

## SECTION H. CONCLUSIONS AND RECOMMENDATIONS

Section G presented two feasible alternative patterns of organization for the Headquarters, Department of the Army. Each of the alternative patterns satisfies the Basic Considerations to a greater extent than does the present pattern of organization. Each of the patterns has both advantages and disadvantages; therefore, the conclusions and recommendations are designed to provide the best pattern, on balance, for the Headquarters, Department of the Army. The first part of this Section presents conclusions and recommendations regarding an optimum pattern of organization and management. The second part provides a concept for transition to that pattern.

### 1. Proposed Pattern of Organization and Management

The preferred pattern for the Headquarters, Department of the Army is Pattern II. The primary organizational features of this pattern were delineated by Figure 4, Page II - 120. A number of significant modifications to management concepts which are contemplated cannot be shown on the chart. These will be discussed in the paragraphs immediately following, after which recommendations pertaining to the Office of the Secretary of the Army and the Office of the Chief of Staff will be presented. Finally, more details will be presented regarding the major features of the preferred pattern.

To supplement the discussion in this section of the Report, a further, detailed listing of the proposed functions and responsibilities of each element of the Army Staff under the preferred pattern of organization will be found at Annex D. Annex D is a draft of a proposed revision of Army Regulations No. 10-5, "Organization and Functions, Department of the Army."



## Command and Management Processes

The report has treated with several matters which have an inter-relationship that has not yet been described. These matters have to do with the functions of the Deputy Chief of Staff for Plans, Programs and Systems (DCSPPS), the functions and role of the Comptroller of the Army (COA) and the command and management processes of the headquarters. More specifically, the report has recommended or discussed the following.

- Placing responsibility for integration of plans, programs and systems management with the DCSPPS;
- Strengthening the role of the COA with respect to the review and analysis function and the management engineer function;
- Improvements needed in command and management processes and in systems management;
- Recent developments in programming techniques, including the program package concept;
- Internal improvements needed in the budget process;
- Emphasis on data automation;
- Critical examination of the financial management system;

The foregoing changes will have a significant impact upon the command and management processes of the Army. While major changes are anticipated in the Program-Budget system and in the use of automatic data processing systems, it must also be recognized that if command functions are removed from the General Staff, there will likewise be significant changes in Army-wide systems, in the type and quantity of data required in the headquarters, and in the functions and procedures employed by the General Staff in carrying out their staff responsibilities. In view of this, it is appropriate to expand on the roles and functions of two

general staff agencies most affected -- the DCSPPS and the COA. The discussion which follows is not intended to recommend the internal organization of these Offices. Rather, the following is aimed at a delineation of functions and emphasis necessary to implement the Report's major proposals.

#### The Role of the DCSPPS

Below the Office of the Chief of Staff, it is envisioned that the DCSPPS would have the principal staff responsibility for

- Integrating programs with plans
- Prescribing for the remainder of the General Staff their input into the Control Program Directive
- Preparing, for the approval of the Chief of Staff, the Control Program Directive
- Preparing, with the assistance of DCSPER, the Troop Control Program
- Monitoring all aspects of the Program System to assure timely action in all phases, including the issuance of Program-Budget Guidance to the field.
- Serving as Chairman of the Program Advisory Committee, and making such decisions therein as are in accordance with the authority delegated by the Chief of Staff, and
- In those areas beyond his delegated authority, forwarding to OCS the position of the PAC, including his personal recommendation.

In discharging the foregoing responsibilities, the DCSPPS within the authority delegated, should make all possible decisions in program matters. At the same time, it is not intended that he become overly involved in details. To avoid this danger, he would work closely with and rely heavily upon the COA for review and analysis, for aid in further developing the program system, in devising system and procedures



for systems management, providing for automated data and other information, and for developing program objectives that are meaningful and measurable.

#### The Role of the Comptroller

While the Comptroller retains his present statutory and delegated functions, this Report contemplates a major revitalization and re-orientation in the role and functions of the Comptroller. Emphasis should be given to his three principal tasks: (1) Budget Officer for the Department of Army; (2) Providing independent and objective review and analysis for the General Staff, the Chief of Staff, and the Secretariat, with primary emphasis on command rather than program review and analysis; and (3) Chief Management Engineer for the Department of Army. Within the areas named, it is envisioned that the COA would

(1) As Budget Officer for the DA

- Serve as chairman of the Budget Advisory Committee and within the authority delegated by the Chief of Staff, make such decisions as will expedite the functioning of that Committee, and

- In those matters beyond this delegated authority, forwarding to the Office of the Chief of Staff the position of the Budget Advisory Committee, including his personal recommendation. (On matters involving major reprogramming, normal staff coordination with the DCSPPS is contemplated so as to provide consistency between programs and budgets.)

- Initiate needed improvements in the budget system to include: a drastic reduction in the amount of supporting data required for budget justification; relief from the detailed justification required in the apportionment process; greater fiscal flexibility for field commands; and within his present authority, simplified and standardized budget content, format and process.



- Expand the staff and attention accorded appropriations other than O&MA to assist the DCSPPS in discharging his program responsibilities through an optimum balance of resource appropriations.

- Place primary emphasis in budget analysis on the command aspects rather than the program aspects to assure that funding and fund utilization are balanced both within and among commands. (Other General Staff agencies would continue their present emphasis on Army-wide budget program analysis to include stress on O&MA budget programs.)

- Utilize an administrative budget program for Operation and Maintenance of Facilities on a cost basis within the O&MA appropriation for programming, budgeting, and reporting purposes without administrative limitations so that adequate analysis can be made of the area which consumes 35 - 40% of the total O&MA appropriation.

(2) Providing independent and objective review and analysis

- Place primary emphasis in review and analysis on the command and combat readiness aspects

- Continue horizontal presentation of program accomplishments but avoid duplication of data previously presented in vertical reviews.

- Orient the review and analysis function so as to facilitate decision making and in so doing, utilize projections rather than historical data to indicate probable areas requiring decisions.

- Make arrangements to have ready access to all reported data so as to provide the broadest possible basis for the selection of information for presentation.

- Provide to all staff elements as desired, an objective, non-critical analysis of areas of particular staff interest and responsibility.

- Support and provide assistance to the DCSPPS in his program and systems management functions.

(3) As Management Engineer for the Department of Army.

The Comptroller role as management engineer for the Department of



Army is by regulation and by delegation from the Assistant Secretary of the Army for Financial Management. It differs in this respect from his statutory functions and, based upon findings in this study, requires added emphasis to keep the Army apace with modern management innovations. The discussion which follows is directed to those areas in which more attention is deemed necessary.

Organizational Analysis. It is essential that there be a continual study of the division of work in the Army, the assignment of responsibilities, and the organizational structure that can best accomplish the Army's mission. This goes beyond the mere monitorship of AR 10-5, Organization and Functions, Department of the Army, and contemplates a role wherein the COA would make recommendations to the Office, Chief of Staff, in those cases where the COA is unable to resolve functional overlap between two or more agencies. It also contemplates that the COA will make independent studies and recommendations to the OCS in all instances involving the establishment of new agencies and such other organizational changes throughout the Army as may be considered major. It is believed desirable that the COA undertake to publish an organization and functions document similar to that published by the Department of Air Force in HP 21-1-1, October 1960 and which includes the Air Force organizational doctrine. With respect to the organization, functions and procedures of the Headquarters, DA, it is expected that the Management Office, OCS, in the performance of its assigned function of manpower survey of the Headquarters, would make appropriate recommendations in coordination with the COA where changes in organizational regulations are indicated.

Centralized Automatic Data Processing Authority. It is intended that the COA be designated the single staff focal point for developing objectives, concepts, plans and policies and to insure coordinated, and, where necessary, integrated data systems. This concept does not relieve any agency of presently assigned responsibilities for developing its



own internal management system and identifying its own data requirements. It does, however, recognize that all efforts must be related to and be consistent with the guidance developed and promulgated by the COA.

In order to accomplish the above, an inventory is required of all data currently flowing into the Headquarters. The COA, assisted by other staff agencies, should inventory all data reported to the headquarters, and analyze the need and anticipated use of such data, all with the objective of reducing the data flow to that essential under a policy of decentralization.

Systems Analysis. The continuing and independent analysis of all systems having Army-wide applicability is a requirement that has a direct relationship to the COA's responsibility for ADPS. Elsewhere in the Report it has been indicated that the COA should transfer his Systems Development Office (ACOA, S/D) to the Directorate of Management Analysis, in that systems analysis and systems development are closely related insofar as financial management systems are concerned. It has also been indicated that there needs to be a critical reexamination of the entire financial management system. It is envisioned that the COA should assign this task to his Director of Management Analysis and that the reexamination be conducted on a task force basis incorporating personnel of the COA's Accounting and Budget Directorates in order to assure complete coverage in the appraisal of a function for which the COA has statutory authority.

Management Research and Management Consultation Service. New and improved techniques of scientific management are constantly being developed in industry, government, and universities. Those that have possible application to the Army must be systematically sought out, evaluated, and tested. This particular function is one that properly should be performed as a service for the entire Department of Army, and is directly related to providing independent and objective management engineering and



management survey service to the Army. An adequate "in-house" capability does not presently exist. Accordingly, it is envisioned that the COA expand his management research and management consultation service as may be required to provide the needed capability.

Office of the Secretary of the Army

From the discussions contained in Sections E and G, it is concluded that the organization of the Office of the Secretary of the Army is basically sound and that combining the Offices of the Secretary and the Chief of Staff is not advisable. Nevertheless, certain measures can be taken at the Secretarial level to enhance effectiveness and to achieve closer working relationships between the Secretariat and the General Staff. It is recommended that:

- a. There be consolidated, in one office under the Deputy Under Secretary (Manpower) the functions of the Special Assistant (Reserve and ROTC Affairs), the Special Assistant for Personnel, and the Special Assistant for Personnel Security.
- b. The role and functions of the Office of Analysis and Review be clarified.
- c. Increased use be made of the Army Staff and that a corresponding reduction in personnel, civilian and military, be effected in the internal staffs of the Secretariat.
- d. Military officers be utilized in the staffs of the Secretariat only in positions requiring for their proper performance the background of a career military officer and that all other key staff positions in the Secretariat be filled by career civilian employees.
- e. The input of a greater percentage of career civilian employees in key staff positions in the Secretariat be accompanied by a more effective civilian career development program within the Office of the Secretary.
- f. The internal staffs of the Secretariat review, in conjunction with the Army Staff, all recurring reports being received in the



Secretariat to determine, (a) the essentiality of each report to the Secretariat, and (b) needed improvements in such reports.

g. The role and functions of the General Counsel be clarified.

h. The Office, Secretary of the Army, in conjunction with the Office, Secretary of Defense, determine the feasibility of transfer to the General Services Administration of certain of the functions presently performed by the Defense Telephone Service-Washington and the Defense Supply Service-Washington.

i. The Assistant Secretaries be located physically adjacent to their military functional counterpart. This would facilitate close working relationships between the principals concerned. In recent years, the Assistant Secretary (Research and Development) has worked from such a location.

#### Office of the Chief of Staff

The Office of the Chief of Staff is the focal point for the military direction of the Army. This military direction includes the so-called "business" side of Army affairs, which, as it involves the resources vital to the attainment of Army objectives, cannot be separated from the Chief of Staff's total responsibilities. To test the validity of this concept, an examination was conducted of the "bi-linear" system of the Department of the Navy. It is concluded that the missions, environment, and structure of the Army differ so radically from those of the Navy that excellent reasons exist for the disparity in organizational philosophy, and that the general staff concept is sound for Army purposes.

The preceding sections have indicated a need for additional senior assistance for the Chief of Staff and Vice Chief of Staff other than the Secretary of the General Staff. Of the alternatives discussed in Section G, creation of the post of Director of the Army Staff is recommended for the following reasons:



a. The General and Special Staffs would not be required to respond to three senior officials as in Pattern III.

b. The coordination function would be accomplished at the level below the Chief of Staff and Vice Chief of Staff.

c. The Director of the Army Staff would be charged with the coordination function as a primary duty rather than acting as a principal staff officer for a particular field.

The apparently feasible choices for the proper placement of the function of long-range anticipation of the future, currently exercised by the Coordination Group in the Office of the Chief of Staff are to leave it in place or to remove it to the staff element concerned with Army planning. The following main factors bear on these choices:

a. It is desirable to protect the long-range anticipation function from normal staff activities, without letting it become detached from reality.

b. The long-range anticipation function should not be confused or intermingled with the "projection of the present" type of planning necessary for the future allocation of Army resources.

In light of these factors, the placement of the long-range anticipation function in the staff element having responsibility for Army planning appears to be the least desirable solution. So placed, it could hardly avoid entanglement with both day-to-day staff actions and normal Army planning. To a lesser degree, the same objections exist to entrusting this function to a senior deputy having staff-wide planning responsibilities. It is concluded that the placement of the function of long-range anticipation of the future in the immediate Office of the Chief of Staff is preferable.

With regard to the Program Advisory Committee and the Programs and Analysis Group, it is the opinion of the Study Group that recommending the programming of the resources of the Army is of such importance as to



require more than the consensus of a committee. With this in mind, both of the alternate patterns presented by the Study Group would place the Programs Analysis Group, PAG, (less the Congressional Affairs Branch) in support of a senior official charged with chairing the Program Advisory Committee and making program recommendations to the Chief of Staff. In order to form a more perfect union between plans and programs, the Study Group's preferred solution places the PAG in the staff element responsible for Army planning. The placement with Army plans is in conformance with the OSD trend of extending programs so many years into the future that the distinction between a plan and a program is becoming unreal.

In the immediate staff support of the Office of the Chief of Staff it is recommended that:

a. The functions of the Deputy Secretary of the General Staff and Assistant Secretaries of the General Staff include those currently assigned to them.

b. The functions of the Coordination Group pertaining to environmental anticipation and special studies continue, and that the Coordination Group be redesignated the Future Military Environment Group.

c. The functions of the Coordination Group pertaining to coordination of activities arising from participation by the Chief of Staff and Vice Chief of Staff in the Armed Forces Policy Council, Army Policy Council, and General Staff Council be transferred to the Secretary of the General Staff.

d. The functions of the Coordination Group pertaining to the processing of correspondence and the preparation of presentations by the Chief of Staff and Vice Chief of Staff be transferred to the Secretary of the General Staff.

e. There be no change in the functions of the Weekly Summary Section, Administrative Section, and Staff Communications Office.



f. The Management Office be strengthened to enable it to review effectively and continuously the organization, functions, and procedures of the Army Staff.

g. The functions of the Army General Staff Civilian Personnel Office be transferred to the newly recommended Special Staff Office of Personnel Operations.

h. The Secretary of the General Staff codify, promulgate, and keep current a body of guidance setting forth Army policy.

i. The functions of the Programs and Analysis Group (less those of the Congressional Branch) be transferred to the newly recommended Office of the Deputy Chief of Staff for Plans, Programs, and Systems.

j. The Director of the Army Staff fix staff responsibility for maintaining current knowledge of the missions, organization, functions, procedures, and weapons systems of other services, and similar responsibility with regard to the Office of the Secretary of Defense.

k. The Director of the Army Staff promulgate and enforce regulations requiring simplified staff coordination procedures.

l. The Director of the Army Staff, upon reorganization of the Headquarters, institute an internal headquarters survey designed to minimize the use of deputies, executives, and special assistants at levels below the level of staff agency heads.

m. The Director of the Army Staff, upon reorganization of the Headquarters, institute an internal headquarters study of reporting requirements designed to eliminate the flow of data which is not essential to decision-making at the headquarters level.

#### The General Staff

The General Staff in Pattern II is a mixture of functional and process oriented agencies. The process oriented agencies are designed to give guidance and an overall sense of direction to the functional areas. There is a requirement for continuous feed back from the functional agencies



which will allow this overall guidance to become increasingly definitive and to reach progressively further into the future.

Because of the proposed structure of subordinate commands many details and the authority to accomplish them can be delegated to the field. Policy making and supervision of the overall effort as an extension of the Secretary and Chief of Staff would become more meaningful endeavors on the part of the General Staff.

The Deputy Chief of Staff for Strategy and International Affairs

The Deputy Chief of Staff for Strategy and International Affairs would be created based on:

- a. The need for responsiveness in the present defense and world environment.
  - b. The role of the Chief of Staff as member of the JCS.
  - c. Recognition that the various agencies of DOD fall into two categories -- those which assist the Secretary of Defense in operational matters (e.g., the Assistant Secretary of Defense (ISA) and (JCS) and those which supervise the services in their mission of organizing, training and equipping forces (e.g., Assistant Secretary of Defense (Installations and Logistics), Director of Defense, Research and Engineering).
- It is through this staff agency that the major Army contribution to the Department of Defense operational effort would be made.

The Deputy Chief of Staff, Plans, Programs and Systems

The Deputy Chief of Staff for Plans, Programs and Systems would be created to provide staff guidance and direction to the Army in a time span from the present or execution phase to the future. This organization would provide for an orderly, sequential progression from planning to programming. In the field of systems management this agency, with its overall grasp of Army operations, would be in a position to determine what activities are appropriate for systems management, to



select appropriate agencies to provide systems managers, to issue individual charters to managers which will vary depending upon the type of activity selected, to monitor the progress of each system and to make necessary adjustments to plans and programs if necessary.

The Director of Army Aviation would remain as a director of this agency for the present. This new and growing program requires special emphasis. The entire program relates closely to systems management and parts of it, especially in the equipment field, are appropriate to this specialized type of management.

With the establishment of an Individual Training Command in the field, the root of the difficulty that has existed between the Deputy Chief of Staff for Personnel and the Deputy Chief of Staff for Military Operations with regard to responsibility for the production of trained replacements should disappear. DCSPPS would exercise primary general staff cognizance with regard to training.

#### The Deputy Chief of Staff for Personnel

This agency would be able to concentrate its efforts on personnel planning for the future, policy and staff supervision, as a result of the creation of a single special staff agency for personnel operations. In the past, details accrued to the DCSPER as a result of the requirement to coordinate the efforts of a multitude of agencies engaged in personnel management functions and operations.

#### The Assistant Chief of Staff for Intelligence

The duties of the Assistant Chief of Staff Intelligence, as indicated in Section G, cannot be determined at this time. However, as a principle, the Army intelligence effort would be supplemental to the Defense Intelligence Agency (DIA). One area of concern is the development of detailed intelligence for ground Order of Battle. Unless the DIA eventually shows a complete competence in this field, there will be a need for the Army to maintain an Order of Battle capability.



#### The Deputy Chief of Staff for Logistics

The DCSLOG, as in the case of other General Staff agencies, would be relieved of his command-type responsibilities in order that top level staff concentration on the logistic function of the Army can be accomplished. Personnel, training, and other miscellaneous activities would no longer divert attention from the primary effort. The primary effort would be devoted to general logistic policy making, planning, programming and review and analysis to achieve a greater integration of logistics within the Army organization at all levels. Logistics operations and details would be delegated to subordinate commands and agencies.

#### Assistant Chief of Staff Reserve Components

The "One Army" philosophy has developed to a point where this agency should be able to shift its emphasis from the moderator role to a more active planning, policy guidance and direction role with respect to the overall missions, functions, and activities of the Reserve Components.

#### The Deputy Chief of Staff Research and Development

Although research and development, to include production, and the supply function would be maintained separately at a level below the Systems and Materiel Command, they would be combined at Headquarters, Systems and Materiel Command. Accordingly, there is a need for a separate, strong staff element at Headquarters, Department of the Army, to insure that the objectives and goals of our technological effort are such that maximum advantage is taken of scientific breakthroughs and innovations. The materiel development function is placed so as to assist in decreasing lead time in accordance with the Vice Chief of Staff's recent approval of the Materiel Requirements Review Committee's lead time study.

#### Comptroller of the Army

The Comptroller of the Army is charged with budget, review and analysis, management, and accounting policy. The budgeting process would



remain essentially as it is at present. The Comptroller would continue to chair the Budget Advisory Committee. Review and analysis and management would provide a service to the staff and the Army as a whole. Review and analysis should not be confined to pointing out past mistakes, but should extend to providing information during the execution phase so as to allow alteration and reprogramming to take place and to provide information in order that timely decisions on phase out of certain programs and systems can be accomplished efficiently. Management would be strengthened by concentration on the development of innovations in management principles and procedural systems. Such systems include automatic data processing for reporting and displaying information and ideas to appropriate levels of staff and command in order that responsiveness can be enhanced, unnecessary details eliminated and significant items receive proper consideration.

#### The Special Staff

Direct access between a special staff agency and any other special or general staff agency is predicated on the rationale that the staff element primarily responsible for any action has the judgment to determine what other agencies have an interest and the degree of coordination required. Having determined this, the responsible agency would have the authority and responsibility to complete the action as efficiently and expeditiously as possible. This rationale in no way precludes the natural close working relationship between any special staff agency and a general staff agency, e.g., Office of Personnel Operations and DCSPER. It would merely abandon rigid administrative procedures which, while clear, are cumbersome and time consuming. Normally, special staff agencies would transact their business with the Office of the Chief of Staff through the general staff agency having the major interest in the matter at hand. Only highly exceptional cases would warrant by-passing the general staff.



Those agencies which are not to undergo substantial change in staff functions are not discussed in this section.

Office of Personnel Operations (see Part VI "PERSONNEL FUNCTIONS" of this report)

This office would be established for the following reasons:

- a. Centralized control would give greater flexibility in assignment of scarce skills.
- b. Staff agencies should concentrate on their respective functional areas rather than on personnel management.
- c. Concentration of the individual training function under the Force Development Command (Individual Training Command) would make centralized personnel operations at the HQ, DA, a plausible, efficient solution. The proposed Office of Personnel Operations is placed at the DA staff level because of the world-wide nature of its functions.

Chief Administrative Services

This agency would be a grouping of functions necessary for proper implementation and support of the Army's administration. It would consolidate functions that were previously performed in several staff elements.

Technical Services

Except as otherwise indicated in this Report, many of the activities presently being performed by the chiefs of technical services would be transferred to the field or, as in the case of personnel management, consolidated in another special staff agency. Only the services which are not appropriate for transfer or consolidation would remain.

The Director of Medical Services

The Director of Medical Services would maintain staff supervision of the Army-wide medical effort. The retention of control of the medical Class II installations and the career management of commissioned



officers of the Army Medical Service is in recognition of the highly specialized personnel and operating requirements of this service. Special relationships also exist with the OSD and other governmental agencies. The Dependent Medical Care program also involves relationships throughout the medical profession.

#### The Director of Engineer Services

The Director of Engineer Services would retain direction and control of construction and real estate. The interservice aspects of world-wide military construction and the civil works program which entails dealing with local, state and national government agencies are of such magnitude that transfer to the field would produce administrative inefficiency and would cause subordinate elements to deal with matters not in keeping with their primary missions.

#### The Director of Communications Services

This office would concentrate on the strategic communications necessary for command control of the various operational subordinate elements. Emphasis on the communications role leads logically to the task of commanding world-wide communications services for the Army, other services and other governmental agencies. Staff advice on cryptology, electronic warfare, and photographic services are naturally allied to the role of command communications officer.

#### Transportation Officer

The Army is dependent upon the other services for transportation in support of strategic and contingency operations. Thus there is a requirement for a special staff element to coordinate with other services and to render specialized advice on operational plans.

#### Chief of Support Services

The Support Services would be a convenient grouping of residual functions of the Quartermaster General.



## Procedures

Coupled with organization there is a need for a procedural philosophy which accommodates the organization. Some attainable features are indicated below.

The command types of interest would be largely eliminated from the responsibilities of staff agency heads. Any tendency toward a proponent approach to allocation of resources would be reduced accordingly.

The accretion of detailed operations in the HQ, DA, would no longer be necessary as functionalization of the subordinate levels occurs, and as a proper flow of information and data is assured. Concomitantly, in the Army Staff, detailed supervision, layering and the padding of successive layers can be attacked. Deputies, assistant chiefs, and executives at levels below the level of staff agency heads should exist only in highly exceptional cases. Delegation of authority can be made a part of the procedural workings of the staff pattern.

To overcome the shortcomings of the present system of formal concurrence, a system of "active coordination" would be required. This means the action agency should be charged with the responsibility of actively seeking and discovering all major considerations which affect the proposed course of action, against as well as for it. The action agency also must discover alternative courses of action which might reasonably be adopted in place of the proposed one.

Emphasis should be on presenting to the decision maker all reasonable considerations on which approval of a recommendation should be based. He should be informed not only why adoption of a particular policy is indicated, but of any major objections which may exist to that policy and, in case he considers them important enough, an alternative course of action which may overcome these objections. Formal concurrence as such would no longer be required. However, the action agency would have the responsibility of writing the complete report. Naturally, it could



seek the help of other agencies in presenting clearly points of view for which they were responsible. In particular cases, it might invite the formal participation of another agency in writing a major section of a complicated paper. Nevertheless, final responsibility to present the complete matter to the Chief of Staff for decision should rest with the designated action agency.

There is no doubt that this method of active coordination would demand the best professional judgment of the action agency. At the same time, it would be free from the formal requirements of the present system which are unduly time consuming. It can be expected that an educational period would be necessary before the new system could be fully effective. Especially would it be necessary for action officers and their immediate superiors to realize that they have responsibility for a whole problem -- that they cannot share this with another agency, though they may, of course, seek help.

## 2. Concept for Effecting Transition

Transition from the present organization (Pattern I) to the proposed organization (Pattern II) must consider changes that can be effected by altering the present pattern, by creating new agencies which are keystones of the proposed pattern and by timing in relation to the changes in the subordinate command structure. As a guiding principle, improvement in the fields of responsiveness and mission accomplishment should take precedence over administrative efficiency. Guidance given should be general and there will be a requirement for additional implementing plans for certain agencies.

Staff agencies that would not be required to undergo a detailed transition are:

- Inspector General
- Judge Advocate General
- Director of Medical Services
- Chief of Chaplains



Provost Marshal  
Chief of Finance  
National Guard Bureau  
Chief Army Reserve and ROTC Affairs  
Assistant Chief of Staff for Reserve Components  
Chief of Legislative Liaison  
Chief of Information  
Chief of Civil Affairs

The post of Director of the Army Staff could be established in the Office of the Chief of Staff immediately. The initial task of the Director would be to coordinate the implementation of the reorganization of HQ, DA.

The Deputy Chief of Staff for Strategy and International Affairs and the Deputy Chief of Staff for Plans, Programs and Systems, the two new general staff agencies, could be formed immediately from elements within the staff, and the materiel development coordination function assumed by the Deputy Chief of Staff for Research and Development.

At the special staff level, action could be initiated immediately to set up the Office of Personnel Operations. As this office becomes operational the Deputy Chief of Staff for Personnel would transfer to it his operating functions and the Deputy Chief of Staff for Logistics, the Administrative Services and Technical Services (less the Army Medical Service, Chief of Chaplains, and The Judge Advocate General) would transfer control of their personnel management functions.

The ACSI schedule for assumption of a reduced role is dependent on the growth of the DIA. Further study of this activity should be made at the appropriate time under the direction of the Director of the Army Staff.

It would appear that the Force Development Command would be able to assume the organization and training role of the Deputy Chief of Staff for Logistics, the Technical Services and the Administrative Services in a relatively short time.

The Systems and Materiel Command, being a new and complex organization, would probably take some time to establish. The Deputy Chief of Staff



for Logistics and the Chiefs of the Technical Services would maintain their staff and command-like roles over the supply and materiel system until the final phase of the overall reorganization.

During this final phase the new special staff agencies could be constituted.

It is recommended that a group to plan and implement the transition of the headquarters be set up under the newly appointed Director of the Army Staff. This group would not only coordinate the internal changes but would insure that these changes are in harmony with the changes in the overall Army structure.

In considering this transition, Army-wide strengths of headquarters' personnel are of concern. Transfer of activities from Headquarters, Department of the Army to the field, abolition of certain field command headquarters in whole or in part and establishment of headquarters of newly constituted field commands is envisaged. No increase in total numbers of headquarters personnel should be required. Personnel spaces for new headquarters should come from existing headquarters. One of the objectives of this study is the reduction of the number of personnel in higher headquarters in order that divisive influences may be reduced, cohesiveness and efficiency increased, and responsiveness to both superiors and subordinates achieved. When transition is complete, a reduction in total headquarters strengths should be in order. A task force survey of the headquarters structure should be the basis for Departmental action in this regard.

### 3. Summary

The most important changes proposed in the Headquarters can be placed into the categories of those feasible without effecting proposed changes in the subordinate command structure, and those that are not feasible without such changes. The most important proposed changes are



summarized below. Those not feasible without changes in the subordinate command structure are underlined.

- a. Establishment of position of Director of the Army Staff.
- b. Establishment of positions of Deputy Chiefs of Staff for Strategy and International Affairs and for Plans, Programs and Systems; concurrent abolition of present position of Deputy Chief of Staff for Military Operations.
- c. Simplified staff coordinating procedures.
- d. Establishment of special staff Office of Personnel Operations, and concentration therein of personnel management operations now spread through the Headquarters.
- e. Transfer of organization and training functions and installations of the special staff (less Army Medical Service) to a single command.
- f. Divest from General Staff agencies command-like functions.
- g. Transfer to the field all command-like functions pertaining to materiel presently exercised by the Chiefs of the Technical Services.
- h. Reorganization of the Special Staff.







ANNEX A

APPENDIX 1

SOURCES OF INFORMATION

The following is a list of many of the persons who provided information to the Study Group or who were interviewed or consulted during the conduct of the study:

AILES, Stephen, The Honorable, Under Secretary of the Army  
ADAMS, Andrew J., Brigadier General, Commanding General, Seventh Army Support Command  
ALEXANDER, Robert F., Colonel, Director of Military Construction and Real Property, OASA (I&L)  
ANGWIN, Keith K., Lieutenant Colonel, OACSRC  
BAKER, William C., Jr., Major General, DCSLOG, USAREUR  
BARBER, Henry A., III, Lieutenant Colonel, Plans and Programs Division, ODCSPER  
BARLOW, Rudolph, Colonel, Joint Programs Office, JCS  
BARSANTI, Olinto M., Colonel, Requirements Division, ODCSPER  
BAYER, Kenneth H., Colonel, Assistant Executive, OSA  
BEDSOLE, James T., Mr., Chief, Defense Telephone Service - Washington, OSA  
BeLIEU, Kenneth E., The Honorable, Assistant Secretary of the Navy (I&L)  
BERGQUIST, G., Mr., Office of the ASD (Comptroller)  
BONHAM, James B., Colonel, Programs and Analysis Group, OCofS  
BONESTEEL, Charles H., Major General, Special Assistant to Chairman, Joint Chiefs of Staff  
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ANNEX A

APPENDIX 2

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ANNEX B

SUMMARY OF CHANGES IN ARMY ORGANIZATION SINCE 1942

Purpose and Scope

The purpose of this Annex is to provide a summary reference of the major changes in Army organization since 1942.

The discussion which follows has been extracted (usually literally but sometimes loosely) from the document, "Analysis of Army Reorganizations Undertaken During Period 1941-1956," a study by Mr. Paul Pyle of the Management Office, Office of the Chief of Staff. The discussion is concerned primarily with those matters of planning and direction which bear on the problem of "running the Army."



WAR DEPARTMENT REORGANIZATION ACT OF 1942

1. Specific problems were:

a. Too many commanders and other senior officers were reporting to, or required coordination by, the Chief of Staff.

b. Too many CONUS problems had to be resolved in the Office, Chief of Staff.

c. There did not exist, in the War Department, an agency with clear-cut and undiluted responsibility for assisting the Chief of Staff in his overall coordination and control of the Army's world-wide activities -- an agency which, among other things, was charged with responsibility for follow-up on significant operational instructions and orders and for determining the adequacy of measures taken to execute them.

2. Some key features of the reorganization:

a. War Plans Division (later designated OPD), was made responsible for formulation of plans for, and the strategic direction and control of, operations. It became in fact the CofS command post.

b. G-1, G-3, G-4, with radically reduced staffs, were freed from operating responsibilities, and were left only responsibility for devising Army-wide policies governing personnel, unit organization, and supply, respectively. G-2 collected and evaluated information about the enemy.



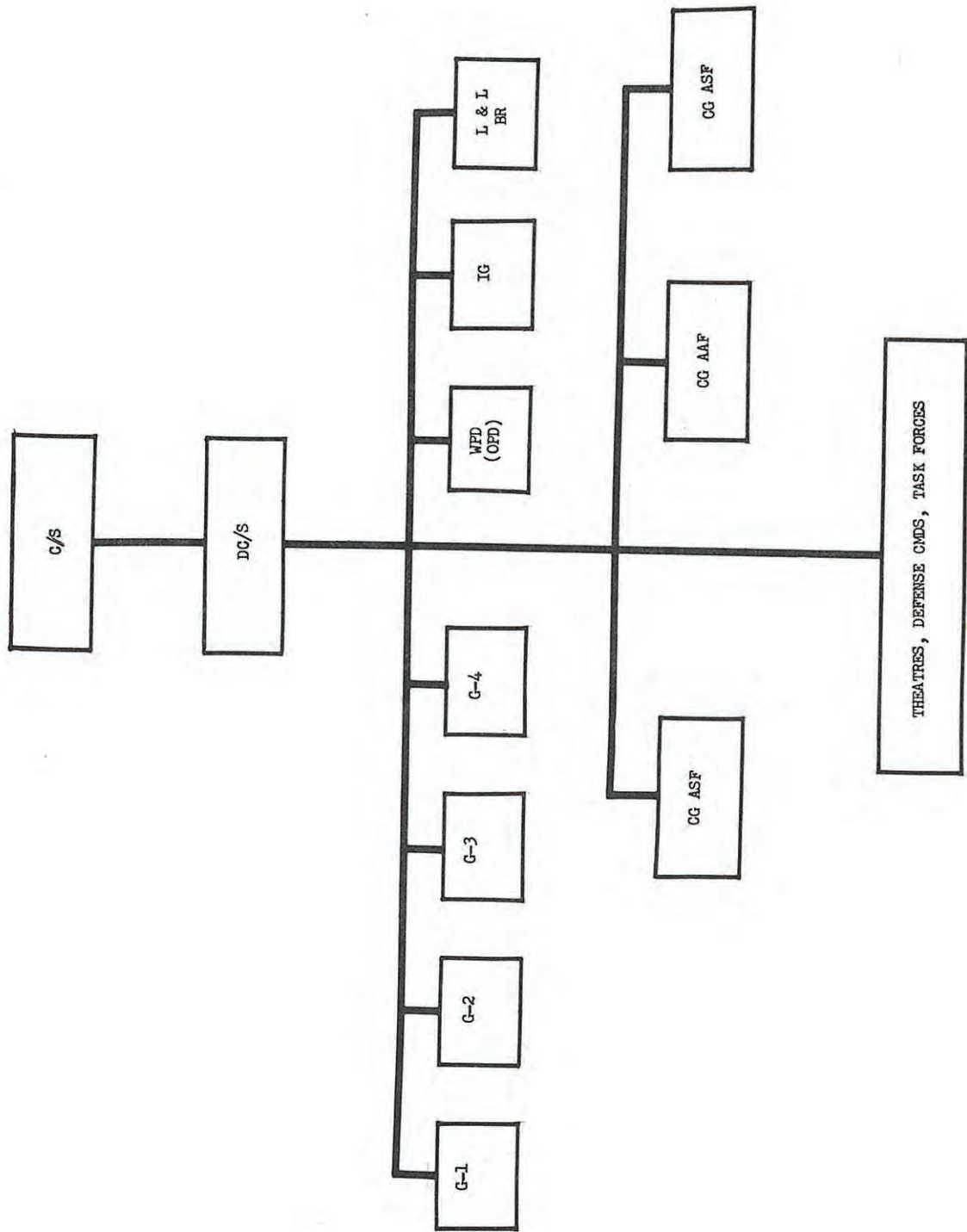


Figure 1. 1942 WAR DEPARTMENT (UNOFFICIAL)

WAR DEPARTMENT REORGANIZATION ACT OF 1946

1. The First War Powers Act, which made possible the reorganization of 1942, suspended for the duration of the war plus six months, all conflicting organizational provisions of permanent law. By Chief of Staff Memorandum of 30 August 1945, a board of officers (Patch-Simpson Board) was established to, "examine into the present organization of the War Department and to propose an organization appropriate for peacetime adoption."

2. The Board developed and applied certain principles, among them:

"The top organization of the War Department must be capable of carrying out the Chief of Staff's orders quickly and effectively and must also have the means and the authority to supervise and direct the actual execution of such orders. The Board has concluded that the much quoted statement that 'A General Staff should be restricted to matters of high policy and planning and must not operate' has led to the devitalization of the General Staff during wartime to such an extent that at the present date none of the General Staff divisions, with the exception of the G-2 Division and the Operations Division, is capable of executing its proper functions. The Board believes that while the General Staff must be the agency to deal with matters of high policy and high-level planning, it must also operate and direct, to the end that orders and directives are issued and supervised to the necessary degree in their execution."

3. The designation "Director" was substituted for "Assistant Chief of Staff" to connote the additional directive authority provided for the heads of the six General Staff divisions (Director of Personnel and Administration; Director of Intelligence; Director of Organization and Training; Director of Service, Supply and Procurement; Director of Plans and Operations; and Director of Research and Development). Each director was charged with planning, directing, and supervising the execution of operations within the confines of his sphere of action. The Director of Plans and Operations was charged with the formulation, development, direction, supervision, and coordination of strategic and operational plans, current and future. In order to adhere to the principle of a single command channel, only one Deputy Chief of Staff was imposed between the Chief of Staff and the General Staff (Director) level.



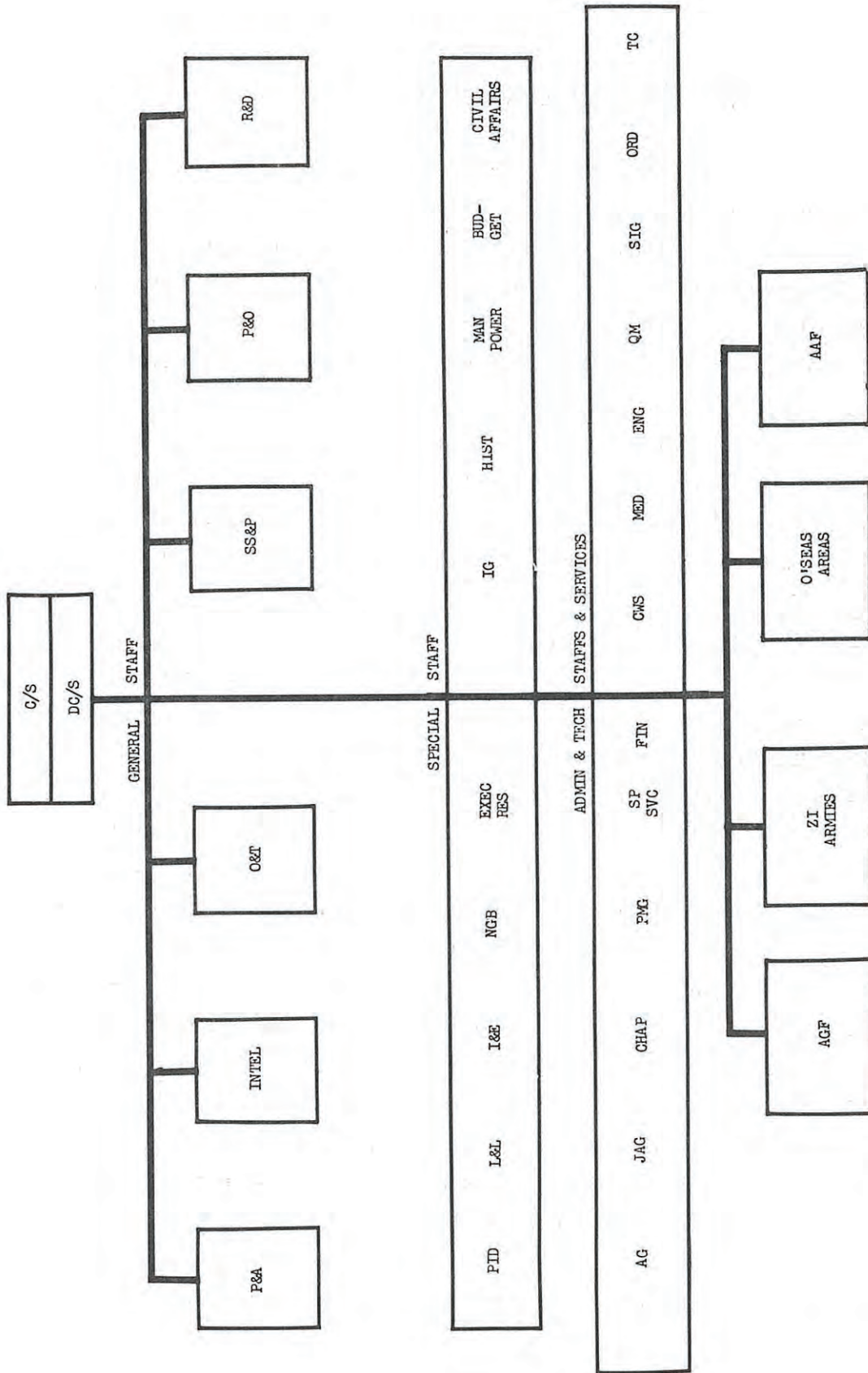


Figure 2. 1946 WAR DEPARTMENT (UNOFFICIAL)

## ARMY REORGANIZATION ACTIONS OF 1948

1. At least three studies, as well as the National Security Act of 1947, contributed to the reorganization decisions of 1948:

a. The Haislip Board reported that "Throughout its hearings, the Board was impressed by the almost universal criticism of the organization and procedures and lack of unity in the War Department. The present organization of the War Department is not conducive to either maximum efficiency or maximum economy."

b. The Advisory Group (Cook Group) recommended a reorganization with a Vice Chief of Staff and two Deputy Chiefs of Staff, one for Operations and one for ZI Administration with withdrawal of directive authority from staff levels below that of the Deputy Chiefs of Staff.

c. The Chief, Management Division found organizational weaknesses and recommended reorganization without delay, (1) to be prepared for an emergency without having to repeat the disruptive reorganizational processes of World War I and II, (2) to provide a basis for an Army Bill of 1949, and (3) to increase efficiency and reduce overhead.

### 2. Some Key Features of 1948 Reorganization:

a. At the Chief of Staff level (to free the Chief of Staff from much of the burden of detail work and to give him more time for the Joint Chiefs of Staff and field inspections) the single Deputy Chief of Staff was replaced by a Vice Chief of Staff and two Deputy Chiefs of Staff.

(1) A Deputy Chief of Staff for Plans and Combat Operations was charged with responsibility for the supervision and correlation of planning activities of the Army; direction of combat operations, including such as might be charged to the Chief of Staff as the Executive agent of the Joint Chiefs of Staff; deployment of forces and allocation of resources assigned to the Department of Army; and assignment of strategic and tactical missions to Army commanders.

(2) A Deputy Chief of Staff for Administration was charged with responsibility for supervision and correlation of all administrative



and current operational activities of the Army other than those assigned to the Deputy Chief of Staff for Plans and Combat Operation.

b. Below the Chief of Staff level.

(1) The position of Army Comptroller was established "to improve the use of modern management techniques in the business administration of the Army, and to utilize accounting more effectively as a tool throughout the Army in the control of operations and costs." Functions of the Budget Division, the Manpower Board, the Control Statistical Office and the Management Office were transferred to the Army Comptroller.

(2) The Research and Development function was integrated into the organization of the Service, Supply and Procurement Division and the title of the latter changed to Director of Logistics (because of the close relationship between the two divisions and to insure the integration of operational details).

(3) The Technical Services were placed under the military command of the Director of Logistics.

(4) The Administrative Services were placed under the military command of the Director of Personnel and Administration.

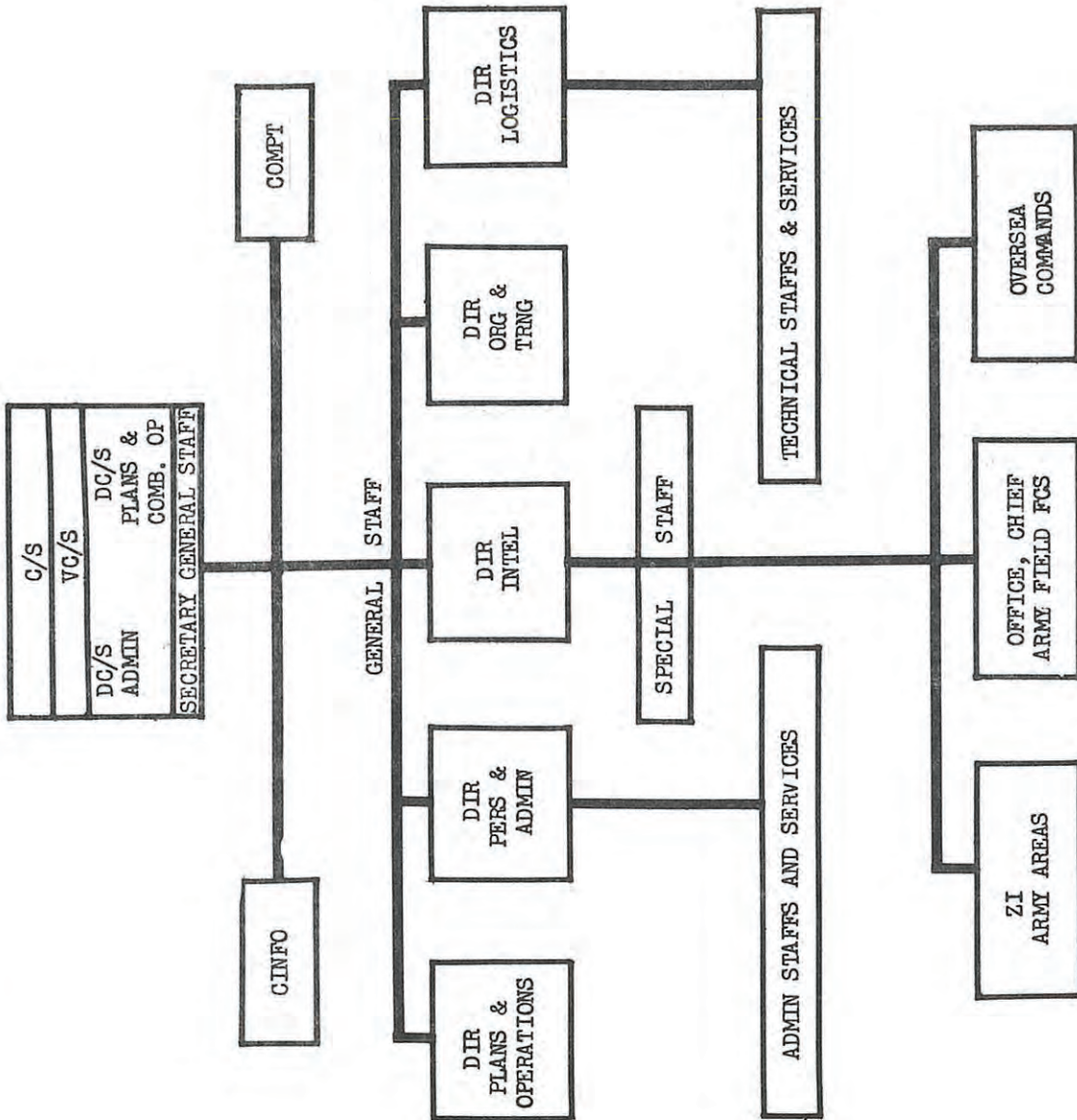


Figure 3. 1948 ARMY (UNOFFICIAL)



ARMY REORGANIZATION OF 1950

1. In his 1948 report to the Secretary of Defense, the Secretary of the Army stated "The present organization (15 November 1948) has been put into effect as an interim structure which will be thoroughly studied in action. It exists under certain emergency authority of the President, and it is contemplated that legislation for the permanent organization of the Army will be proposed to the 81st Congress."

2. During 1948-49, the management engineering firm of Cresap, McCormick, and Paget (CMP) was engaged to make an objective appraisal "of the organization and management of the DA, to effect controls assuring prompt translations of missions and policies into tasks, and the balanced coordination of plans and programs in terms of men, money, and materiel, adequately and effectively to perform such tasks, in view of the new and changed status and duties of the . . . Department of Army." (Extract from CMP Contract. The reference to "changed status and duties" had to do with major changes resulting from the National Security Act of 1947.)

3. On the subject of "inadequate planning," CMP found that "The inadequacies of the planning and control machinery of DA . . . engender a degree of confusion in the conduct of the Department's activities which would not exist if reliable integrated plans embracing all of the Department's major activities existed, and if there were timely and realistic controls revealing the progress performance with respect to these activities, against planned schedules or against standards of accomplishment." CMP recommended a system of planning and controls and a plan of organization based on stated principles which would have the following essential characteristics:

a. Integration of responsibility for basic planning.

(1) Responsibility for all basic planning should be located in a single organizational unit located in an echelon above the functional staff level.



(2) Associated with the responsibility for basic planning should be responsibilities for military research involving fundamental changes in the role of the Army, for the direction of development of the budget estimates and for their presentation and defense, and for legislative planning.

b. Segregation of basic planning from operations.

c. Association of implementation planning with operations. The day-to-day implementation of basic plans by the operating officials of the Department require further detailed planning which is properly the function of the operating elements. The concept is that the basic planner would turn over to the operators, prior to the beginning of each fiscal year, a set of basic plans for the new year's operations including appropriate funds therefore.

d. Establishment of adequate planning and control machinery. This would include such factors as: (1) Definition of the activities for which plans and control should be provided; (2) Development of methods, such as documentary structure format, schedules, and plans controls, for preparing and modifying plans; (3) Establishment of requirements for review of existing processes and development of approved techniques of planning; and (4) Provision of an adequate progress reporting system, including assignment of organizational responsibility for its operation.

e. Achievement of a budget structure aligned with organizational responsibility.

f. Concentration of responsibility for basic functions.

g. Reduction in number of independent and autonomous elements.

h. Grouping of related and interdependent activities.

i. Establishment of a pure staff/line relationship between Headquarters and field activities.

#### 4. Some Key Features of the 1950 Reorganization

a. CMP recommended, in the proposed plan of organization, that the Chief of Staff and the Vice Chief of Staff would carry out their responsibilities for direction of the affairs of the Department primarily through three offices: Deputy Chief of Staff for Plans and Programs, Deputy Chief of Staff for Operations and Administration, and the Army Comptroller. The areas of responsibility of these offices can be described very broadly as encompassing planning, execution, and control of performance respectively.



b. The Deputy Chief of Staff for Plans and Programs (who would replace the Deputy for Plans and Combat Operations) would be responsible for all basic planning, to include planning leading up to the crystallization of annual budgets and supplemental appropriations, all planning involving changes in the Army's mission, and all planning of matters stemming directly from actions of the Joint Chiefs of Staff under the Joint Resources Planning Agencies. Budget responsibility would encompass direction of the preparation, presentation, and defense of the budget and other legislation required by Army plans.

c. The Deputy Chief of Staff for Operations and Administration ("This office corresponds to the Deputy Chief of Staff for Administration under the present organization.") would be responsible for the execution of Army plans. With this responsibility, he would have direct executive supervision over the Army. In this connection, it should be pointed out that "implementation planning" as defined previously would be performed in agencies under the direct control of the Deputy Chief of Staff for Operations and Administration.

d. The primary role of the Army Comptroller would be to act in a staff advisory capacity to the Chief of Staff and Vice Chief of Staff with respect to the efficiency and economy of Army operations and with regard to fiscal matters generally. This office would also provide General Staff advice and assistance on such matters to the Deputy Chiefs of Staff.

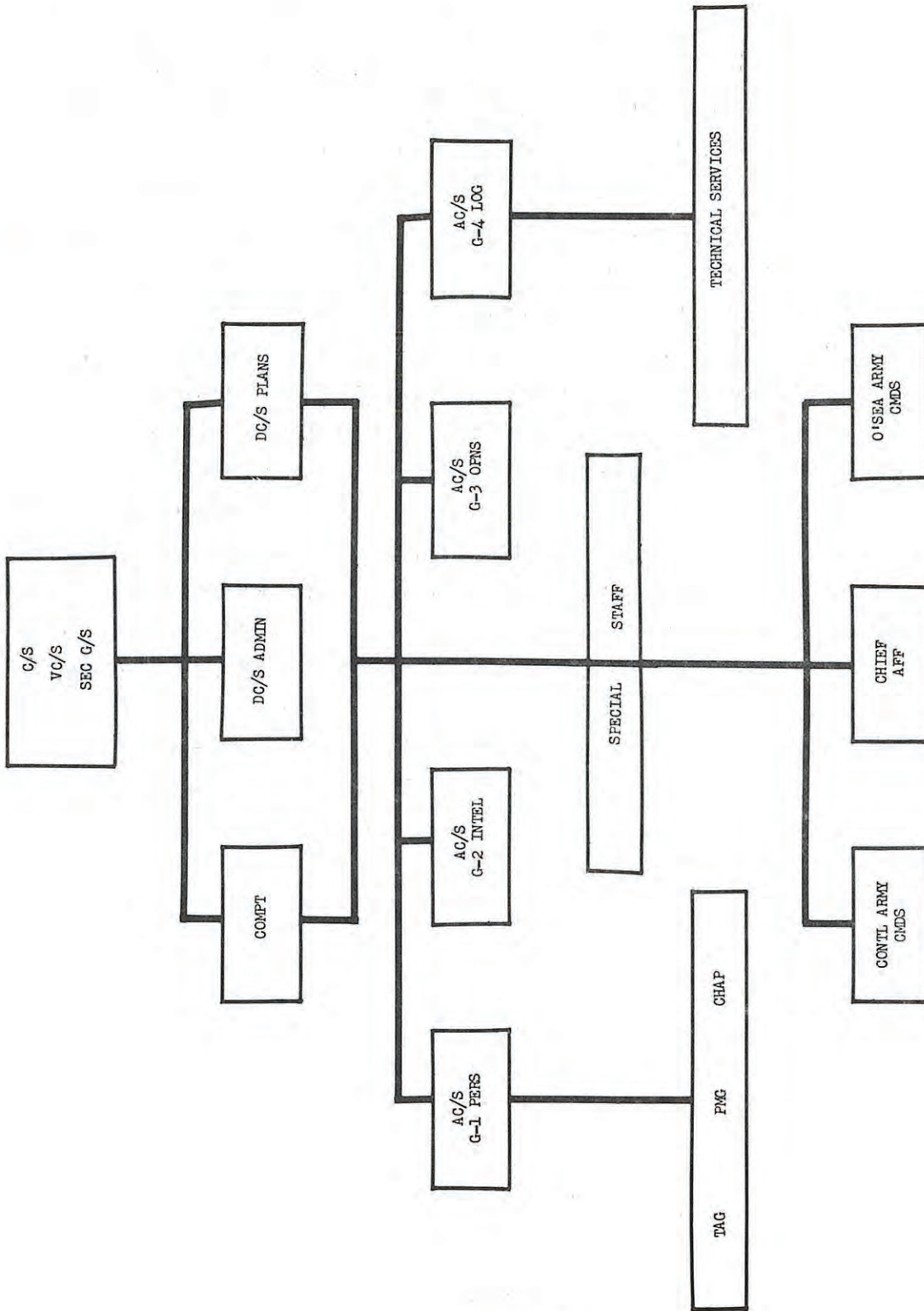


Figure 4. 1950 ARMY (UNOFFICIAL)



ARMY REORGANIZATION OF 1954-1955

1. The Department of Defense was reorganized in 1953 under the provisions of the President's Reorganization Plan No. 6. At that time, the President declared that "improvements are badly needed in the Departments of the Army, Navy and the Air Force. By instructions from the Secretary of Defense, the Secretary of the Army established an Advisory Committee on Army organization (Davies Committee.)

2. Instructions to the Davies Committee emphasized, among other things, the need for:

Responsiveness to OSD as a result of Reorganization Plan No. 6.

Supervision and coordination of the Technical Services.

A structure for the direction of the Army's R&D Program.

3. Some Key Features of the Reorganization

a. The position of Deputy Chief of Staff for Logistics was established and the G-4 position abolished. DCSLOG was given, in effect, command authority over the Technical Services including funds and personnel.

b. CONARC was established.

c. Research and Development responsibilities of functions of DCSLOG, G-1, and G-3 were transferred to the Deputy Chief of Staff for Plans and Research.

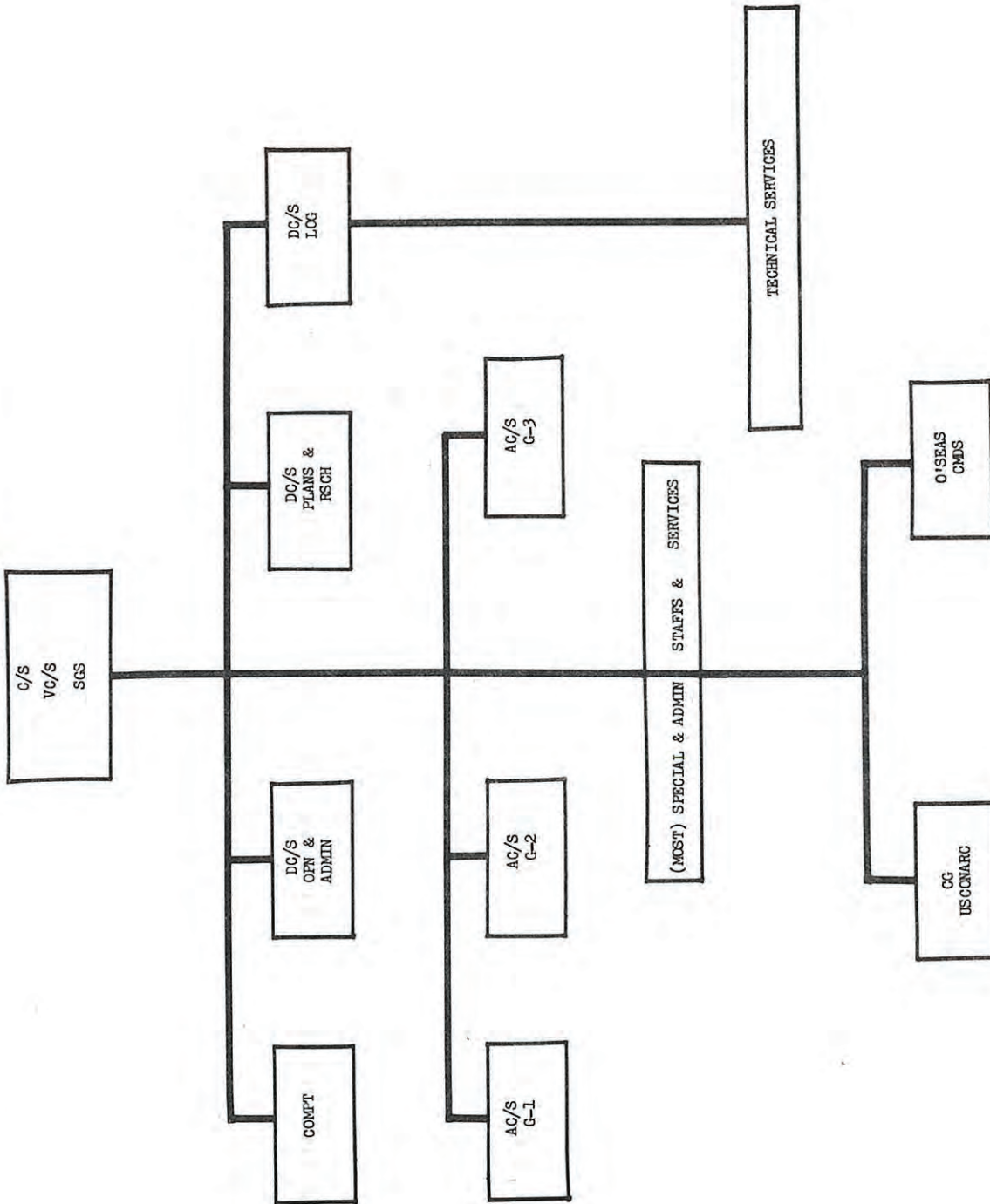


Figure 5. 1954-55 ARMY (UNOFFICIAL)



ARMY STAFF REORGANIZATION OF 1956

1. While the Army reorganization of 1954-1955 had achieved several desirable objectives, it also created some new problems:

a. Prior to this reorganization, the Deputy level staff of the Army Staff -- the Deputy Chief of Staff for Operations and Administration, and Deputy Chief of Staff for Plans and Research, and the Comptroller of the Army had served as the agents through which the Chief of Staff and Vice Chief of Staff supervised across-the-board planning, execution, and review and analysis of all Army activities. In this broad sense, each of the deputies was concerned with all functions of the Army.

b. With the establishment of DCSLOG, on 8 September 1954, the across-the-board concerns of the deputy-level officers were diluted with the strictly functional concern of DCSLOG. Moreover, the functional coordinating staff (G-1, G-2, and G-3) was left without a logistics planning counterpart, for the G-4 position had been abolished and its planning functions were absorbed by the new DCSLOG.

c. When, on 17 January 1955, DCSLOG was charged with Army Staff responsibility for "development and supervision of an integrated Army logistics organization and system, including all controls over policies, procedures, standards, funds, manpower, and personnel which are essential to the discharge of this responsibility," there developed a serious question as to whether DCSLOG was to exercise independent control of the logistic organizations and activities of the Army. In other words, there was strong evidence that the DCSLOG, in his staff capacity, was to operate independent of, at least, the Comptroller and G-1. Support for this position is contained in a memorandum from the Under Secretary to ASA (FM) dated 4 January 1955.

d. With the establishment of another, in effect, deputy chief of staff position in the late summer of 1955 -- that of Chief of Research and Development -- the Army Staff had become conspicuously unbalanced at the



senior staff officer level -- with, in effect, five deputies (Operations and Administration, Plans, Logistics, R&D, and COA, "sitting over" three G's (1, 2, and 3).

2. Some Key Features of the Reorganization

a. The Vice Chief of Staff was charged with, among other things, responsibility for effective administration and management of the Army Staff and with coordination of the deputy-level officers and other heads of Army Staff agencies reporting directly to the Chief of Staff.

b. A Coordination Group was established with a principal responsibility of maintaining surveillance over the Army's planning system.

c. A Programs and Analysis Group was established to assist in all matters pertaining to the Army Program System.

d. Management Office was established to assist the Vice Chief of Staff in the control of Army Staff resources and in the supervision and conduct of administrative and management programs within the Army Staff.

e. Civilian personnel Office was established to assist the Vice Chief of Staff in the development and implementation of policy with respect to the operating Civilian Personnel Offices in the Army Staff.

3. Below the Chief of Staff Level:

a. The DCS for Operations and Administration was redesignated the DCSPER and the DCS for Plans was redesignated the DCSOPS. The Offices of G-1 and G-3 were abolished and their functions and personnel transferred to, respectively, DCSPER and DCSOPS. G-2 was redesignated ACSI.

b. The five deputy-level officers, including COA and CRD were delegated authority to take final Army Staff action on those matters in their respective areas which they believe do not require personal attention of the Chief of Staff or the VCS.



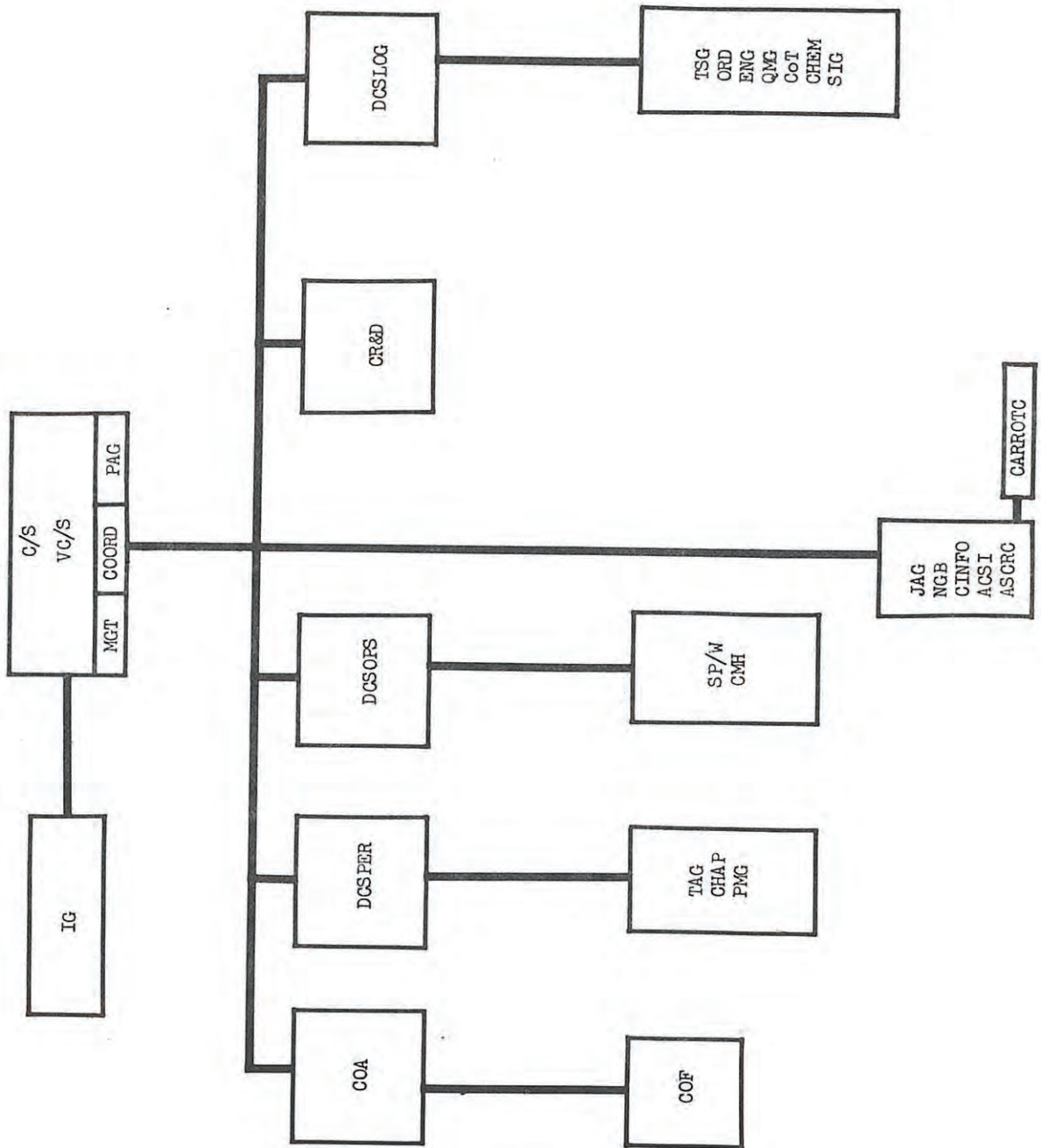


Figure 6. 1956 ARMY (UNOFFICIAL)





ANNEX C  
SYSTEMS MANAGEMENT IN THE ARMY

Purpose

The purpose of this Annex is to provide an analysis of the possible greater future use of "Systems Management" techniques within the Army.

What is "Systems Management"

Although there are various definitions of the term, a generally accepted definition is as follows:

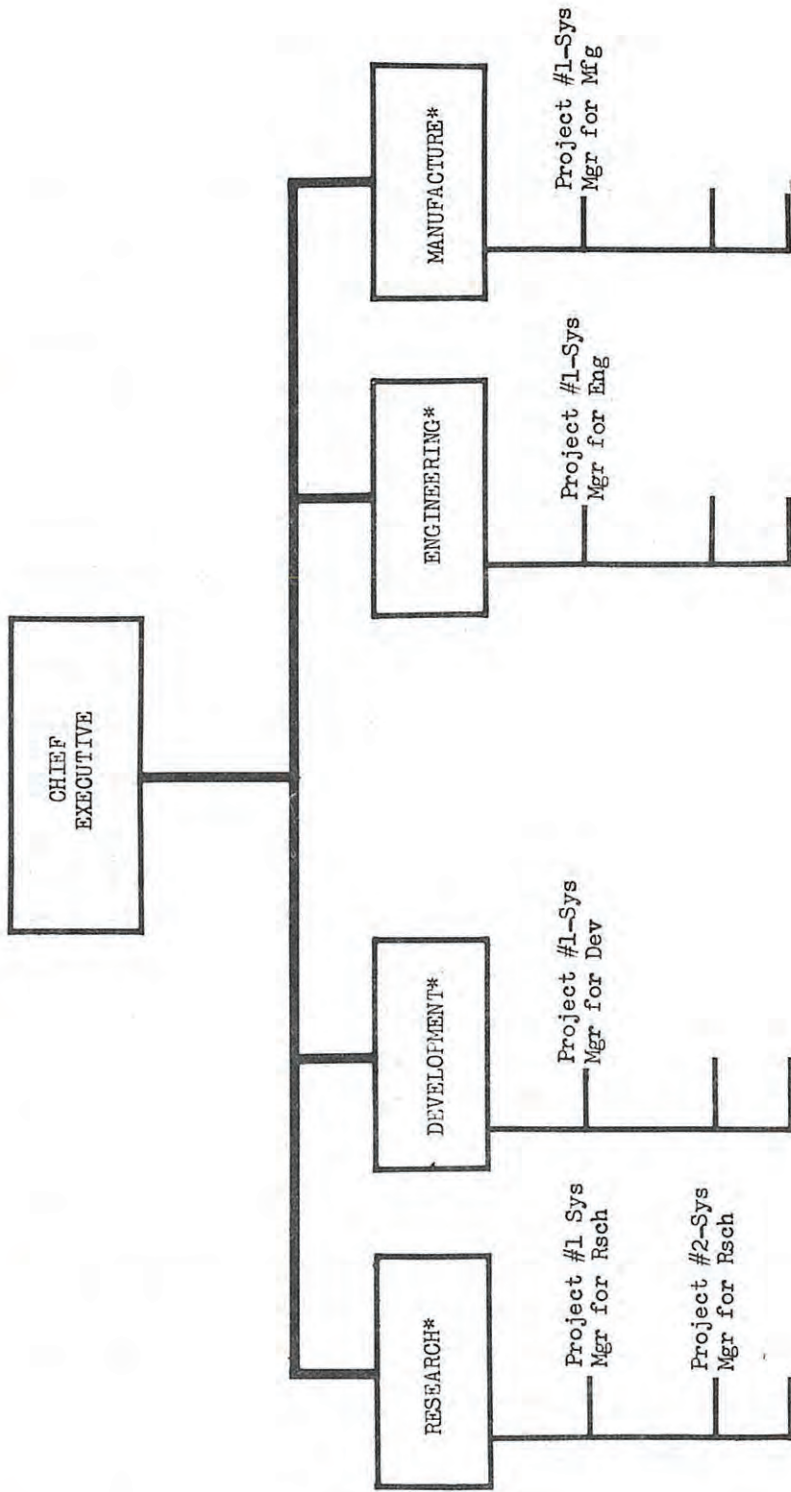
Systems management is the process of planning, scheduling, and controlling, primarily on the basis of items, commodities, weapons systems, objectives, capabilities, missions or tasks -- with overriding coordination across the lines of program and appropriation structure, normal organizational structure or functional alignments. It involves the correlation or integration of all functions (for example, in a weapons system -- research, development procurement, production, training, deployment, usage, maintenance, etc.) involved in the life cycle of the item or subject being system managed.

Variations of Systems Management in Practice

In practice, systems management has been applied in various ways within the Defense Department and industry. In all, there are essentially five principal methods of its application:

a. Functional or Commodity Cooperation (Figure #1)

In this method of systems management, a system manager is identified within each functional or commodity area of the organization associated with the particular item or project to be so managed. An individual so designated manages those portions of the system being developed which are within his organizational area. Each must rely on coordination and cooperation from the other agencies involved in the program. Differences between the agencies must be settled at the next higher level. This method has been used on the Army's Mohawk Surveillance System.



\* COULD ALSO BE COMMODITY ORGANIZATION, SUCH AS ORDNANCE, SIGNAL ETC.

ARMY'S MOHAWK

Figure #1 SYSTEMS MANAGEMENT FUNCTIONAL OR COMMODITY COOPERATION



b. Functional Control of Specially Formed Team (Figure #2)

Under this concept, an existent or specially formed team with the necessary mix of engineers, scientists, production personnel, etc., are directed to perform a particular development as a team. Their direction, however, is provided from the appropriate (functional) Chiefs within the normal organization -- for example, the Chief of Engineering on engineering matters, the Chief of Production on production matters, etc. The team also may have attached to it liaison personnel from the using agencies. This method is intended to retain the direction and funding of systems development with the major elements of the existing organization. The coordination between major staff elements is accomplished by the normal method of staff coordination and communications. Normal channels are used for these purposes. This method was used by the Air Force for its missile and aircraft systems prior to its recent reorganization.

c. Staff Project Manager (Figure #3)

Another method involves the designation of "project" officers, sometimes called "system managers." These project officers are given various amounts of authority. If designated by a commander, they are normally given the responsibility for maintaining day-to-day knowledge of the progress on a particular system. Attention of the responsible officials within the organization is called to current or foreseeable deficiencies. The project officer also informs the commander on any matters requiring his personal attention or decision. The Navy uses this method of operation on its anti-submarine programs. Similarly, project officers may be appointed at higher headquarters to follow up and report on the progress being made by the different agencies working on a system and on any difficulties being experienced.

d. One Man Director (Figure #4)

This method provides that complete authority and responsibility for the management of a system is vested, to the extent permitted by law, in a single official. This official is designated by the President. He exercises the authority of the President over the personnel, materials,



facilities, and money involved for the accomplishment of a particular system development. These resources may be under his direct control or they may be provided him by agencies within the organization not under his organizational control. Examples of this type of control and direction exist in Admiral Raborn's development of the Navy's Polaris submarine and in General Medaris' direction of the Army's Jupiter and Redstone missile systems. These were of the highest significance to the US defense efforts and carried highest priority within their respective services.

e. Bilateral Line Direction (Figure #5)

As a result of these various systems management techniques, there seems to be emerging a further organizational concept for emphasizing systems development in large organizations. This is termed the Bi-Lateral Line Organization. It has one line of authority running to the project system managers. The functional elements of the organization are retained in their traditional arrangements and all personnel and facilities are retained here for the performance of functional tasks. The project managers are directed by one overall Project Line Manager. Each project manager, however, has full responsibility and authority for the budget, schedule and performance of the missile system or project assigned him. To carry out his project, the project manager deals in a semi-contractual relationship with the functional elements of the organization. The functional elements commit their resources to the various projects, and once committed, these resources may not be recommitted to other purposes without the approval of the project manager to whom originally assigned. While the functional personnel are working on a project, they report directly to the project manager, who has full authority to make all decisions required to assure the development of a fully effective and integrated system. The project manager has a staff of fully qualified engineers who assist him in integrating the sub-systems and components of the system, to include development and production. This method represents a refinement on the "One Man Responsible" method of systems management, described above. It seeks to accommodate multiple projects or systems developments within large organizations.



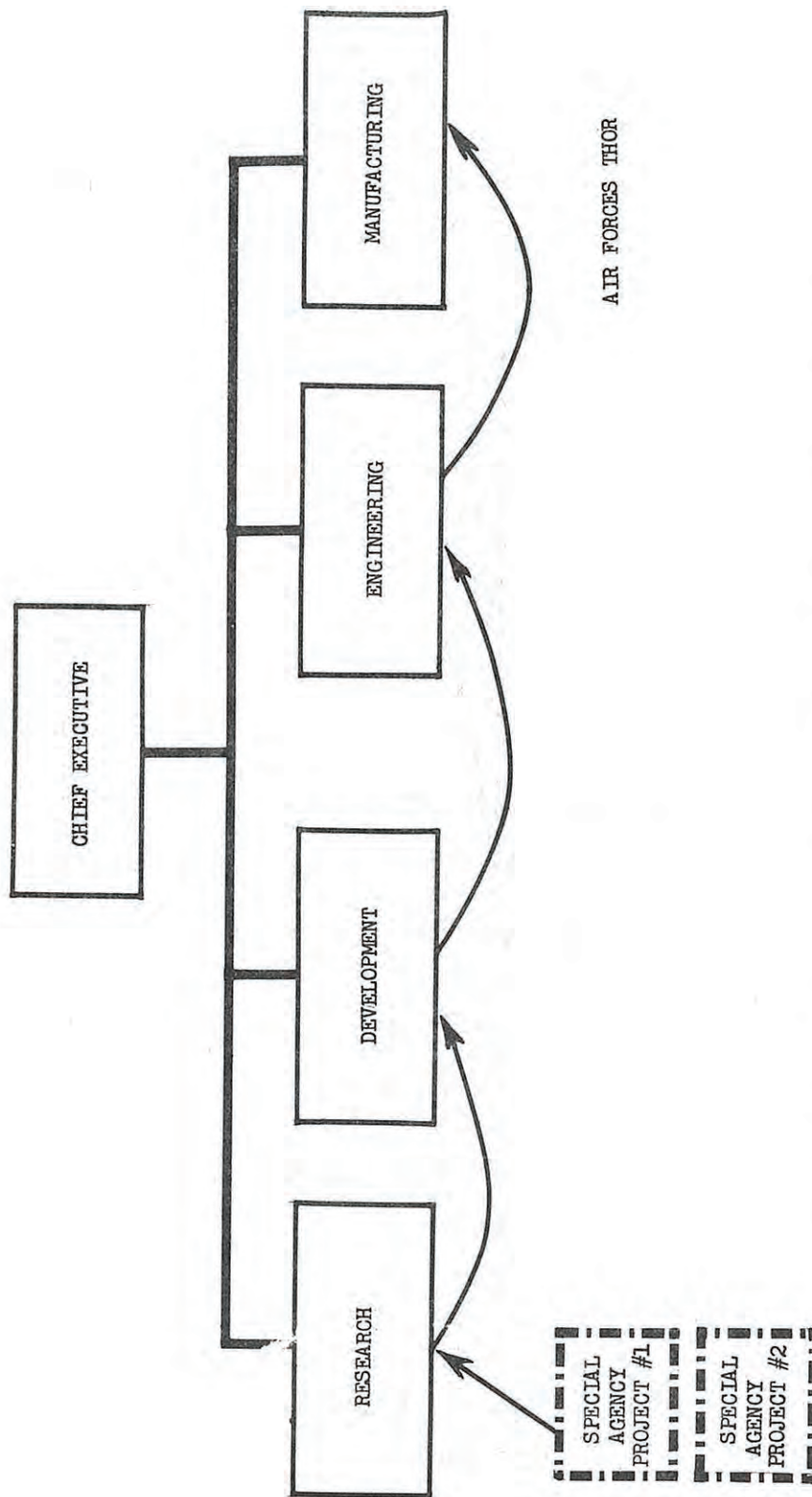
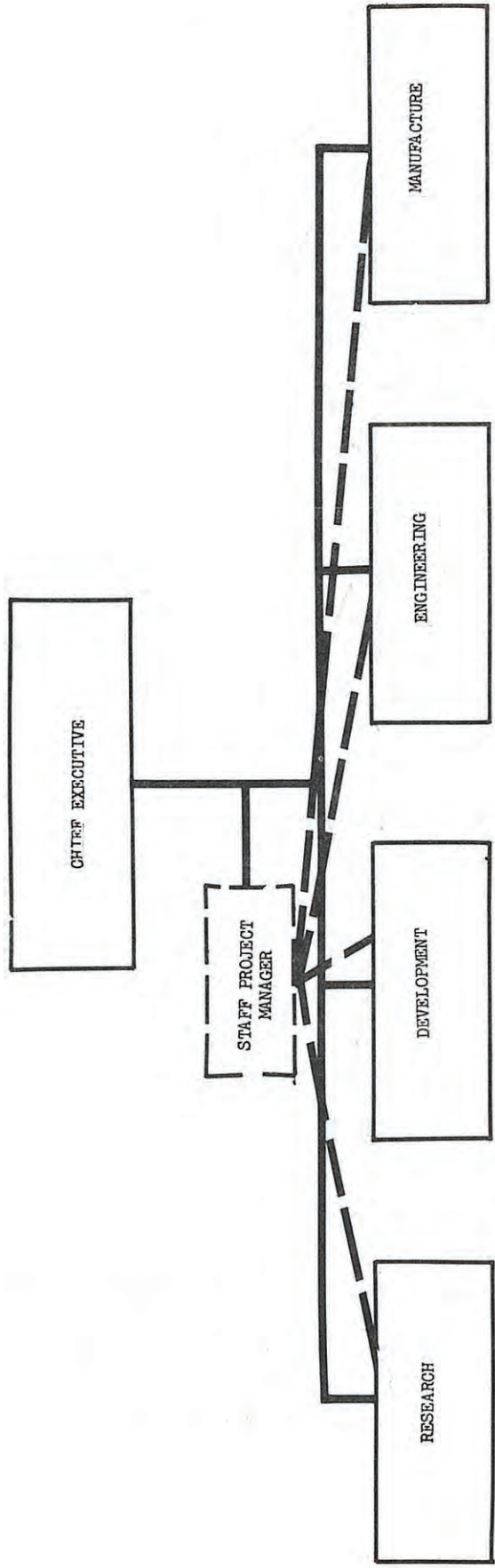


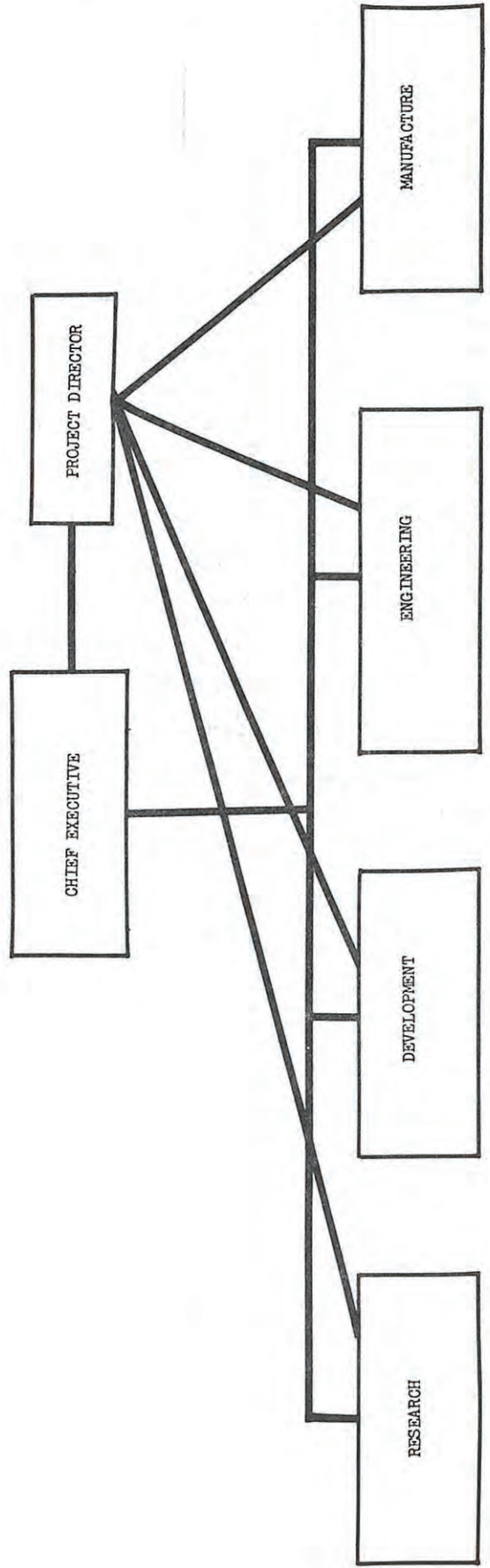
Figure 2 SYSTEMS MANAGEMENT FUNCTIONAL CONTROL OF SPECIALLY FORMED TEAMS



NAVY'S ANTI-SUBMARINE PROGRAM

Figure 3 SYSTEMS MANAGEMENT STAFF PROJECT MANAGER





NAVY'S POLARIS  
ARMY'S JUPITER

Figure 4 SYSTEMS MANAGEMENT ONE MAN MANAGER

Added improvements to this method are currently being made, principal of which are intended to inject detailed "costs" and program "reliability" into the knowledge available to the project manager. These features assume prominence in view of the emphasis being given currently to the costing of "Program Packages," to include the various weapons systems being or to be developed within the Defense Department.

#### Some General Observations

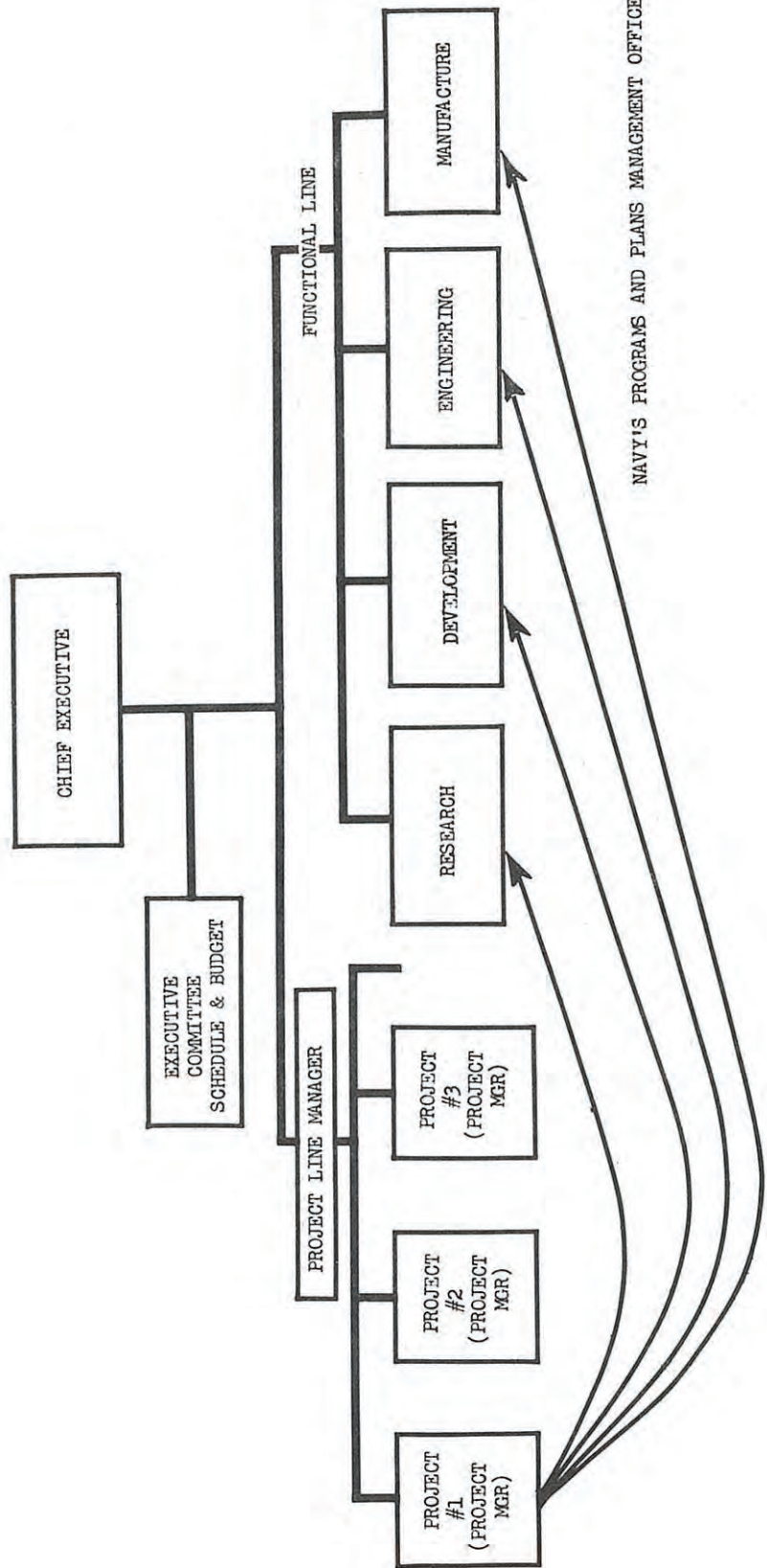
It will be noted that the alternative methods of "systems management" vary from "staff assistance" (Functional or Commodity Cooperation) to an actual "takeover of command" (Bi-Lateral Line Direction).

With the former, the responsibility and authority for the proper accomplishment of major "change" are left with the normal line and staff authorities. With the latter, that authority and responsibility are taken from the normal line and staff elements, and placed with the project manager. In this case, the functional elements become "service" type activities.

Opportunities for conflict and confusion arise from extensive, exceptional systems management. When multiple projects are systems managed as exceptions to the normal organizational direction, two separate systems of program management are established -- both of which deal with the same resources. In the case of the Army Program System, assignments of responsibilities and resources are made through command channels to cover all responsibilities and resources within the channel. In the other case, assignments of responsibilities and resources are made to selected points of authority with respect to a single end product or activity and the employment or consumption of resources.

Under a situation of limited resources, typically the case and particularly in peacetime, both require the setting of priorities between projects if more than one project is to be system managed. The former requires the setting of priorities above the level of the functional operators -- with the subsequent interpretation of these priorities by the respective functional operator of his available resources. Accordingly, he, too, is





NAVY'S PROGRAMS AND PLANS MANAGEMENT OFFICE (BOWERS)

Figure 5 SYSTEMS MANAGEMENT BILATERAL LINE DIRECTION

evaluating relative priorities. (Example: having allocated personnel and facilities to a number one priority project, and the priorities change -- does the functional manager reallocate personnel between projects? If not, who decides? Decision can only be taken by authority above both the project manager and the functional operator.)

The project manager gives greater emphasis to the prompt development of any system so designated for special attention. However, under conditions where several projects are system managed, the degree of attention given each one within an organization will rest as significantly on the priorities between projects as on the use of the project manager in the organization.

The use of systems management for the management of particular projects then, has both advantages and disadvantages. Its advantages, especially when based on limited but highest priority projects, include appreciable saving of time in the completion of projects, greater end-product attention for the items so managed and greater concentration of talents on the most critical part of the defense workload. Its disadvantages center in (a) the ill effects on all other projects not so managed, (b) relative extravagance in utilization of manpower and funds, and (c) disruption of normal organizational relationships.

#### Current Army Developments in Systems Management

In recent years and in varying degrees, the technical services have established organizations, procedures, and policies to facilitate systems management. There are similarities in concept, approach and procedure in these management systems; but there are also differences as a result of different requirements, organizational structure, and stage of development. These systems are undergoing continuing refinement.

The DCSLOG has required the technical services to project financial requirements of weapons systems, covering all appropriations. Analysis of these financial projections has shown lack of balance between appropriations for some commodity areas.



The Chief of Research and Development is planning, with the assistance of a contractor, the application of automatic data processing for management information for OCRD. While this step would provide additional data on a more timely basis for OCRD, it is concluded that it would be undesirable to initiate establishment of an automated reporting system before first determining the specific related requirements for systems management of the same weapons systems or items.

A study was recently completed by the Materiel Requirements Review Committee on the reduction of lead time in the development of weapons and other military items. Presentations to that Committee indicated that one answer to reduction of lead time is improved systems management.

The Air Force has placed major emphasis on systems management for a number of years. The use of PEP (Program Evaluation Procedure) is being gradually extended and several studies are under way to improve the management of the development of weapons systems. The recent Air Force reorganization is designed to facilitate more effective systems management. The Navy has pioneered in the development and application of refined management information and control techniques (e.g., PERT and Line-of-balance) which have proved to be highly effective in the management of the development of particular weapons systems.

There have been several contractual studies to improve systems management, including:

- a. Stanford Research Institute study for the development of an information system for reduction of lead time in the Signal Corps.
- b. Stanford Research Institute study on lead time in weapons systems in Ordnance.
- c. At least one Army contractor has used a management consulting firm to install PERT (Program Evaluation and Review Technique).
- d. A study by the Logistics Research Office, George Washington University, on systems management as applied in the technical services and DCSLOG.

On 1 August 1961, the DCSLOG directed three of the technical services to assign "Project Officers" to some nine of the Army's most important



equipment developments. This followed the Secretary of Defense's direction on 14 July that the Army emphasize the management of its most important developments. These "project managers" are responsible to the Chief of a technical service for "all coordinated planning, direction and control of the work and associated resources involved in providing a weapons or equipment system to combat units or delivery to its intended operational destination." This mission is elaborated with a statement of functions which clearly authorizes directive authority over system and sub-system activity, as well as the resources and funds for the system. This DCSLOG action in effect prescribed system management method #4, the "one man Director" method, for the Army's most important equipment developments. It is to be noted, however, that all appointments were to be designated within the technical services; emphasis was placed on decentralization of appointments; and their appointments were subject to individual definition of the authorities to be delegated to each, where powers beyond those of the technical service chiefs were involved.

#### Current Deficiencies in Systems Management in the Army

Estimates of time and cost in weapons systems development have been without adequate foundation in certain instances. The policies and practices established by the Army, for required use by contractors in substantiating their estimates and in managing their contracts, need to be strengthened.

General staff elements have not always been able to get required information promptly. It is doubtful that information collection, summarization, reporting, and analysis at all levels are as effective as they should be. In particular, improvements are needed in the maintenance of scheduling, cost, and performance data by contractors and the furnishing of necessary control and progress data to Army project managers.

For more effective communication, there needs to be a greater degree of uniformity in terminology, scheduling media, and report formats among the technical services.

There is no focal point for looking at weapons systems as a whole at the general staff level, except for occasional actions by the Program



Advisory Committee, the Budget Advisory Committee, the Materiel Requirement Review Committee, and other committees with limited interests. There is no continuous systematic process for integrating the interests and actions of the general staff agencies as they impinge on any one weapon system. The integrative process occurs at the technical service level, but this does not prevent the technical services from receiving inconsistent or conflicting direction.

In some cases, no firm management policy exists as to authority and responsibility when two or more technical services are each developing and providing major components for one weapons system.

There needs to be a focal point in the Army for improvement of systems management procedures and techniques. This would foster cross-fertilization of ideas and techniques among the general staff agencies and the technical services, and would bring to bear new knowledge in this area acquired from Navy, Air Force, industry, and general research.

It is becoming increasingly necessary to be able to combine weapons systems data in various ways and to make cost effectiveness comparisons so as to provide top level evaluation of broad objectives and mission accomplishment, and to be able to report to OSD and Congress.

#### A Concept for Employment Within the Army

The introduction of a new major weapons system into the Army (Nike Zeus), or the introduction of a combat organizational revision (ROAD), are examples of major changes. These types of change involve significant changes in resources availability, resources acquisition and resources allocation. They precipitate significant change in procedures of administration and operations. They tax the ingenuity and managerial talents of organizations affected. Because their timely introduction represents success or failure in our battle against our potential enemies, the timing of their introduction is vital.

The normal line and staff organizations of the Army exist to assure the prompt and proper introduction of such changes. They should be expected, moreover, to use the most modern and efficient management techniques in the



accomplishment of these changes. "Systems management," in any of its alternate methodology, provides management know-how in these respects.

The use of "systems management," with project managers for each and every project in the Army is not believed to be advisable, economic, or logical. This is not to say, however, that the techniques used in systems management should not be used. The use of project managers exclusively, in lieu of using functional line and staff Army organizations to effect changes, is not believed to be in the Army's overall interests. The excessive use of systems management with multiple project managers will result in uneconomic use of personnel and fund resources, excessive and continuing conflict between functional managers and project managers, loss of overall initiative by functional organizations, excessive conflict between project managers, and loss of normal line and staff control and relationship.

On the contrary, systems management of selected, high priority, critical projects of great importance to the defense of the nation should be used by the Army in the future. The use of project managers, with maximum reasonable delegated authorities, should be directed.

The specific methodology to be used in effecting these changes within the Army should depend on evaluation of six major factors. They are: (a) the complexity, magnitude and duration of the change involved, (b) the priority of a particular system change within accomplishment of total Army objectives, (c) costs, (d) number of separate line and/or staff elements involved in the change, (e) the number of projects already designated for "special" or exceptional systems management, and (f) the controversial nature of the project.

Once a determination is made to "systems manage" a project, the most difficult management decisions to follow include the level at which the project is to be system managed, and the authorities of supervisors to be delegated to the project manager.

It is easily understood that the intricate detailing of a systems development or systems change -- for special systems management purposes --



can take place best at the operating level. (For example, in the case of the Jupiter, the systems management could best be devised and detailed at Redstone Arsenal, where the pivot direction and control of the development rested). Recognizing the total Army administration and organization and its limited resources, however, certain determinations are beyond the control of the actual operating level. Because of higher headquarters and various staff interests in many projects, the systems management of any particular system precipitates decisions different from those required at the operations level (See examples in Inclosure 1).

In principle, the "systems manager" or "project officer" for a particular system should be placed at the lowest possible level of command, where the maximum daily control of, and change in the particular project exists. Maximum delegation of higher level authorities should be made. Only those responsibilities should be retained at higher levels, as are needed in light of the participation to be required of that level in the particular project (Figure 6). Principal "project" or "system" managers at the operating level must be able to contact the authorities at higher levels and exact from them commitments concerning accomplishments, timing and costs for accurate systems management of the designated projects.

We conclude, accordingly, that "systems management" application within the Army should vary from project to project. It also will vary from level to level within the organization. Each project to be system managed should be defined in detail, and authorities and responsibilities outlined for each level of management and for each involved manager.

#### Actions Required Within the Army

The following actions would assist in the better organizational and procedural use of "systems management" on major projects within the Army.

a. Develop and prescribe uniform systems management procedures and terminology for the entire Army. Terminology and procedures should be compatible with terminology and procedures of the Office, Secretary of Defense (OSD) to facilitate clear communication between the Army and that office.

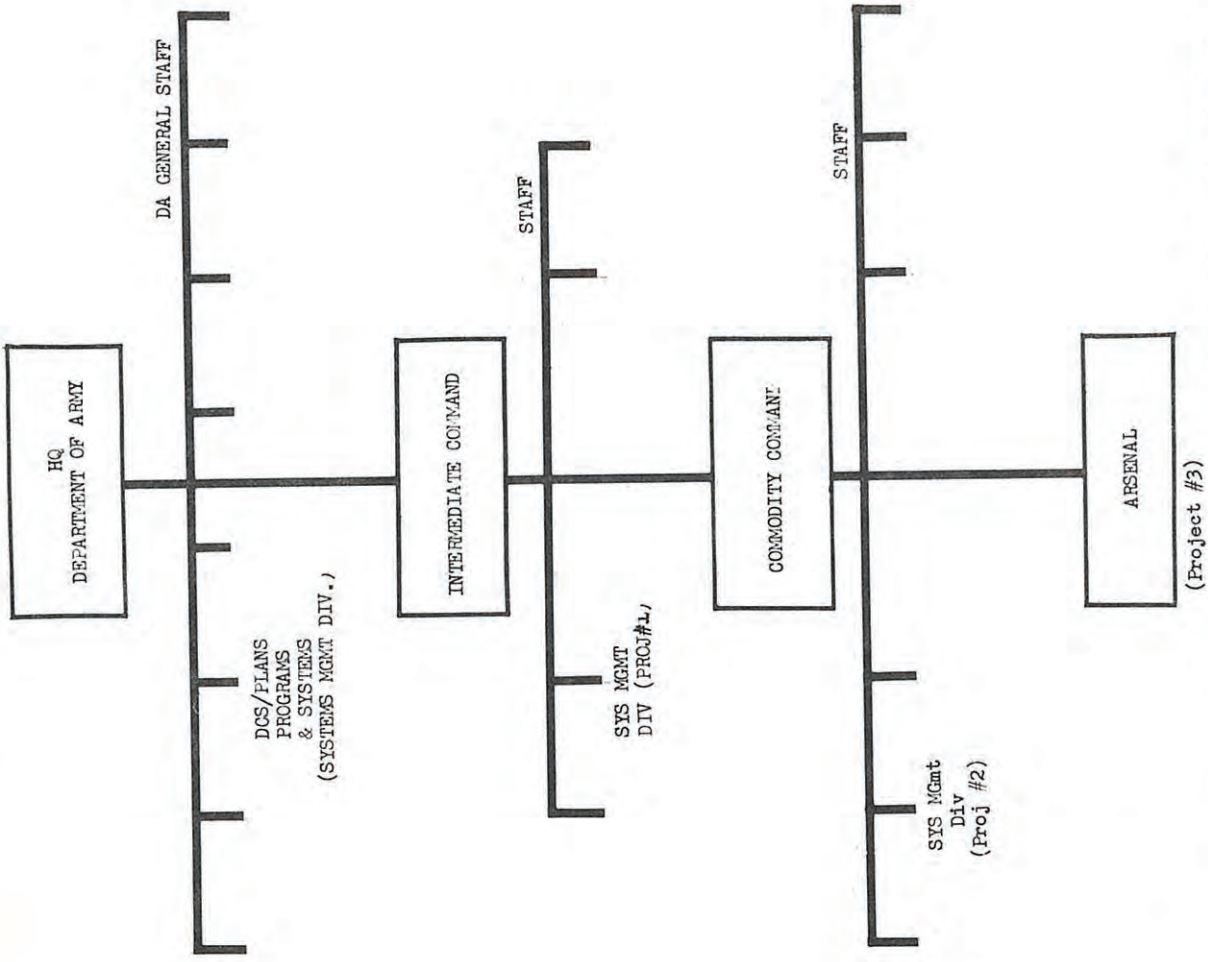


Figure 6 SYSTEMS MANAGEMENT PROPOSED DA CONCEPT FOR SYSTEMS MANAGEMENT



b. Develop and establish a data processing service for Army systems management, such service to be prescribed by the Comptroller of the Army and provided by EDP equipment.

c. Staff and identify the systems management function with the programming functions of the Headquarters, Department of the Army. The systems management function should be clearly identified organizationally within the Headquarters, Department of the Army. This organizational element, then, would be the focal point in the Headquarters, Department of the Army for General Staff level consideration of projects or systems being given special systems management.

d. Prescribe the functions of the systems management office in (c) above along lines proposed in Inclosure 2.

e. Prescribe the functions of a project manager along lines proposed in Inclosure 3.

EXAMPLES OF EQUIPMENT SYSTEMS  
DETERMINATIONS FOR SPECIAL SYSTEMS MANAGEMENT

1. Example #1 - Improved Hand Grenade. Important, but no special priority -- relatively minor impact on Army resources -- no great complexity of item -- essentially all development accomplished at one arsenal -- use of commercial source for production, etc. "Systems management" should take place at arsenal level. No project manager needed. Arsenal should request commitments as to time for processing consideration and approvals at higher headquarters, total higher level administration needed, etc. -- all to be included in systems management plan. Technical Service Headquarters follows systems management and assures compliance. DA Headquarters is kept informed, under normal line and staff procedures.

2. Example #2 - Replacement of Medium Tank. Normal priority matters of significance to entire Army -- high cost item -- critical industry involved -- distressed area involved -- technical services involved as well as Marines, etc. This should be "systems managed" at technical services level. HQ, DA, systems management office follows performance closely and investigates all red flags. HQ, DA, "systems management" includes projected performance between technical services and between DA staff elements where involved to assure compliance. Normal DDRE control prevails to include project approval, major changes in project estimates, costs or quantities or qualities.

3. Example #3 - Jupiter Missile System. Very important to DOD -- first priority for Army -- great technical complexity -- long duration project -- high money value -- multiple technical services involved -- entire project to be accomplished essentially at one of Army's arsenals -- all DA General Staff agencies involved -- commercial interests involved. This system should be "system managed" by the commander of the arsenal involved in this development. Maximum decentralization of Secretary of Army and intermediate authorities. Intermediate and DA levels provide first priority support to this development and follow in detail the activities associated with it.

Inclosure 1.

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OFFICE, DEPUTY CHIEF OF STAFF FOR PLANS, PROGRAMS AND SYSTEMS  
SYSTEMS MANAGEMENT DIRECTORATE

FUNCTIONS

1. Recommend special projects to be managed under special "systems management" procedures.
2. With the approval of the Deputy Chief of Staff for Plans, Programs and Systems and Director of the General Staff, arrange for the appointment of project officers for specially designated and managed projects. Project officers will normally be designated in the staff agency or command having a predominant interest.
3. Issue and change "system management" projects as required.
4. Assign priorities between projects to be, or being systems managed.
5. Provide the HQ, DA contact point for all "system managed" projects at lower organizational levels within the Army.
6. Coordinate as required with General Staff agencies of the HQ, DA on projects being "system managed" at lower levels of Army organization.
7. Maintain up-to-date summary information on projects under special systems management within the Army to include information on all significant actual or anticipated progress and failures against project projections -- and the major implications thereto.
8. Provide systems management advice to assist newly designated project managers to establish themselves within the Army's procedures and techniques for this exceptional type management.

Inclosure 2

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### MISSION OF PROJECT MANAGER

Responsible directly to \_\_\_\_\_ for all coordinated planning, direction, and control of the work and associated resources involved in providing \_\_\_\_\_ to combat units or delivery to its intended operational destination. This includes all phases of development, procurement, production, distribution and logistical support of the system for the purpose of maintaining a balanced program and insuring that Army delivery and employment schedules are satisfied. Provides surveillance of the industrial activities connected with the support of the systems to be assured that the best interest of the government and industry are served in expediting the program with minimum cost to the government, consistent with established objectives.

### FUNCTIONS OF PROJECT MANAGER

1. Performs surveillance and direction over research, design, test, development, and evaluation of the system and coordinates and directs subsystems with appropriate technical services and Services of the Military Establishment and other government agencies and industry, in accordance with appropriate delegated authority.

2. Develops a system management program to indicate the optimum time frame schedule for development, testing, procurement, production and distribution of the complete end item and for all concurrent repair parts, publications, ground handling equipment, and training necessary to support the end item.

3. Exercises technical and management supervision over: advance production engineering, production and related engineering support, maintenance engineering, reliability engineering and, preparation of publications.

4. Maintains surveillance over and initiates action, as required, to assure effective new equipment training of key personnel, in coordination with appropriate technical service training commands, ARADCOM, CONARC, DCSOPS.

Inclosure 3

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5. Maintains cognizance over all phases of the budget cycle relating to the system and major sub-assemblies, and furnishes advice to appropriate agencies re dollar requirements based on experience during development and procurement stages.

6. Exercises continuing monitorship over all system funds related to RDT&E, PEMA, MCA, Army Stock Fund, and that portion of O&MA related to training, maintenance, publications, and pay of civilian personnel associated with the system prior to its delivery to ultimate user.

7. Plans, initiates, directs, and coordinates a comprehensive evaluation system for review and analysis of program developments, progress, and performance.

8. Conducts periodic systems management reviews with appropriate representatives from staff agencies and industry to determine program status, coordinating each sub-system to insure orderly phasing of all actions and to detect before-the-fact potential slippage and to direct appropriate action to maintain or improve program schedules.

9. Analyzes progress in the attainment of planned goals and takes appropriate action, or insures that appropriate action is taken, to meet predetermined quality standards.

10. Insures that sufficient information is at hand at all times to provide appropriate response to any personal inquiry from the Army Staff, Chief of Staff, Secretary of the Army, and the Secretary of Defense.

11. Exercises the functional responsibility vested in the Chief of technical service for the particular system; insures that he is kept informed at all times on the status of the project; provides information directly to higher authority, as required.

12. Grants deviations from the APP and other related procurement regulations and grants deviations from the ASPR, as appropriate.

13. Maintains cognizance over all manpower resources relating to the system and major sub-assemblies.

14. Provides the focal point for resolution of problems among the Departments of the Military Establishment.

15. Insures that schedule changes are consistent with both time and resource considerations.

16. Insures that systems logistics planning effort is integrated into, and consistent with, current Army supply procedures.

17. Represents the DA with industry to coordinate the military-industrial effort; acts as approving authority in areas of engineering design, adequacy of design for production and the allocation and rate of the production.

18. Within his delegated authority, calls upon representation from the OCRD, ODCSOPS, ODCSLOG, CONARC, appropriate technical services and industry for the development of such plans, schedules, and reports as may be required to monitor and coordinate the combined efforts of the Army industrial team in meeting established objectives for the system. Requests participation of other DOD agencies as may be appropriate through established channels.



ANNEX D

The purpose of this Annex is to provide a delineation of proposed functions and responsibilities for the various elements of the Army Staff under the preferred pattern of organization recommended for the Headquarters, Department of the Army (see Page II - 141 of this Report).

The current functions and responsibilities of the Army Staff are prescribed in Army Regulations No. 10-5, 5 May 1961, "Organization and Functions, Department of the Army." This Annex is in the form of a proposed revision of those paragraphs of the cited regulation which deal with the Army Staff; specifically, paragraphs 16 through 48 thereof.

\* \* \* \* \*

THE ARMY STAFF

16. Army Staff

a. The Army Staff is that portion of Headquarters, Department of the Army presided over by the Chief of Staff. It includes a General Staff and Special Staff as defined hereinafter.

b. The duties of the Army Staff are set forth in Section 3032 (a) and (b), Title 10, United States Code, as amended, which states:

"(a) The Army Staff shall furnish professional assistance to the Secretary, the Under Secretary, and the Assistant Secretaries of the Army.

"(b) Under the direction and control of the Secretary, the Army Staff shall --

(1) prepare for such employment of the Army, and for such recruiting, organizing, supplying, equipping, training, serving, mobilizing, and demobilizing of the Army, as will assist in the execution of any power, duty, or function of the Secretary or the Chief of Staff;

(2) investigate and report upon the efficiency of the Army and its preparation for military operations;

(3) prepare detailed instructions for the execution of approved plans and supervise the execution of these plans and instructions;

(4) act as agent of the Secretary and the Chief of Staff in coordinating the action of all organizations of the Department of the Army; and

(5) perform such other duties, not otherwise assigned by law, as may be prescribed by the Secretary."

c. The Army Staff is organized as a balanced functional and process oriented entity. Each element represents the Chief of Staff in his area of interest and is responsible through prescribed channels to the Chief of Staff and the Secretary of the Army. Collectively, the Army Staff acts in the name of the Secretary and the Chief of Staff in supervising the plans, duties, and operations of all organizations of the Army.



Interchange of information and integration of staff actions among members are essential to its effective functioning as a single coordinating unit.

17. Army General Staff

a. The Army General Staff consists of designated officers assigned to the Office of the Chief of Staff, Offices of the Deputy Chiefs of Staff, Office of the Comptroller of the Army, Offices of the Assistant Chiefs of Staff, the General Staff Committee on Army National Guard and Army Reserve Policy (to include resident members only), and such other offices as may be designated by the Secretary of the Army. These offices are termed General Staff agencies.

b. Under the direction of the Chief of Staff, the Army General Staff renders professional advice and assistance to the Secretary, the Under Secretary and the Assistant Secretaries of the Army, in developing and providing broad basic policies, plans, and programs for the guidance of the Department of the Army. The Army General Staff specifically assists the Secretary of the Army in the preparation and issuance of directives and programs to implement such plans and policies, and in the supervision of the execution and implementation of these directives and programs.

18. Office of the Chief of Staff. The Office of the Chief of Staff is composed of the Chief of Staff, Vice Chief of Staff, Director of the Army Staff, Secretary of the General Staff, and such staff as may be required.

19. Chief of Staff. The duties of the Chief of Staff are set forth in Section 3034 (c) and (d), Title 10, United States Code, as amended, as follows:

"(c) Except as otherwise prescribed by law and subject to Section 3012 (c) and (d) of this title, the Chief of Staff performs his duties under the direction of the Secretary of the Army, and is directly responsible to the Secretary for the efficiency of the Army, its preparedness for military operations, and plans therefor.

"(d) The Chief of Staff shall --

(1) preside over the Army Staff;



(2) send the plans and recommendations of the Army Staff to the Secretary, and advise him with regard thereto;

(3) after approval of the plans or recommendations of the Army Staff by the Secretary, act as the agent of the Secretary in carrying them into effect;

(4) exercise supervision over such of the members and organizations of the Army as the Secretary of the Army determines.<sup>1</sup> Such supervision shall be exercised in a manner consistent with the full operational command vested in unified or specified combatant commanders pursuant to Section 202 (j) of the National Security Act of 1947, as amended;

(5) perform the duties described for him by Sections 141 and 171<sup>2</sup> of this title and other provisions of law; and

(6) perform such other military duties, not otherwise assigned by law, as are assigned to him by the President."

20. Vice Chief of Staff. The Vice Chief of Staff is the principal assistant and adviser to the Chief of Staff. By delegation of the Chief of Staff, the Vice Chief of Staff has authority to perform any statutory or other duties which the Chief of Staff is required or authorized to perform with respect to the Department of the Army.

21. The Director of the Army Staff. The Director of the Army Staff is responsible for the effective administration and management in the Army Staff and insures coordination of the heads of Army Staff agencies reporting to the Chief of Staff (except that the Deputy Chief of Staff for Strategy and International Affairs reports directly on certain specified matters). The Director of the Army Staff takes action for the Chief of Staff and Vice Chief of Staff on matters not requiring their personal attention, and oversees the administration of the Secretary of the General Staff.

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<sup>1</sup>The Chief of Staff is authorized by the Secretary of the Army to supervise the members and the organizations of the Army.

<sup>2</sup>These sections respectively show membership of the Chief of Staff on the Joint Chiefs of Staff and the Armed Forces Policy Council.



22. Secretary of the General Staff. The Secretary of the General Staff is the principal administrative assistant in the Office of the Chief of Staff and performs such duties as the Director of the Army Staff shall specify.

23. General Staff Committees on National Guard and Army Reserve Policy (Section 3033, Title 10, United States Code). The General Staff Committees on National Guard and Army Reserve Policy are responsible for formulating and/or reviewing all policies affecting the National Guard and the Army Reserve; for submitting recommendations thereon to the Secretary of the Army, through the Chief of Staff; and for reviewing regulations designed to carry such policies into effect.

24. Deputy Chief of Staff for Strategy and International Affairs.

a. The Deputy Chief of Staff for Strategy and International Affairs has primary Army Staff responsibility on matters of national strategy involving other services, other governmental agencies and other nations. He has direct access to the Chief of Staff and acts as the Army Operations Deputy to the Joint Chiefs of Staff.

b. He is responsible for reviewing, coordinating, and recommending the Army position on the following in accordance with Army policy:

- (1) National Security Council matters.
- (2) International politico-military matters.
- (3) Joint Chiefs of Staff matters.
- (4) Unified Command plans and Army developments in support thereof.
- (5) Collateral activities.
- (6) Civil Affairs.
- (7) Civil Defense activities.
- (8) Special Warfare.
- (9) Roles and missions of the Army.
- (10) Operational readiness of Army elements of Unified Commands.

c. He advises the Chief of Staff and the Army staff on the implications of Department of Defense, governmental and international matters and trends which may affect internal Department of Army activities.

d. He represents the Department of the Army on all matters under his staff cognizance within the guidance of his designated superiors to his counterparts in the DOD, other governmental agencies and the Congress.

25. The Deputy Chief of Staff for Plans, Programs and Systems

a. The Deputy Chief of Staff for Plans, Programs and Systems is the process oriented staff officer who develops overall plans and programs from which functional areas can derive the necessary guidance to insure a cohesive overall Army effort. He is responsible to the Chief of Staff for broad policy on organization, training and doctrine. He also provides for proper application of systems or project management.

b. He is responsible for staff supervision of:

(1) Long range Army planning.

(2) Programming in annual increments for 1-5 years and in a 5-10 years increment to include the Control Program guidance and the coordination of the Troop Program.

(3) Force Structuring.

(4) Mobilization planning.

(5) Doctrine.

(6) Training policy.

(7) Army Aviation policy.

(8) Organizational concepts.

c. He is the Program Director of the Army Troop Program.

d. He advises all other elements of the Army staff on matters of overall planning and programming which affect or cause alterations in the discharge of their staff functions.



e. He represents the Department of the Army on all matters under his staff cognizance within the guidance of his designated superiors to his counterparts in the DOD, other governmental agencies and the Congress.

26. Deputy Chief of Staff for Personnel

a. The Deputy Chief of Staff for Personnel has primary Army Staff responsibility for the management of the Army's military and civilian personnel world-wide. In this capacity, he is responsible to the Chief of Staff for overall manpower and personnel policy for all components of the Army.

b. He is responsible to the Chief of Staff for staff supervision of:

(1) Management and control of military and civilian manpower including -

- (a) Procurement.
- (b) Distribution.
- (c) Allocation and authorization.
- (d) Utilization.
- (e) Programming of planned strengths.
- (f) Personnel Research (less budget).

(2) Management of military personnel including -

- (a) Separation and retention.
- (b) Promotion and demotion.
- (c) Assignments.
- (d) Career development.
- (e) General educational development.
- (f) Welfare and morale activities.
- (g) Spiritual, protective and administrative services.
- (h) Pay and emoluments.

c. He is also responsible to the Chief of Staff for the formulation, development, and administration of Army-wide systems providing for:

- (1) decentralized civilian personnel management.
- (2) decentralized safety management.

d. Additionally, the Deputy Chief of Staff for Personnel is responsible for:

- (1) Formulation and coordination of personnel portions of mobilization, war, and contingency plans and concepts.
- (2) Budget formulation and execution pertaining to military personnel on active duty and to other designated activities.

e. He advises the Chief of Staff and the Army staff on manpower and personnel matters and within the guidance of his designated superiors represents the Army on all matters under his staff cognizance to his counterparts in the OSD, other governmental agencies, the Congress and the public.

f. The Office of the Director of the Women's Army Corps is assigned to the Office of the Chief of Staff and is attached for administrative purposes to the Office of the Deputy Chief of Staff for Personnel. The Director of the Women's Army Corps is the adviser to the Secretary of the Army and the Chief of Staff on matters relating to the Women's Army Corps.

27. Deputy Chief of Staff for Logistics

a. The Deputy Chief of Staff for Logistics has primary Army Staff responsibility for the management of Army logistical activities. He is responsible to the Chief of Staff, and is functionally supervised by the Assistant Secretary of the Army (Installations and Logistics). In addition, he is functionally supervised by the Assistant Secretary of Defense (International Security Affairs) for operational matters involving Army participation in the Military Assistance Program.

- b. He is responsible for staff supervision of:
  - (1) Materiel and supplies management including,
    - (a) Quantitative requirements.
    - (b) Procurement and production.



(c) Cataloging and specification standardization.  
(d) Inventory control.  
(e) Maintenance.  
(f) Rebuild.  
(g) Industrial mobilization.  
(h) Supply distribution (stock control, receipt, storage, issue, salvage, disposal).

- (2) Interservice supply operations.
- (3) Single manager activities (Army).
- (4) International materiel standardization agreements.
- (5) Military assistance (Army).
- (a) NATO weapons production.

c. He is the program director for the Materiel and Installations Control Programs.

d. He advises the Chief of Staff and the Army Staff on matters of logistic implications to their respective staff responsibilities.

e. He represents the Army on all matters under his staff cognizance within the guidance of his designated superiors to his counterparts in the OSD, other governmental agencies, the Congress and the public.

28. The Comptroller of the Army.

a. The Comptroller of the Army, by delegation of the Secretary of the Army, is directly responsible to and is under the direction and supervision of the Assistant Secretary of the Army (Financial Management). He is concurrently responsible to the Chief of Staff. Within his scope of responsibility his relationship to the Chief of Staff and the Army Staff corresponds to that of a Deputy Chief of Staff.

b. Pursuant to statute and subject to the authority of the Secretary of the Army, the Comptroller of the Army is responsible for all budgeting, accounting, progress and statistical reporting, internal audit, and for the administrative organizational structure and managerial procedures relating thereto.



c. The Comptroller of the Army is responsible for staff supervision of the following:

- (1) Independent and integrated review and analysis of overall Army programs;
- (2) Reports control;
- (3) Legislative policies and programs pertaining to appropriation acts;
- (4) Management engineering, to include:
  - (a) Establishment, maintenance, and supervision of a standardized information service for all materiel programs in the development and production cycles as a central service for all Army Staff Agencies;
  - (b) Standardization of Army-wide management systems;
  - (c) Continuing and independent analysis of Army organization, functions, and procedures; and
  - (d) The following Army-wide programs: Automatic Data Processing Systems; Automatic Data Processing Equipment (for business-type operations of the Army) including punch card equipment; Army Management Improvement Program; and the Army Work Simplification Program.

d. The Comptroller of the Army exercises staff supervision over the Chief of Finance and the Chief of the United States Army Audit Agency, including their organizations and functions. In this regard the audit functions of the Comptroller of the Army are discharged through the U. S. Army Audit Agency and the finance functions are discharged by the Chief of Finance.

e. The Comptroller of the Army advises the Chief of Staff and the Army Staff on matters within his staff authority and purview involving implications to their respective staff responsibilities.

f. Within the guidance of his designated superiors, and in coordination with other Army staff agencies, as appropriate, he represents



the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, the Congress, and the public.

29. Deputy Chief of Staff for Research and Development

a. The Deputy Chief of Staff for Research and Development has primary Army Staff responsibility for the management of Army research and development activities. He is responsible to the Chief of Staff, and is functionally supervised by the Assistant Secretary of the Army (Research and Development).

b. He is responsible for staff supervision of:

(1) Basic Research.

(a) Technological Forecast.

(2) Human research.

(a) Human resources research.

(b) Human factors research.

(3) Materiel and Supplies Exploratory research.

(4) Materiel and Supplies Development.

(5) Engineering Tests.

(6) User Tests.

(7) Type Classification.

(8) Production liaison.

(9) Operations research.

(10) Army participation in the ABC Army and Air Standardization Program, the US -- Canadian Development Sharing Program, the Mutual Weapons Development Program, R&D aspects of the NATO Multilateral Research, Development and Production Program, R&D aspects of the Army Board, NATO Military Agency for Standardization, and R&D aspects of other international military cooperation programs.

c. He is the Program Director for the Research and Development Control Program.

d. He advises all other elements of the Army Department staff on matters of RDT&E implications to their respective staff responsibilities.



e. He represents the Army on all matters under his staff cognizance, within the guidance of his designated superiors, to his counterparts in the OSD, other governmental agencies, the Congress and the public.

30. Assistant Chief of Staff for Intelligence. (Note: Delineation of the proposed functions of the Assistant Chief of Staff for Intelligence is dependent upon the functions and responsibilities assumed by the newly established Defense Intelligence Agency. Pending such clarification, it is considered that the current functions of the Assistant Chief of Staff for Intelligence as set out in AR 10-5, dated 5 May 1961, would continue.)

31. Assistant Chief of Staff for Reserve Components

a. The Reserve Components of the Army are the Army National Guard of the United States and the Army Reserve (section 261, title 10, United States Code).

b. The Assistant Chief of Staff for Reserve Components is the principal staff official directly responsible to the Chief of Staff for reserve affairs. In this capacity he has staff supervision of plans, programs, budgets, and policies affecting the Reserve Components and the Reserve Officers Training Corps, to include:

(1) Development, coordination, and supervision of the Reserve Components Control and Mobilization Programs.

(2) Development and coordination of the Army position on matters affecting the Reserve Components.

(3) Provision of assistance to the Deputy Chief of Staff for Plans, Programs and Systems in the preparation and review of the Reserve Components Force Structure and Troop Basis.

c. He is also responsible for participating in the formulation and development of plans, programs and policies applicable to or affecting the Reserve Components and ROTC, to include:

(1) Roles and missions of the Reserve Components.



(2) Mobilization planning; determination of resources and priorities; and plans and policies applicable to the employment of Reserve Components as emergency forces.

(3) Personnel policies and procedures.

d. In addition, the Assistant Chief of Staff for Reserve Components is responsible for participating in the development of the Material and Installations Program of the Army, and for effecting coordination of the logistics, training and training support requirements, and budget and apportionment requests of the Reserve Components.

e. Within the guidance of his designated superiors and in coordination with Army staff agencies, as appropriate, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.

f. The provisions outlined above do not affect the functions of the Chief, National Guard Bureau (section 264(c), title 10, United States Code).

32. Special Staff

a. The special staff is composed of the following offices:

- (1) Director of Engineering Services
- (2) Director of Communications Services
- (3) Director of Medical Services
- (4) Office for Personnel Operations
- (5) Chief of Support Services
- (6) Chief of Administrative Services
- (7) Chief of National Guard Bureau
- (8) Chief of Army Reserve and ROTC
- (9) Chief of Information
- (10) Chief of Chaplains
- (11) Transportation Officer
- (12) Provost Marshal
- (13) Chief of Finance



(14) The Inspector General

(15) The Judge Advocate General

b. The heads of special staff offices provide staff advice and assistance to the Secretary, the Under Secretary and Assistant Secretaries of the Army, the Chief of Staff, the Army Staff and the subordinate commands and agencies of the Department on matters within their respective authorities and responsibilities. They formulate plans, programs, budgets, and review and analyze the activities in their respective areas of responsibility.

c. As special staff offices of the HQ, DA, they coordinate their activities with the appropriate General Staff and other special staff elements of the Headquarters. Except wherein authority has been clearly delegated, instructions by special staff agencies to subordinate Army commanders will be approved by the appropriate General Staff element(s) before dispatch.

d. Certain of the special staff heads are commanders as well as staff officers. The two functions of staff and command, though vested in one head, are separate and distinct in that each involves different responsibilities and duties. For functions involving command the heads will exercise all the normal responsibilities, authorities and prerogatives of command. In their command role, they report to the Chief of Staff or the Secretary of the Army as does a subordinate commander. Normal command liaison and working relationships with their subordinate commands of the Army are expected and encouraged, to reduce to the minimum the need for general staff and higher authority involvement in the provision of administrative and technical services to the Army, and other government agencies.

33. Director of Engineering Services

a. The Director of Engineering Services provides the Army, Air Force and other governmental agencies with certain general and specialized engineering services. He is responsible to the Secretary and Chief of Staff.



b. He is responsible for staff supervision of:

- (1) Real estate and real property management involving,
  - (a) Real estate acquisition, maintenance (including repairs and utilities), and disposal.
  - (b) Real property acquisition, construction, maintenance (including repairs and utilities), and disposal.
- (2) Rivers, harbors and waterways navigation, and flood control.
- (3) Navigable waterways protection and preservation administration.
- (4) Utilities plants and systems (lumber, gas generation, dredging, surveying).
- (5) Army mapping.
- (6) Fire prevention and fire fighting.
- (7) Insect and rodent control.
- (8) Custodial.

c. He commands the organizations, personnel and facilities associated with the accomplishment of items (1) through (5) above.

d. He advises all other elements of the Army Staff on matters having engineering services (functions in b. above) implications to their respective staff responsibilities.

e. He represents the Army on all matters under his control and staff cognizance within the guidance of his designated superiors, to his counterparts in the OSD, other governmental agencies, the Congress, and the public.

34. Director of Communications Services

a. The Director of Communications Services has primary Army Staff responsibility for the management of certain communications and communications related services to the Army and other governmental agencies. He is responsible to the Chief of Staff.

b. He is responsible for staff supervision of:

- (1) Headquarters Command Control.
- (2) Electronic Warfare.
- (3) Combat Surveillance.
- (4) Army Communications Services.
- (5) Frequency propagation.
- (6) Radio Frequency utilization.
- (7) Alaska Communications System.
- (8) White House Communication Agency.
- (9) Inter Agency Communications Agency.
- (10) Communications Security Devices and systems.
- (11) Metereology and Army aviation flight information.
- (12) Outer space communications and tracking.
- (13) Army Pictorial Agency.

c. He commands the organizations, personnel and facilities associated with the accomplishment of items (7) thru (13) above.

d. He advises all other elements of the Department of Army staff on matters having communications services or communications services (functions in b. above) related implications to their respective staff responsibilities.

e. He represents the Army on all matters under his control and staff cognizance within the guidance of his designated superiors, to his counterparts in the OSD, other governmental agencies, the Congress, and the public.

35. Director of Medical Services

a. The Director of Medical Services has Army Staff responsibility for the management of health services for the Army and, as directed, for other services, agencies, and organizations. He has direct access to the Chief of Staff and the Secretary of the Army (normally thru the Chief of Staff).



b. He is responsible for:

(1) Planning, directing, and supervising health services for the Army and, as directed, for other services, agencies and organizations.

(2) Class II Army Medical Service installations and activities.

(3) Technical staff supervision over all other medical facilities and units of the Army.

(4) Establishing health standards applicable to personnel of the Army.

(5) Development and supervision of execution of coordinated plans and programs designed to provide the best possible medical service in war and peace within available resources.

c. He commands the organizations, personnel and facilities associated with the accomplishment of item b(2) above.

d. He advises all other elements of the Department of Army staff on matters having health services (functions in b. above) implications to their respective staff responsibilities.

e. He represents the Army on all matters under his control and staff cognizance within the guidance of the Secretary, Chief of Staff and general staff heads, to the OSD, other government agencies, the Congress, and the public.

f. In addition to the foregoing, he exercises career management authority, within overall Department of the Army policy, over commissioned personnel of the Army Medical Service.

36. Director, Office of Personnel Operations

a. The Director, Office of Personnel Operations is the principal Army staff official responsible for implementation of the Army's military personnel management system including the formulation, execution, and supervision of operational policies, processes, and procedures applicable to the world-wide management of the Army's total military personnel resources.

b. Operating within overall DCSPER policy guidance, he is responsible for planning, programming, budgeting, coordinating, reviewing and supervising the execution of personnel matters pertaining to:

(1) Assignment and career management of officers, warrant officers, and enlisted personnel.<sup>1</sup>

(2) Career management services for civilian personnel Army-wide.

(3) The Army Replacement System.

(4) Management, control and support of military and civilian personnel of the Headquarters, Department of the Army.

(5) Personnel Services including Personnel Affairs activities affecting military personnel and their dependents.

(6) Special Services programs applicable Army-wide.

(7) Personnel Actions applicable to officer, warrant officer and enlisted personnel, to include:

(a) Appointment

(b) Promotion

(c) Separation

(d) Retirement

(8) Individual training of enlisted personnel, including:

(a) Determination of Army-wide enlisted MOS requirements.

(b) Implementation of trainee flow plan.

(c) Distribution of trained personnel.

c. The Director, Office of Personnel Operations is also responsible for the development, analysis, and promulgation of statistical

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<sup>1</sup>Excluding AMEDS, JAGC officers and Chaplains who are assigned and career managed separately under Office of Personnel Operations policy guidance and instructions.



and other informational data, including personnel factors, required for the development of personnel plans, programs and budgets and for ADP procedures, methods and innovations applicable to personnel management.

d. He advises and coordinates with all other elements of the Army staff and with subordinate commands and agencies, as appropriate, on matters with personnel implications affecting their responsibilities.

e. Within the policy guidance of his designated superiors and in coordination with appropriate Army staff agencies, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental offices, and the public.

### 37. Chief of Support Services

a. The Chief of Support Services is the principal Army staff official responsible for the provision of certain miscellaneous services to the Army. He is responsible to the Chief of Staff. He is functionally supervised by the Assistant Secretary of the Army (Financial Management) for those responsibilities associated with cemeterial maintenance and upkeep.

b. He is responsible for staff supervision of:

- (1) Food Service.
- (2) Laundry and cleaning.
- (3) Graves Registration and memorial.
- (4) Disposition of Personal effects.
- (5) Post Exchange.
- (6) Commissary.

c. He advises all other elements of the Department of Army staff on matters under his control (functions in b above) having implications to their respective staff responsibilities.

d. He represents the Army on all matters under his staff control, within the guidance of his designated superiors, to his counterparts in the OSD, other governmental agencies, the Congress, and the public.



X X X

38. Chief of Administrative Services

a. The Chief of Administrative Services has primary Army Staff responsibility for the management of the Army's administration and administrative services. He is responsible to the Chief of Staff.

b. He is responsible for staff supervision of:

(1) The Army records administration program.

(2) The Army publications system.

(3) The Army personnel statistical and accounting system.

(4) Army-wide postal services.

(5) Army-wide courier services.

(6) Combat developments pertaining to administrative procedures and operations in the field.

c. In addition, he supervises the operation of the Army-Air Force Postal Services Headquarters and provides administrative and operational supervision of the Armed Forces Courier Service jointly with the Department of the Navy and Air Force.

d. He advises the Chief of Staff on historical and heraldic matters and is responsible for planning, policy formulation, initiation, coordination, and supervision of all Army historical activities and matters including provision of historical material for uses approved by Headquarters, Department of the Army and historical background and precedent as necessary for the development of military plans, doctrine, and technique.

e. The Chief, Administrative Services advises all other elements of the Department of the Army staff on matters having administrative or administrative services related implications to their respective staff responsibilities. Also, within the guidance of his designated superiors and in coordination with appropriate Army staff agencies, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.



f. He exercises operational control over the personnel, organization and facilities associated with the accomplishment of the functions and activities outlined in paragraph b above.

39. Chief, National Guard Bureau

a. The National Guard Bureau is a Joint Bureau of the Department of the Army and the Department of the Air Force headed by a Chief who is the adviser to the Army Chief of Staff on National Guard matters. The National Guard Bureau is the channel of communication between the departments concerned and the several States, Puerto Rico and the District of Columbia on matters pertaining to the National Guard, the Army National Guard of the United States, and the Air National Guard of the United States (section 3015, title 10, United States Code).

b. AR 130-5/AFR 45-2 prescribes the organization and functions of the National Guard Bureau.

c. The Chief, National Guard Bureau is directly responsible to the Chief of Staff for all matters pertaining to the development and maintenance of the Army National Guard and the Army National Guard of the United States. Operating within established departmental policies and in coordination with the Assistant Chief of Staff for Reserve Components, the Chief, National Guard Bureau:

(1) Participates with other Army Staff agencies in the formulation and development of Department of the Army plans, programs, policies and budgetary matters pertaining to the Army National Guard and the Army National Guard of the United States.

(2) Exercises staff supervision of the Army National Guard segment of the Reserve Components Control Program.

(3) Advises all other elements of the Department of the Army staff on Army National Guard matters.

d. Within the guidance of his designated superior and in coordination with other Army staff agencies, as appropriate, he represents



the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.

40. Chief, Army Reserve and ROTC Affairs.

a. The Chief, Army Reserve and ROTC Affairs has primary Army Staff responsibility for Army Reserve and ROTC matters. He advises and is responsible to the Chief of Staff on all policies and activities pertaining to the Army Reserve and ROTC.

b. He has staff responsibility within established departmental policies for formulating and monitoring plans, programs, budgets and policies pertaining to the development and maintenance of the Army Reserve and ROTC. In this capacity he participates and maintains necessary coordination and liaison with Army Staff agencies having primary interest.

c. He is responsible under staff supervision of the Assistant Chief of Staff for Reserve Components for the Army Reserve segments of the Reserve Components Control and Mobilization Programs.

d. He advises all other elements of the Department of the Army staff on matters pertaining to the Army Reserve and ROTC affairs and activities.

e. Within the guidance of his designated superior and in coordination with appropriate Army Staff agencies, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.

41. Chief of Information

a. The Chief of Information has primary Army Staff responsibility for all matters pertaining to public and troop information. He is directly responsible to the Chief of Staff.

b. He has staff responsibility, within overall policies established by the Secretary of Defense and the Secretary of the Army, for staff supervision of:

- (1) Army public and troop information activities.



(2) Department of the Army information plans and programs in support of Army basic plans and programs.

c. He advises the Secretary of the Army, the Chief of Staff, and all staff offices and agencies of Headquarters, Department of the Army on policies and considerations pertaining to public and troop information.

42. The Chief of Chaplains

a. The Chief of Chaplains has primary Army Staff responsibility for religious, moral, and morale matters Army-wide. He is responsible to the Chief of Staff and advises the Secretary of the Army and the Chief of Staff on all aspects of religious policies, functions and activities.

b. He is responsible for the spiritual and moral welfare of military and civilian personnel of the Army and dependents, to include:

(1) Religious education, character guidance and orientation.

(2) Religious ministrations.

c. He establishes professional qualifications for chaplains; determines denominational quotas; procures, in cooperation with religious agencies, qualified clergymen to serve as chaplains during peace and, as necessary, to meet mobilization requirements. In addition, he exercises career management authority, within overall Department of the Army policy, over members of his branch.

d. He determines chapel construction requirements, approves design, and has staff responsibility for developing and monitoring standards, requirements for, and distribution of religious supplies and furniture.

e. He advises all other elements of the Department of the Army staff on spiritual and moral welfare matters; maintains liaison with ecclesiastical agencies; and within the guidance of his designated superiors and in coordination with appropriate Army staff agencies, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.



43. Transportation Officer

a. The Transportation Officer has primary Army Staff responsibility for the management of certain transportation and transportation related services to the Army and other governmental agencies. He is responsible to the Chief of Staff.

b. He has staff responsibility for the planning, programming, budgeting, supervising, reviewing and analyzing the following:

- (1) Army transportation services.
- (2) Transportation engineering services.
- (3) Army movements control (world-wide).
- (4) DOD Engineering for Transportability.
- (5) DOD National Highways Program.

c. He commands the organizations, personnel and facilities associated with the accomplishment of the activities in items 4 and 5 above.

d. He advises all other elements of the HQ, DA, staff on matters having transportation services (functions in b above) implications to their respective staff responsibilities.

e. He represents the Army on all matters under his staff cognizance within the guidance of his designated superiors, to his counterparts in the OSD, other governmental agencies, the Congress and the public.

44. The Provost Marshal

a. The Provost Marshal has primary Army Staff responsibility for the broad functions of preserving law and order and crime prevention applicable Army-wide. He is responsible to the Chief of Staff and performs duties as prescribed by the Secretary of the Army, the Chief of Staff, or by law.

b. He has staff responsibility for planning, programming, budgeting, analyzing and supervising matters pertaining to:

- (1) Provost Marshal and military police activities.
- (2) Criminal investigations.



- (3) Preservation of order and crime prevention.
- (4) Traffic law enforcement and motor vehicle accident prevention.
- (5) Apprehension of absentees.
- (6) Physical security.
- (7) Prisoners of war and civilian internees.
- (8) The Army Correction Program to include restoration, clemency and parole for military prisoners.

c. He directs and controls organizations, personnel, and facilities associated with the accomplishment of item b (2) above.

d. He advises and provides assistance to all elements of the Army Staff on Provost Marshal functions and activities to include:

(1) Advising the DCSLOG on the Industrial Defense Program.

(2) Coordinating with the ACSI on physical security matters relating to intelligence and counterintelligence activities.

e. Within the guidance of his designated superiors and in coordination with appropriate Army staff agencies, he represents the Army on all matters under his direct staff cognizance to the OSD, other governmental agencies, and the public.

45. Chief of Finance

a. The Chief of Finance, operating under the policy guidance of the Comptroller of the Army, has primary Army Staff responsibility for the provision of Army-wide finance service.

b. He has staff responsibility for planning, coordinating and supervising the execution of plans and policies concerning Army finance service. This responsibility includes the establishment and implementation of accounting procedures and operations, contract financing, foreign financial affairs, and provision of such other Army-wide financial services as may be required.

c. He commands the personnel, organizations and facilities directly associated with the accomplishment of his Army-wide finance service functions and responsibilities.

46. The Inspector General

a. The Inspector General is a confidential representative of the Secretary of the Army and the Chief of Staff and is responsible to them for the conduct of inquiries into and reports upon matters affecting the performance of mission and the state of discipline, efficiency, and economy of the Department of the Army.

b. He performs such additional duties as may be prescribed by the Secretary of the Army, the Chief of Staff, or as required by law.

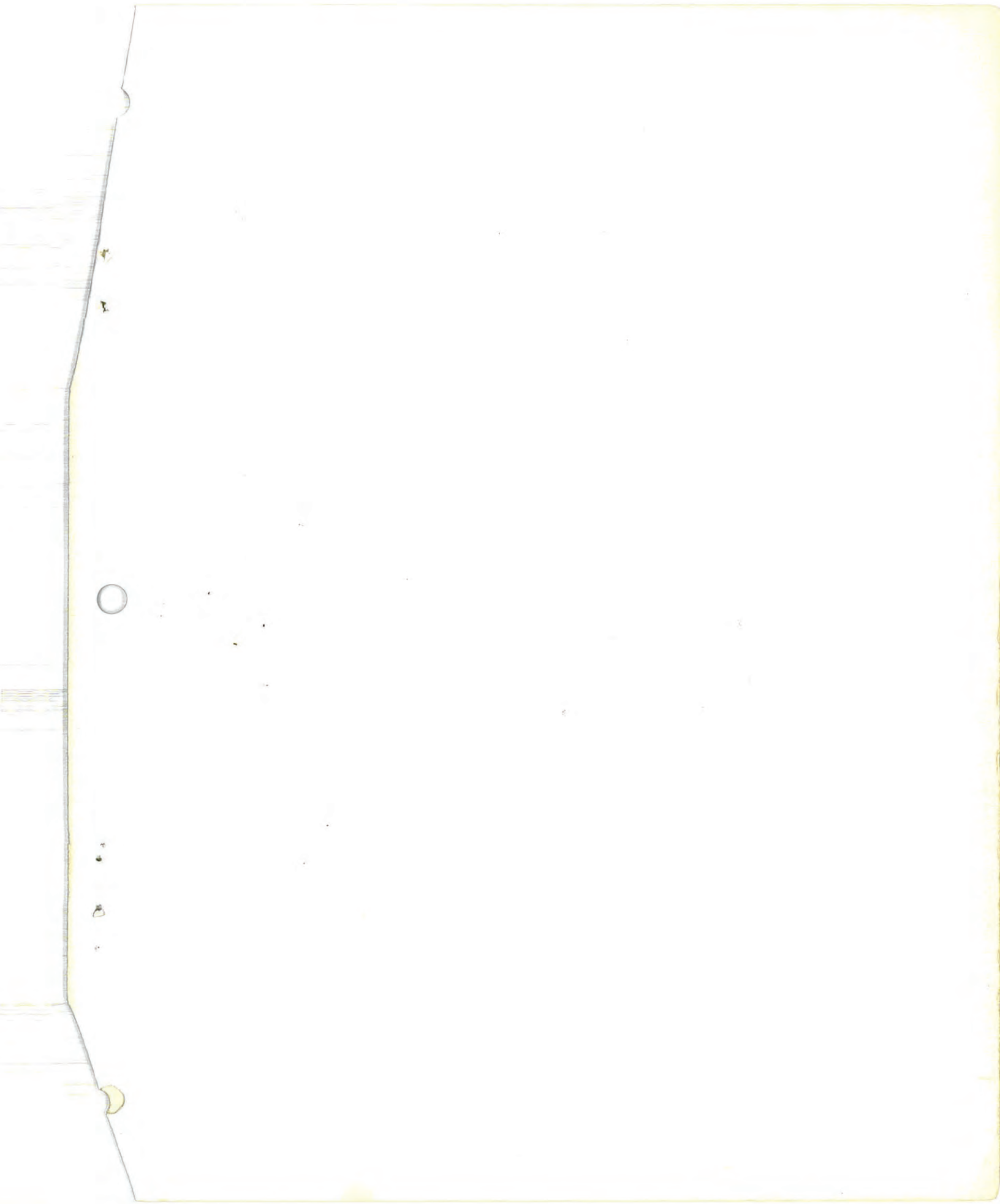
47. The Judge Advocate General

a. The Judge Advocate General is the legal adviser of the Secretary of the Army and of all officers and agencies of Headquarters, Department of the Army. He performs such additional duties as may be prescribed by the Secretary of the Army or as required by law.

b. He administers a system of military justice throughout the Army, furnishes general legal service, and maintains liaison with the Department of Justice and other Federal and State agencies in legal matters affecting the Department of the Army.

c. In addition to the foregoing, he exercises career management authority, within overall Department of the Army policy, over members of his branch.





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