

Chapter 1 How the Army Works

Section I: Introduction

The successful integration of new doctrine, organizations, and equipment into the Army requires the synchronization of functional systems and multiple levels of command. Managing the interrelated functions that build a more capable force is necessary to conduct combat operations. While the functional systems are linked in building a combat-ready force, the processes and systems that support them are not. Command, management, and leadership are required to provide that linkage.

The historical foundations of the Army highlight the intangibles that must be retained as the Army evolves into the 21st century. This evolutionary process is based upon the Army's enduring values and core competencies and guided by its leaders' vision of the future Army. Understanding the Army Functional Life Cycle Model (AFLCM) is critical to the Army's future leaders. The AFLCM is a closed-loop depiction of how the Army accomplishes its statutory functions to conduct prompt and sustained combat on land. This chapter reviews where the Army fits into the national defense environment by discussing the chain of command. It provides an overview of the planning process to reveal how Army requirements are determined. The execution of programs to meet these requirements is addressed by reviewing the programming process. This chapter concludes with a discussion of interrelationships and mechanisms that allow the Army to provide forces that are properly organized, trained, and equipped to the Commanders-in-Chief (CINCs) of unified commands to accomplish operational missions.

Section II: The Army's Roles and Missions

THE ARMY'S CONSTITUTIONAL ROLE

The Constitution of the United States says that "we the people...provide for the common defense," that the Congress raises the Army, and

that the president shall be the commander-in-chief. The Congress, by statute, has provided for a Secretary of Defense, Secretary of the Army, Chief of Staff of the Army, and Army missions. The mission of the United States Army is to protect and defend the Constitution of the United States of America. The Army does this by deterring and, when deterrence fails, by achieving quick, decisive victory -- on and off the battlefield -- anywhere in the world and under virtually any conditions as part of a joint team.

THE ARMY'S TITLE 10 FUNCTIONS

The Army executes the will of the Congress by performing its functions of recruiting, organizing, supplying, equipping, training, servicing, mobilizing, demobilizing, administering, maintaining, repairing military equipment and acquisition and maintenance of real property for Army forces in accordance with Title 10 (Armed Forces) of the United States Code (Section 3062), which states:

"It is the intent of Congress to provide an Army that is capable, in conjunction with the other Armed Forces, of preserving the peace and security... of the United States...supporting the national policies...implementing the national objectives...and overcoming any nations responsible for aggressive acts that imperil the peace and security of the United States. [The Army] shall be organized, trained, and equipped primarily for prompt and sustained combat incident to operations on land... [and] is responsible for the preparation of land forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated joint mobilization plans for the expansion of the peacetime components of the Army to meet the needs of war"

THE ARMY'S SOCIETAL ROLE

A distinction is made between the Army as an institution and the Army as an organization. Both roles are critical in maintaining a strategic force capable of decisive victory.

The Army as an Institution

The "institution" of the Army is its essence, traditions, history, and lineage. It includes leader development, doctrine, training, professionalism, integrity, and the Army's tradition of responsibility to the nation. The Army's enduring values flow from the American ideals embodied in the Constitution and Declaration of Independence. They guide the actions of soldiers as individuals and groups. Throughout American military history, these values have provided a firm foundation for military leaders and soldiers. They provide all soldiers with principles of conduct and standards of behavior that exemplify those ideals and values to which Americans subscribe. These values include-

- Courage, both physical and moral.
- Integrity.
- Candor.
- Competence.
- Commitment.
- Loyalty to the ideals of the nation, to one's unit, and to one's fellow soldiers.
- Personal responsibility.
- Fair treatment for all regardless of race, gender, religion, or national origin.
- Selfless service.

The Army as an Organization

The "organization" is the Army at any point in time. It includes units and soldiers in all components, civilians, family members, the defense industry, capabilities, and structure. The "organization" is highly visible at home and abroad. It serves the nation's peacetime interests and is ready to fight when called upon.

Core Competencies

Core organizational competencies, as depicted in Figure 1-1 are the quintessential constants that give the Army the competitive edge over potential adversaries. They are adaptable to changing situations and, in combination, have a synergistic effect on mission accomplishment. They are critical for successful mission execution and apply across all military operations. These competencies ensure the Army is-

- Trained, with the ability to fight as part of a joint or combined force.
- Versatile, with the ability to respond across the continuum of military operations.
- Deployable, with the ability to project combat power rapidly from the continental United States (CONUS) to any location where US national interests are threatened.
- Expansible, with the ability to respond constitute new forces in response to a deterioration in the international order or emergence of a major threat to US interests.
- Capable of decisive victory, with the ability to win quickly with minimum casualties.

The Six Imperatives

The Army's six imperatives support these core competencies and are the foundation for future success. When properly resourced and balanced, they coalesce in a trained and ready force. These imperatives include-

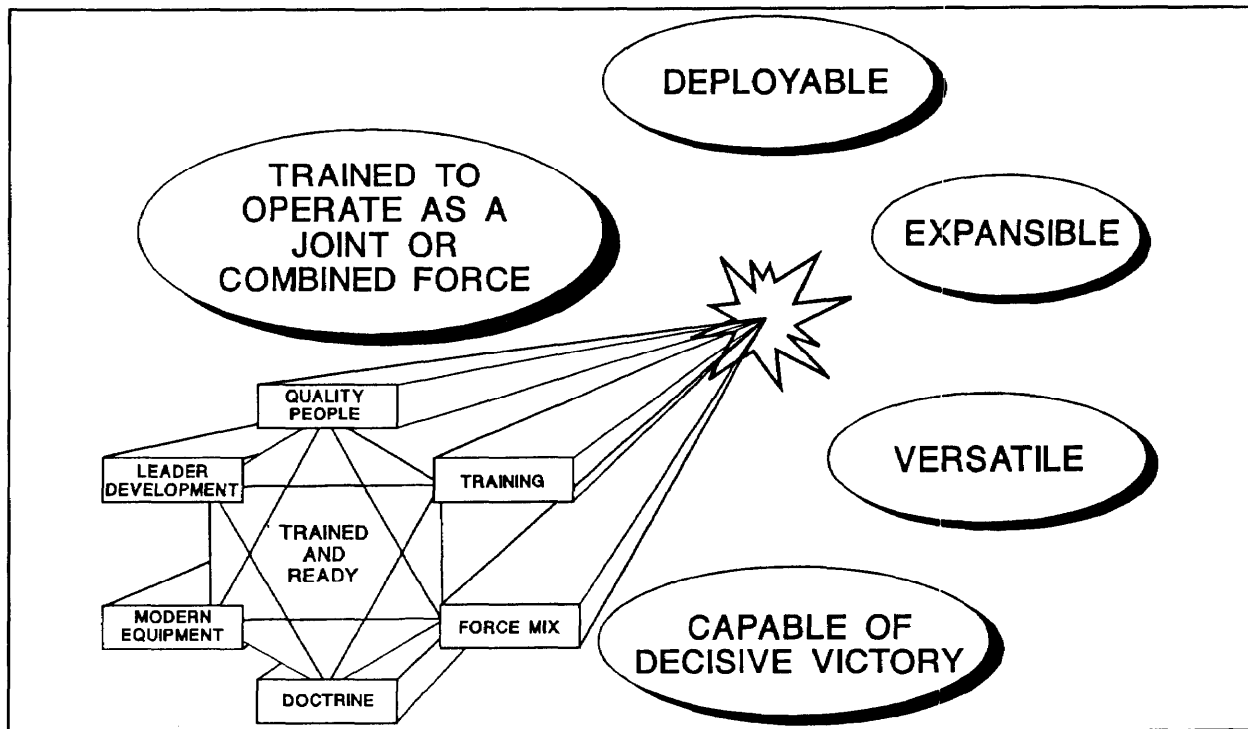


Figure 1-1
Core Competencies

- Quality soldiers, trained, motivated, and challenged.
- Competent leaders, clear in their vision of the future, with fully developed combat skills.
- Challenging training, focused on realistic scenarios and oriented toward joint, combined, and coalition operations and contingency missions.
- Modern equipment that provides soldiers with the greatest available lethality and best technology.
- Force mix of Army civilians, reserve, and active forces that preserves essential warfighting capabilities in rapidly deployable units. The correct force mix also allows time for mobilization and training of follow-on and reconstituted units.

- Effective doctrine that accommodates joint, combined, and coalition maneuver-oriented, high tempo, and high technology warfare.

Coalescence of the Army as Institution and Organization

To understand the essence of the Army, a relationship must be maintained between the "institutional" Army, with its enduring values, and the "organizational" Army, the strategic force capable of decisive victory (see Figure 1-2, Maintaining the Balance). Institutional changes occur slowly through deliberate evolution and are indistinguishable to the public at large. The "organization" changes to meet requirements presented by national and international realities. In maintaining the balance between capabilities and requirements in the "organization," the "institution" must not lose its enduring values. They are the foundation during periods of change

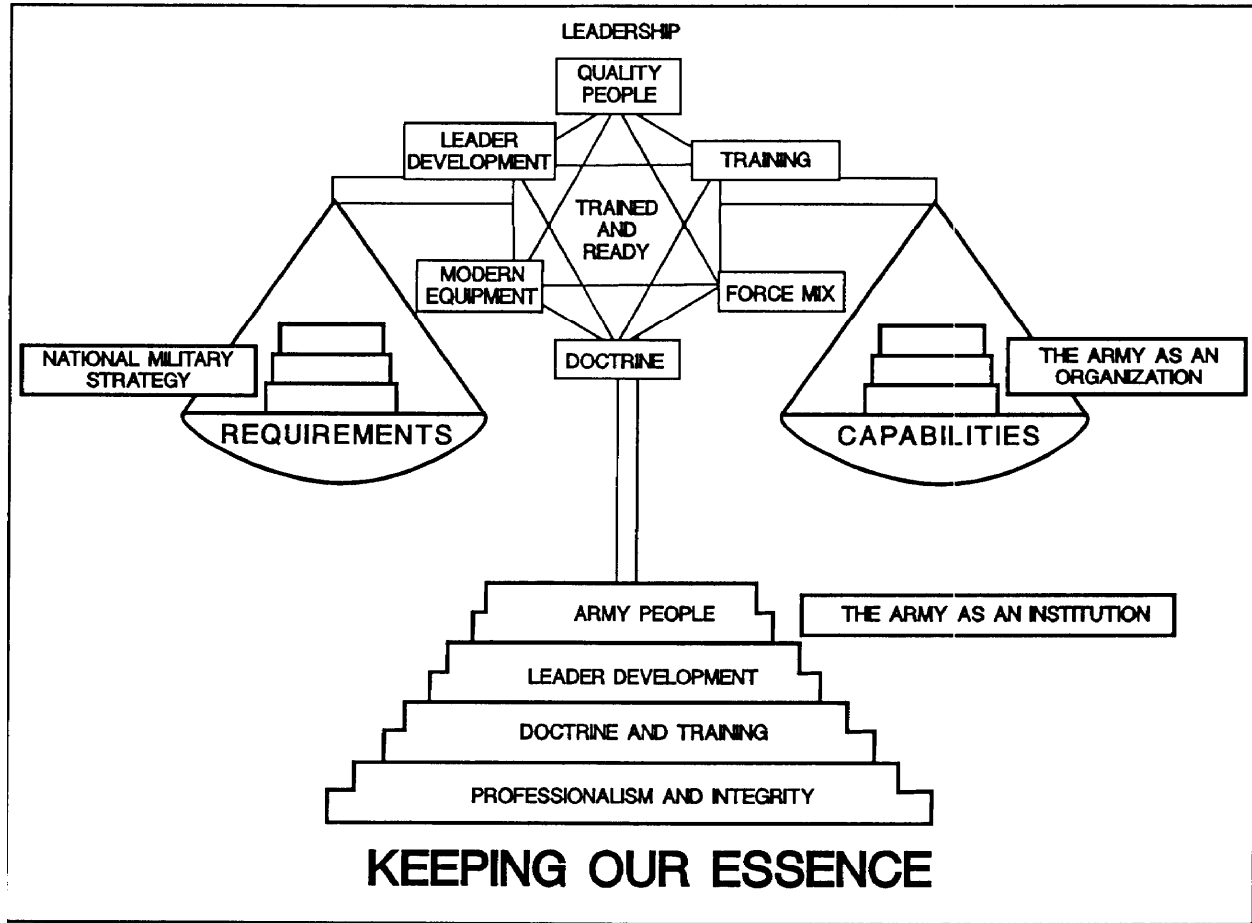


Figure 1-2
Maintaining the Balance

and uncertainty. The challenge is to manage change, increase capability, maintain stability, and foster innovation.

THE ARMY VISION

Essential to any organization's success is a clear understanding of organizational goals: the vision. This is illustrated in Figure 1-3, Army Vision. Achievement of the Army's vision rests squarely on maintaining core competencies.

Section III: Command, Leadership, and Management at the National Level

NATIONAL COMMAND AUTHORITIES

The President and the Secretary of Defense are the National Command Authorities (NCA). The President, as commander-in-chief, is supported by the National Security Council (NSC) in the integration of domestic, foreign, and military policies on national security.

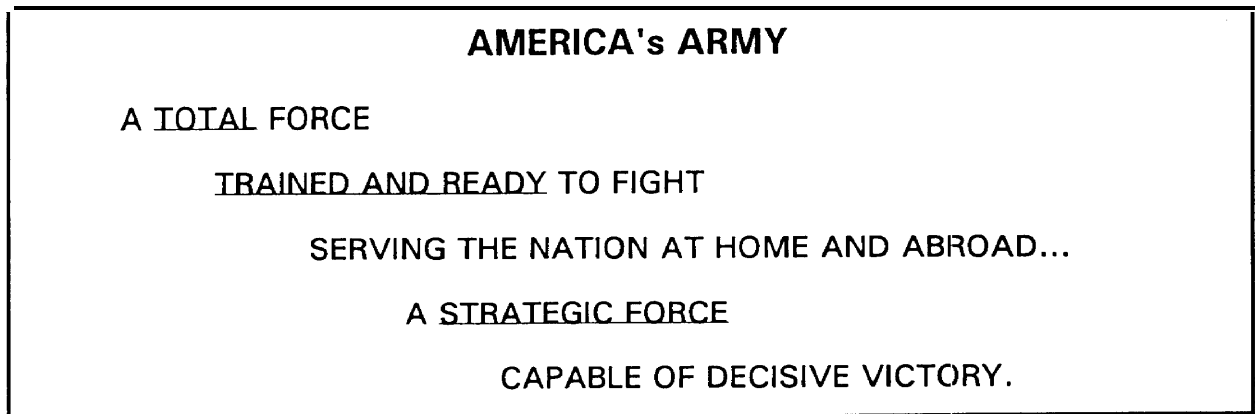


Figure 1-3
The Army Vision

THE DEPARTMENT OF DEFENSE

Department of Defense Elements

The Department of Defense (DOD) includes the Office of the Secretary of Defense (OSD), the Joint Chiefs of Staff (JCS), the military departments, and the military Services within those departments. It also includes the unified commands and other agencies established to meet specific requirements. OSD and the Joint Chiefs of Staff perform vital roles in the process of developing and implementing the national military strategy (NMS), defense resource management, and military operations. Perhaps the most authoritative statement of the national military policy is found in the Defense Planning Guidance (DPG). It is prepared biennially within OSD and is the link between planning and programming used by the Joint Chiefs of Staff and the military departments.

OSD establishes force planning guidance in six categories known as the OSD "six pillars of defense." They are in order of priority-

- **Readiness.** This is the ability of forces to deliver the outputs for which they were designed. This includes the ability to man, equip, and train in peacetime and to mobilize, deploy, and fight in wartime.

- **Force Structure.** This is the manpower and material resources of organizations tasked to perform missions in peace and war.

- **Sustainability.** This is the "staying power" of forces. It includes the ability to produce and deliver forces over prolonged periods.

- **Science and Technology.** This is the ability to insure our forces maintain a qualitative superiority in technology.

- **Systems Acquisition.** This is the ability to incorporate new technology after proven in its ability to be a combat multiplier.

- **Infrastructure and Overhead.** This is the ability to increase efficiency and redirect shrinking resources to our high quality forces by reducing infrastructure and overhead in all program areas.

The Planning, Programming, and Budgeting System

The Planning, Programming, and Budgeting System (PPBS) is a biennial process for deciding on current and future programs through three interrelated phases (planning, programming, and budgeting). Consistency must be maintained

with national security objectives, policies, and strategies. DOD uses the PPBS as its primary system for managing the departments' military functions. It facilitates budgeting in forces, systems, and programs rather than resource categories. It is used to determine force, system, and program costs and to compare alternatives in costs and benefits. In effect, it is the decision structure within which DOD determines its requirements and allocates constrained resources. The DOD PPBS is the primary formal strategic management system for building and maintaining the Future Year Defense Program (FYDP), the official record of major resource allocation decisions made by Secretary of Defense. PPBS progresses from the general (the articulation of the NMS) to the specific (the organizations, manpower, material, training, and support of the forces necessary to carry out that

strategy). The FYDP is the summary of programs developed within the PPBS.

THE JOINT CHIEFS OF STAFF

The Joint Chiefs of Staff were formally established as the "principle advisors to the President and the Secretary of Defense" by the National Security Act of 1947. The Goldwater-Nichols DOD Reorganization Act of 1986 has further specified that the Chairman, Joint Chiefs of Staff (CJCS), is the principal military advisor to the President, NSC, and Secretary of Defense as distinct from the entire Joint Chiefs. (See Figure 1-4, Unified Command Structure.) Under the authority of the President and Secretary of Defense, the Joint Chiefs of Staff deal primarily with the planning for operational missions, objectives, and tasks by-

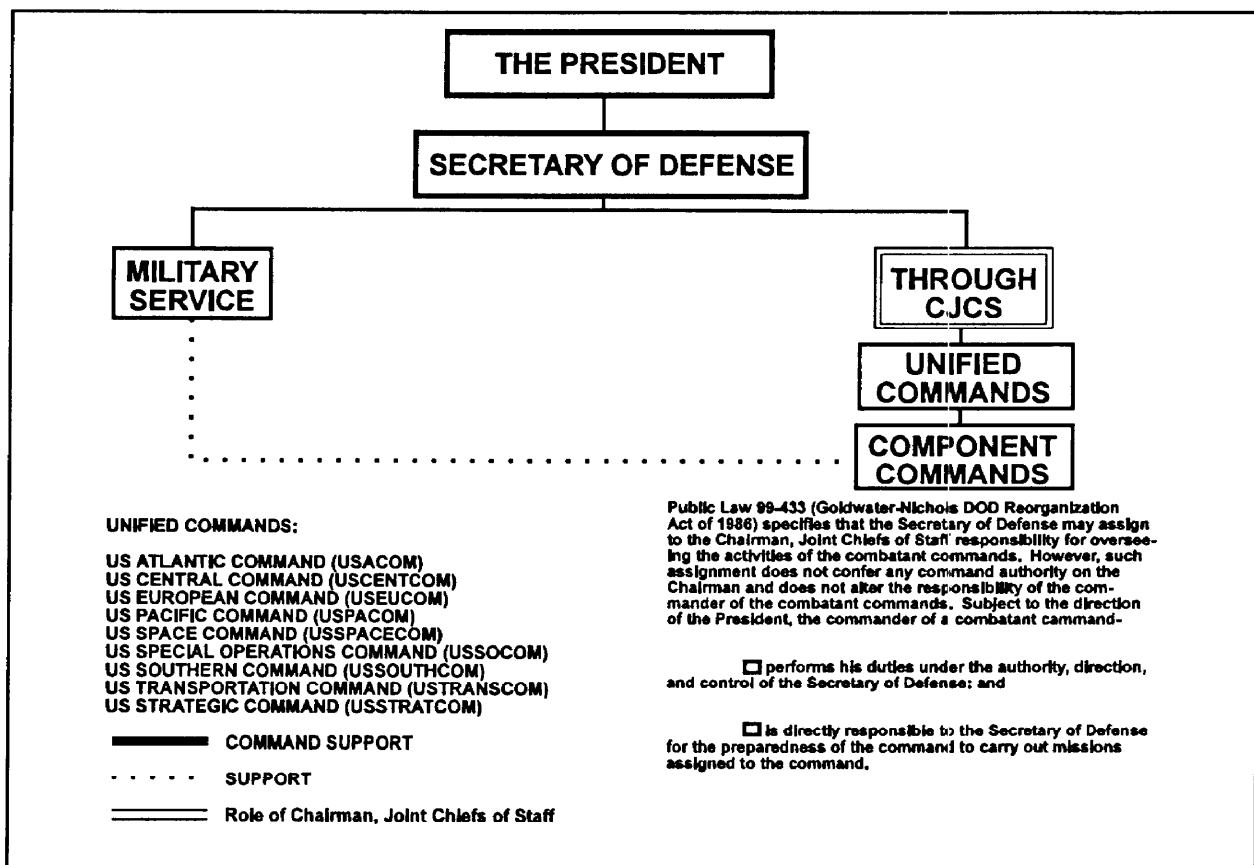


Figure 1-4
Unified Command Structure

- Preparing strategic plans and providing the conduit for civilian strategic direction of the Armed Forces, and
- Establishing unified combatant commands, as required, to conduct combat operations.

The Joint Strategic Planning System

The Joint Chiefs of Staff translate national security policy, resource planning guidance, and the CINCs' requirements into strategic guidance, force structuring objectives, and operational planning guidance. These actions are accomplished within the framework of the Joint

Strategic Planning System (JSPS) as illustrated in Figure 1-5, JSPS. JSPS is the primary means by which the Chairman carries out his statutory responsibilities in advising the NCA. Joint strategic planning begins the process that creates the forces whose capabilities form the basis for theater operation plans (OPLANs).

As programs are developed and resources allocated, JSPS products and JSPS-related documents provide a means to evaluate capabilities and to assess the adequacy and risk associated with the programs and budgets of the military departments and defense agencies and, where appropriate, propose changes to those programs and budgets in conformity with

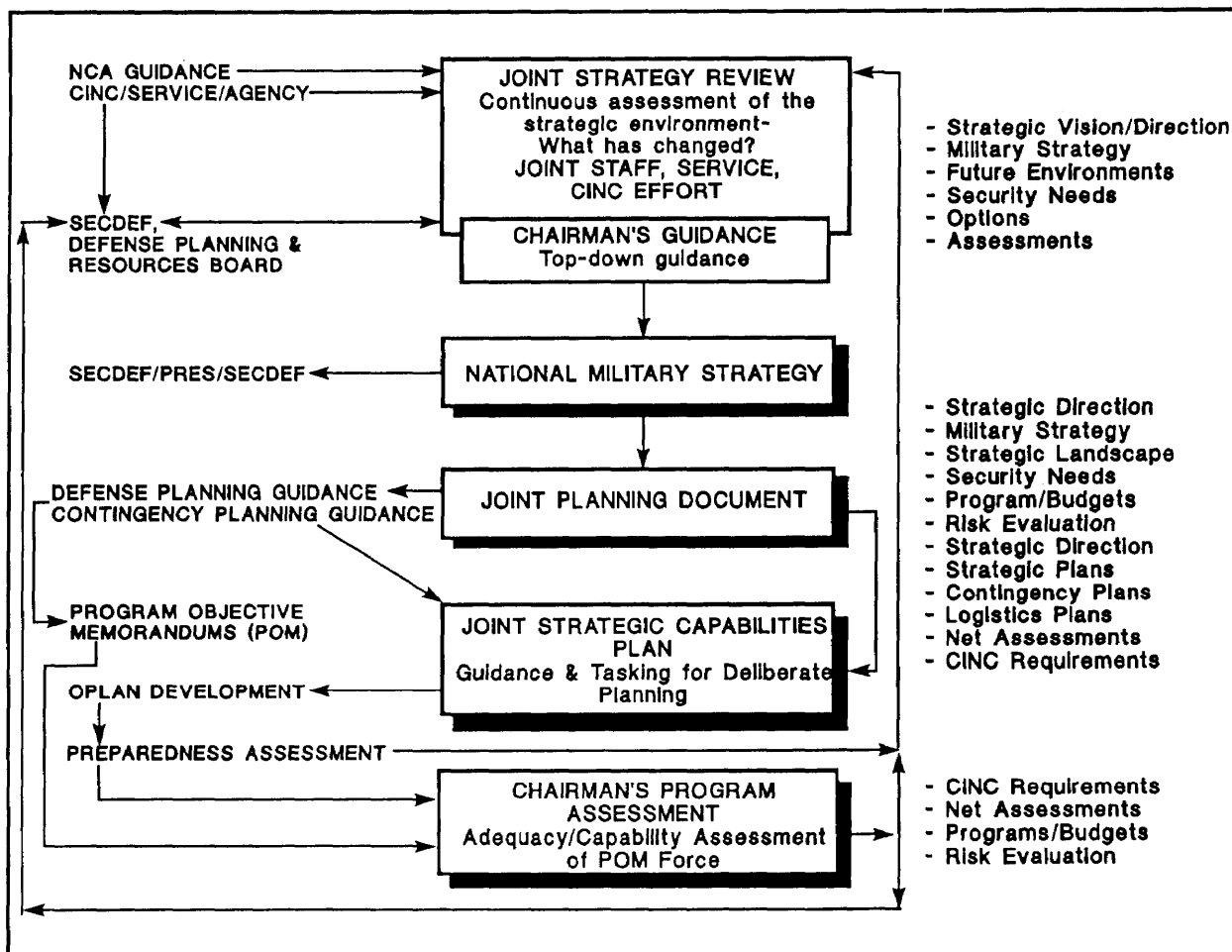


Figure 1-5
Joint Strategic Planning System

strategic priorities. As an integrated system, the JSPS consists of the Joint Strategy Review (JSR) process, four formal products, and JSPS related assessments.

The Joint Strategy Review

The JSR assesses the strategic environment for issues and factors that affect the NMS in the near- and far-term. It is a continuous process that gathers information; examines current, emerging, and future issues, threats, technologies, organizations, doctrinal concepts, force structure, and military missions; and reviews and assesses current strategy, forces, and national policy objectives. The JSR facilitates the integration of strategy, operational planning, and program assessment. As a minimum the JSR provides a methodology that gathers inputs from the CINCs, Services, and Joint Staff and considers trends, projections, issues, and situations that can affect national security planning. It produces three documents:

- JSR Issue Papers. These documents report changes in the strategic environment.
- JSR Annual Report. This report summarizes issues studied over the previous year and recommends changes to the NMS. It will include the recommended Chairman's Guidance (CG), offering courses of action regarding the NMS. When approved by the Chairman, it will provide guidance to the Joint Staff and information to the Secretary of Defense, the CINCs, and the JCS regarding the framework for building the NMS and for delineating priorities in the Joint Planning Document (JPD). The CG may also be promulgated anytime during the JSR process, not just as a result of the JSR Annual Report. Changes in the strategic environment may also occur anytime in the JSR process, leading the Chairman to issue recommendations to modify the existing strategy.
- Long-Range Vision Paper. This document examines plausible environments 20 years into the future. It recommends defense missions for those environments to determine future national security needs for the long term,

and provides a means to study the implications of those future environments on the NMS, joint doctrine, force structure, and requirements.

The information conveyed by these JSR products is intended to provide the Chairman, Joint Chiefs of Staff with considered evidence and to make recommendations that will permit him to provide guidance regarding the NMS. The JSR thus serves as a bridge between initial assessments and views developed during the JSR process and the specific process that builds the NMS.

JSPS Products

The four JSPS products provide strategic and operational guidance to the combatant commanders of the Armed Forces.

National Military Strategy. The NMS provides the Chairman's advice to the President, the NSC, and the Secretary of Defense as to the force structure required to attain the national security objectives. The NMS is designed to assist the Secretary of Defense in the preparation of the DPG and to guide the development of the Joint Strategic Capabilities Plan (JSCP). Following The Secretary of Defense review, the NMS is forwarded to the President. The NMS also provides supporting documentation, through the DPG, to the Services for development of Program Objective Memoranda (POM).

Joint Planning Document. The JPD supports the NMS by providing concise programming priorities, requirements, or advice to the Secretary of Defense during preparation of the DPG. Published as seven stand-alone documents addressing specific functional areas, the JPD is coordinated with the Service Chiefs and CINCs and serve as a conduit for input to the DPG.

Joint Strategic Capabilities Plan. The JSCP represents a coherent framework for providing military advice to the NCA based on current capability assessments. It also supports and implements the NMS by providing guidance to the CINCs and the Chiefs of the Services to accomplish tasks and missions.

In addition, the JSCP follows NCA guidance forwarded in the Contingency Planning Guidance (CPG). The JSCP apportions major combat forces expected to be available during the planning period for active and reserve component forces under various conditions of mobilization. The CINCs then incorporate these forces into their theater plans. The JSCP is the principal vehicle by which the CINCs develop OPLANs, contingency plans, and concept summaries for global and regional contingencies.

Chairman's Program Assessment. The Chairman's Program Assessment (CPA) provides advice to the Secretary of Defense on how Service POMs conform to established priorities and assists the Secretary in decisions concerning the defense program subsequent to receipt of the POMs. The CPA also summarizes the views of the Chairman on the balance and capabilities of the POM force and the support levels required to attain US national security objectives. When appropriate, the CPA may contain alternative recommendations and proposals to improve conformance with strategic guidance or the priorities established for the requirements of the unified commands.

JSPS Related Assessments

JSPS-related assessments include:

The Joint Military Net Assessment. The Joint Military Net Assessment (JMNA) is submitted annually to the Secretary of Defense for submission to Congress in conjunction with the defense budget. The JMNA provides Congress an assessment of the defense capabilities and programs of the Armed Forces and our allies compared with capabilities of potential adversaries.

The Logistics Support Analysis. The Logistics Support Analysis (LSA) is completed during development or maintenance of the CINCs' OPLANs. The LSA is validated biennially to support planning and programming and represents the quantitative assessment of the CINCs' overall sustainment posture. The supported CINC will consider LSA results during

risk assessments and Integrated Priority List (IPL) preparation, in conjunction with the Preparedness Evaluation System, the CINCs' Preparedness Assessment Report (PAR) and the CINCs' Critical Items List.

The Chairman's Preparedness Assessment Report. The PAR evaluates preparedness of the combatant commands to carry out assigned missions. It identifies critical deficiencies and strengths in force capabilities and logistics in terms of JSCP taskings and major warfare and functional areas.

The Chairman's Contingency Capabilities Assessment. The Contingency Capabilities Assessment assesses the effects of the critical deficiencies identified during the preparation and review of CONPLAN on national security objectives, policy, and strategic plans.

Other Key JSPS Documents

These include-

Defense Planning Guidance. The DPG furnishes programming and fiscal guidance to the military departments for development of POMs. It includes major planning issues and decisions, strategy and policy, the Secretary of Defense's program planning objectives, the Defense Planning Estimate, and the Illustrative Planning Scenarios. The DPG is a major link between the JSPS and PPBS.

Contingency Planning Guidance. The CPG provides written policy guidance for contingency planning. The CPG focuses the guidance provided in the NMS and DPG and directly impacts on the JSCP.

Overall, the JSPS is a flexible and interactive system intended to provide supporting military advice to the DOD PPBS. It also provides strategic guidance for use in the Joint Operations Planning and Execution System (JOPES). Through the JSPS, the Joint Chiefs of Staff review the national security environment and national security objectives; evaluate the threat; assesses current strategy and existing or

proposed programs and budgets; and propose military strategy, programs, and forces necessary to achieve national security objectives. It accomplishes this in a resource-limited environment, consistent with policies and priorities established by the President and the Secretary of Defense. The JSPS process permits the JCS and the CINCs to participate in the development of every JSPS document.

Joint Operation Planning and Execution System

The JOPES is the joint command and control system for conventional operation planning and execution. JOPES also includes theater-level nuclear and chemical plans and addresses mobilization, deployment, employment, and sustainment mission areas. It is the principal system for translating and implementing policy decisions of the NSC system (NSCS) and the JSPS into plans and orders for operations in support of national security policy. It also provides joint operational requirements for analysis in the PPBS for resource decisions that affect the NSCS and JSPS.

Section IV: The Army Environment

ARMY LEADERSHIP

The leadership of the Department of the Army (DA) is responsible for Army strategic planning and for assisting the development of joint strategic planning. The senior leadership nucleus includes the Secretary, the Chief of Staff, the Undersecretary, and the Vice Chief of Staff. The Army executes its statutory missions by raising, provisioning, sustaining, maintaining, and training Army forces. These forces are then provided to the commanders of the joint commands for military operations.

THE ARMY LONG RANGE PLANNING SYSTEM

The Army Long Range Planning System (ALRPS) starts the Army strategic planning process, building on the NMS. It determines force requirements and objectives and establishes guidance for the allocation of resources for the execution of Army roles and

missions in support of national security and policy objectives. Strategic planning provides direct support to the DOD PPBS and JSPS and indirectly serves as a guide for the later development of Army programs and budgets.

THE ARMY PLANNING, PROGRAMMING, BUDGETING, AND EXECUTION SYSTEM

Army requirements descend not only from the statutory functions, but also from strategic and operational requirements derived from the planning element of DOD's PPBS. DOD planning translates into the planning phase of the corresponding Army planning, programming, budgeting, and execution system (PPBES).

The PPBES is the Army's primary strategic management system used to allocate and manage resources. Its objectives are to-

- Follow the NMS in sizing, structuring, and manning of Army forces.
- Obtain required forces, manpower, materiel, and dollars.
- Allocate forces, manpower, materiel, and dollars among competing demands according to Army resource allocation policies and priorities.
- Evaluate execution of the program and budget to achieve intended purposes and adjust resource requirements based on feedback.

The PPBES provides for a progression from national security objectives, policies, and strategies to the development of force structure and programs within resource constraints and as the basis for the six-year period of the FYDP (see Figure 1-6, Planning and Programming Connectivity). Finally, the PPBES leads to preparation, execution, and review of the budget.

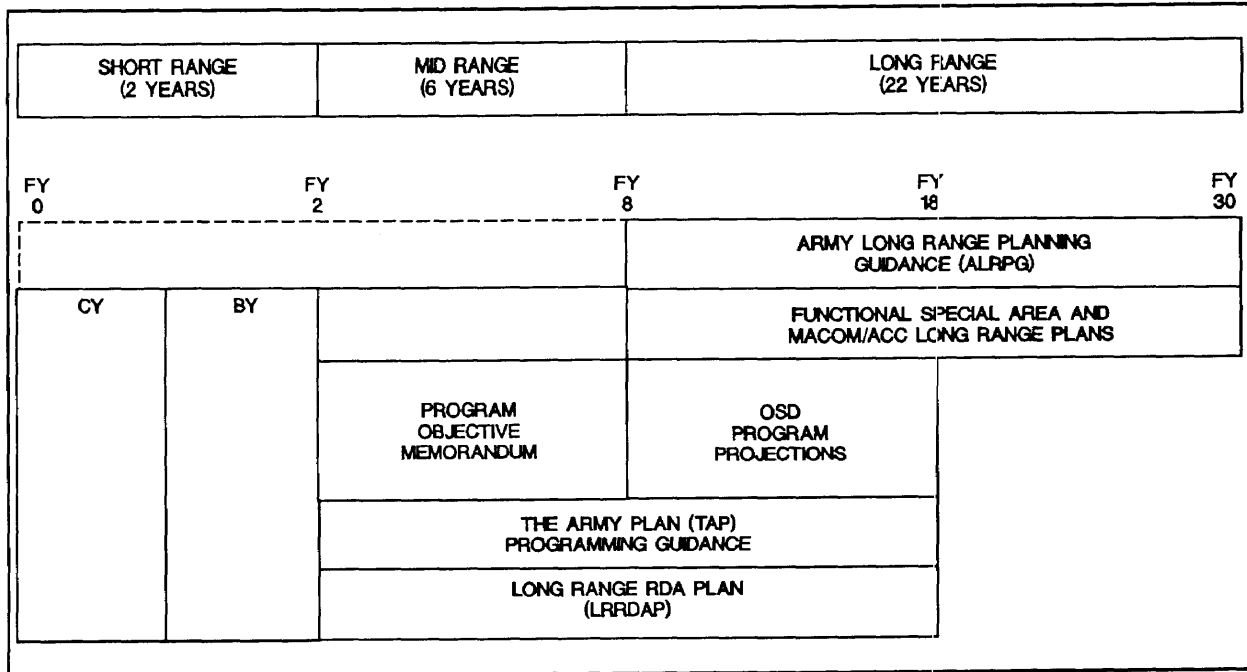


Figure 1-6
Planning and Programming Connectivity

**THE ARMY MOBILIZATION AND OPERATIONS
PLANNING AND EXECUTION SYSTEM**

The Army Mobilization and Operations Planning and Execution System (AMOPES) provides the structure and process for Army participation in JOPEs. It covers the full course of military action to include mobilization, deployment, sustainment, force expansion, redeployment, and demobilization. The goal of AMOPES is to ensure that the Army can support the combat operations of the combatant commanders. AMOPES provides the linkage between war planning under JOPEs and mobilization planning as directed by DOD and the JCS. It prescribes the Army crisis action system for managing the execution of mobilization and operation plans.

THE ARMY MOBILIZATION PLAN

The Army Mobilization Plan (AMP) is a collection of mobilization plans of the major Army commands (MACOM). The purpose of Army mobilization planning is to provide the resources required to support various OPLANs. This includes mobilizing units, manpower, and materiel required for implementation of an OPLAN, as well as the resources required to sustain the operation. The Forces Command (FORSCOM) mobilization plan, with its associated mobilization planning and execution system (MPES), details the time-phased flow of mobilizing reserve component units from home station to their mobilization stations. The TRADOC training base expansion plan (TBEP) provides installations and training base augmentation units in the Army with guidance on training base expansion activities.

THE ARMY LONG RANGE PLANNING GUIDANCE

The Army Long Range Planning Guidance (ALRPG) creates a vision of the Army ten to 30 years in the future. The products of long-range planning guide the mid-term vision used in developing the force and setting program requirements. The ALRPG describes a framework for defining future requirements by examining national security objectives against a range of conditions over the 30-year period. The ALRPG examines political, military, economic, and technological events and derives implications for future missions and for achieving required capabilities. The ALRPG initiates the Enhanced Concept Based Requirements System (ECBRS) process that identifies and prioritizes needs and recommended solutions by translating leader vision into long-range plans.

THE ARMY PLAN

The Army Plan (TAP) documents policies and gives resource guidance. TAP concurrently documents force levels stabilized initially through force requirements planning and then refined through objective planning. This planning includes the total Army analysis (TAA) to develop a force for each program year to meet projected mission requirements within expected end strength and equipment levels, and considers unalterable earlier decisions. Force integration analysis (FIA) ensures that the force is affordable and executable in each program year.

TAP covers the POM period and contains Army missions from the DPG, JSPS planning products, ALRPG, and other guidance. This includes guidance from Headquarters, Department of the Army (HQDA) and input from MACOM and program executive officer (PEO) interaction. TAP also captures long-range objectives from the long-range plans of Army functional proponents. It links them to supporting mid-term objectives that, to be achieved, require resourcing during program development. TAP-

- Provides early direction to the programming, budgeting, and execution phases of the PPBES.
- Outlines the NMS and security policy for the Army.
- Summarizes the existing view of the current force, the POM force at the end of the sixth program year, and the projected force ten years and beyond.
- Introduces mid-range planning objectives derived from long-range plans into the POM development and prioritization process.
- Links programming guidance to mid-range planning objectives.
- States the Army's priorities within expected resource levels.

Section V: The Army Functional Life Cycle Model

MANAGEMENT OF CHANGE

Change is required because the Army must remain capable in an environment of technological advancements, internal management variances, and a world in turmoil. The management of change is an evolving process that must have focus and methodology to support the Army's vision, imperatives, core competencies, and enduring values.

THE ARMY FUNCTIONAL LIFE CYCLE MODEL

Each resource required by an organization is somewhere within a life cycle model from its development to its ultimate separation or expenditure. This is depicted in Figure 1-7, The Army Functional Life Cycle Model (AFLCM).

The norm of the AFLCM is constant change. The need exists to resource and manage this change. Any resource will always be in some functional stage, with all of these functions occurring concurrently in a never-ending process.

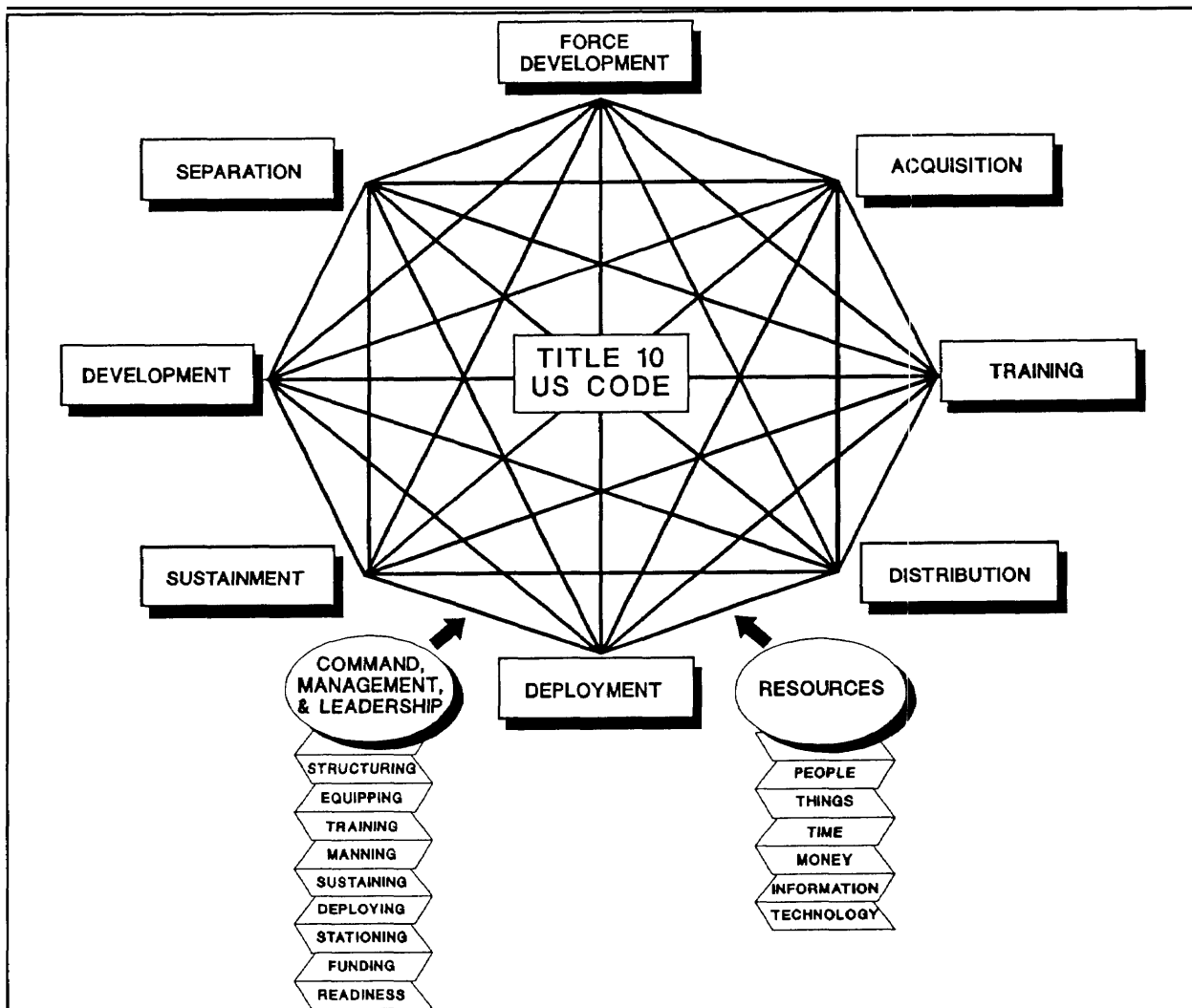


Figure 1-7
The Army Functional Life Cycle Model

The fundamental output of the AFLCM is combat-ready units progressing through-

- **Force Development.** Force development is the process of translating Army missions and functions into materiel and organizational requirements, time-phased programs, and structure within available resources. It is the initiating process of the AFLCM.
- **Acquisition.** Acquisition is an initial procurement activity that results in an asset being brought under military control. This activity includes research and development, test and evaluation, and military construction programs.
- **Training.** Training is the vehicle for orderly transition from a civilian to a military environment. In the AFLCM, this training establishes the entry-level skill baseline for all soldiers.

- **Distribution.** Distribution is the process of assigning or transferring people or materiel from the wholesale level to the user.

- **Deployment.** Deployment is the movement of organizations, people, and things in accordance with the worldwide commitments of the Army.

- **Sustainment.** Sustainment is the process of acquisition and use of resources to maintain and logistically support the Army.

- **Development.** Development is the process of constantly improving a soldier's skills and experience through progressive assignments, education, and training. Units are developed through collective training.

- **Separation.** Separation is the process of removing personnel and materiel from active service. People may separate from military service voluntarily or involuntarily due to reduction in force actions, mandatory retirement, or medical or disciplinary reasons. Materiel is separated through the Defense Reutilization and Marketing Office (DRMO) or through foreign military sales (FMS).

Essential to the functioning of the AFLCM model are the critical inputs of resources and leadership. Resources, including time, money, people, materiel, technology, and information are needed to energize the system. Command management, and leadership provide necessary control and direction.

Section VI: Operating Processes

The basis for all Army processes and systems is the development and sustainment of combat-ready units. Units, once activated, are sustained through personnel and materiel requisitions from the respective processes. Units become combat ready through collective training while sustaining individual training proficiency. The principal, contributing processes are the-

- **Strategic and Operational Requirements Determination Process.** The

strategy, fiscal guidance, and OPLANs and CONPLANS flow from DOD into the Army resourcing process.

- **Research, Development, and Acquisition (RDA) Process.** The requirements for new materiel flow to the materiel developer, who executes the Life Cycle System Management Model (LCSMM), which provides materiel systems.

- **Force Development Process.** Requirements for new or changed organizations or new or improved materiel systems initiate the force development process.

- **Resource Allocation and Distribution Process.** The national strategy, fiscal guidance, and force structure guidance establish the requirement to distribute resources, in priority, to achieve the highest force readiness and to accept risk where rational.

- **Battlefield Requirements Determination Process.** The Enhanced Concept Based Requirements System (ECBRS) process identifies required capabilities and develops solutions in terms of DTLOMS as shown in Figure 1-8, Determination of Battlefield Requirements. Requirements for materiel systems are translated by the materiel developer in the RDA process and requirements for organizations by the combat developer in the force development process.

- **Manpower Allocation and Distribution Process.** Based on priorities and valid authorizations, personnel are acquired, trained, and distributed to units.

- **Materiel Allocation and Distribution Process.** Based on priorities and valid authorizations, materiel (acquired through the RDA process) is allocated and distributed to units.

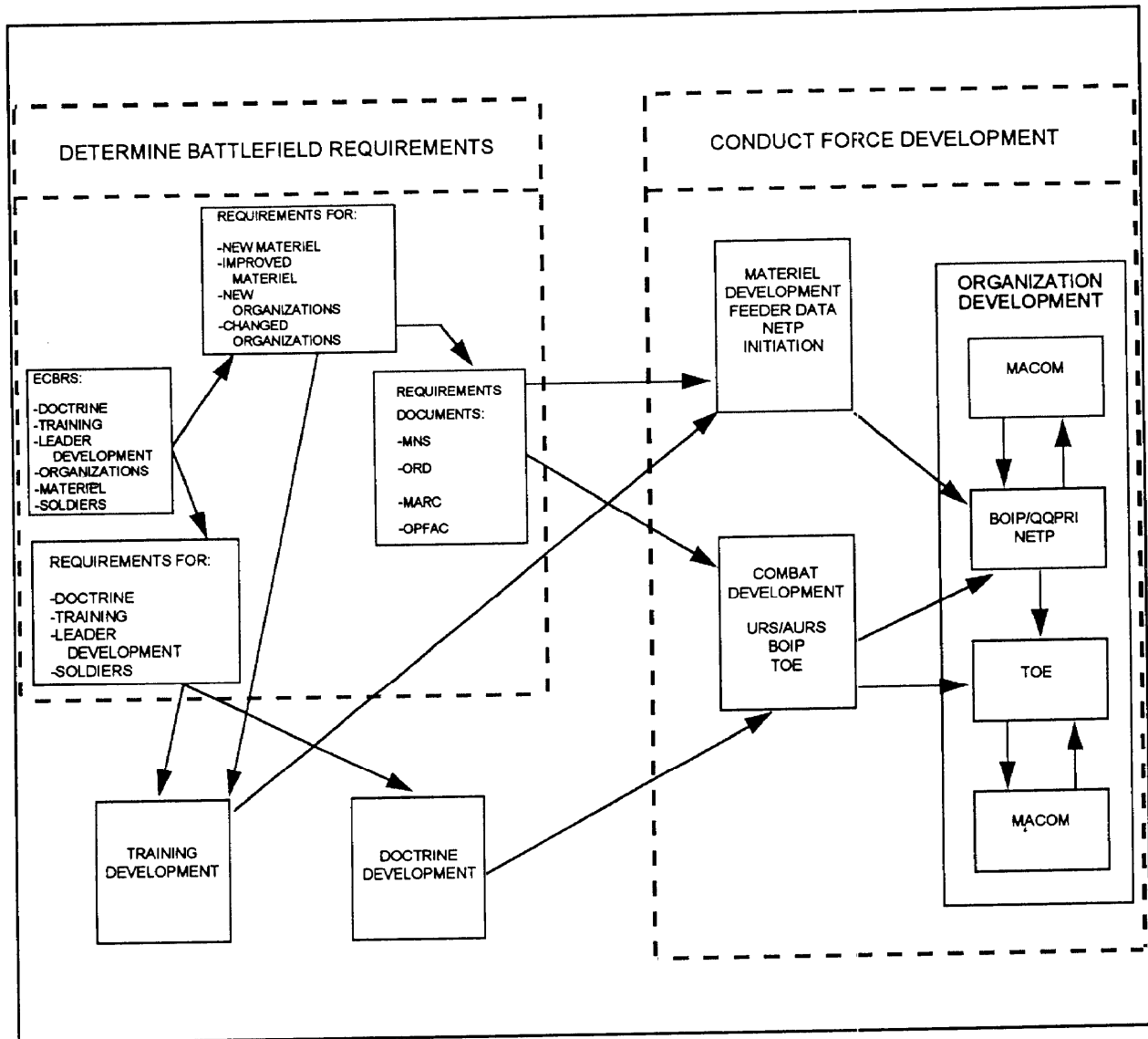


Figure 1-8
Determination of Battlefield Requirements

Section VII: Determining Future Requirements

This is an era of profound change. Declining resources for defense and increasingly demanding and complex military missions require fundamental changes in our military posture and the process by which we raise, train, equip, deploy, and sustain our forces. The Army must adapt to the Nation's emerging priorities,

consume less of the national budget, and at the same time, increase capability and sustain the readiness of our forces.

While changing intellectually, physically, and culturally is difficult, this must occur if the Army is to serve the Nation in the 21st Century. At issue are how to transform the Army in a functional way while enhancing its effectiveness.

The primary processes which the Army will use to take charge of this "process of change" is the ECBRS enhanced by the Louisiana Maneuvers (LAM) and TRADOC's Battle Laboratory program.

ENHANCED CONCEPT BASED REQUIREMENTS SYSTEM

ECBRS is the process which identifies, prioritizes and integrates doctrine, training, leader development, organizations, and materiel required capabilities focused on the soldier (DTLOMS). It supports the Army's efforts to plan and program for the future by recommending a range of DTLOMS required capabilities to enable our force projection Army to win decisively with minimum casualties. It provides a responsive and relevant audit trail from the National Military Strategy (NMS) to identified required capabilities. ECBRS strives to retain balance among DTLOMS with emphasis on early and continuous integration of emerging technology, while maintaining focus on the soldier.

The objectives of ECBRS are to:

- Evolve the Army's vision of future battlefield functions and tasks to ensure land force dominance in support of joint operations.
- Identify and prioritize required capabilities to support the CINC's Integrated Priority Lists (IPLs).
- Identify a range of required capabilities across the functional domains to maintain the edge on the future battlefield.
- Influence the PPBES process with products reflecting required capabilities consistent with the vision of the senior Army leadership.
- Maintain RDA program stability with focused efforts to meet the goal of providing soldiers with world-class equipment in the shortest time within resource constraints.

The process consists of cyclic events that support timely delivery of an integrated product

to HQDA. These cyclic events or stages are planning guidance and concept formulation, identification of required capabilities through branch/proponent assessments, and prioritization and integration of required capabilities into an integrated product.

As identified in Figure 1-9, Enhanced Concept Based Requirements System, the process is initiated by a number of national and strategic planning documents to develop future concepts. These concepts which provide guidance and direction are prepared on a continuous basis. They provide projections of warfighting based on historical perspective, existing doctrine, current capabilities, future threat, technological forecasts and planning guidance. During the ECBRS process, concepts are refined and required capabilities are identified, prioritized, and integrated within and across all six functional DTLOMS domains.

The key to the ECBRS process is the rapid identification of those required capabilities that will provide the greatest potential enhancement for the Army. Force XXI, the Louisiana Maneuvers process and TRADOC's Battle Lab program provide the means to expeditiously examine critical issues and emerging technological capabilities. They facilitate the refinement of capability requirements within the ECBRS process. They serve as the mechanisms to grapple with abstract ideas, to experiment, and to pragmatically assess new technologies. They leverage horizontal integration and technology insertion to impact the Program Objective Memorandum (POM) more quickly.

FORCE XXI

In order to evolve in an effective, rapid and holistic manner, the Army has instituted the Force XXI process. Force XXI is structured as depicted in Figure 1-10, Force XXI Process.

The Force XXI process consists of three axes designed to ensure that the entire Army is structured to meet the challenges of the 21st Century. The main effort of Force XXI is the

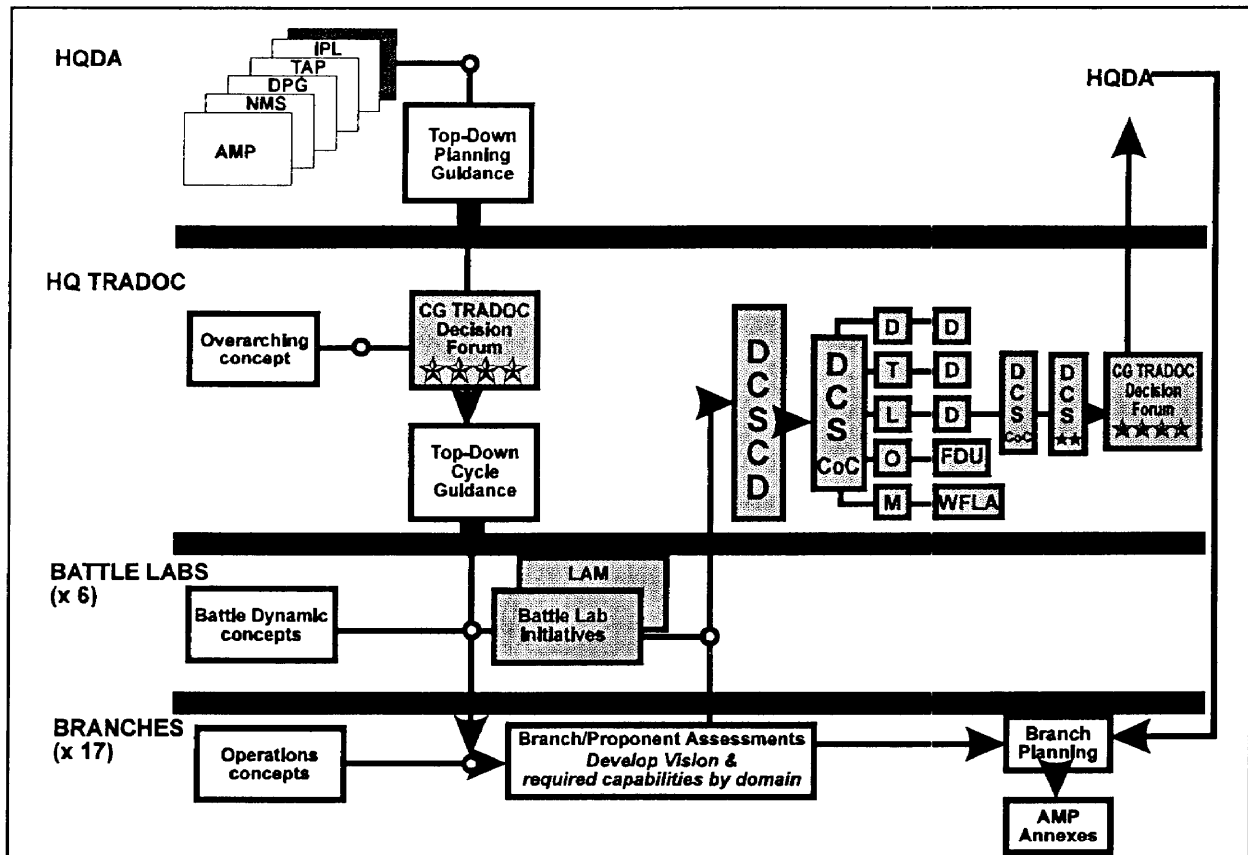


Figure 1-9
Enhanced Concept Based Requirements System

Joint Venture program, which is chaired by the CG, TRADOC and focuses on the redesign of the operational Army. Joint Venture partners are established by CSA directive and presently include the CINCs, FORSCOM, AMC, INSCOM, HSC, OPTEC, SSDC, ASOC, ISC, the ARSTAFF, and TRADOC, as well as numerous other commands as appropriate. Its mission is to develop and attain Force XXI fielding decisions by FY2000. A second supporting effort is the Institutional/TDA line of thrust which is tasked with examining the institutional and sustaining base of the Army to ensure it meets Force XXI requirements. This effort is conducted under the supervision of the VCSA. The third line of thrust is also in support of Joint Venture. It is the digital and technology effort placed under the direction of the Army Digitization Office. The components are explained in greater detail as

follows:

- Joint Venture effort has two primary subcomponents--conceptual and experimental. The conceptual component includes the development of concepts as espoused in TRADOC PAM 525-5, the Army Battle Command System (ABCS) and an analytic component consisting of the Army's analytical agencies and activities. The experimental component consists of the Battle Labs which conduct the Advanced Warfighting Experiments (AWE), Battle Lab Warfighting Experiments (BLWE), Advanced Technology Demonstrations (ATD), and Concept Evaluation Programs (CEP), as described later.
- The Institutional/TDA effort will redesign the Institutional and TDA Army by FY2000 to effectively perform service Title 10

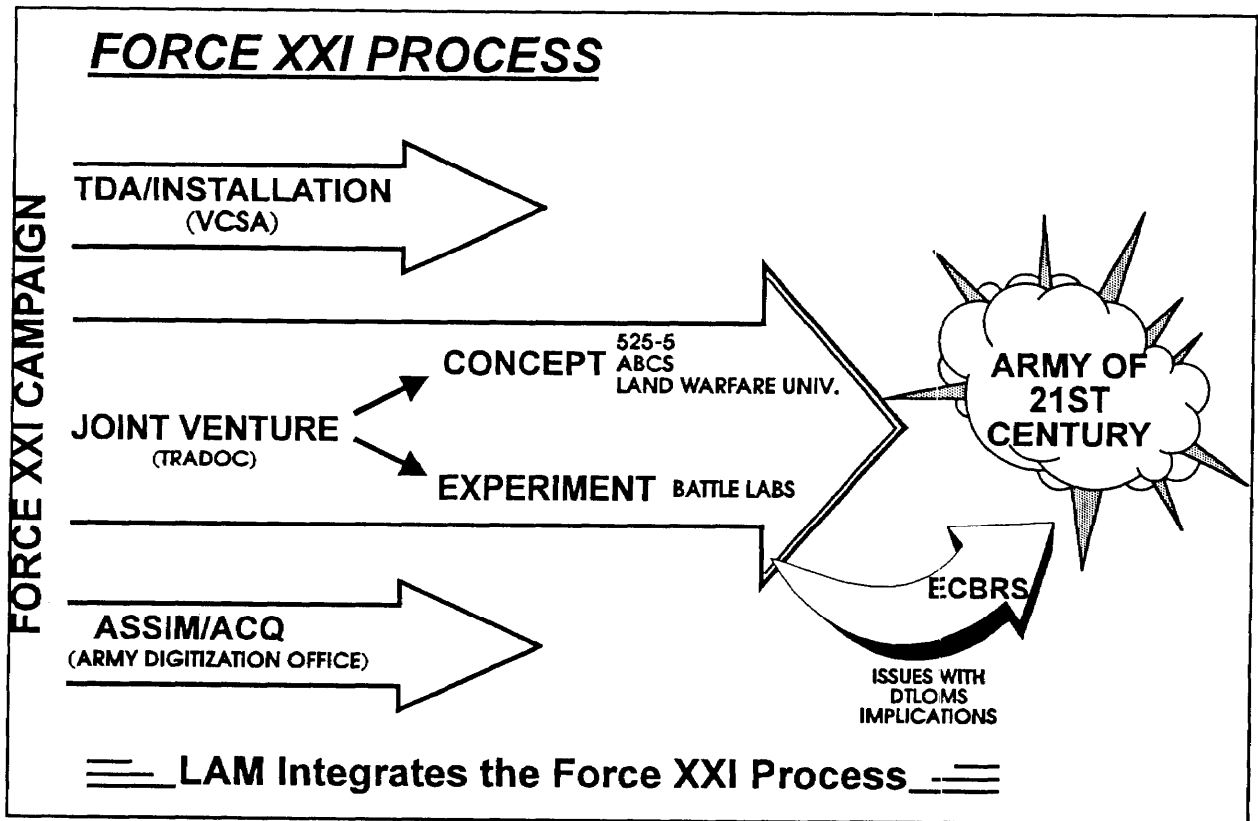


Figure 1-10
Force XXI Process

functions in support of redesigned Army warfighting organizations. This crosses the full spectrum of support activities and includes sustaining base activities, training organizations, and the development of power projection platforms. These efforts will occur along functional lines using the Functional Area Assessment (FAA) as the method of redesign.

- The digital and technology effort will ensure the research and development of appropriate technologies are acquired to enable those concepts and designs developed through Joint Venture.

The Louisiana Maneuvers Task Force (LAM TF) serves as the integrator for the Force XXI process. A LAM TF Director is assigned to each axis to ensure synchronization and horizontal

integration of redesign and acquisition efforts.

LOUISIANA MANEUVERS

The purpose of the LAM process is to energize and focus the forces of change, while simultaneously keeping the Army combat ready. LAM is a process that allows the Army to exercise and examine its roles and missions, to develop and explore options, and to assess and direct progress. It is a mechanism to harness the disparate energies of creativity and centralizes the innovation process. It provides strategic agility in decision making to guide the Army's transformation to a more modern and capable, CONUS-based, force projection force. In the broadest sense, the LAM process accomplishes four things.

- Identifies the most critical issues requiring study.
- Establishes the basis for reaching consensus among the senior leadership.
- Provides a means for Title 10, United States Code, and warfighting issues to be studied under the direction of the Army's senior leadership.
- Creates strategic agility in decision making by accelerating feedback from analysis and study.

The Chief of Staff, U.S. Army (CSA) directs the LAM process which is depicted at Figure 1-11, Louisiana Maneuvers Organization. Other key entities include a General Officer

Working Group (GOWG), and the Board of Directors (BoD). The GOWG is composed of Major Generals from the Army's Reserve Components, major Army commands, and the Army Staff. The BoD consists of the Army's four star generals (CINCs and MACOM commanders) and reports to the CSA, in his capacity as the Director. The LAM TF Director provides the CSA with a full time operator to coordinate and synchronize the ongoing efforts.

The LAM is a multi-staged process (Figure 1-12, Louisiana Maneuvers Process) designed to synthesize critical high level issues. This process begins with issue nominations derived from analysis of top down guidance, from the field or from previous Battle Lab experimentation. The GOWG then considers candidate issues. The GOWG has three options when considering

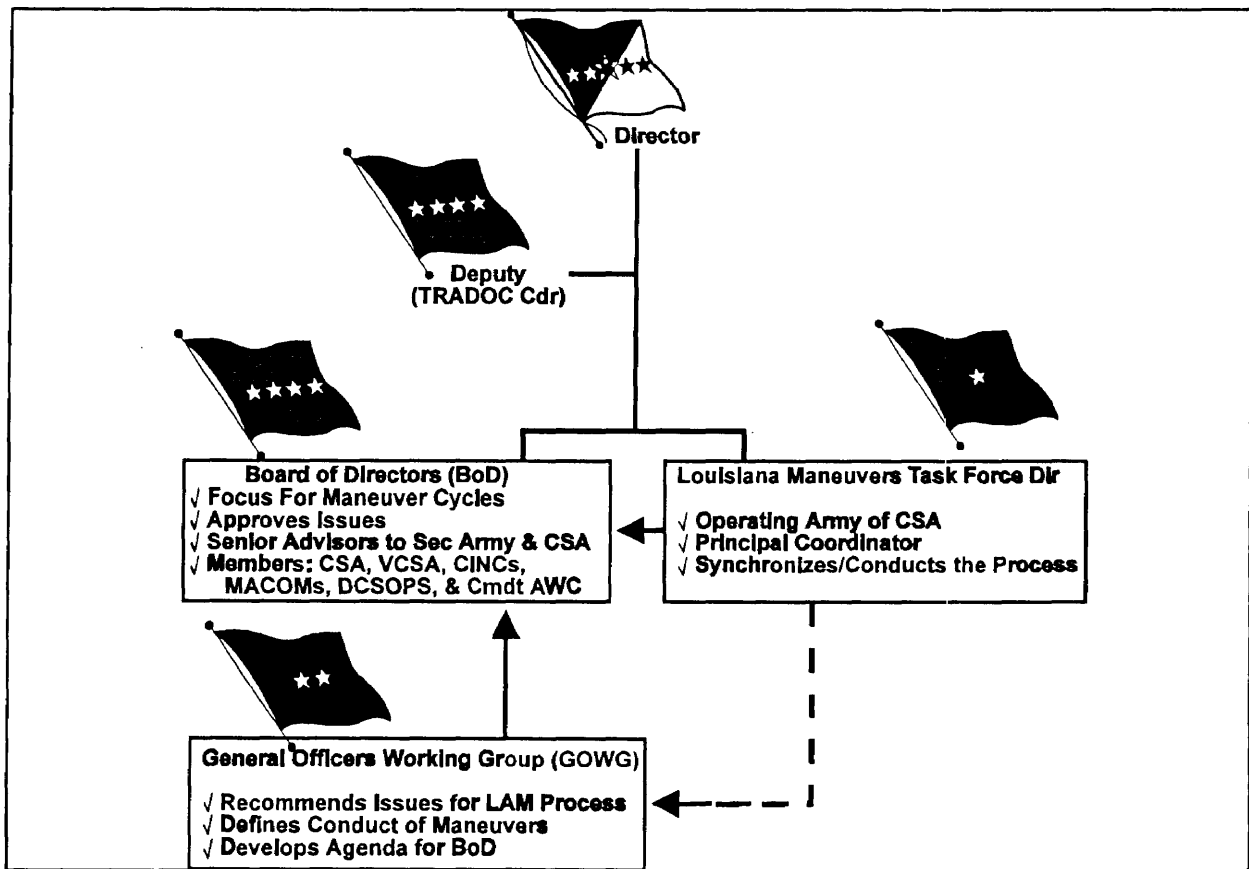


Figure 1-11
Louisiana Maneuvers Organization

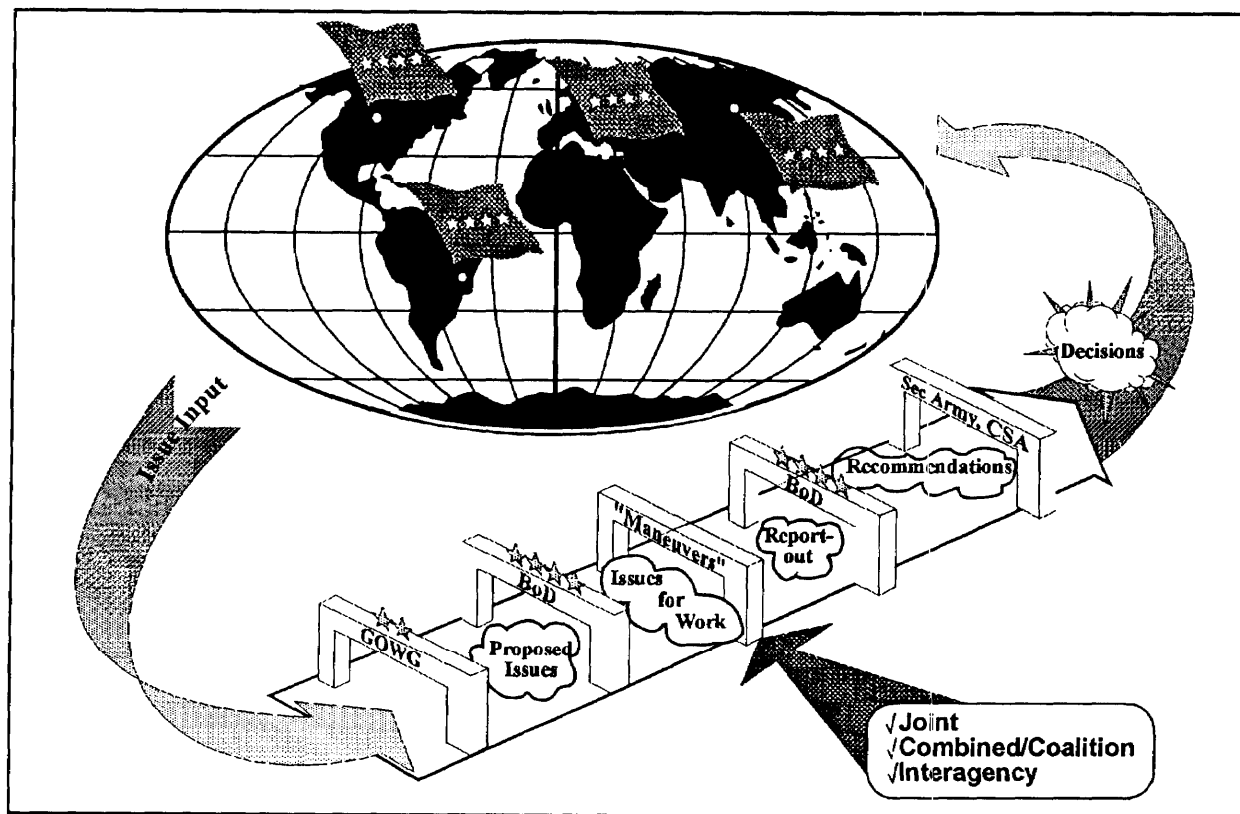


Figure 1-12
Louisiana Maneuvers Process

disposition of nominated issues: close the issue, archive the issue, or recommend that the issue undergo investigation in the LAM process. Of the hundreds of Title 10 and warfighting issues considered, only the most important are passed to the LAM BoD for deliberation.

The BoD considers nominated issues and selects those appropriate for further investigation. Individual board members assume proponenty for selected issues to study within their commands. As proponents, individual board members supervise the study and evaluation of assigned issues through exercises such as ULCHI FOCUS LENS in Korea, FUERTES DEFENSAS in Central America, ATLANTIC RESOLVE in Europe, PRAIRIE WARRIOR at Fort Leavenworth, Kansas, and the Armywide General Headquarters Exercise. They also use existing simulations and

resources such as the Battle Laboratories and Research Centers to examine, explore, observe, and learn. During the course of investigation, issue proponents are assisted by Army Staff sponsors who provide information on studies and projects related to the issue. Further, sponsors suggest programmatic savings and tradeoffs for each option brought to the BoD.

After investigation, issue proponents report back to the BoD with decision packages containing observations, lessons learned, and options. The BoD then offers its own advice and recommendations to the CSA and the Secretary of the Army for decisions on funding and priority. This streamlined process provides the Army's senior leadership strategic agility in decision making by building consensus around the most viable options and allows important decisions to

be made in a matter of months instead of years. It ensures a more confident look at resources and expenditures as prioritization and funding decisions are made on capabilities needed to execute the NMS.

BATTLE LABORATORY PROGRAM

A contingency-oriented, force projection Army must maintain a superior force. Battle Laboratories are a means to expeditiously identify, investigate, and develop improvements in doctrine, training, leader development, organization design, material, and soldier systems. By encouraging experimentation via simulation or prototypes, battle laboratories determine capability requirements in the functional domains of DTLOMS. The Battle Labs serve as a practical mechanism for working with new ideas and assessing new capabilities provided by changing threats, advanced technology, and evolving doctrine. They look for ways to increase lethality, survivability, and tempo of operations and horizontally integrate them across the entire combined arms and services team.

The frame of reference used by the Battle Labs for requirements definition are the battlefield dynamics. These battlefield dynamics codify the aspects of warfighting or military operations that appear to have the greatest potential for change. Mastery of these dynamics will prove crucial to success in future operations. These dynamics are early-entry force lethality and survivability, simultaneous attack in all three dimensions throughout the depth of the battlefield, domination of expanding battle space, battle command, and sustainment.

Each of the six Battle Labs focus on one of the battlefield dynamics. The Early Entry Lethality and Survivability Battle Lab (EELSBL) is at Fort Monroe; Depth and Simultaneous Attack Battle Lab (DSABL) is at Fort Sill; Mounted Battle Space Battle Lab (MBSBL) is at Fort Knox; Dismounted Battle Space Battle Lab (DBSBL) is at Fort Benning; Battle Command Battle Lab (BCBL) is split between Fort Leavenworth, where art of command issues are worked, Fort Gordon, where

technical means and hardware issues are addressed, and Fort Huachuca, where issues concerning intelligence collection, dissemination, and electronic warfare are addressed; and Combat Service Support Battle Lab (CSSBL) is at Fort Lee. Their efforts focus on fixing major deficiencies or vulnerabilities identified during recent operational experiences, issues identified by the LAM BoD, or submitted from the field. These include developing enhanced capabilities to maintain our overmatching combat edge on the future battlefield, as well as operations other than war such as disaster relief and peacekeeping.

Battle Labs provide the central focus for all Army experimental work leading to capability requirements, as well as conducting independent experiments as approved by the CG, TRADOC. Insights, impacts, and recommendations for changes to DTLOMS are the primary products of Battle Lab experiments. Experiments demonstrating significant added value to warfighting capabilities may result in senior Army leadership decisions for rapid acquisition.

The Battle Lab program, as shown in Figure 1-13, provides an expeditious means for TRADOC to identify, validate, and process issues for investigation. Approved issues are considered in terms of the functional domains and battlefield dynamics, and are then channeled to the appropriate Battle Lab for analysis or experimentation.

Ideas and concepts for Battle Lab experiments may be derived from a number of sources including:

- Analysis of Strategic Defense Guidance.
- Top-down guidance from the CSA, CINCs, or CG, TRADOC (e.g. accepted propensity of a LAM issue).

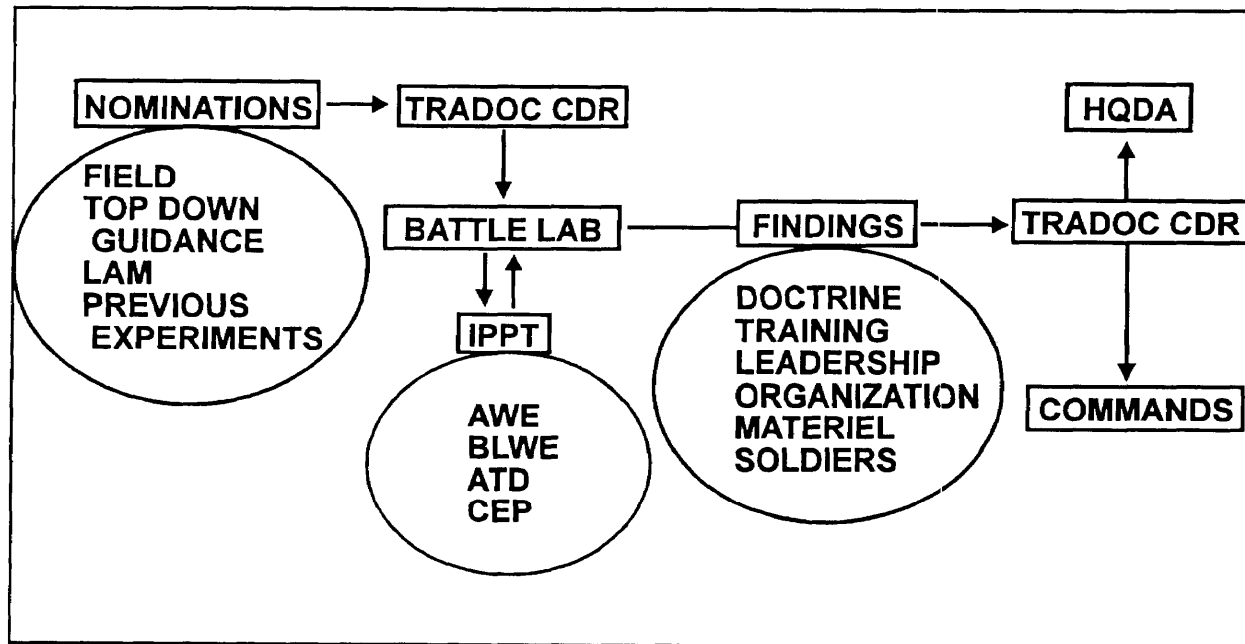


Figure 1-13
The Battle Lab Program

- Operational or training needs and technology opportunities identified from lessons learned during real world contingency operations, CINC exercises, or Combat Training Center rotations, as well as other exercises and analytical efforts.

- CINC IPL.
- Concepts and ideas from branch assessments or submitted by soldiers.
- Insights from other Battle Lab experiments.

Battle Labs use matrix management techniques to achieve horizontal integration. Battle Labs form task groups, referred to as Integrated Process and Product Teams (IPPT) to address specific issues. These teams are comprised of members from appropriate TRADOC service schools and centers, soldiers and/or units from FORSCOM specifically aligned with the Battle Lab, Army Materiel Command (AMC), industry and academia. The Battle Labs form

task groups to conduct warfighting experiments, analysis, and other investigative activities.

The Battle Lab teams thus include field soldiers and units, combat and materiel developers (if a materiel oriented experiment), doctrine, leader and training developers, testers, cost accountants, acquisition experts, contracting specialists, and members of the science and technology community, including industry. Interaction by the entire community from inception through execution of experiments provides:

- Direct soldier feedback to design engineers.
- Determination of insights across DTLOMS.
- Opportunities for relatively inexpensive engineering design changes.

- Concurrency of effort and rapid acquisition of selected, high value successes, to include doctrinal and training products.

Battle Lab experiments are iterative and progressive in nature, and focused on a specific capability or technology opportunity. Various categories of experiments are:

- AWEs (see Figure 1-14, Advanced Warfighting Experiments) are critical efforts focused on a major increase to warfighting capability. They cross many or all of the TRADOC domains of DTLOMS. Moreover, they impact many, if not all, of the battlefield dynamics and battlefield operating systems.
- BLWEs may be either discrete, single events or progressive, iterative simulations with primary relevance to a single battlefield dynamic.

- ATDs validate the maturity of a technology within an operational environment.

- CEP is an innovative testing program that provides a quick reaction and simplified process to resolve DTLOMS issues.

All these activities begin with formal hypotheses and use a combination of constructive, virtual, and live simulations with field soldiers and units in tactically competitive environments, under a broad range of relevant scenarios. These activities generate insights that inform the Army senior leadership whether to invest in, discard, or continue to experiment with the ideas being investigated. After conducting appropriate investigations, Battle Lab task groups prepare formal reports for proposed required capability documents that are presented to CG, TRADOC for approval. Approved proposals are

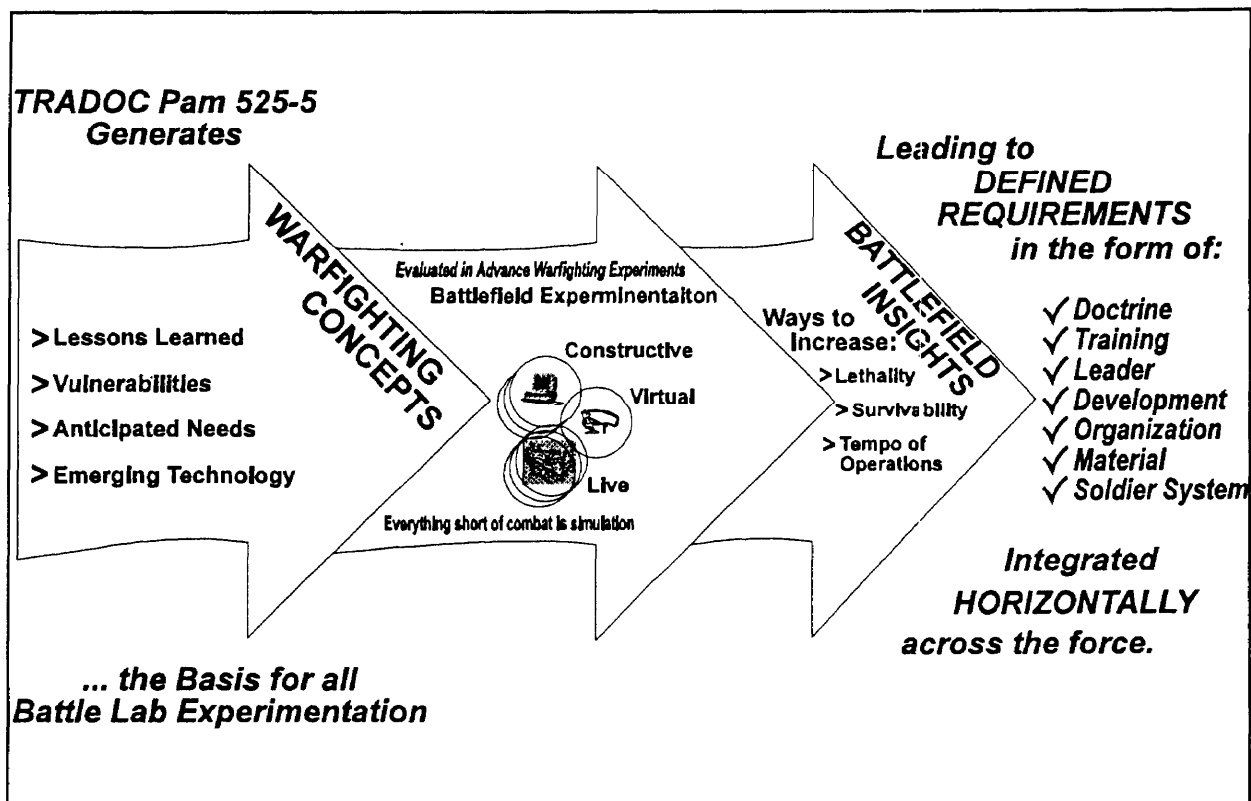


Figure 1-14
Advanced Warfighting Experiments

forwarded to appropriate TRADOC commandants to complete all documentation and other activity required to execute the element(s) of the proposal relating to their branch or specialty.

Summary

The Army operates within the national security structure as a strategic force. The nature of the Army's roles, functions; and missions implies that change will occur consistently and that management of change is vital to increase force capability in a coordinated manner. This produces and maintains combat-ready units to "maintain the edge" against any threat on any battlefield.

ECBRS is the Army's principle means of meeting the formidable challenge of transitioning to a force projection Army while, at the same time, changing the way we make changes. The LAM process and the Battle Lab program are the key to effecting ECBRS by providing expeditious processes by which to identify and develop required capabilities. By generating nonmaterial solutions to some requirements, demonstrating the utility of nondevelopmental technology insertions, and identifying technology that should be horizontally integrated across the force, LAM and the Battle Labs will ensure that our force projection Army exceeds the challenges of the next battlefield.