not be allowed to become objectives in themselves because the objective is the fill quantity/quality authorized in units.

e. Exhibit F-2. This exhibit is prepared as an example to complement Exhibit F-1. It is believed that the concepts expressed in paragraphs 1 and 4 should be retained in the final rules.

f. Claimant List Preparation. Claimant lists must be prepared from FAS/TAADS/SACS computations. In order that proper distribution and analyses may be prepared, it is essential that the claimant list be described in detail by the manager who is responsible for the final distribution analysis.

g. Computer Support Systems. This study did not examine either current systems or capability required. It appears likely: that claimant lists will be prepared by USAMSSA; that actual distribution must be done by the personnel and equipment computer support facilities; and a computer facility must be selected for relating the personnel and equipment outputs and preparing required displays.

RECOMMENDATION

20. It is recommended:

a. That rules of fill be developed to have the characteristics specified in paragraph 15.

b. That the rules of fill be developed to be essentially as portrayed by Exhibits F-1 and F-2 with specific items, such as, distribution group parameters, minimum quantity and quality levels by group, and progressive fill steps for Exhibit F-2, to be developed by staff action and published in appropriate regulations.

c. That development of the distribution claimant list be considered as a part of the rules of fill.

DISTRIBUTION GROUPING AND MINIMUM FILL LEVELS BY GROUP			
Distribution Group	Desired Fill Level	Minimum Quantity Fill Level	Minimum Quality Fill Level
I. All units (claimants) assigned DAMPL codes 1.000 through code 2.087. ODCSLOG will include other non-force claimants which may be directed. All claimants not included from basic FAS/TAADS computations will be identified by command.	Desired Fill Levels of all groups is determined by a complete roll-up of the authorization column of the FAS/TAADS base. These desired fill levels are the maximum authorized distribution of personnel by branch, grade, MOS, and special qualifications. These levels represent the maximum organizational equipment authorized to be distributed to units.	100% of Desired level	90% officer br & grade; 90% WO MOS; 90% enl 3-digit MOS of which 70% 4-digit MOS (70% of 70%) 100% equipment items with no substitution.
II. All units (claimants) assigned DAMPL codes 2.088 through Code 2.209. ODCSLOG will include factored maintenance float and consumption stocks.		100% of Desired level	70% officer br & grade; 70% enl 3-digit MOS. 85% equipment line items with not more than 15% being substitution. (This is 85% of each line with no within-line substitution.)
III. All units (claimants) assigned DAMPL codes 2.21 through code 3.209.		90% of Desired level	40% officer br & grade; 40% WO MOS; 40% enl 3-digit MOS. 75% equipment line items with not more than 30% being substituted.
IV. All units (claimants) assigned DAMPL codes 3.21 through code 4.40. ODCSLOG will include maintenance float calculated on Group III distribution.		85% of TDA desired level plus 70% of TOE desired level	30% officer br & grade; 30% WO MOS; 30% enl 3-digit MOS. 65% equipment line items with not more than 30% substitution.
V. All units (claimants) assigned to DAMPL codes higher than code 4.409. All other maintenance float, consumption stocks, depot stocks, or other authorized claimants.		75% of TDA desired level plus TOE cadre column level.	Same as Group IV

Exhibit F-1

RULES OF FILL FOR DISTRIBUTING A SPECIFIC RESOURCE ITEM (Applies to Exhibit F-1)
<ol style="list-style-type: none"> 1. Fill quality column first in order of Group I thru V. 2. Increase quality fill to quantity minimum in the following order: <ol style="list-style-type: none"> a. Bring Group I to 95% officer branch and grade; 95% WO MOS; 90% enlisted 4-digit MOS. b. Bring Group II to 85% officer branch and grade; 85% WO MOS; 85% enlisted 3-digit MOS. 100% of equipment line items with not more than 15% substitution, with no substitution within line. c. Bring Group III to 65% officer branch and grade; 65% of WO MOS; 65% enlisted 3-digit MOS. 85% equipment line items with not more than 10% substitution. d. Bring equipment quality of Group II to 100% with no substitution. e. Bring Group IV to 50% officer branch and grade; 50% WO MOS; 50% enlisted 3-digit MOS. 85% equipment line item. f. Bring Group V to Group IV level. 3. After quality fill steps 2a thru f are completed, continue fill procedure to minimum quantity in order of I thru V. After quantity fill steps come to the prescribed minimum, continue fill to the desired fill level in the following order: <ol style="list-style-type: none"> a. Bring Group V minimum quantity to 75% TDA authorization plus 70% of TOE authorization. b. Bring Group III to 100% of authorization. c. Bring Group IV to 90% of authorization. d. Bring Group V to 85% of authorization. e. Bring Group IV to 100% of authorization. f. Bring Group V to 100% of authorization. 4. In the quantity-quality relationship, quantity of Groups I and II have precedence over quality of Groups III thru V. Therefore, if quantity fill of Groups I and II cannot be met after steps 2a thru f, resources will be recouped by reversing these steps as far as necessary to attain the quantities to fill Groups I and II.

ANNEX G

FORCE PROGRAMING/ARMY READINESS MEASUREMENT SYSTEM INTEGRATION

GENERAL.

An innovation to the improved force programing system is the introduction of force readiness measurements into the system as a basis for program evaluation. Heretofore, force readiness has not been a major consideration in programing except as applicable to activation/reorganization of units earmarked for deployment to SEA and reconstitution of the STRAF. Such actions have been accomplished generally on an as required basis in response to SEA requirements. They principally focused on programing to meet time-phased deployment requirements to the general exclusion of other Army force programs affected by diversion of resources to support high priority SEA requirements. In the past, force readiness appraisals have, for the most part, been conducted as separate actions. Resulting modifications to force and resource programs based on identification of force readiness deficiencies have been undertaken in a piecemeal fashion and not as part of carefully conceived and coordinated programs based on sound resource and force readiness projections. The improved force programing system provides the means for not only efficient programing (optimizing force readiness with available resources) but also contributes to the Army staff's capability to react to unprogramed requirements. It also facilitates the preparation of contingency plans by the staff as well as enhancing their validity.

CONCEPT.

Force programing is that process which translates approved force

requirements into a force in being. It includes the detailed structuring of a balanced force by type and specific units and allocation of manpower and materiel within established constraints to maximize force readiness. Therefore, a definitive readiness measurement system is required to provide programers with the means and criteria for evaluating the effectiveness of force and resource programs. This applies to programs in the development stages as well as to programs underway. In the case of the latter, actual readiness achieved needs to be measured against that previously projected to (1) identify shortfalls, (2) determine reasons for shortfalls, and (3) adjust programs to correct detected deficiencies in meeting programed objectives.

The Army Readiness Measurement Systems (ARMS) proposed by PRIMAR II Project 1-1 provides the means for measuring the effectiveness of Army resource management activities. Because the system portrays force readiness attainable for any level of resource availability, Army managers (programers) can use it in structuring balanced forces and guiding resource programs to support these forces. Specifically, the system has four key uses:

- a. Developing force and resource programs.
- b. Assessing deployment capabilities.
- c. Providing guidance to the field.
- d. Measuring actual performance.

In the discussion that follows, familiarity with the details of the proposed Army Readiness Measurement System is assumed. To facilitate understanding, attention is invited to the following Annexes at Part III of this study.

Annex C - Techniques for Establishing Readiness Levels.

Annex H - Capabilities Studies and Force Programing.

DISCUSSION.

1. Overview.

a. The improved force programing system utilizes the output data of the readiness measurement system to determine readiness attainable based on actual and projected distribution of available assets. Readiness data is displayed in three modes keyed to force program development and execution. Summary readiness displays (with detailed supporting documents) integrate the individual factors contributing to force readiness (e.g., personnel and equipment fill, training) and provide programmers with a single mechanism for assessing program effectiveness.

b. At Exhibit 1 is an overview of the application of force readiness data generated by the ARMS for analysis in support of force programing. At any point in time there are three forces to be considered - the current force in the program execution phase, the upcoming budget year force for which the budget is being prepared, and the next out year force either in final planning stage or in initial phase of program development. For explanatory purposes, the display focuses on the FY 71 force program and follows it from the time it is first introduced into the programing system and developed in tentative program format (FY 69) through final preparation and publication in Volume II of the AFDP (FY 70) to program execution (FY 71). As previously indicated, force readiness data is displayed in three modes; Program Development, Program and Budget Guidance and Update and Control (see Exhibits 2, 3, & 4 respectively).

The time frames addressed and period of application are as indicated on the display at Exhibit 1. The Program Development mode is used during initial development of the FY 71 force and contributes to the publication of a tentative troop list/program in July (FY 70) for use by program managers in preparing the FY 71 budget. The Program Budget Guidance mode is used during preparation of the FY 71 budget concurrent with refinement and publication of the FY 71 force program as Volume II of the AFDP. The Update and Control mode is used during program execution. It measures the degree to which program objectives are actually met and provides the basis for modifying force and resource programs to correct deficiencies. In this mode, the current and near time frames are addressed, end of quarter actual readiness and updated projections for next three quarters. By way of example, five quarterly updates are shown on the display to include periods of assessment and output. The initial update shown is made during the 2d quarter FY 70 and will reflect end 1st quarter actual readiness and project through end 4th quarter FY 70. This update will be the basis for revising, as appropriate, (1) remainder of FY 70 program, (2) the follow-on FY 71 program affected by changes to the base - FY 70 - program and (3) ASCP/JSCP to be published in December for the period July - December CY 70. Succeeding updates are shown to illustrate the interaction with on-going and projected programs.

2. Readiness Displays.

a. A detailed explanation of the readiness measurement system to include rationale for and uses served by the force readiness displays can be found in the final study report of PRIMAR II, Project 1-1, The

Army Readiness Measurement System, November 1968. Subsequent to final staffing of the report, it was determined that some modification to the summary readiness displays was necessary in order to facilitate their adoption and use in force programing. The modifications have been informally concurred in by PRIMAR 1-1 authors and are incorporated into the displays at Exhibits G2 thru G4. Principal changes are as follows:

- Claimant lists are expanded to include OSD controlled units.
- Desired readiness levels are expressed as a level of organization (level 1, 2, or 3) as indicated in appropriate G-Series TOE instead of C-ratings based on AR 220-1 criteria.
- Personnel and equipment projections are to be made to the level of detail that can be identified with a unit or aggregation of units with like organizations, priorities and missions.
- Projections for M-day and post M-day are made for TO/TD authorizations for units in the Pre M-day structure as well as for units expected to be added to the structure on M-day and beyond.

b. The Program Development Display is used during the initial development of a force program. It is a vehicle for displaying the Army's projected capability to support the force with personnel and equipment resources. Analysis of readiness data portrayed in the summary and detailed supporting displays will reveal force/resource shortfalls. Deficiencies identified will be the basis for making force and/or resource trade-offs to optimize force readiness within structure and resource constraints.

Initially, the programmer will complete the unit/force identification stub identifying the tentative force. Using M-day objective force deployment requirements and priorities provided by DCSOPS, Desired Readiness Levels will be assigned to guide subsequent assignment of initial unit authorizations, i.e., REDCAPE (see Annex C, Part III). Resource managers then establish availability of projected assets. Theoretical distribution of these assets are then made to force claimants in accordance with REDCAPE, priorities and Rules of Fill and computations made to measure projected unit/force readiness. Attainable readiness is displayed for both Pre M-day and for an assumed M-day as of the end of each quarter of the fiscal year. Projections of attainable readiness are expressed as C-ratings (REDCON) according to AR 220-1 criteria. Projected REDCON's are compared against assigned REDCAPE as well as desired readiness levels to identify shortfalls. Measures are then taken to reduce identified deficiencies to the extent possible. Such measures could include:

(1) Altering the force structure within OSD structure/space constraints to improve readiness for individual units (e.g. add, delete, or change the type of below-the-line units).

(2) Change priorities used to develop the projected fill of equipment and personnel attainable within available resources.

(3) Change the equipment procurement program (e.g., accelerate procurement of items that are in short supply while staying within overall budget constraints).

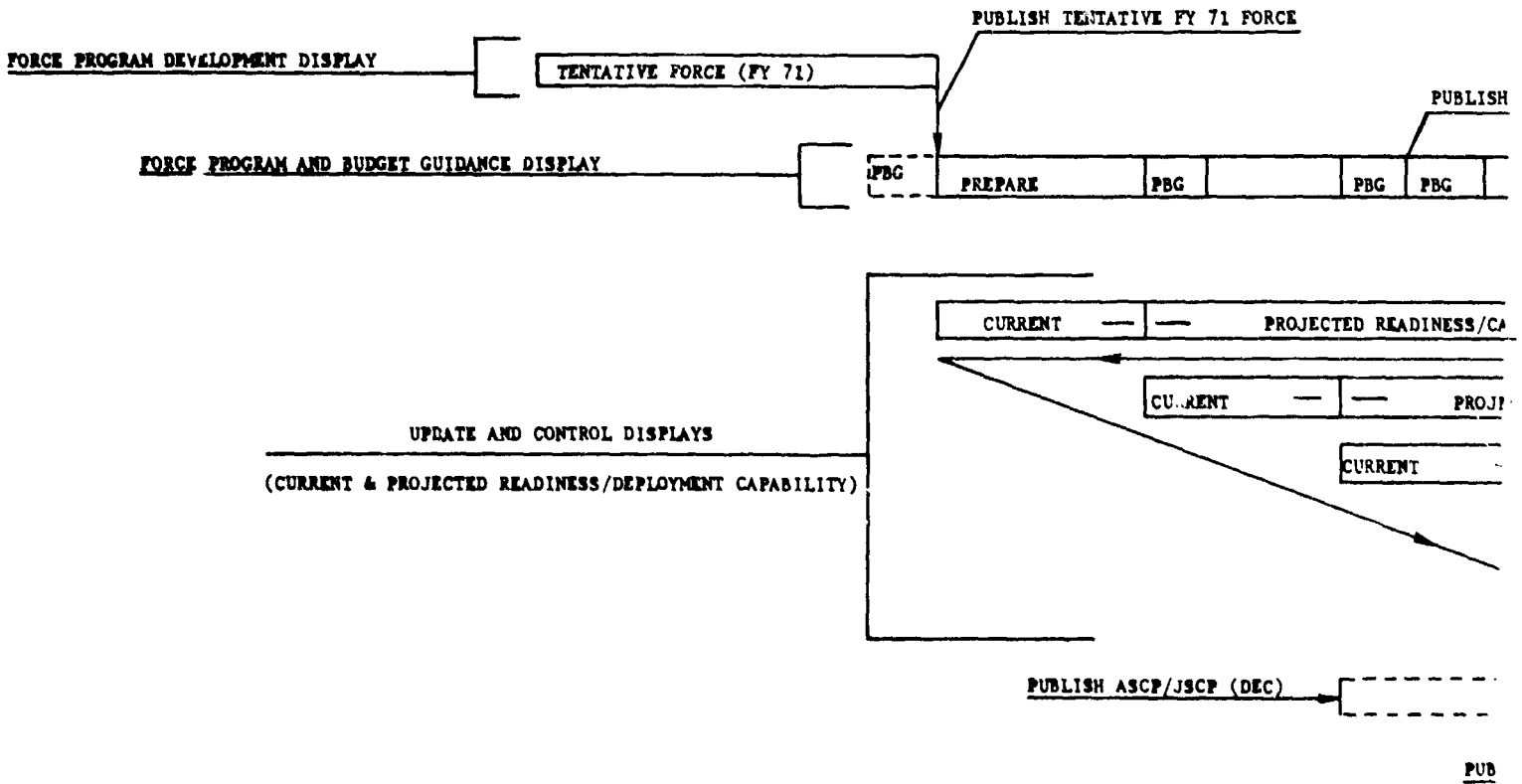
c. The Program and Budget Guidance Display differs from the Program Development Display in that deployment requirements and desired

readiness levels are not shown. At this point in time, the FY 71 force program is firmed up and published to reflect OSD and congressional budget decisions. During the period November - December (approximate) a detailed capability study is conducted to more precisely determine the extent to which the FY 71 force can be supported (see Annex H, Part III). Data developed during this study will input to both the Update and Control and Program and Budget Guidance readiness displays. Data from the former will serve to update the latter through end FY 70. From analysis of force readiness data, necessary program changes or reallocation of resources will be made and incorporated into January, June and October Program and Budget Guidance.

d. The Update and Control Display is prepared quarterly to reflect actual performance and update projected readiness for the next three quarters. Data displayed in this mode will account for and take into consideration any unprogramed requirements and reflect the latest budget decisions in terms of force adjustments. It will portray actual unit readiness achieved (REDCON) as of the end of the most recent quarter to include unit commanders' estimates of the number of weeks to achieve C-1 training after personnel and equipment fill. In addition it will display a comparison between desired unit deployment capabilities - based on objective plans - and projected capabilities under real world conditions expressed in weeks as of the end of the last quarter addressed. Deployment capabilities derived as a result of force readiness updates conducted during the 2d and 4th quarters will serve as direct input to Army and Joint capability plans.

FORCE PROGRAMING AND READINESS MEAS

FY 69												FY 70								
1st Qtr			2nd Qtr			3rd Qtr			4th Qtr			1st Qtr			2nd Qtr			3rd Qtr		
JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR



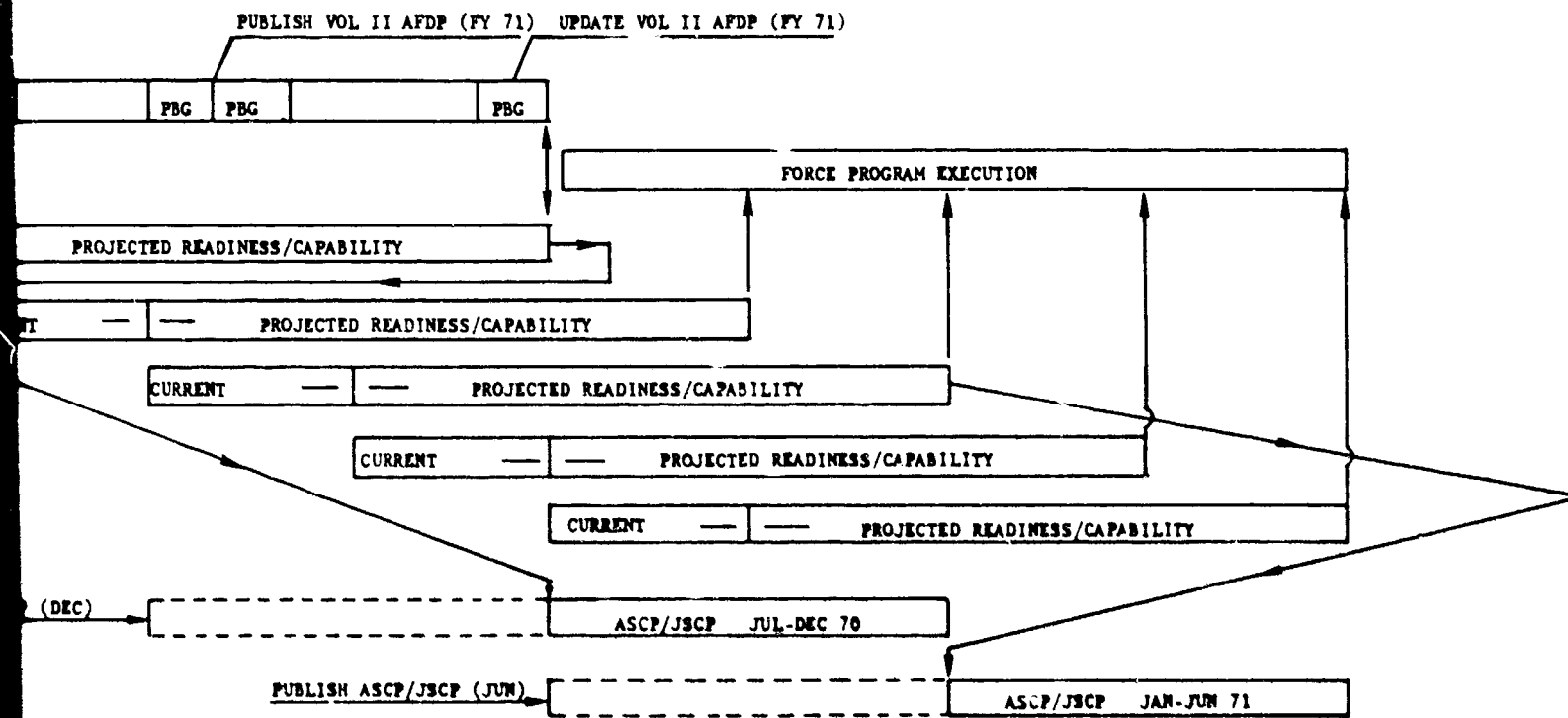
FY 69												FY 70								
1st Qtr			2nd Qtr			3rd Qtr			4th Qtr			1st Qtr			2nd Qtr			3rd Qtr		
JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR

A

READINESS MEASUREMENT SYSTEM INTEGRATION

FY 70							FY 71												
2nd Qtr		3rd Qtr			4th Qtr		1st Qtr			2nd Qtr		3rd Qtr			4th Qtr				
NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN

71 FORCE



FY 70							FY 71												
2nd Qtr		3rd Qtr			4th Qtr		1st Qtr			2nd Qtr		3rd Qtr			4th Qtr				
NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN

EXHIBIT 2-1

B

SUMMARY READINESS DISPL PROGRAM DEVELOPMENT MODE

FY _____

CLAIMANT	AUTHORIZATIONS		PRIORITY	REDCAPE	DESIRED READINESS LEVEL	DEPLOYMENT REQUIREMENT (WEEKS)	1st QTR						PERSONNEL		TRAINING	PER	
	STRUCTURE CODE	AUTHORIZED END STRENGTH					PERSONNEL		EQUIP		PER						
							STRENGTH		MOS		STRENGTH						
							PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY			
COMARC																	
ANC																	
DIV A	13,000	13,500	2.107	2	2	6	3	2	3	3	3	2	3	3	2		
DIV B																	
.																	
.																	
191																	
Maneuver																	
Inf Bn																	
Inf Bn (Mech)																	
FA Bn																	
105 mm																	
155 mm	10,000	9,000	2.108	2			2	2	3	2	2	2	-	2	2		
155/0°																	
0°																	
175/0°																	
TARGET Acq																	
Missile & AD																	
.																	
.																	
.																	
.																	
Transportation																	
.																	
.																	
DBI (B)																	
Maneuver																	
.																	
.																	
AVC																	
C																	
B																	
191																	

A

SUM
P

PERSONNEL

PREM
DAY

PREM
DAY

3

3

SUMMARY READINESS DISPLAY PROGRAM DEVELOPMENT MODE

FY _____

1st QTR				2nd QTR				3rd QTR				4th QTR					
PERSONNEL		EQUIP		TRAINING		PERSONNEL		EQUIP		TRAINING		PERSONNEL		EQUIP		TRAINING	
MOS						STRENGTH		MOS				STRENGTH		MOS			
PREM DAY	M DAY	PREM DAY	M DAY			PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY	PREM DAY	M DAY
3	3	3	2	3		3	2	3	2	3	2	3	2	3	2	3	2
3	3	2	2			2	2	2	2	2	2	3	2	2	2	3	2

13

**SUMMARY READINESS DISPLAY
PROGRAM AND BUDGET GUIDANCE**

	AUTHORIZATION		PRIORITY	REDCAPE	DESIRED READINESS LEVEL	1st QTR														
	STRUCTURE TO/TD	AUTHORIZED				PERSONNEL				EQUIP		TRAINING		PERSONNEL						
						STRENGTH		MOS		PRE-M DAY	M DAY	PRE-M DAY	M DAY	STRENGTH		PRE-M DAY	M DAY			
						PRE-M DAY	M DAY	PRE-M DAY	M DAY					PRE-M DAY	M DAY					
COMARC																				
ABC																				
DIV A	13,000	13,500	2.167	2	2	3	2	3	3	3	2	3	3	2	3	3	2	3		
DIV B																				
.																				
.																				
ISI																				
Maneuver																				
Inf Bn																				
Inf Bn (Mech)																				
.																				
.																				
105 mm																				
155 mm	10,000	9,000	2.166	2		2	2	3	2	2	2					2	2	2		
155/B"																				
8"																				
175/B"																				
175 mm																				
TARGET Acq																				
Missile & AD																				
.																				
.																				
.																				
.																				
Transportation																				
.																				
.																				
SBI (B)																				
Maneuver																				
.																				
.																				
ATC																				
DIV C																				
BDE b																				
ISI																				

A

SUMMARY READINESS DISPLAY

PROGRAM AND BUDGET GUIDANCE MODE

PROJECTED READINESS																							
1st QTR						2nd QTR						3rd QTR						4th QTR					
REL	EQUIP		TRAINING		PERSONNEL				EQUIP	TRAINING	PERSONNEL				EQUIP	TRAINING	PERSONNEL				EQUIP	TRAINING	
	MOS				STRENGTH		MOS				STRENGTH		MOS				STRENGTH		MOS				
PRE-M DAY	M DAY	PRE-M DAY	M DAY		PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	PRE-M DAY	M DAY	
3	3	3	2	3	3	2	3	2	3	2	3	2	3	2	2	2	3	2	2	2	2	2	2
3	2	2	2		2	2	2	2	2	2	3	2	3	2	2	2	3	2	3	2	2	2	2

SUMMARY READINESS DISPL UPDATE AND CONTROL MODE

CLAIMANT	CURRENT READINESS								QTR								
	REDCAPE	REDCOM						PERSONNEL				EQUIPMENT		TRAINING		PERSONNEL	
		PERSONNEL		EQUIPMENT		TRAINING		STRENGTH		MOS		PRE-H		MOS		STRENGTH	
		STR	MOS	O/H	SERV	WKS TO CI	PRE-H DAY	M DAY	PRE-H DAY	M DAY	PRE-H DAY	M DAY	PRE-H DAY	M DAY	PRE-H DAY	M DAY	
COMARC																	
ARC																	
DIV A	1	2	2	1	1	2	2	2	1	2	1	1	1	2	2	1	
DIV B																	
.																	
ISI																	
Maneuver																	
Inf Bn																	
Inf Bn (Mech)																	
FA Res																	
105 mm	1	2	3	2	2			2	1	3	1	2	1	2	1		
155 mm																	
155/8"																	
8"																	
175/8"																	
175																	
TARGET Acquisition																	
.																	
Missile & AD																	
.																	
.																	
.																	
Transportation																	
SSI (R)																	
Maneuver																	
.																	
.																	
Missile & AD																	
.																	
AVC																	
DIV C																	
BDE D																	
.																	
ISI																	

A

SUMMARY READINESS DISPLAY

UPDATE AND CONTROL MODE

PROJECTED READINESS																							
QTR						QTR						QTR											
PERSONNEL			EQUIPMENT			TRAINING	PERSONNEL			EQUIPMENT			TRAINING	PERSONNEL			EQUIPMENT			TRAINING	DESIRED	DEPLOYMENT	
STH		MOS				STRENGTH		MOS				STRENGTH		MOS				STRENGTH		MOS		DEPLOYMENT	CAPABILITY
M	PRE-M	M	PRE-M	M		PRE-M	M	PRE-M	M	PRE-M	M		PRE-M	M	PRE-M	M	PRE-M	M	PRE-M	M	(weeks)	(weeks)	
DAY	DAY	DAY	DAY	DAY		DAY	DAY	DAY	DAY	DAY	DAY		DAY	DAY	DAY	DAY	DAY	DAY	DAY	DAY			
1	2	1	1	1	2	2	1	2	1	1	1	2	1	1	1	1	1	1	1	1	M-Day	0	
1	3	1	2	1		2	1	3	1	2	1		2	1	2	1	2	1					

ANNEX H

CAPABILITY STUDIES AND FORCE PROGRAMING

GENERAL:

Capability studies are conducted to determine the Army's projected capability to support a particular course of action or, in the context of this study, to provide resources to support a programed force at a specified level of readiness. Such studies are an integral part of the force programing system proposed by PRIMAR Project 3-2.

OBJECTIVE:

The objective of this Annex is to describe the function served by capability studies in the force programing process and to delineate the scope and the general time frame for conducting such studies. Capability studies, in a sense, are the basis for production of the Summary Readiness Displays proposed by PRIMAR Project 1-1 (The Army Readiness Measurement System).

DISCUSSION:

1. Background:

a. The Army Staff in the past has conducted a series of capability studies, the most recent being those conducted under the auspices of CSM 67-360 and CSM 68-246. The objective of the studies was to determine the Army capability to meet force development requirements. The studies were conducted for the primary purpose of determining capability to meet CINCPAC requirements, reconstitute the STRAF and execute REFORGER in conjunction with other requirements, e.g., meet Free World requirements in support of RVN. As such, the studies were not designed

as deliberate force programing tools, but rather as a means for determining the impact of unprogramed resource requirements on the Army. A predominant characteristic of the studies has been the inordinate amount of time (in excess of 90 days) and effort required to complete a detailed study.

b. Analysis indicates that there should be several levels of capability studies ranging in intensity and duration from a very limited analysis produced in a few days to a very detailed analysis which may take several weeks to complete. The level and intensity of study is determined by the questions asked and by the time allotted. This determination is made on a case by case basis. Computer support for a particular study is selected from existing systems based upon the shortcuts which must be taken to accomplish the study in the time allotted. Data used for a particular study is selected based upon the degree of accuracy and validity of output which will be tolerated. Experience indicates that questions asked are rarely the same and therefore each study is conducted in a different manner. The variation in the requirements for such studies makes it impractical to develop a separate computer system to support one type and level of study nor is it necessary. Studies and analyses which must be completed within a few days in reaction to an immediate, unprogramed requirement, e.g., meet an urgent request from a unified commander, will remain essentially a manually developed product using "most current" machine lists as a source reference for basic data. Such procedures are adequate for providing the decision maker with the advantages

and disadvantages associated with the diversion of programmed resources to support a particular contingency. However, to meet requirements for more detailed studies, such as called for in force programming, extensive use of ADPS must be made. This should pose no significant problem as force requirements can be programmed well in advance into the computer facilities prior to the actual runs in conjunction with the study. An inherent requirement is that data files be kept current to reflect the impact on unprogrammed force and resource diversions, mentioned above, as well as recording and storing projected program changes for use when the situation demands in the force programming cycle. Considerable attention is presently being given to increasing the flexibility and responsiveness of current computer systems as well as to their expanded use necessary for force readiness and programming purposes.

2. Concept:

Capability studies will be conducted in one form or another (a detailed capability study or a capability analysis) at least quarterly. The primary purpose of the studies is to determine the Army's projected capability to provide resources (personnel and equipment) for a force programmed 3-8 quarters in the future. The results of the studies will provide the programmer with data which can be analyzed in terms of force readiness and serve as a basis for manipulating force and attendant resource programs to optimize readiness. It is anticipated that the majority of the work associated with capability studies will be accomplished through the use of ADPS which, once the systems are perfected, will result

in significant time saving, yet produce timely and accurate data (See PRIMAR Project 1-1, The Army Readiness Measurement System (ARMS) and Annex E, Part III, Automated Force and Authorization Data).

3. Execution:

a. At Exhibit 1 is a display of scheduled capability studies during the force programming cycle to include interaction with major events in the force development process. Shown on the display are the key studies conducted during the 2d and 4th quarters. The time allotted for the studies may vary slightly to compensate for untimely receipt of guidance from higher authority or other unforeseen complications.

(1) 2d Quarter Study.

To facilitate understanding, the 2d Quarter Study is selected as a point of departure. Note that the year of focus is the upcoming budget year--FY 70 in the example. At this point in time (Oct) OSD Hearings on the FY 70 budget have been completed and reasonably firm guidance received governing the composition of the FY 70 force. It then remains to conduct a detailed and methodical study of the Army's capability to, in fact, provide resources for the force in OSD authorized quantities through end FY 70. Shortfalls identified by the study will be analyzed and appropriate adjustments made in the structure of the force and/or resource allocations following which, the FY 70 force is then formalized and published in Volume II of the AFDP (Jan). Though the visible product of the capability study and subsequent analysis is Vol II, (of the AFDP), the Army Force Program (FY 70), an equally important product is the

development of detailed resource and force readiness data through end FY 70. The availability of this sound data base (a key to the Operation of the programing system) will greatly facilitate development of a tentative FY 71 force early in the programing cycle.

(2) 4th Quarter Study (Analysis).

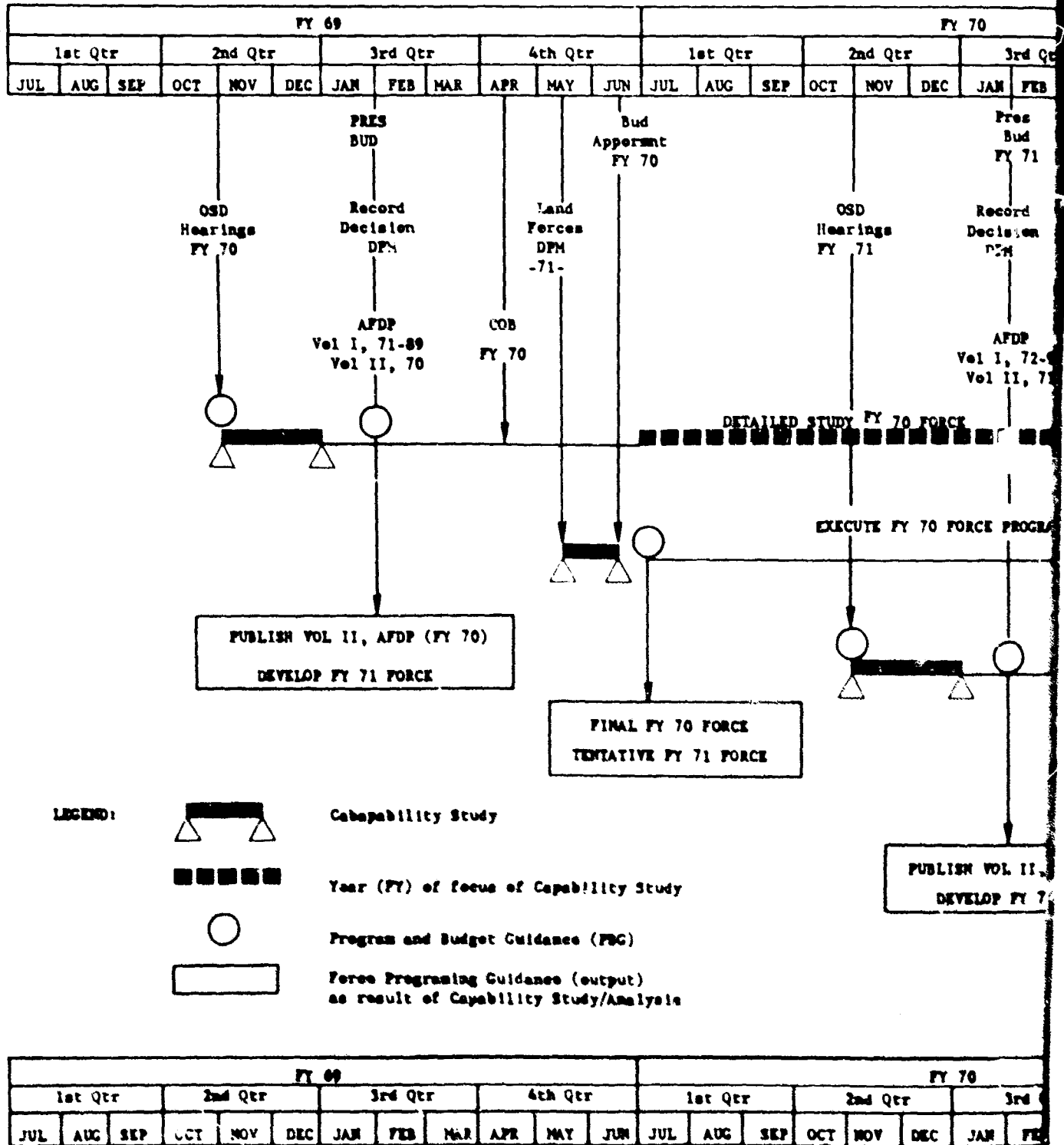
The 4th Quarter Study more closely approximates a capability analysis than a study. It serves two programing purposes. First, it provides the means for updating the FY 70 force program just prior to execution, incorporating changes as a result of Congressional Hearings (Mar-May). Second, and more important, it focuses on FY 71. Using data developed in the detailed 2d Quarter Study (updated in 3d Quarter) for end FY 70, projections are made against FY 71 force requirements. The end result is the publication of a tentative FY 71 force program for early dissemination to the field. The 4th Quarter Study is not nearly as detailed as the 2d Quarter Study because of the limited time available between receipt of the For Comment Land Forces DPM (Mid-May) governing the FY 71 force and publication of the tentative FY 71 force program (Mid-June) and PBG (30 June). Therefore, it is of particular importance that data files be kept current in order to use ADPS to the maximum extent possible.

b. Not shown on the display at Exhibit 1 are the quarterly force capability measurements provided for by the ARMS. The integration of the ARMS with force programing is discussed at Annex G, Part III. The quarterly assessments of force capabilities called for by PRIMAR Project 1-1 provide readiness data for the current quarter and

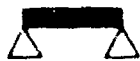
project for three quarters in the future. However, to satisfy force programming requirements, the 2d and 4th quarter projections will be over a period of eight quarters with intervening readiness measurements serving to update the longer range 2d and 4th quarter projections. An additional function served by these readiness projections is that data developed can be used as a basis for updating contingency plans, i.e., ASCP/JSCP. Force readiness information for major units will include projections of deployment capabilities expressed in weeks from M-day under mobilization assumptions. Therefore, force readiness data generated in conjunction with the 2d and 4th quarter capability projections can be directly incorporated into the Dec and Jun updates of Army and Joint capability plans.

1 Exhibit
as

SCHEDULE OF CAPABILITY STUDY/ANAL



LEGEND:



Capability Study



Year (FY) of focus of Capability Study



Program and Budget Guidance (PBG)



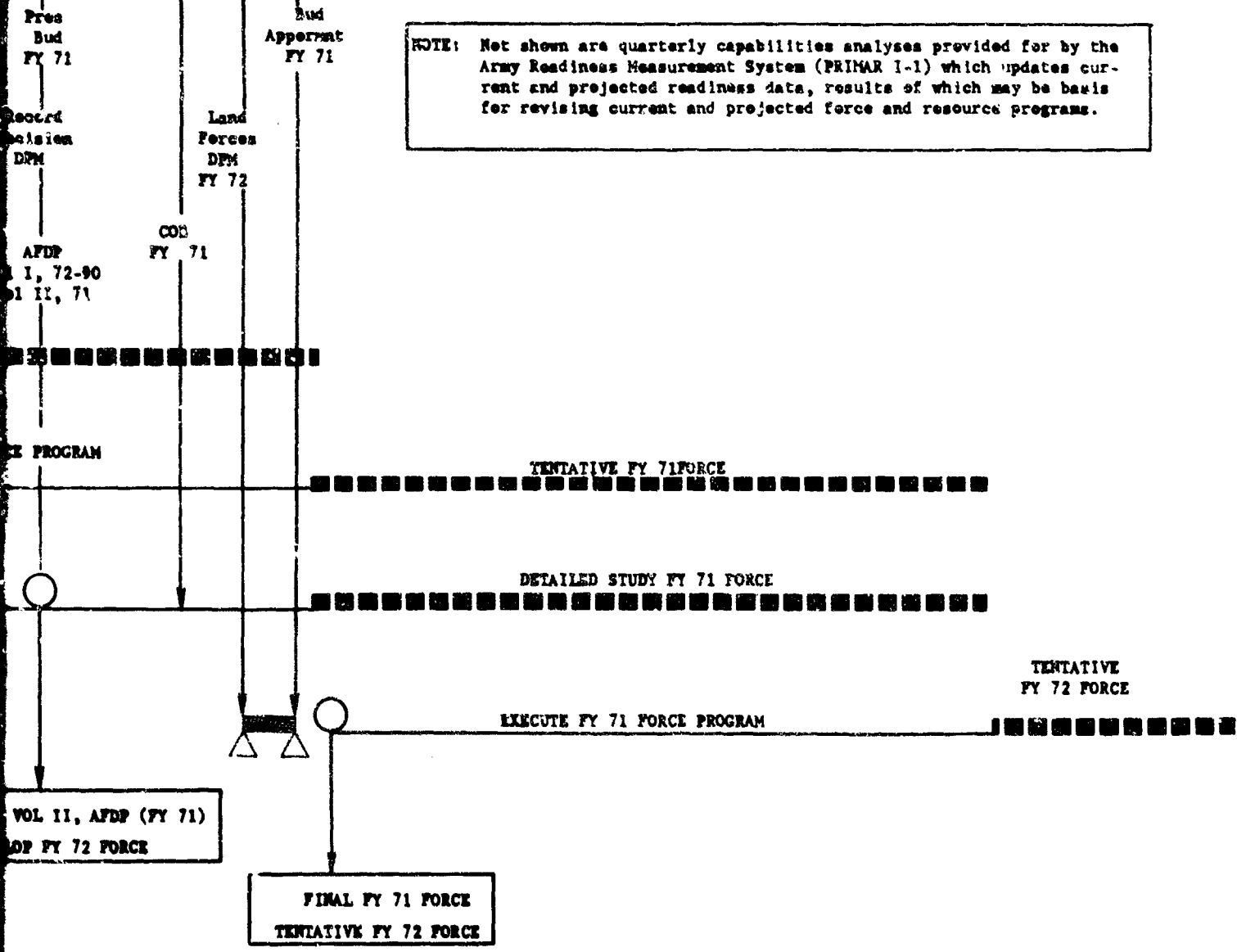
Force Programming Guidance (output)
as result of Capability Study/Analysis

A

ANALYSIS AND FORCE PROGRAMING OUTPUT

FY 71												FY 72								
3rd Qtr			4th Qtr			1st Qtr			2nd Qtr			3rd Qtr			4th Qtr			1st Qtr		
JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP

NOTE: Not shown are quarterly capabilities analyses provided for by the Army Readiness Measurement System (PRIMAR I-1) which updates current and projected readiness data, results of which may be basis for revising current and projected force and resource programs.



FY 71												FY 72								
3rd Qtr			4th Qtr			1st Qtr			2nd Qtr			3rd Qtr			4th Qtr			1st Qtr		
JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP

B

GLOSSARY OF TERMS

GENERAL

1. The objectives of the PRIMAR Project 3-2 study effort are discussed in Chapter One, Part II. As the study progressed, it was recognized that general terminology and specific terms such as force programming, force structure, force basis, and troop list are not always used consistently and in the same context within the Army Staff. Additionally, such documents as AR 320-5, Dictionary of United States Army Terms, do not define force programming terms in use at the DA level or contain definitions that are outdated. Thus, it was determined that definitions for specific terms would be required to add clarity to the study product.

OBJECTIVES

2. The Glossary of Terms is designed specifically to add clarity to the PRIMAR Project 3-2 Final Study Report. The Glossary of Terms is also basis for subsequent change and addition to AR 320-5, Dictionary of United States Army Terms, that would promote broader understanding and proper usage of these terms.

DISCUSSION

3. The following definitions are used within the context of the PRIMAR Project 3-2 Final Study Report to add clarity and meaning to the report.

APPROVED FORCE - An approved force is the force that is contained in the approved FYDP or the force that is forecast for a subsequent year(s) by OSD.

AUTHORIZED/ASSIGNED READINESS LEVEL - A term used synonymously with REDCAPE and is the level of unit authorization for personnel and equipment assigned by the force programmer (ACSFOR). Total unit authorizations cannot exceed authorized end strengths specified in OSD guidance. Authorized Readiness Levels may not equal Desired Readiness Levels as the latter reflect objective force unconstrained requirements.

BASELINE FORCES - The forces presented in the out years of the FYDP.

BUDGET YEAR - That FY arrived at by adding one to the current FY. Thus, in FY 1969, the budget year is FY 1970.

CAPABILITY STUDY - A detailed study conducted by the Army Staff, its operating agencies, and major commands, when required, to project the Army's capability to support with resources (e.g., personnel, equipment, facilities, funds, etc.) a specified force (normally the entire Army force structure in detail) at a given level of readiness. Projections usually do not extend beyond two years and address the real world environment. They may include statements of requirements to achieve reasonable objectives. Mobilization may or may not be assumed. Capability studies are conducted in conjunction with force programming at least semi-annually (1st and 4th quarters) and as required to evaluate the impact on the force program of unprogramed requirements that the Army must support. Study output results in force and resource programming guidance to the Army Staff and major commanders and is the basis for PCR action to the SA and/or to OSD.

CLAIMANT - Any activity that makes a demand upon the Department of the Army for resources. Usually synonymous with unit, force, organization or agency/activity.

DESIRED READINESS LEVEL - A term used to denote the desired readiness posture of a unit on an assumed M-Day which would enable the unit to meet deployment requirements for that type unit as specified in objective plans (ASOP/JSOP). A Desired Readiness Level is expressed in terms of personnel and equipment fill, i.e., level 1, 2, or 3. A derivation of desired readiness level is dependent upon (1) Post M-Day deployment objectives (weeks after M-Day unit must be available for deployment) provided by DCSOPS, and (2) the time available between M-Day and Personnel Shipment Readiness Date (PSRD) to accomplish personnel/equipment fill and complete unit training and Prior Overseas Movement (POM) requirements.

FIVE YEAR DEFENSE PROGRAM (FYDP) - The official OSD publication which summarizes the approved plans and programs of OSD components. The approved FYDP is the base from which all program changes are requested. The FYDP includes force units, cost, and manpower data for each fiscal year from 1961 to that fiscal year five years beyond the current fiscal year, inclusive

FORCE BALANCE - The attainment of an Army force structure with an overall balance between combat, combat support, and combat service support capabilities (forces).

FORCE BASIS - The force basis is a record of all units in the active Army, Reserve Components, and the AUS in being as of the current fiscal year. It projects approved unit changes (activations, inactivations, reorganizations,

and deployments) for the current year and the subsequent five year period. The force basis supports the computation of equipment requirements and provides a data base for the publication of the Force Basis Annex to the FYDP.

FORCE PROGRAMING - The process that translates approved force requirements into a detailed force structure by type and specific units, unit readiness goals and priority allocation of resources.

FORCE READINESS - A term used to describe the readiness posture or capability of a force package to accomplish its assigned mission(s). Forces are classified and aggregated as force packages in accordance with the OSD Army and Marine Corps Force Classification System, 1 May 1968.

FORCE STRUCTURE - The force structure is a profile of the organization of the Army, i.e., the force structure identifies the number and type units/activities within the total Army and the manner in which these units/activities are grouped to execute the approved military strategy.

NO-BUY FORCES - No-buy forces are the organizations/units in-being or the organizations/units that are included in the Budget Year force program for which equipment has not been bought or projected for buy.

OUT YEARS - The years beyond the Budget Year in the FYDP.

PROJECTED FORCE - A projected force is the force that the Army expects or anticipates to become the approved force as a result of OSD decision.

READINESS CAPABILITY (REDCAPE) - A unit's authorized level of organization in terms of manpower spaces and equipment items. It is expressed as REDCAPE 1 (level 1), 2 (level 2), 3 (level 3), or E (exception unit). It represents the programmed readiness goal for the unit. The REDCAPE for all units organized

within a major Army command are based upon the total manpower spaces and the total equipment authorized. A REDCAPE is recommended by the major Army commander and approved by Hq, DA. The approved REDCAPE is subsequently documented under the Army Authorization Document System (TAADS).

READINESS CONDITION (REDCON) - The actual level of readiness of a unit at a particular time. REDCON is based on the indicators and criteria set forth in AR 220-1 and AR 135-8.

READINESS GOAL - The readiness level that a unit must attain and maintain prior to decision day in order to be capable of accomplishing its post-decision mission.

RESOURCE BALANCE - The attainment of an Army force structure with an overall balance between personnel and equipment assets when available resources are not sufficient to support total force authorizations. The quantity-quality of personnel fill and equipment substitutions and modernization and readiness are factors in determining resource balance.

TEMPORARY FORCES - The organizations/units that are addressed in a DPM for only the Budget Year (the first program year in the FYDP). The organizations/units are not included in the baseline forces in the out years of the FYDP. Temporary forces may be in-being during the current (execution) year.

TENTATIVE (PROJECTED) REDCAPE - Tentative REDCAPE assigned to units in the early development of the BY force program and are based on OSD guidance. A Desired Readiness Level is derived from unit deployment requirements. It is used within the Army Staff in conjunction with capability studies. Tentative REDCAPE's are modified, consistent with force and resource balance, and forwarded to the field in the PBG as organizational authorizations (REDCAPE).

TROOP LIST - A list of all TO/TA units within the active Army, Army National Guard, Army Reserve and Army of the United States and their authorized strengths. A separate troop list for each component is contained in the Force Accounting System.

UNIT READINESS - The condition of a unit's readiness to perform its TO/TD mission and relates to personnel, logistics and training measured in accordance with the criteria contained in AR 220-1. Unit readiness is expressed as a "C" rating.

ANNEX J

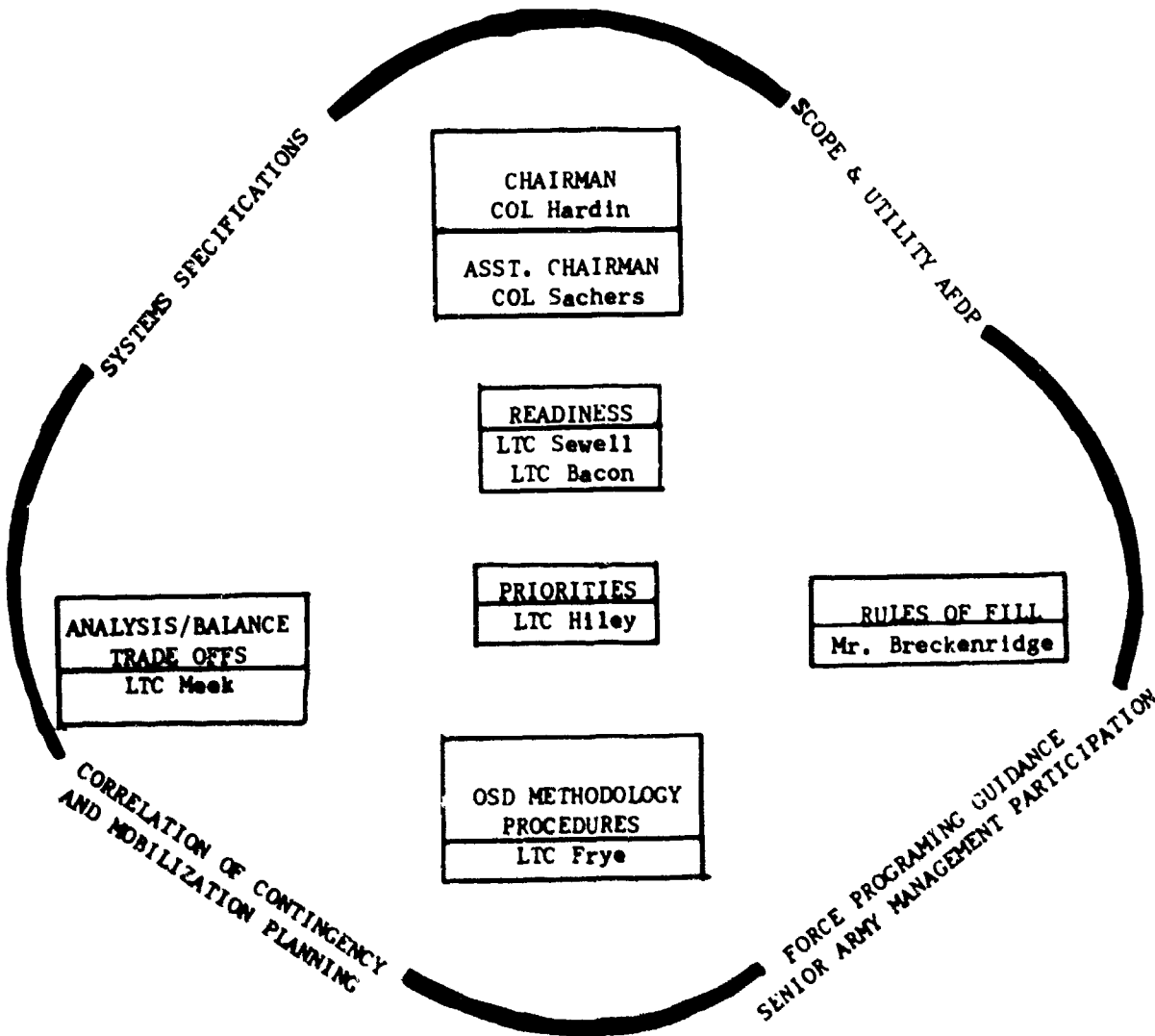
ACKNOWLEDGEMENTS AND STUDY GROUP ORGANIZATIONS

The PRIMAR 3-2 Study has been accomplished in close coordination and with considerable assistance from the Army Staff and the principal contractor, McKinsey & Company, Inc. Space does not permit individual recognition of the many persons who took valuable time from their full schedules to present ideas and contribute detailed information to PRIMAR 3-2. Many gave meaningful and helpful guidance and assistance. Without their contributions, the PRIMAR 3-2 effort would have suffered both conceptually and in content.

The PRIMAR 3-2 analysis of the complex force programing procedures was systematic in its approach; the current system was examined both in its historical context and in the context as it exists today. Principal emphasis was placed on identification of problems, shortfalls, and potential areas of improvements. Recommendations and tasks for further exploration were then developed to overcome the obstacles. To accomplish this purpose, the study group was oriented along special areas as shown at Exhibit J-1. PRIMAR 3-2 gratefully acknowledges the major contributions made by the Army Staff agencies and the individuals concerned.

Finally, acknowledgements are intended to recognize assistance, not to imply responsibility. For, in the final analysis, the PRIMAR 3-2 Report remains the responsibility of its authors -- the members of the Study Group. The members and the clerical staff are listed at Exhibit J-2.

PRIMAR 3-2 SPECIAL AREAS



ANALYSIS/BALANCE
TRADE OFFS
LTC Meek

RULES OF FILL
Mr. Breckenridge

DA STAFF ASSISTANCE
ODCSOPS-LTC Clyde W. Spence
ODCSPER-MAJ Carl W. Steiner
ODCSLOG-LTC Wm. A. McGuire
OAVCofs-MAJ J. W. Eitel

PRIMAR 3-2 STUDY GROUP

CHAIRMAN

Colonel George B. Hardin
Plans and Programs Directorate, OACSFOR

ASSISTANT CHAIRMAN

Colonel Henry S. Sachers
Plans and Programs Directorate, OACSFOR

MEMBERS

LTC J. W. Bacon
Organization, Unit Training & Readiness Directorate, OACSFOR

LTC J. W. Frye
Doctrine and Systems Directorate, OACSFOR

LTC T. E. Hiley
Civilian Manpower Management Directorate, OACSFOR

LTC C. S. Meek
Plans and Programs Directorate, OACSFOR

LTC W. P. Sewell
Organization, Unit Training & Readiness Directorate, OACSFOR

Mr. L. R. Breckenridge
Organization, Unit Training & Readiness Directorate, OACSFOR

CLERK-TYPIST

SP4 Martha F. Dickson
TDY to OACSFOR from Ft Bragg, NC