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STUDY of  
*the* FUNCTIONS  
ORGANIZATION  
*and* PROCEDURES of *the*  
**DEPARTMENT OF THE ARMY**

**OSD PROJECT 80 (ARMY)**



**Part II**

**Headquarters,**

**Department of the Army**

*Department of the Army  
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PART II

HEADQUARTERS, DEPARTMENT OF THE ARMY

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## INTRODUCTION

At frequent intervals over the years, the Army has made extensive studies of its organization. Some of these studies were concerned with the overall organization of the Army establishment; others with specific problem areas or management processes of the Army.<sup>1</sup>

The current study of Army functions, organization, and procedures has been designated as OSD Project 80 (Army). This is the report of Study Group B on the Headquarters, Department of the Army.

The Study Directive to Group B was as follows:

### "Purpose

To analyze the responsibilities, functions, organization, and procedures of Headquarters, Department of the Army, to include the Office of the Secretary of the Army, the Office of the Chief of Staff, and the Army Staff in light of the missions and roles of the Army and the current and projected environmental trends in the national military defense establishment; and to recommend such changes as are deemed essential for providing optimum effectiveness.

### "Scope

The study will include identification of the current Defense environment and projected trends as they affect the delineation of the roles and missions of the Army; and a definition of the roles and responsibilities of the Secretary of the Army and the Chief of Staff as the civilian and military chiefs, respectively, of the Department of the Army, to include their relationships with higher authority and with the public, as well as control and administration of the Department. The study will examine the current allocation of functions to the Army Staff in the light of essentiality and optimum efficiency of operation of Headquarters, Department of the Army. An evaluation will be made of the current functions (to include command and management processes), organization, and procedures of the Offices of the Secretary of the Army, the Chief of Staff, and all agencies

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<sup>1</sup>For a summary of major changes in Army organization since 1942, see Annex B.

of the Army Staff to determine how well those Offices and the Staff are organized to enable the Secretary and the Chief of Staff to discharge effectively their responsibilities both in peace and in time of war. The study will examine the role and relationships of the Secretary of the Army, the Chief of Staff and the Army Staff with respect to the OSD, JCS, Joint Staff, other Services and Governmental agencies, and the Army elements of unified and specified commands. This will include consideration of the manner in which Headquarters, Department of the Army, discharges its responsibilities with respect to the Military Assistance Program. The study will include an analysis of the relationships of the Chief of Staff and Army Staff to operating elements of the Department of the Army, e.g., USCONARC, DCSLOG, CRD and the Technical and Administrative Services. Analysis will also be made of the command functions of the Chiefs of the Administrative and Technical Services as they affect staff relationships with the Chief of Staff and Army Staff. The end result of this study will be a determination of how the functions, organization, and procedures of the Office of the Secretary of the Army, the Office of the Chief of Staff, and the Army Staff may be best adapted to provide the most effective support to the Secretary of the Army and the Chief of Staff in the discharge of their responsibilities, to include timely response and support to the Secretary of Defense."

#### Conduct of Study

Study Group B compiled detailed information pertinent to its area of study. This was accomplished through research, briefings, interviews, surveys and discussion periods. Of considerable assistance were submissions from the various agencies of the HQ, DA, pointing up alleged problem areas for further study and analysis. Reports on suggested areas for detailed analysis were also received from United States Army, Europe; United States Army, Pacific; United States Army, Alaska; United States Army, Caribbean; and United States Army Air Defense Command.

To facilitate the extensive fact-finding required, the Study Group was divided into four teams. This permitted personal coverage and discussions with representatives of all the major staff elements of the HQ, DA,

as well as the Offices of the Secretary of the Army and the Chief of Staff. As opportunities arose, individuals with extensive knowledge of areas under investigation were interviewed by members of the Study Group.

The Study Group also developed a questionnaire for use in soliciting the views of all Division Chiefs within the Headquarters, Department of the Army. Information was sought at the Division level primarily because the Division Chief, typically a GS-15, or Colonel, is a well experienced individual with knowledge of details in his area of responsibility and also, generally, a good understanding of how his functions are related to overall Army operations and administration.

The questionnaire contained a total of 57 questions grouped within ten general areas as follows:

- I - General Information
- II - Major Changes in the National Defense Environment
- III - Planning
- IV - The Program-Budget System
- V - Review and Analysis and Reprogramming
- VI - Delegation of Authority and Responsibility (Internal)
- VII - Horizontal Relationships
- VIII - External Relationships - Upward and Downward
- IX - Data Flow
- X - Miscellaneous

The Division Chiefs' replies -- approximately 300 -- were most helpful. Areas in which better administration or organizational changes are needed were identified and a number of thoughtful suggestions were given careful consideration.

A survey questionnaire was developed also to examine the processing of staff actions in the HQ, DA. Each staff agency was requested to select, on a routine basis, ten staff actions and to fill out the survey questionnaire on the processing of that action. To insure a random sample, the staff agencies were asked to use every tenth action completed during the week of 19 June 1961. It was recognized that using ten actions per major staff office would not give a valid or reliable sample for all offices since some staff offices process several hundred actions each week. However, the total of two hundred and seventy actions covered by the survey was considered

sufficient to give a valid and reliable sample of the HQ, DA, and to indicate the practices and procedures within each staff office.

#### Organization of Report

Section A of this report summarizes the findings of Study Group B on major problem areas in which improvements can be attained.

The sequence of the remaining sections of the report reflects essentially the approach taken in the conduct of this study. Thus, determination was made of the trends and changes in the Defense environment, particularly as they affect the HQ, DA, (Section B); and the missions and functions of the HQ, DA, were considered (Section C). The current organization and management processes of the HQ, DA, were then examined and analyzed (Sections D and E).

Tentative criteria were developed early in the study to provide standards for judging and testing functions, organization, and procedures. Throughout the process of research, fact-finding and analysis, these criteria were subjected to validation and refinement. As the process continued, the Study Group was able to identify and substantiate the basic considerations which desirably should control the pattern of organization and procedures of the HQ, DA, (Section F).

The basic considerations referred to above, and a check list of the identifiable functional activities of the Army were utilized to reduce as much as possible the exercise of subjective judgment in analysis of the current organization and to determine logical alternative patterns of organization and management (Section G); as well as the development of conclusions and recommendations and a concept for effecting transition from the present Headquarters organization to the proposed pattern (Section H).

#### Relationship with Part I of Report

Part II (Headquarters, Department of the Army) is the result of one of the six subject area studies undertaken as part of OSD Project 80, Study of the Functions, Organization and Procedures of the Department of the Army. With certain exceptions, primarily related to the Office of the Comptroller of the Army, the principal conclusions and recommendations have been incorporated in the Overall Report (Part I).



In Part II, it is considered that the Comptroller of the Army should not retain the direct supervision and control of the formulation of accounting procedures, a function which cannot be described as a proper general staff function, and one which the Chief of Finance is capable of performing. The same observation applies to the Comptroller's direct involvement in contract financing and foreign financial affairs. The Comptroller should, of course, retain policy control in the fields mentioned. Transfer of these activities to the Chief of Finance should enable the Comptroller to intensify attention devoted to innovations in managerial procedures and analysis of managerial procedures currently in effect in the Army. Part I does not subscribe to the foregoing observations, on the grounds that the activities described are of such importance, complexity, and sensitivity as to warrant fully their present placement in the Office of the Comptroller.

Acknowledgment

The Study Group wishes to acknowledge with gratitude the unstinting response of time and information on the part of busy and responsible officials which has made it possible for the Study Group to do its work.



## SECTION A. SUMMARY OF FINDINGS

The Study Group finds the Headquarters to be effective and competent. It is manned by highly qualified civilian and military personnel who are energetic, faithful, and anxious to be associated with a constantly improving Army. The Study Group's effort has been concentrated on areas where improvements appear attainable, and its findings are critical of existing arrangements in order to make clear the areas in which improvements can be effected.

A major field for potential improvement is in the Army's management cycle of planning, programming, budgeting, and review and analysis. While the cycle is orderly in theory, it is disorderly in practice. A portion of the disorder can be attributed to difficulties experienced by agencies which owe the Army timely planning guidance; another portion can be attributed to internal Army Headquarters difficulties. These latter difficulties include a gap between planning and programming. Planning has been oriented toward joint activities, and has not provided a realistic basis for programming. Conversely, programming has been closely associated with detailed budgeting, and has not supported Army objectives adequately.

At the other end of the cycle, the review and analysis process requires strengthening so that it may better serve as a tool for improving performance. Also, in the management area is a requirement for greater emphasis on management improvement. The Study Group has shared with the Headquarters difficulty in coming to grips with such innovations as "program packages," "systems management," and automatic data processing. Strengthened management improvement should enable the Headquarters to apply modern management techniques, and to institute them promptly where appropriate. Greater personal interest, participation, and guidance by staff agency heads in the internal administration of their agencies would stimulate an improved administrative environment.

A second major field for improvement is in the manner of addressing joint activities. The present organization and procedures for handling the Army Headquarters' participation in joint affairs place an undue burden on

some senior officials and segments of the Army Staff to the detriment of effectiveness in both joint and Army matters.

A third major field for improvement is in giving unity of purpose and direction to the Headquarters. The Study Group finds that such unity of purpose and direction are impeded by a number of conditions, at least partially susceptible to amelioration by Army action. These conditions include the exercise of functions partaking of the qualities of command, rather than staff, by staff officers. They include a focusing of staff attention on resources, rather than objectives. They include staff attention to detailed operations that could be carried on effectively outside the Headquarters. They include an overly stratified and large staff structure and an over-formalization of staff procedures. Another divisive influence arises from the dispersed responsibility for the management of the Army's most important resource, its people.

The foregoing findings, while critical, should not be construed as being derogatory with respect to any individual or element of the Headquarters. The conditions described are a by-product of an environment of crisis and hurry over the past two decades. The findings do not encompass the tremendous areas of outstanding excellence in the work of the Headquarters nor do they adequately acknowledge the immensity of the task of the Headquarters.

## SECTION B. THE DEFENSE ENVIRONMENT

### Scope and Purpose

Significant changes have occurred in the Defense environment since 1955, and particularly since the Department of Defense Reorganization Act of 1958 (PL 85-599). These changes have resulted not only from legislation (e.g., the 1958 Act), and from Presidential and DOD Directives, JCS actions and similar reflections of policy affecting the functions, operation, relationships, and procedures of the Department of the Army, but also from general political, technical, and administrative trends.

The following paragraphs summarize certain Defense environmental events and background factors, particularly those since the 1958 Act, and discuss these events and factors in terms of their current impact upon the Department of the Army.

### Legislative Developments

Even before 1958, there had been a significant build-up of the authority and functions of the Secretary of Defense. This fact had been reflected both in expansion of the organization and influence of the OSD and in the concentration of responsibilities in the hands of the Joint Chiefs of Staff, including their Chairman. The 1958 Act reinforced, confirmed and extended these trends. The Presidential communications, Congressional hearings and Congressional Committee reports which preceded the enactment of the 1958 law made it clear that the intent of Congress and the President was to vest extremely broad powers in the Secretary of Defense, and to equip him with the staff and supporting facilities required to exercise such powers.

The declaration of policy of the 1958 law summed up its objectives. These included the establishment of integrated policies and procedures for all departments, agencies and functions of the government relating to National Security; placing the Department of Defense, including the military departments, under the unquestioned direction, authority and control of the Secretary of Defense; permitting each military department to be organized (but not "separately administered," as before) under its own Secretary; providing for unified direction, under civilian control, of the military

departments and services, but not merging them; providing for a direct line of command over unified and specified commands, running from the Secretary of Defense through the Joint Chiefs of Staff, but not establishing a single Chief of Staff over the armed forces nor an overall Armed Forces General Staff; and concentrating and strengthening DOD controls over research and engineering, and also over other areas where such control would provide more effective, efficient and economical administration.

In summary, the 1958 law reinforced the full authority of the Secretary of Defense over the nation's armed forces. The Joint Chiefs of Staff were authorized and required to provide the necessary staff services to support the Secretary of Defense in the exercise of this authority.

#### Developments Within the Area of the Joint Chiefs of Staff

One of the two major "staff areas" separately identified and organized under the Secretary of Defense is that under the Joint Chiefs of Staff. The Act of 1958 augmented the authority of the Chairman and increased the size of the Joint Staff to "operate along conventional staff lines," and special authorization was given to the Joint Chiefs to delegate functions to their respective Vice Chiefs of Staff or comparable officers.

Under the authority of two DOD Directives (5100.1 and 5158.1, both dated 31 December 1958), the duties of the Joint Chiefs of Staff were declared to "take precedence over all of their other duties." To insure this result, the various Chiefs of Staff were instructed to "delegate appropriate duties to their Vice Chiefs." The Joint Chiefs were enjoined to avail themselves of "the most competent and considered thinking that can be obtained, representing every pertinent point of view, including scientific, industrial, and economic as well as military." All elements of the Joint Chiefs of Staff area were instructed to cooperate fully and effectively with appropriate elements of the Office, Secretary of Defense, and to maintain "active liaison" for that purpose. The heads of the elements of OSD were, in turn, enjoined to maintain similar cooperation and liaison.

Some nineteen functions of the Joint Chiefs of Staff were listed in DOD Directive 5100.1. Among other functions is the responsibility to prepare strategic plans for the armed forces, and to integrate logistics plans

mobilization plans, and military guidance for use by the military departments and the armed forces in the preparation of their respective plans. The Joint Chiefs review the requirements of the armed forces in relation to strategic and logistics plans and review the plans of commanders of unified and specified commands. The Joint Chiefs recommend the establishment and force structure of unified and specified commands, and determine headquarters support required by these commands. They furnish information to the Secretary of Defense in connection with the preparation of budgets concerning military requirements and advise and assist the Secretary of Defense in research and engineering matters by furnishing statements of strategic guidance, overall military requirements, and relative military importance of development activities, including the recommended assignment of new weapons to the armed forces.

The increase in the size of the Joint Staff to 400 members, as a result of the 1958 reorganization, compensated for the executive agent role previously played by the Services. The Joint Staff is primarily concerned with aiding the Joint Chiefs of Staff and the Secretary of Defense in executing operational command of the Unified Commands.

Impact upon the Army of developments with area of JCS

In accordance with the directive that JCS duties take precedence, the Army Chief of Staff currently finds that a substantial portion of his time is spent in joint affairs. In like manner his alter ego, the Vice Chief of Staff must, in the absence of the Chief of Staff, devote priority attention to joint matters. The Deputy Chief of Staff for Military Operations is responsible to act as Army Operations Deputy to the JCS and to render and coordinate staff support on joint matters to the Chief of Staff and Vice Chief of Staff.

The members of the JCS are also the uniformed heads of their respective Services; as such, each service staff supports their efforts in the deliberations of the JCS. This support is service oriented by design of both the legislative and executive branches of the government. Disagreements on force levels and resource allocation have inhibited the mechanics of service

planning and programming. However, this system does highlight areas of dispute, revealing weakness in some areas and over-emphasis in others.

With the recognition of the need for a balanced defense posture and elimination of overall monetary ceilings in favor of separate approval of objectives in the form of long-range programming, it can be expected that the JCS will devote more effort to the operational command of the Unified Commands.

#### Developments within the Office, Secretary of Defense

The second of the two major "staff areas" which have been separately identified and organized under the Secretary of Defense is the Office, Secretary of Defense. This includes the Director of Defense Research and Engineering, the five Assistant Secretaries of Defense, the General Counsel, the three Assistants to the Secretary of Defense, and such other staff officers as the Secretary of Defense requires to assist him in carrying out his duties and responsibilities.

There has been a trend since the creation of the Department of Defense toward the exercise of greater staff powers over a wider range of activities by the elements of the Office, Secretary of Defense. This has been particularly true since the Reorganization Act of 1958. After the passage of that law, a new set of "charters" for the major elements of the Office, Secretary of Defense was issued, in the form of DOD Directives. In these, a recurring common feature is the statement that each of the officers concerned is, "in the course of exercising full staff functions," delegated authority to issue "instructions and one-time directive-type memoranda," to carry out policies approved by the Secretary of Defense for his assigned fields of responsibilities. Another common feature is the authority to obtain reports, information, and assistance from the military departments.

Certain Assistant Secretaries of Defense have been given even broader staff responsibilities than indicated above. The most sweeping, perhaps, is to the Director of Defense Research and Engineering, who has been given authority to "approve, modify or disapprove programs and projects of the military departments . . . to eliminate unpromising or unnecessarily duplicative programs, and initiate or support promising ones for research and



development." The build-up and concentration of responsibility and influence (of both a "staff" and "operating" character) in the Office of the Director of Defense Research and Engineering are among the major trends which have been evident in the Defense environment in recent years.

Another area in which great authority is lodged is in that of the Assistant Secretary of Defense (Comptroller) who derives his functions in part from Title IV of the National Security Act of 1947, as amended. Developments in the field of comptrollership have formed a very significant part of the Defense environment in recent years. In general, the Office of the Assistant Secretary of Defense (Comptroller) has served increasingly as a focal point for the application of policies, concepts, administrative and managerial trends of all types within the Defense area. From recent actions in the matter of "program packages," it appears that the Assistant Secretary of Defense (Comptroller) will become considerably more, rather than less, of a focal point for bringing together and giving application to policy and program developments in the Department of Defense.

Impact upon the Army of developments within  
the Office of the Secretary of Defense

The power and authority vested in the Secretary of Defense reflect the national concern for an integrated, more effective defense effort. Since the 1958 Act, the Defense environment has been influenced even more by the world situation, the increasing cost and complexity of technological developments, and a realization that no longer can a nation expect to do business as usual and stay free. Extraordinary measures have been called for. Key officials are dedicated to an aggressive search for managerial and organizational innovations which will help to improve our defense posture.

The impact of these changes is being felt throughout the Department of Defense. "Program packages" and "systems management" are two of the more prominent innovations which are discussed later in this report. Continued emphasis has been placed on the "single-manager" concept and study continues for additional areas in which savings and improvements in service may be possible. Another notable factor is the demand for faster "response" to OSD. The Secretary of Defense has indicated his intention to make decisions promptly

and to become personally familiar with the principal problems of the services. These developments are welcomed. There are, however, some areas requiring further attention.

As previously noted, the direction, authority and control of the Secretary of Defense have been accompanied by extensive delegation of authority to his principal Assistants. This has resulted in the Assistants exercising varying degrees of autonomy in the manner in which they exercise "staff" supervision and in the placement of reporting requirements upon their counterparts at Service level. With respect to reporting requirements, there are instances in which reports required at OSD level are in greater detail than the Army Staff itself utilizes in carrying out its responsibilities. The need for policy guidelines and a periodic review of report requirements and utilization is apparent in several functional areas.

There is no indication that the new "program package" concept will relieve the Army of any of its present problems in the budgeting area. This statement has reference particularly to the recurring justifications which the Department of the Army must make before both OSD and BOB during formulation of the President's budget, before the Congressional Committees, and again and in greater detail, during the apportionment process. Related is the administratively expensive and ineffective process of "stop and go" one-year financing which, when coupled with perennial late funding, contributes to inefficient management at all levels.

A part of the fact-finding done in connection with this Study was in the form of a questionnaire completed by about 300 Division Chiefs throughout the Army Headquarters. These Division Chiefs were queried specifically about major changes in the Defense environment. They were asked to state what important changes had occurred in their functional areas; in other functional areas which affected their responsibilities; the manner in which new requirements had affected their responsibilities and authorities; and the manner in which new requirements had affected their workloads. Their responses documented a situation of heavy workloads, little authority, frequent urgently required projects, and a very pronounced trend toward centralization.

### Need for Clarification of OSD Policy

The trend toward centralization (as indicated above for the DDR&E as well as for other Assistant Secretaries of Defense) has a very decided influence upon the manner in which the HQ, DA, can be organized. One matter for consideration is this -- can the Army decentralize and be "responsive" to a centralized OSD? Even more important is a very basic question: Can the largest, most complex organization in the nation function most effectively and efficiently as a highly centralized operation? If the answer is no, or even if the answer is in doubt, the matter is of sufficient importance to warrant discussion and consideration. A Secretary of Defense policy statement on this point would assist in clarifying OSD-Service relationships and would enhance mutual understanding of goals and procedures.

### Balanced Defense Posture

Finally, an especially noteworthy trend is the gradual recognition in public and governmental thinking of the necessity for a balanced defense posture so that the nation may be capable of meeting a wide spectrum of threats. The increased emphasis being placed on conventional and limited war forces in no way reduces the determination to maintain our powerful nuclear deterrent.



SECTION C. MISSIONS AND FUNCTIONS OF HEADQUARTERS  
DEPARTMENT OF THE ARMY

General

The roles and missions of the Army derive from the National Security Act of 1947, as amended. This legislation states that the Army is that element of the Armed Forces of the United States which is "organized, trained and equipped primarily for prompt and sustained combat incident to operations on land." The Army is then charged with responsibility for preparing forces to perform this function to include those necessary for expansion of the peacetime components of the Army to meet the needs of war.

The missions and functions of Headquarters, Department of Army (HQ, DA) are basically those of the Army itself. In essence, the primary missions of the Army include:

Organize, train and equip Army forces for war and plan for expansion to meet the needs of war.

Maintain ready, mobile reserve forces.

Provide intelligence for use within the Department of Defense under the supervision of the Defense Intelligence Agency.

Provide Army forces for unified or specified commands.

Prepare and justify the Army budget and administer the funds made available.

Conduct research, develop tactics, techniques, and organization, and develop and procure weapons and equipment.

Develop and maintain bases, installations, communications, and provide administrative and logistic support for forces and bases.

Assist in training and equipping foreign military forces.

Provide, in conjunction with other services, for the ground defense of the Continental United States, and coordinate military assistance to civil authorities under certain emergency conditions.

Provide directed assistance and services to other components of the Department of Defense and to conduct certain other civil activities including the Civil Works Program, and the administration and operation of the Panama Canal.

The administration and operation of the Panama Canal are a responsibility of the Secretary of the Army. The Civil Works Program is a responsibility of the Corps of Engineers under the direction and control of the Secretary and is outside the responsibilities of the Chief of Staff. Specifically involved is the civil works program of rivers and harbors, flood control, beach erosion, and related programs, including construction, operation, maintenance, and regulatory functions. Included among the "certain other civil activities" referred to above, are such functions of the Secretary as the Cemeterial Program, which involves the administration of the National Cemetery System<sup>1</sup>; the operation and maintenance of the Alaska Communications System<sup>2</sup>; administration of the Ryukyu Islands per delegation of authority by the President<sup>3</sup>; and the requirement to provide support, as directed by proper authority, for the St. Lawrence Seaway<sup>4</sup>.

The Army is also deeply involved in certain other activities of the Department of Defense. Among the more important of these are:

Basic responsibility for chemical, biological, and radiological warfare including defensive measures associated therewith.

A major commitment to the maintenance of a world-wide communications system.

A major commitment in support of the National Security Agency.

Prime responsibility for development of a communications satellite.

An increasing responsibility for development of guerilla and counter-guerrilla capabilities.

Basic responsibilities in the fields of mapping and geodesy in support of the entire Department of Defense.

Single commodity and service management.

The detailed functions of the HQ, DA, are prescribed in Army Regulations 10-5. Collectively, these functions embrace all elements of the Army's missions.

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<sup>1</sup>24 USC 271.

<sup>2</sup>48 USC 310.

<sup>3</sup>Executive Order 10713.

<sup>4</sup>DOD Directive 5160.7.

Fundamentally, the Secretary of the Army is responsible for everything the Army does. The Chief of Staff is responsible to the Secretary for supervising the members and organizations of the Army and for the Army's readiness for war. In addition, the Chief of Staff is a member of the Joint Chiefs of Staff, who act as military advisors to the Secretary of Defense, the National Security Council, and the President.

In the broadest sense, the Secretary and the Chief of Staff:

Represent the Army (to the Department of Defense, the Congress, other agencies of the Government, and the public).

Acquire and manage Army resources (personnel, real estate and facilities, equipment and supplies, funds).

Establish Army objectives (for research, for development and production of weapons and equipment, for training of individuals and units, for acquiring of intelligence, for conduct of various military or civilian operations, of technical or logistical nature, and for development of Army doctrine and policy) and plan for and supervise their accomplishment.

The Headquarters does for the Secretary and Chief of Staff what they cannot do for themselves. While anything of general interest to the Army may interest the Headquarters, this does not mean that any Army function or mission need directly concern the Headquarters beyond the requirement to place responsibility for its performance on a subordinate agency and to assure that performance is carried out effectively.

The key to whether an Army function must be actively managed from the Headquarters is whether the function is one which should normally demand the personal attention of the Chief of Staff or the Secretary. If it is not a task they would do themselves if they had time, then the function can possibly best be handled by delegation to a responsible commander.

A function can also be retained in the Headquarters as a matter of convenience and delegated to a principal staff officer empowered to act for the Secretary or the Chief of Staff. In former times, when the Army was quite small, this type of concentration of functions within the War Department was customary. The danger today, of course, is that the continued presence of such internal delegations may cause the Headquarters to reach an unwieldy

size and interfere with its efficient assistance to the Secretary and the Chief of Staff in the development and administration of top policy. This same danger faced the War Department at the beginning of World War II and led directly to the delegation to subordinate commanders of all functions except policy and operational matters of direct concern to the Secretary and the Chief of Staff.

#### The Civilian Secretariat

The Secretary of the Army has available to assist him the entire resources of the Headquarters -- his Headquarters. In his own immediate office, however, he has special needs. Foremost are his principal civilian assistants, the presidential appointees who share with him the task of political leadership and political representation of the Army. Executive assistants, who may be either military or civilian, and administrative and clerical personnel for the routine administration of the office must be provided. Experience has shown that certain functions such as public relations and legislative liaison are peculiarly the province of the Secretary. Consequently, the Chief of Public Information and the Chief of Legislative Liaison, both of whom are military officials, have been placed under his direct supervision. But for his principal staff advice and assistance, and for supervision of execution of his orders, the Secretary should rely on the General Staff and the Chief of Staff.

#### The General Staff

The General Staff is the means by which the Secretary and the Chief of Staff do the work of many men. It makes effective their control of the entire Army. It exists to advise and assist them and has no separate purpose of its own. The most important tasks of the General Staff are to plan for the future, to recommend objectives and allocation of resources, and to prepare and supervise the execution of plans and other instructions of the Secretary and the Chief of Staff. The key word is "general." The General Staff must bring together the overall interests, functions, and missions of the Army. It must see that they are treated in their proper context and in light of the best intelligence available.



The General Staff must be divided into a number of parts. Experience has shown that it cannot be organized according to any single theory. Instead, it must be organized partly according to staff process (the planning, programming, budgeting, and review cycle), and partly to provide broad policy direction in major functional areas (e.g., personnel, or strategic and tactical doctrine). The General Staff must work as a cohesive unit. Those responsible for processes or functions must be aware of the problems of the whole and how their own tasks carry out the policies of the Secretary and the Chief of Staff. No part of the General Staff should ever be so closely allied with a particular interest or so out of touch with the point of view of its leaders that it succumbs to partisanship and endangers unity.

Size is important. An overlarge staff finds quick action difficult, coordination hard to achieve, and a unified point of view almost unattainable. Many experienced officers think that a General Staff of more than several hundred cannot work as a cohesive, integrated team. They contend that a larger staff cannot give to the Secretary and the Chief of Staff the support they need; that it is in danger of degenerating into quarreling bureaus, each more concerned with the problems of its own functions than with those of the Army's top command. It is interesting to note that the War Department General Staff of World War II was approximately 300 strong. It was kept this small by drastic delegation of responsibility for vast operations and for many functions to commanders who could act in their designated fields. Only broad general policy and the strategic direction of the war effort remained the concern of the General Staff. Important responsibilities, many of Army-wide interest, which did not normally require the personal attention of the Chief of Staff or the Secretary were delegated.

In considering an appropriate organization for the Headquarters today, the twin questions of optimum size and the functions which properly should be delegated to subordinate agencies are of key importance.

#### The Special Staff

Certain activities of an administrative, professional or technical nature are also accomplished at or directed from the departmental Headquarters. These are essentially of two types -- those associated with providing advice

to or monitoring decisions of the Secretary, Chief of Staff or General Staff, and those associated with the direct or indirect provision of various services to the Army, its Headquarters or other elements of the Government.

The Special Staff operates as an adjunct to the General Staff, relieving the General Staff of detailed technical, administrative or professional matters. It should operate within the general guidance and direction provided by the General Staff and be equally responsive to any of the General Staff agencies.

In keeping with the advisability of having a small and closely knit Headquarters, the Special Staff should be as small as possible, recognizing the advisability of decentralizing operational activities from the Headquarters, yet recognizing the need for immediate responsiveness of certain of the services to the Secretary, the Chief of Staff, the Executive Branch, the Congress or the public.

SECTION D. ARMY ORGANIZATION AND MANAGEMENT

1. General

The present organization of the Headquarters, Department of the Army, includes approximately 13,900 professional and clerical personnel and some 36 major organizational elements (Figure #1). Of these elements, eight report directly to the Secretary of the Army, while fourteen report directly to the Chief of Staff. The remaining fourteen report to appropriate Deputy Chiefs of Staff.

These major elements of the Headquarters are:

Secretary of the Army

Under Secretary of the Army  
Assistant Secretary of the Army (Financial Management)  
Assistant Secretary of the Army (Installations and Logistics)  
Assistant Secretary of the Army (Research and Development)  
General Counsel  
Chief of Public Information  
Chief of Legislative Liaison  
Administrative Assistant

Chief of Staff

The Judge Advocate General  
The Inspector General  
Secretary of the General Staff  
Deputy Chief of Staff for Personnel  
    The Adjutant General  
    Chief of Chaplains  
    The Provost Marshal General  
Assistant Chief of Staff for Intelligence  
Deputy Chief of Staff for Military Operations  
    Chief of Military History  
    Chief of Civil Affairs  
Deputy Chief of Staff for Logistics  
    Chief Chemical Officer  
    Chief of Engineers  
    Chief of Ordnance  
    Chief of Transportation  
    Chief Signal Officer  
    The Quartermaster General  
    The Surgeon General

Chief of Research and Development  
Assistant Chief of Staff for Reserve Components  
Chief, National Guard Bureau  
Chief, Army Reserve and Rotc Affairs  
Chief of Information  
General Staff Committees on National Guard and  
Army Reserve Policy  
Comptroller  
Chief of Finance

The seven technical services comprise some 5800 members of the Headquarters. While the chiefs of the technical services advise the Secretary, the Chief of Staff and the General Staff on various technical matters, their major responsibilities consist of commanding and directing the far flung materiel research, development, procurement and supply distribution system for the Army. Excluding these activities, the HQ, DA, of some 8200 members compares with the Navy Headquarters (minus Technical Bureaus) of approximately 11,000 members and the Air Force Headquarters of approximately 7100 members.

It is through the work of these major elements that the Secretary and the Chief of Staff direct and control the United States Army. Each element of the Headquarters performs certain functions as a part of the overall management of the Army. Staff procedures and many operating instructions detail the means whereby the personnel of the Headquarters work to direct this immense and complex enterprise dispersed at some 1500 locations throughout the world.

## 2. The Headquarter's Management System

The general management of the Army in peacetime is accomplished through the planning-programming-budgeting-direction-review and analysis processes. This system embraces the accepted management functions of defining broad policies, doctrine, broad objectives and specific goals. It includes organizing, coordinating, directing and controlling of resources to achieve the Army's objectives and goals.

Although separately organized, the Army is subject to the "direction, authority and control" of the Secretary of Defense. Under these conditions, the Army operates as a part of the integrated Defense Department, contributing its share toward the defense of the Nation. Conversely, the Department of the

# HEADQUARTERS, DEPARTMENT OF THE ARMY

10 MARCH 1961

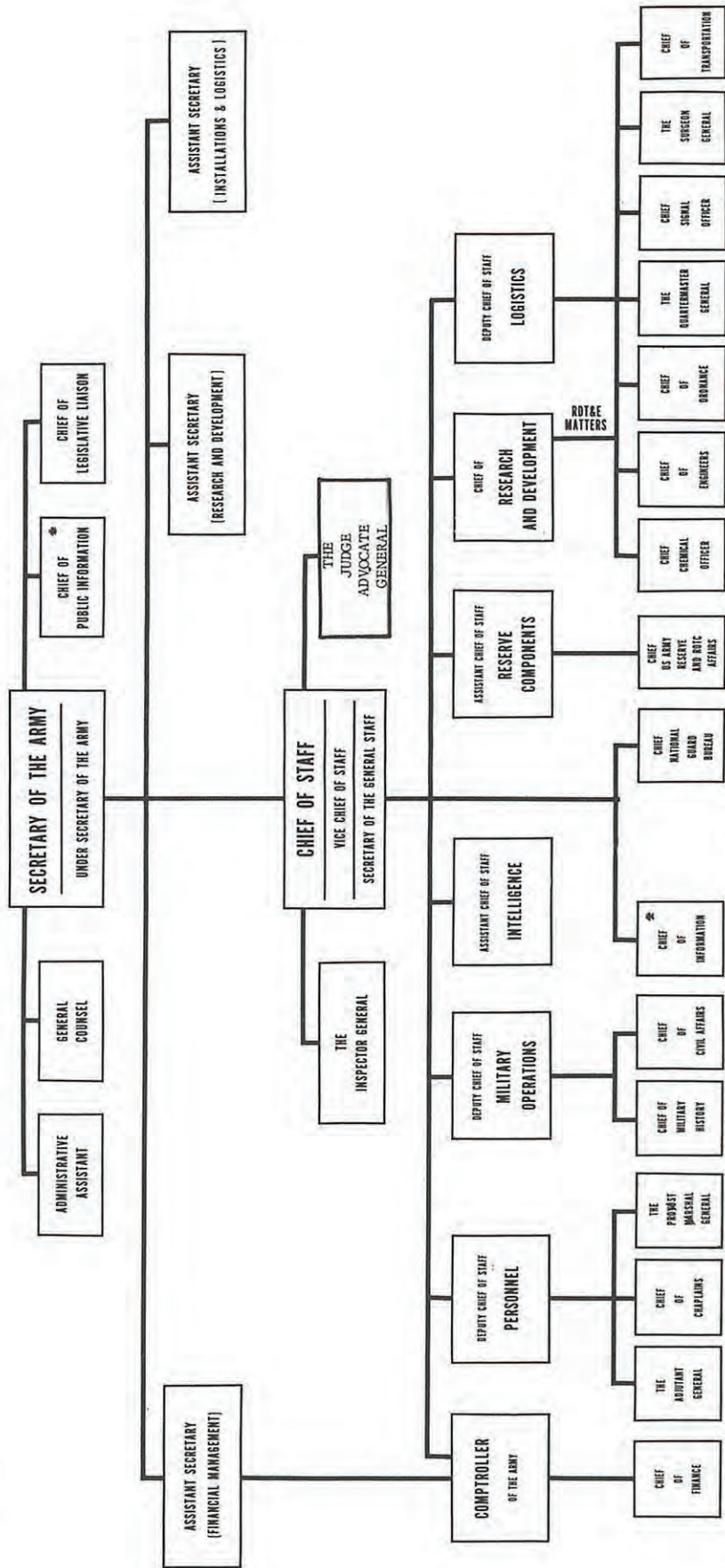


Figure 1

\*The Chief of Public Information also serves as Chief of Information.

Figure 1. Organization of the Headquarters, Department of the Army

Army looks to the Office, Secretary of Defense for timely and adequate guidance by which the Army internally can be efficiently managed and operated.

#### Planning and Programming

The Joint Chiefs of Staff and the Assistant Secretaries of Defense provide planning and programming guidance to the Department of the Army for various periods of time in the future. This guidance provides, in turn, a basis for Army planning and programming instructions to its subordinate operating elements.

Programming is the detailing of plans into well defined and measurable projects, to include the costs of such projects over an extended period of time. Within the Army, the Army Strategic Objectives Plan provides the basic guidance for the Army Program Estimate, essentially an order of magnitude plan for the target fiscal year. This guidance precedes the start of that fiscal year by some 18 months. The Chief of Staff's Control Program Directive follows as the basis for development of the Army Control Programs. These are the Troop Program, Installations Program, Materiel Program, R&D Program and the Reserve Components Program. The objectives set forth in the Control Program provide the basis for issuance of Preliminary Program and Budget Guidance. This guidance, in turn, is disseminated to all Army elements engaged in the formulating of the target year budget. It is to be noted that all five major Programs are "Resources" oriented.

The most important organizational element involved in the Army Program System is the Program Advisory Committee which was established in May 1957 as a continuing Department of Army committee. It is made up of representatives of the seven principal General Staff agencies with the Chief of the Programs and Analysis Group, Office, Chief of Staff, as chairman. This Committee is responsible to the Chief of Staff for review and coordination of, and recommendations on program directives, control programs, program and budget guidance, and major reprogramming. It also is responsible for review and coordination of, and recommendations on, program matters emanating from the Office, Secretary of Defense and on such other matters as may be referred to the Committee by the Chief of Staff.

In recent years, Army Program guidance has been based on "requirements" that are "reasonably attainable." In terms of money and force structure, these requirements have never been attained. Accordingly, dual budgets have been formulated, one based on what the Army believes it needs and one finally on the dollar limitations subsequently imposed on it by higher authority. The "Program Package" concept of programming, which incorporates the identification of manageable parts of total missions and defense objectives -- and their costs extending over a period of five and ten future years, is intended to alleviate this situation.

#### Budgeting

Although the budget process formally gets under way with the issuance of the Preliminary Program and Budget Guidance, some 13 or 14 months prior to the target year, most agencies of the Army do not become involved in budget detail until after the President's budget message to the Congress (about six months prior to the target year). On the basis of the dollars recommended by the President, revised Program and Budget Guidance is issued to the field, program objectives being derived from portions of the Control Program and particularly from the Troop Program. The field responds with their "Operating Programs," usually in April. These are reviewed by the Program Directors and by the Office, Comptroller of the Army (OCA). Final mark-up, according to current directives, takes place after the appropriation has passed the Congress, after rejustification before the Office, Secretary of Defense (OSD) and the Bureau of the Budget (BOB), and after apportionment has been made by the BOB. Firm funding programs usually reach installation level early in the second quarter of the execution year.

#### Direction of the Army

The "direction" of the Army normally is provided to subordinate commands by the Chief of Staff, in the name and authority of the Secretary of the Army. The Chief and Vice Chief of Staff direct most of the staff elements of the Headquarters, while a few report directly to the Secretary. Directives provided the lower echelons of the Army, in the name of the Secretary of the Army, or by authority of the Chief of Staff in his manager's role for the Army, often are signed by principal General Staff officials. In these cases

the authority of the Secretary and Chief of Staff has been appropriately delegated.

#### Review and Analysis

The review and analysis of Army programs and activities receives comprehensive attention at the Headquarters, as well as at all subordinate levels. By custom, the Army has utilized this process over the entire period of its existence. For example, the "maneuver critique" and the school "murder boards" have long been standard and effective techniques for improving Army operations.

The head of each Army Staff agency is responsible for the "vertical" review and analysis of programs and projects for which he is assigned staff responsibility. He must present the results of such review and analysis in an oral progress report to the Vice Chief of Staff within 45 days after the end of each fiscal quarter.

The Comptroller of the Army also presents a composite or "horizontal" review of Army activities some 60 days after the end of each quarter, based upon information which he has obtained from the various staff agencies. This composite review is intended to place special emphasis on relationships among programs and on projects or problems affecting more than one program.

In the Office of the Chief of Staff, additional review and analysis responsibilities are assigned to the Program and Analysis Group which is charged with providing "assistance to the Chief of Staff and Vice Chief of Staff on all matters pertaining to the Army Program System, including development of program objectives, review and analysis of program accomplishment, and a forward analysis of objectives, trends, and the balance of weapons systems with organization, research, procurement, and training."

Finally, an Office of Analysis and Review, in the Office of the Under Secretary of the Army, conducts independent reviews and analyses on particular problem areas identified by the Secretary, Under Secretary or the Assistant Secretaries.

#### Management Procedures

Generally speaking, the organization, procedures, processes and methods of Headquarters management are prescribed by appropriate Chief of Staff Regulations.



A series of Chief of Staff Regulations prescribes policies designed to facilitate administrative processes. Coordination of staff actions is to "be effected by the quickest and most informal method appropriate to the action" using personal visits and telephone calls to the maximum extent in lieu of written correspondence. By Chief of Staff Regulation, normally only one administrative review of correspondence will be made above the action level for conformance to correspondence policy and not more than one review at each supervisory level for policy and content.

### 3. The Headquarters Organizational Elements

For study and analysis, the HQ, DA, can be divided into nine major components. These are:

Office of the Secretary (to include the Under Secretary, Assistant Secretaries, the General Counsel, the Administrative Assistant, Chief of Public Information, and Chief of Legislation Liaison).

Office of the Chief of Staff (to include the Vice Chief, Secretariat of the General Staff, The Inspector General and Judge Advocate General).

Office, Deputy Chief of Staff, Personnel (to include the Administrative Services -- The Adjutant General, Chief of Chaplains and The Provost Marshal General).

Assistant Chief of Staff for Intelligence

Office, Deputy Chief of Staff, Military Operations (to include Chief of Military History and Office of Civil Affairs).

Office, Chief of Research and Development

Office, Deputy Chief of Staff, Logistics (to include the technical services -- Chief Chemical Officer, Chief of Engineers, Chief of Ordnance, Chief of Transportation, Chief Signal Officer, the Quartermaster General and The Surgeon General).

Office, Comptroller of the Army (to include the Chief of Finance).

Assistant Chief of Staff for Reserve Components (to include Chief, National Guard Bureau, Chief, Army Reserve and ROTC Affairs; and General Staff Committees on National Guard and Reserve Policy).

#### 4. Office of the Secretary of the Army

##### General

The Secretary of the Army is assisted in the performance of his duties by a number of civilian and military officials who are responsive to his authority, direction and control. Of these officials, the Under Secretary and the three Assistant Secretaries of the Army are appointed from civilian life by the President, by and with the advice and consent of the Senate.

In addition to the personal staff of the Secretary, the Office of the Secretary of the Army includes the following principal assistants, with such staff as may be required:

Under Secretary of the Army

Assistant Secretaries of the Army

Financial Management

Installations and Logistics

Research and Development

The General Counsel

The Chief of Legislative Liaison (a military official)

The Chief of Public Information (a military official)

The Administrative Assistant

Appropriate statutes provide that the Secretary "may assign such of his duties as he considers appropriate to the Under Secretary of the Army and to the Assistant Secretaries of the Army. Officers of the Army shall, as directed by the Secretary, report on any matter to the Secretary, the Under Secretary, or an Assistant Secretary." The law also specifically directs that the Secretary, or as he may prescribe, the Under or Assistant Secretaries shall supervise all matters relating to the procurement activities of the Department of the Army and planning for the mobilization of materials and industrial organizations essential to the wartime needs of the Army.

Functional responsibilities are divided among the Under Secretary and the Assistant Secretaries on the basis of broad functional areas: for example, manpower and personnel administration, financial management, installations and logistics, and research and development.

The General Counsel is directly responsible to the Secretary of the Army and serves as civilian legal advisor to the Secretary. In addition, the General Counsel provides legal advice and assistance to the Under Secretary of the Army and the Assistant Secretaries of the Army.

The Under Secretary of the Army, the Assistant Secretaries of the Army, and the General Counsel are authorized and directed, subject to the direction and control of the Secretary, to act for the Secretary within their respective fields of responsibility. This authority extends not only to actions within the Department of the Army, but also to relationships and transactions with the Congress and other governmental and non-governmental organizations and individuals.

The principal duties of the members of the Secretariat include the establishment of objectives, the evaluation of methods, and the appraisal of performance in their respective areas; and the exercise of direction and supervision over all matters pertaining to the formulation, execution, and review of those Army policies, plans, and programs for which they have functional concern. Their specific duties and responsibilities, as assigned by the Secretary of the Army, are promulgated in General Orders No. 10, Headquarters, Department of the Army, dated 1 April 1961.

#### Under Secretary of the Army

The Under Secretary of the Army acts as deputy to the Secretary of the Army, and is his principal civilian assistant. In this capacity, the Under Secretary can be described as the general manager of the Department of the Army and is primarily responsible for the effective functioning of Headquarters, Department of the Army. The Under Secretary also coordinates the activities of the Assistant Secretaries and acts as Secretary when required because of the absence of the Secretary.

The reduction in the number of Assistant Secretaries from four to three pursuant to the provisions of the Department of Defense Reorganization Act of 1958, made necessary a substantial realignment of responsibilities within the Secretariat. The functions formerly assigned to an Assistant Secretary (Manpower, Personnel and Reserve Forces) are now assigned in the main to the Under Secretary and are in addition to certain other

responsibilities of the Under Secretary. These latter responsibilities include international security matters, Canal Zone Government and Panama Canal Company affairs, continuity of Government operations, and Army participation in the Federal Civil Defense Program. The Under Secretary also provides guidance to the Office of Analysis and Review.

#### Office of Analysis and Review

This Office was established by the Secretary of the Army in 1952, pursuant to directive of the Secretary of Defense. It is a part of the Office of the Under Secretary of the Army and was created to provide:

a. An overall requirements review activity to assure the Secretary of the Army that statements of quantitative requirements are valid and reasonable, that there is proper balance and correlation within and between programs, and that program execution and performance are in accordance with objectives.

b. An objective and independent source, outside the chain of command, for specific analyses, project studies, reviews, and essential requirements information required by the Secretary, the Under Secretary, and the Assistant Secretaries.

#### Other Assistants to the Secretary

The remaining elements of the Office of the Secretary of the Army as indicated above, consist of the offices of the Administrative Assistant, the Chief of Legislative Liaison, and the Chief of Public Information. Duties and responsibilities of these offices have remained relatively constant since their establishment. The Administrative Assistant is charged with aiding the Secretary in matters pertaining to the administration of the Office, Secretary of the Army and the Headquarters, Department of the Army.

The Chief of Legislative Liaison and the Chief of Public Information are military officials placed within the Secretariat because of the fundamental responsibility and interest of the Secretary in handling the Army's relations with Congress and promoting public understanding of its efforts and accomplishments. In a sense, however, these officers have a dual responsibility since they are also charged with being responsive to the Chief of Staff's needs in their respective areas.

### Boards and Committees

As a part of his responsibilities, the Secretary of the Army also exercises certain legal and appellate functions. Consequently, the Office of the Secretary of the Army includes as organizational components a total of twelve (12) Boards and Committees. One of these, the Army Council of Review Boards, consists of six (6) component boards: The Army Discharge Review Board; the Army Disability Review Board; the Ad Hoc Review Board; the Army Board of Review for Eliminations; the Army Physical Disability Appeal Board; and the Army Security Review Board.

The Army Council of Review Boards; the Army and Air Force Clemency and Parole Board (for Army cases); the Army Board for Correction of Military Records; the National Board for the Promotion of Rifle Practice; and the Per Diem, Travel and Transportation Allowance Committee, are under the surveillance of the Under Secretary of the Army. Of the remaining Boards, three (3) -- the Armed Services Explosive Safety Board; the Army Contract Adjustment Board; and the Army Panel Armed Services Board of Contract Appeals are under the surveillance of the Assistant Secretary (Installations and Logistics); and three (3) are under the Administrative Assistant. These latter boards are the Security Screening Board; the Security Review Board and the Grievance and Employment Policy Board. Completing the list is the Army Civilian Lawyer Career Committee, which is under the supervision of the General Counsel.

### Army Policy Council

One of the instrumentalities for coordination among military and civilian leaders is the Army Policy Council. The Council was established by Secretarial direction on 26 January 1950, and is now composed of the Secretary of the Army, the Under and Assistant Secretaries, the General Counsel, the Chief of Staff, the Vice Chief of Staff, Deputy Chiefs of Staff, the Chief of Research and Development, and the Army Comptroller. Other members of the Secretariat and of the Army Staff attend as regular or special observers. While the Policy Council is not a decision making body, it serves as an important forum for discussion of matters of broad policy relating to the Department of the Army and as a means of assisting the civilian and military executives to reach common goals and positions.

## Relationship of the Secretariat to the Army Staff

The members of the civilian Secretariat are chosen normally because of outstanding accomplishments in civilian life -- business, public service, or in the law or other professions. The Army Staff, defined as "that portion of the staff of the Secretary of the Army at the seat of government which is presided over by the Chief of Staff," is composed of professional military career officers. The relationship between the two has been a subject of some interest and controversy since 1903 when Secretary of War Elihu Root first established the General Staff within the War Department. It is fundamental to the Army's organizational concept that the Secretariat is responsible for policy and overall supervision, and that the Army Staff is responsible for providing professional military advice and assistance to the Secretariat, for carrying out the policies and directives of the Secretariat, and for the operating functions of the Army in general.

In a sense then, the Chief of Staff is the operating manager for the Secretary of the Army. However, the Chief of Staff is something more than this for he also has responsibilities as a member of the Joint Chiefs of Staff for which he is not directly responsible to the Secretary. He is, in effect, also one of the military advisors of the Secretary of Defense, who is the Secretary of the Army's superior. This particular aspect of the Chief of Staff's responsibilities took on increased importance with the Reorganization Act of 1958. By that Act the operational chain of command was separated from the administrative and logistical one which runs through the Secretaries of the Military Departments and the powers and authority of the Joint Chiefs of Staff were increased. The Army Staff, under its Chief, serves him in both capacities, that is as the operating manager of the Secretary of the Army on the one hand, and as the Army member of the Joint Chiefs of Staff on the other.

This situation could cause difficulty if the objectives and policies of the Secretary and the Chief of Staff should prove to be divergent. Effectual support of the Army's objectives obviously depends on harmony between the two and between the various other elements of the Secretariat and the parts of the

Army Staff with which they deal in handling their particular areas of responsibility.

In general, it can be said that the Secretary himself deals with the Staff on broad policy matters that also involve the Chief of Staff. Essentially, these are matters on which decisions are required by the Secretary of Defense, the Joint Chiefs, the National Security Council, and the President. In other areas, however, mainly pertaining to manpower, logistics, financial management, research and development, and the various lesser questions of determination of policy required in these fields and in the exercise of the Secretary's management responsibilities, the Under and Assistant Secretaries deal directly with pertinent sections of the Army Staff and exercise the Secretary's responsibilities.

Other relationships are also worth noting. The dual position of the Chief of Legislative Liaison and the Chief of Public Information in serving both the Secretariat and the Army Staff has already been mentioned. The Judge Advocate General and the Inspector General, although members of the Army Staff, are directly responsible to the requirements of the Secretary of the Army for advice and assistance in legal and investigative matters, respectively. By law, the Chief of Engineers deals directly with the Secretariat on matters relating to his civil works responsibilities. In day-to-day operations, the Chief of Staff may be directed to deal directly with the Under Secretary, the Assistant Secretaries or the General Counsel on matters for which they have been assigned Secretariat authority. Under delegations by the Chief of Staff, heads of the Army Staff agencies -- when acting for the Chief of Staff -- may also deal directly with these civilian officials. Figure 2 reflects the functional relationships of Army Secretariat officials with both Army Staff agencies and the Office, Secretary of Defense.

Many procedures are used by the members of the Secretariat to carry out their responsibilities. It is the policy of the Secretary of the Army, however, that in "exercising staff supervision" the Secretariat should not duplicate the functions of the Army Staff and should use the services of the Army Staff to the fullest possible extent consistent with the fundamental principles of civilian control. Free and direct access between the Secretariat





# ARMY SECRETARIAT FUNCTIONAL RELATIONSHIPS WITH OFFICE SECRETARY OF DEFENSE AND THE ARMY STAFF \*

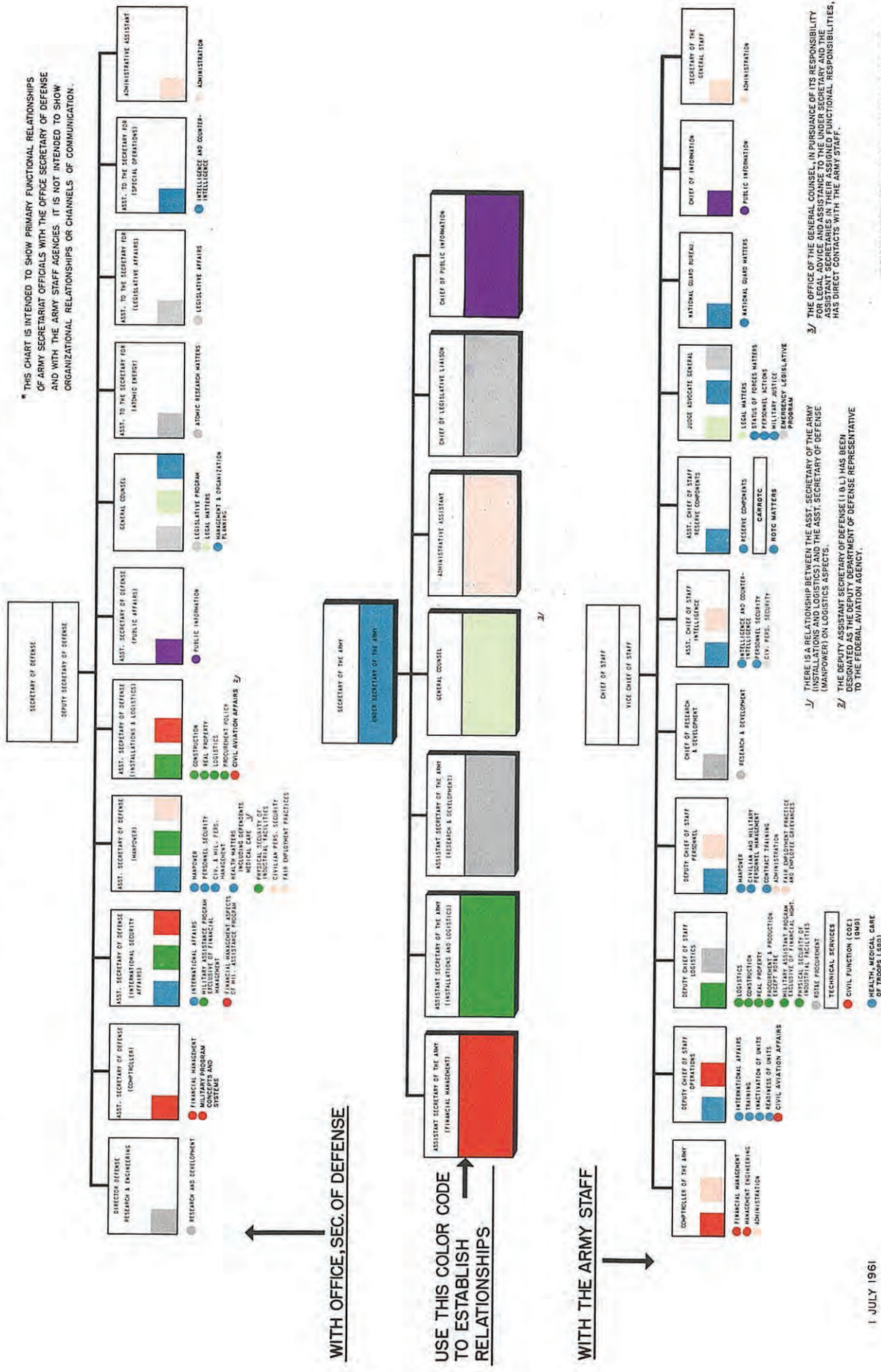


Figure 2



and various agencies of the Army Staff for the purpose of keeping each other fully informed is encouraged. Actions of a directive nature, however, having the force and effect of orders, are transmitted through the Office of the Chief of Staff to insure proper staff coordination and implementation.

## 5. Office of the Chief of Staff

### General Functions

The Chief of Staff is accountable to the Secretary of the Army for all matters involving the Army, and has been authorized by the Secretary of the Army to supervise the members and organizations of the Army. The Chief of Staff represents the Army in the Joint Chiefs of Staff. He performs such other military duties, not otherwise assigned by law, as are assigned by the President. He is assisted by the Vice Chief of Staff, who, by delegation of the 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.<sup>1</sup>

The specialized functions of independent inspection and legal advice are provided directly to the Chief and Vice Chief by the Inspector General and the Judge Advocate General of the Army respectively.

### Secretary of General Staff

The Secretary of the General Staff (SGS) is the principal administrative assistant to the Chief of Staff and the Vice Chief of Staff and takes action for them on matters not requiring their personal attention. It is in this office that many of the activities of the Army Staff are monitored and coordinated. For example, important actions are summarized and disseminated for the use of the entire staff, and staff actions are processed expeditiously through the Chief and Vice Chief of Staff. Liaison is maintained with the White House. Also, certain central direction on behalf of the Chief of Staff is provided the entire Army Staff from this office on matters of long-range planning, program guidance and strategic analysis. Certain studies of importance to the Chief of Staff and to the Army are accomplished here, and

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<sup>1</sup>Para 20, Army Regulations No. 10-5.

preparations are made for many of the appearances of the Chief of Staff in OSD, before Congress, special groups or the public.

The SGS has a Deputy Secretary, Assistant Secretaries of the General Staff, a Management Office, Army General Staff Civilian Personnel Office, Staff Communications Office, and Weekly Summary Section and Administrative Section to assist him in his work. The Coordination Group and the Programs and Analysis Group are also a part of the Office of the Secretary of the General Staff.

Each Assistant Secretary of the General Staff is assigned monitorship of one or more Army Staff areas of responsibility. Their principal duties are to expedite transmission of important papers through the Office of the Chief of Staff, to convey recommendations of the Chief of Staff to higher authority and instructions of the Chief of Staff to the Army Staff. The Weekly Summary Section informs major field commanders and heads of Army Staff Agencies of current thinking in Headquarters, Department of the Army, and, when appropriate, advance information and guidance concerning decisions, developments, and new policies.

The Management Office develops, coordinates, and implements, or supervises implementation of, financial management, manpower control, and general management improvement programs for the Army Staff, and provides services for the Army Staff agencies in these fields. The Army General Staff Civilian Personnel Office provides operating services for all agencies of the Army Staff except the Office of The Adjutant General and the heads of the technical services.

The Staff Communications Office exercises command control over Army messages transmitted through Army communications facilities. This office processes all written electrical communications to and from Headquarters, Department of the Army, Office of the Secretary of Defense, and Standing Group, North Atlantic Treaty Organization. The Joint Chiefs of Staff also use this office for receiving and transmitting electrical messages. In addition, this office provides teleconference and radiotelephone facilities for use of Department of Defense personnel. The Administrative Section provides other administrative services for the office.

### Coordination Group

The Coordination Group advises the Chief of Staff on matters pertaining to integration of technological and international developments with the formulation of national military strategy and doctrine in the long-range period (10 to 15 years). It revises annually the Army document "A National Military Program" for staff review and subsequent approval by the Chief of Staff, develops periodic evaluations as required in the light of advancing technology and other changes in the strategic environment, and briefs the General Staff Council periodically on developments in the foregoing fields.

After consultation and coordination with various agencies, it recommends to the Chief of Staff initiation of studies by Department of the Army agencies and placement and broad monitorship of contracts for pertinent strategic operations analyses.

It coordinates or monitors Army Staff actions arising from participation by the Chief of Staff or Vice Chief of Staff in activities of the Armed Forces Policy Council, Army Policy Council, and General Staff Council.

The Office makes special studies for, and follows and researches subject areas of interest to, the Chief of Staff and Vice Chief of Staff, and prepares presentations and statements for the Chief of Staff and Vice Chief of Staff.

### Programs and Analysis Group

The Programs and Analysis Group provides assistance to the Chief of Staff and Vice Chief of Staff on all matters pertaining to the Army Program System, including development of program objectives, review and analysis of program accomplishment, and a forward analysis of objectives, trends and the balance of weapons systems with organization, research, procurement, and training. This Office coordinates preparation of material to be used in appearances before congressional committees by the Secretary of the Army, Chief of Staff, and Vice Chief of Staff and disseminates this material to Army Staff agencies to assist in assuring an integrated, consistent, and persuasive presentation of Army positions to the Congress. It conducts studies of key projects and of major trends affecting the Army as a whole. In addition, the Chief of the Programs and Analysis Group serves as chairman of the Program Advisory Committee; is a non-voting member of the Budget Advisory Committee; and is

the primary point of contact between the Army Staff and the Joint Programs Office of the JCS.

## 6. Office of Deputy Chief of Staff, Personnel

### General Functions

The Deputy Chief of Staff for Personnel's (DCSPER) mission and responsibilities encompass functions and activities applicable to the management of the Army's military and civilian personnel resources world-wide. These functions and activities involve the formulation, supervision, coordination, and execution of plans and policies pertaining to manpower and personnel management, career management, assignment of officers and warrant officers, personnel programs and budgets, safety, joint actions, and administrative, protective, and chaplain services for the Army. The DCSPER also exercises direct supervision and control over The Adjutant General, the Chief of Chaplains, and the Provost Marshal General to include their organization and functions. Additionally, the DCSPER's functions include the formulation and coordination of the manpower and personnel portions of mobilization, war, and contingency plans and concepts.

The organization of the Office of the DCSPER (ODCSPER) is functionally oriented and includes as major elements a General Officers Branch and five Directorates. A sixth Directorate under the Director of U. S. Women's Army Corps is assigned to the Office of the Chief of Staff and attached to the ODCSPER for administrative purposes only.

### Organizational Relationships

The complexities incident to the personnel management function stem primarily from quantitative and qualitative short falls in availability of personnel to meet existing requirements.

The policies and functions of the DCSPER manifest themselves throughout the Army's staff and command structure. This imposes a requirement for the maintenance of close communication and coordination between the ODCSPER and personnel counterparts within the Joint Staff, other Army Staff agencies, CONARC and the major commands.

## Personnel and Manpower Management

The responsibilities and functions of the DCSPER encompass the management or utilization of military and civilian personnel as individuals as well as those applicable to bulk manpower requirements, allocations and authorizations.

In general, the management of personnel as individuals is a function of the Director of Military Personnel Management and the Director of Civilian Personnel. Bulk manpower requirements, authorizations, and allocations, on the other hand, are responsibilities of the Manpower Management Directorate. The latter's major functions and activities include the development of the Troop and Mobilization Troop Programs; active Army portion of the DOD Manpower Program; procurement, distribution and utilization of personnel; troop basis review and approval; military occupational specialty requirements; and determination of Selective Service calls.

The Military Personnel Management Directorate's functions and responsibilities include personnel activities involving considerations of morale, welfare, personnel services, promotion, classification, and retention. This office also provides DCSPER representation to the General Staff Committee on National Guard and Army Reserve Policy.

Under current procedures, authority for the management of civilian personnel as individuals is decentralized to the user level. As a result, the activities of the Civilian Personnel Directorate are focused on the programming, planning, policy formulation and staff supervision aspects of personnel management in lieu of operational activities.

The Programs Directorate is mainly engaged in coordinating and supervising personnel programs and plans which are currently developed on a decentralized basis by other Divisions and Directorates within ODCSPER. The activities of this Directorate also encompass DCSPER responsibilities pertaining to review and analysis, automatic data processing system actions, Military Personnel, Army, appropriations and the Army-wide activities Budget Program 2500. In addition, the Director of Programs represents the DCSPER on the Program Advisory Committee, the Budget Advisory Committee and the Army Research and Development Review Board.

The DCSPER's responsibilities for officer assignment are accomplished within the General Officers Assignment Branch and the Directorate of Officers' Assignments. The former is concerned exclusively with general officers to include their assignment, promotion and retirement. The functions and activities of this office are supervised directly by the DCSPER in close coordination with the Chief of Staff.

The assignment and career management of officers below the general officer grade involve a number of offices and agencies. Currently, the Officers Assignment Directorate (OAD) includes combat arms divisional entities -- infantry, armor and artillery -- which provide officer assignment and career management service for the three branches. The Intelligence and Security Division, a part of the OAD organization, exercises assignment control over officers in the Intelligence and Army Security Officer Programs. OAD also includes an Aviation Branch and a Specialist Branch to exercise monitorship over the assignment actions of the several career branches on officers included in the nine officer specialist programs. In addition to the career branches within OAD, there are sixteen other such agencies located outside OAD, including all of the administrative and technical services.

Career management of enlisted personnel is generally confined to monitorship of certain military occupational specialties (MOS) by responsible Service Chiefs. Essentially, the branch effort with respect to enlisted personnel management relates to the numerical adequacy of personnel being trained in each MOS.

The assignment of enlisted personnel is a responsibility of the Office of the Adjutant General (TAGO). This includes the top two grades -- E8 and E9 -- which are closely controlled by that office.

The Director of the US Women's Army Corps is responsible to the Chief of Staff and the Secretary of the Army for all matters affecting WAC personnel. This Directorate works closely with ODCSPER Divisions and Directorates in coordinating the development and execution of plans and policies pertaining to the WAC. In addition, it maintains liaison for the Department of the Army with women's activities in other military services, governmental agencies and civilian organizations.



### The Administrative Services

TAGO, the operating agency for personnel management and general administration, responds directly to the policy delineation of DCSPER in the areas of personnel and manpower management. The Provost Marshal General and the Chief of Chaplains, likewise operating elements, respond to the DCSPER in those aspects of personnel management dealing with discipline, law and order, and moral and religious matters respectively.

The Adjutant General's operational responsibilities for personnel management and administration include the exercise of staff supervision over the Army's personnel statistical and accounting system, records administration, publications system, special services program, recruiting services, and provisions for Army-wide postal and courier service. Additionally, The Adjutant General is responsible for the implementation of the military personnel management system of the Army, development of administrative policy and doctrine, training and mobilization planning as pertains to the AG Corps, and personnel research and development. The Adjutant General is the Chief of the AG Corps, exercises career management authority over members of his branch and commands assigned Class II activities.

The Chief of Chaplain's functions and responsibilities include the development of plans, programs and policies pertaining to the spiritual and moral welfare of the military and civilian personnel of the Army, and the procurement and allocation of Chaplains of the Army. In addition, the Chief of Chaplains exercises career management authority over members of his branch and operational control of assigned Class II activities.

The Provost Marshal General's functions and activities include protective services, correction and the preservation of law and order. Specific responsibilities include the development and coordination of plans and policies pertaining to prevention of crime, criminal investigations, physical security, clemency and parole, traffic investigations and enforcement and apprehension of absentees. Additionally, this office provides advice to DCSLOG on Industrial Defense Programs and coordinates intelligence aspects of physical security with the Assistant Chief of Staff Intelligence. The Provost Marshal General serves as Chief of the Military Police Corps, exercises

career management authority over members of his branch and commands the Provost Marshal General Center, a Class II activity at Fort Gordon, Georgia.

## 7. The Assistant Chief of Staff, Intelligence

### General Functions

The Assistant Chief of Staff for Intelligence (ACSI) has Army Staff responsibility for all matters pertaining to the intelligence activities of the United States Army. With the establishment of the Defense Intelligence Agency (DIA) by the Secretary of Defense, some changes in the current functions and responsibilities of the ACSI are probable. The precise nature and extent of such changes, however, cannot be determined at this time.

The current functions of the Office of the ACSI include planning, coordinating and supervising the intelligence collection effort; the production of intelligence; and the dissemination of intelligence. The function of establishing and supervising the implementation of policy for counterintelligence and internal security is also accomplished by the ACSI and the policies for intelligence training are set and supervised by this Office.

Other responsibilities include the supervision of military mapping and providing the official channel of liaison between the Army and foreign military representatives on duty, visiting or training in the United States. Other functions of increasing importance include the support of cold war activities and the ever increasing requirement for coordinating, scheduling and supervising technical intelligence in support of R&D activities.

### Organizational Relationships

Army intelligence operates in three major areas in regard to the production of intelligence. These are Departmental, Joint and National.

#### National Intelligence

In the production of National intelligence, the highest level of intelligence produced by the United States, the ACSI participates as a full member of the US Intelligence Board (USIB). The Board is chaired by the Director of Central Intelligence. Voting membership consists of the Director, CIA, and the Intelligence chiefs of the Departments of the Army, Navy, Air Force, DOD, National Security Agency, Department of State, Atomic Energy Commission,

Federal Bureau of Investigation and the Joint Staff. There are many subcommittees of the USIB handling special categories of intelligence, all of which have OACSI members.

#### Joint Intelligence

In the Joint area, ACSI provides the J-2 Intelligence Directorate with appropriate intelligence and participates in the production of jointly agreed intelligence. There is also the requirement for support and participation in intelligence activities of higher authority (e.g., DIA) and in cooperative efforts with the National Security Agency.

#### Departmental Intelligence

Under Departmental intelligence, the Office of the ACSI produces intelligence to satisfy the requirements of the Army Chief of Staff and the Army Staff. This intelligence takes the form of annexes to plans, estimates of enemy capabilities, vulnerabilities and probable course of action, terrain studies and special studies on a wide variety of similar subjects. The Deputy Chief of Staff for Military Operations is the largest consumer of Departmental intelligence although the ACSI receives requirements from many of the other Department of the Army agencies. The requirement for intelligence support to the R&D efforts of the Army has been continually increasing.

As far as his Army activities are concerned, the ACSI actually has three major responsibilities. He is a general staff officer, a world-wide operational commander and a local commander. As a general staff officer, the OACSI is primarily a service agency supplying information of the potential enemy as a basis for planning and R&D; establishing policy for security, mapping and geodesy, intelligence training and operations, the military intelligence reserve and special intelligence; and supporting the Chief of Staff in Joint activities.

As a staff officer, the ACSI is the Program Director for Budget Program 2800, Intelligence Activity which is a part of the O&M appropriation. As a commander, he is responsible for the management, programming and budgeting for an operating agency. He is also represented on the Army Program Advisory Committee (PAC) and the Budget Advisory Committee (BAC).

For the ACSI as a commander of world-wide activities, the OACSI administers, supports and directs the Army Attache System, the Field Operations Intelligence, and a number of special intelligence detachments. The Intelligence Center at Ft. Holabird is under the command of the ACSI and the Intelligence School is responsible to both the ACSI and CONARC with ACSI responsible for the Strategic Intelligence training and CONARC for Combat Intelligence. The Intelligence Board has similar dual responsibility to ACSI and CONARC. The Central Records Facility, the Strategic Intelligence School and the Industrial and Personnel Security Group are directly responsible to the ACSI through the CG, Intelligence Center.

The third responsibility of the ACSI is as a local commander of special intelligence organizations. Most of these groups are in support of the National intelligence mission. This is a less demanding function than the other two activities.

The ACSI has general staff supervision over communications intelligence, electronics intelligence, communications security and electronics security and, as such, supervises the majority of the operations of the Army Security Agency, a world-wide command, and the Communications Security Agency of the Chief Signal Officer.

A special area of activity for the ACSI is the Military Intelligence Branch of the Army Reserve. This branch is not an active Army branch but is a very active component of the Reserves.

Within the active Army, the ACSI supervises the Intelligence Corps; an enlisted assignment group; and Intelligence Specialist Programs for officers, warrant officers and civilians.

## 8. The Deputy Chief of Staff for Military Operations

### General Functions

The Deputy Chief of Staff for Military Operations (DCSOPS) performs the traditional G-3 role for the Department of the Army and also acts as the Army Operations Deputy to the JCS. In the G-3 role, he is concerned with the Army's job of organizing, training and equipping forces as well as developing doctrine for ground combat. In the role of Army Operations Deputy to

the JCS, he is responsible for representing all staff areas (Personnel, Intelligence, Operations, Logistics, etc.) to the JCS. About 20 per cent of the Army positions on joint matters are developed in staff agencies over which the DCSOPS has no control. The Joint Action Control Office in DCSOPS processes all JCS documents throughout the staff. Additionally, the ODCSOPS is the agency which deals with the ASD(ISA) on daily routine matters. The DCSOPS also exercises direct supervision and control of the Chief of Civil Affairs and the Chief of Military History, to include their organization and functions.

The subordinate elements in ODCSOPS are: the Long Range Analysis Group and the Directorates of Strategic Plans and Policy; Operations; Organization and Training; Combat Developments; Army Aviation; and Programs and Budget.

#### DCSOPS and Principal Assistants

The DCSOPS himself, by virtue of his position as the Army Operations Deputy to the JCS spends the majority of his time on joint matters. An Assistant DCSOPS is primarily concerned with joint matters which results in his supervision of the Directorate of Strategic Plans and the Directorate of Operations. An Assistant DCSOPS for International Affairs is concerned primarily with internal Army matters and supervises the Directorates of Organization and Training, Combat Developments and Army Aviation. He is also a member of several international bodies such as the Inter-American Defense Board.

#### The Long Range Analysis Group

The Long Range Analysis Group was created in the fall of 1960. Its primary function is to study and develop long range Army interests for use by other activities such as R&D and for use as a guide for Army participation in joint strategic planning. The planning deficiencies which caused this organization to evolve resulted from the dominance of joint planning over independent Army planning in the Directorate of Strategic Plans and Policy.

#### The Strategic Plans and Policy Directorate

The Strategic Plans and Policy Directorate is primarily oriented toward joint matters. It handles over 50 per cent of the JCS actions in the Army

Staff. This involves dealings with NSC affairs, national policy toward various nations, unified commands and such basic JCS documents as the Unified Command Plan and the Joint Strategic Objectives Plan.

#### The Operations Directorate

The Operations Directorate is also oriented primarily toward joint actions. However, they are of an immediate nature. Review of contingency plans, supervision of readiness, alert procedures, DEFCONS (Defense Conditions of Readiness) and operation of the Army War Room are the type of actions handled in this Directorate.

#### The Organization and Training Directorate

This Directorate is concerned with the organizational structure of CONUS forces, the preparation of Tables of Organization and Equipment, training and testing individuals and units and materiel coordination.

In its functional area it engages in a detailed supervision of activities, since there is a fragmentation of similar functions at levels below the HQ, DA. In the organization function it reviews Tables of Organization and Equipment down to the individual skills and equipment. In the training function, it reviews and publishes detailed Army Training Programs and Tests, monitors school programs of instruction and establishes school quotas. The materiel coordination function consists of influencing the world-wide distribution of materiel and influencing the materiel to be procured from the Army's limited resources.

#### The Combat Developments Directorate

This Directorate concerns itself primarily with the task of coordinating the future doctrinal concepts and organizational patterns with the research and development effort in the materiel field. The materiel development function is similar to that performed in CONARC and OCRD. The doctrinal function evolves from the long range planning activity presently in the Long Range Analysis Group.

#### The Directorate of Army Aviation

This Directorate has its attention focused on the overall Army Aviation Program. It supervises the multiple activities of organization, training, materiel, facilities and safety for this specialized endeavor. The newness and

importance of this program caused this Directorate to be set up with its overall monitoring role.

#### The Plans and Budget Directorate

The Plans and Budget Directorate consists of a Plans Division and a Budget Division. The Director is the DCSOPS representative on the Program Advisory Committee and the Budget Advisory Committee. It is primarily concerned with the 2000 (Tactical Forces) and 2100 (Training Activities) budget programs.

#### Office of the Chief of Civil Affairs

This agency is divided into three Divisions, Economic Affairs, Public Affairs and Plans and Doctrine. The Economic Affairs and Public Affairs Divisions are concerned principally with the civil government of the Ryukus Islands. The Plans and Doctrine Division is concerned primarily with the military aspects of civil affairs.

#### Office of the Chief of Military History

The three Divisions of this staff agency are the Historical Division, the Publications Division and the Historical Services Division. This activity performs a service for field units and HQ, DA, and provides information to other executive agencies and the Congress.

### 9. The Chief of Research and Development

#### General Functions

The Chief of Research and Development (CRD) is responsible to the Chief of Staff for planning, coordinating, directing and supervising all Army Research and Development. In addition, he is assigned primary General Staff responsibility for the American, British, and Canadian Army Standardization Program (AR 1-70), for the Mutual Weapons Development Program, and for Research and Development aspects of the NATO Standardization Program. Within his scope of responsibility, the CRD's relationship to the Chief of Staff and Army Staff corresponds to that of a Deputy Chief of Staff. In the fulfillment of his responsibilities, he directs and controls the technical staffs and services with respect to his functional area under a line parallel to that of the Deputy Chief of Staff for Logistics.

### Historical Significance

In a historical sense, the establishment of Research and Development as a separate General Staff agency is of comparatively recent origin, and the period subsequent to World War II has been characterized by a series of reorganizations. The 1946 reorganization of the Army provided a separate General Staff agency for Research and Development. Adjustments made in 1947 merged Research and Development with G-4. In 1952, the position of CRD, as R&D program director was established in the Office of the Deputy Chief of Staff for Plans and Research and the remaining functions fragmented through the General Staff, the largest portions remaining with G-4. In 1954, Research and Development General Staff functions were transferred to the Deputy Chief of Staff for Plans and Research and the CRD was made responsible to that Deputy for planning, supervising, coordinating, and directing the program. In 1955, a further organizational shift established the CRD as a separate staff entity with staff relationships corresponding to that of a Deputy Chief of Staff. The 1955 organization, except for internal changes and the previously mentioned increased authority exercised by the CRD over the technical services, is substantially that of today.

### Internal Organization

To carry out his responsibilities the CRD has four Directorates. One Directorate (Plans and Management) is concerned with the program-wide matters of planning, programming, budgeting, and financial management. Two Directorates (Directorate of Special Weapons and Directorate of Developments) are commonly called the "hardware" Directorates since they monitor individual development projects for end items of materiel. The division of responsibility between these two Directors is based on the type of materiel being developed. The fourth Directorate, that of Army Research, supervises the research portion of the research and development program including the activities of the Army Research Office and research offices (field activities) located in Durham, N. C., Frankfurt, Germany, and Camp Zama, Japan.

Coordination and review of the Research and Development Program is accomplished by the Army Research and Development Review Board, which includes representation from other General Staff elements. The Board



accomplishes a project by project review of the program and advises the CRD with regard to program content, recommended funding levels, and project priorities.

Although not a part of OCRD, mention should be made of the Technical Committee System which is used to coordinate, approve, and record specific major actions pertaining to the establishment of military characteristics, initiation of projects, project priority, and type classification of items. Each technical service is required to establish and maintain a Technical Committee having membership from all other developing agencies, using agencies and the General Staff and having observers from the Navy, Air Force, Marines, other Government agencies, British Joint Service Mission and Canadian Army Staff. The General Staff representative is authorized to approve committee actions for the Secretary of the Army at the meeting when full agreement is reached.

#### Organizational Relationships

Certain staff relationships also act to check the authority of the CRD, and other relationships result in troublesome interfaces. For example, although the CRD has primary general staff responsibility for qualitative materiel requirements, the Combat Developments system, which generates these requirements, is under the general staff supervision of the DCSOPS. Relationships with the DCSLOG, at the other end of the Research and Development spectrum, involve complex problems associated with placing newly developed items into production and with coordinating control of the technical services in different but closely related functional areas. Although the checks and balances under which the Research and Development system operates assist in preventing errors of judgment, they also result in complex procedures which may increase total lead time.

### 10. The Deputy Chief of Staff for Logistics

#### General Functions

The Deputy Chief of Staff for Logistics is responsible to the Chief of Staff, however, he concurrently operates under the functional supervision of the Assistant Secretary of the Army (I&L). He has command-like functions

as well as staff functions. As a staff officer, he is responsible for the planning, programming, budgeting, staff direction and review of the Army logistics activities. These activities include logistics requirements, procurement, supply, maintenance, disposal, and services. In addition, he is responsible for staff direction of the acquisition, activation, utilization, inactivation, maintenance and disposal of Army facilities world wide. He provides for Army logistical support of the Military Assistance Program and supervision of the NATO Weapons Production Program. Inter-service support programs are coordinated here, as are the international material standardization agreements of interest to the Army.

The DCSLOG directs and controls the seven technical services. He prescribes their missions, organizations and procedures except on matters relating to the research, development engineering and pilot runs of new equipments for the Army. The responsibilities of the DCSLOG do not extend to the control of the civil functions of the Chief of Engineers and the Quartermaster General.

#### Internal Organization

The Office of the DCSLOG includes the Directorates of Logistics Manpower and Doctrine; Plans and Materiel; Supply Operations; Procurement; and Installations; as well as an Office of Management Analysis and the Office of the Assistant DCSLOG for Programs and Budgets.

#### Logistics Manpower and Doctrine

The Director for Logistics Manpower and Doctrine centers his attention on the military and civilian personnel of the Army employed in the various logistics activities. He controls the development of logistics education and training policies and monitors technical services unit training. He directs manpower control activities and provides logistics advice on Army troop programs.

He coordinates the DCSLOG positions on logistics concepts and organizational/operational doctrine for providing logistical support, and coordinates the operations research projects of interest to the DCSLOG. He exercises all personnel and manpower functions within the overall policies of the Deputy Chief of Staff for Personnel.

### Plans and Materiel

The Director of Plans and Materiel serves as the principal logistic representative to defend the PEMA budget and equipment requirements therein. The budgets as well as apportionments requests are defended before OSD, BOB and the Congress. The Directorate also accomplishes unilateral Army logistics war and contingency plans and prepares and supports Army positions in JCS logistics planning. It supervises logistics reviews of Tables of Organization and Equipment, and supervises technical service troop programming. In the equipment requirements area, the Directorate develops and supervises the Materiel Control and Mobilization Programs. Finally, it represents DCSLOG as a member of the Army Research and Development Review Board and the Materiel Requirements Review Committee.

### Supply Operations

The Directorate of Supply Operations is the largest operating element of ODCSLOG. It supervises the Army supply system after acceptance of materiel from vendors, Army production facilities or from other military services, through its final disposition as excess or surplus property. It supervises the maintenance and rebuild of materiel, including provisioning of repair parts and technical manuals. It directs foreign aid activities concerning the provisioning of Army materiel and services to foreign countries under the Military Assistance Programs, Civilian Aid Programs, Foreign Military Facilities Assistance Programs, and Military Sales Programs. It is the Army staff agency directly involved in the Single Manager Programs and in other inter-service supply arrangements. The Directorate supervises activities of the Logistical Functions Assignment Board, the Allocations Committee (Army), the Overseas Supply Agencies and the Army Maintenance Board.

### Procurement

The Directorate of Procurement is another of the principal operating elements of the DCSLOG office. This office directs and controls procurement and industrial production matters for the Department of the Army. It directs and supervises Department of the Army liaison with industrial committees and associations and with individual suppliers of Army materiel. This Directorate deals directly with the Assistant Secretary of the Army (Installations and

Logistics) on major procurements requiring clearance at that level. The director serves as the Army representative on the National Security Industrial Association.

It supervises the development and preparation of programs and budgets on the Army Mobilization Base, including industrial mobilization planning and standardization.

#### Installations

The Directorate of Installations plans, programs, budgets for, directs and supervises the Installations Control and Mobilization Programs. This includes the management of construction, installations and all Army controlled real estate. It develops policies, plans and programs for Army controlled family housing throughout the world. It also administers the family housing programs, using the Corps of Engineers as the primary operating agency.

#### Management Analysis

The DCSLOG's Office of Management Analysis provides staff assistance to the DCSLOG and to his organization in the field of organization, logistics systems and review and analysis. This Office reports directly to him and performs management analyses of critical importance to the efficient operation of Army logistics. Continuing reviews and studies of the logistics system provide the basis on which the DCSLOG evaluates the system and provides a basis for changes not otherwise highlighted by the various operating officials.

#### Programs and Budgets

The Assistant to the DCSLOG for Programs and Budgets provides the DCSLOG with the necessary staff direction and supervision over the logistics programs of the Army. His office coordinates the logistics budget formulation, assists in the defense of budget and apportionment requests and supervises the administration of current year programs in the logistics area. It supervises the operation of the Army Industrial Fund as well as the Army Stock Fund. It is the Army logistics liaison with the Army Audit Agency and the General Accounting Office.

### The Technical Services

The seven technical services of the Army operate the logistics system within the Army. Unlike the DCSLOG, the chiefs of the technical services accomplish the research and development of new weapons and equipments for the Army. They encompass the "womb to tomb" concept of equipment provisioning within their respective commodity groupings. Their chiefs are both staff officers to the Army Headquarters and commanders of their activities under the direction of the DCSLOG or CRD. Their relative sizes, operations and scope of control are summarized in Figure 3. Each chief manages his personnel, both military and civilian, and trains them in the various technical specialties needed by the Army.

In general, the chiefs of technical services have the following functions:

- a. Personnel management of assigned Corps.
- b. Staff advice to HQ, DA, in their spheres.
- c. Technical training in their spheres.
- d. Conduct of research and development in CONUS.
- e. Conduct of wholesale supply and services operations in CONUS.
- f. Command of assigned Class II installations in CONUS.

### Organizational Relationships

The command-like role and responsibilities of DCSLOG include control over manpower and personnel of the DCSLOG and the technical services. In implementing these functions, the DCSLOG has highlighted the logistics career pattern and has delegated similar manpower and personnel direction and control to the respective technical service chiefs. Since the CRD also has command control over the manpower and personnel resources of the technical services engaged in R&D type work, dual control results over the technical service chiefs.

Dual control over the technical services also extends to the control of funds. The RDT&E appropriation is substantially directed by the CRD while the control of PEMA funds rests with the DCSLOG. Restrictions or provisions for the respective use of these funds by any one technical service require



their reintegration at the technical services level in the development and production of a particular item of equipment.

## 11. The Comptroller of the Army

### General Functions

The Comptroller of the Army (COA) functions under the direction and supervision of, and is directly responsible to, the Assistant Secretary of the Army (Financial Management), by delegation of the Secretary of the Army. He is responsible for integration of the review and analysis of Army programs, the formulation, coordination and supervision of accounting, fiscal, audit, budgetary, progress and statistical reporting, reports control, and management engineering activities of the Army. He has supervision of legislative policies and programs pertaining to appropriations acts. He has staff supervision over the punched card machine program in the Army and the application of automatic data processing equipment to the business type operations of the Army. Within his scope of authority, his relationship with the Chief of Staff and the Army staff corresponds to that of a Deputy Chief of Staff. He directs and controls the activities of the Chief of Finance and the Chief, US Army Audit Agency as subordinate agencies, including their organization and functions.

A special functional relationship exists with the Director of Army Budget. The Director of Army Budget is a statutory officer and in consonance with the Budgeting and Accounting Act of 1921, his office is the focal point for all Army budgets and the activities and operations pertaining thereto, including their presentation to the Congress. The Director serves as the Chairman of the Army Budget Advisory Committee, and the secretariat for that Committee is provided by his office. The Director is also the Comptroller representative on the Army Program Advisory Committee.

### Review and Analysis

The function of integration of the review and analysis of Army programs or "Composite Review" is a responsibility of the Program Review and Analysis Division within the Directorate of Progress and Statistical Reporting in OCA.

Vertical reviews are presented to the Vice Chief of Staff by the various General Staff agencies. The Composite Review is prepared by the Office of the Comptroller and is presented to the General Staff Council and the Army Policy Council. Primary emphasis is upon selected subjects of significance and interest. It is not a critical review of the Army's programs but is more informational in character. It is not oriented toward command programs or problems.

#### Accounting and Fiscal

The accounting and fiscal responsibilities of the COA are assigned to several of his subordinates. The Director of Accounting has the following mission: "Establishes and promulgates and plans for, and exercises staff and technical supervision over, accounting, financial reporting, internal review, and administrative control of the funds in the Department of the Army." The Chief of Finance functions, stated in AR 10-5, paragraph 39, are: ". . . formulates, coordinates, and supervises the execution of plans and policies concerning Army Finance Service . . ."

Two other organizational elements within OCA have fiscal responsibilities. The Director of Contract Financing provides guidance and supervision for all contract financing activities of the Army, approves guaranteed loans (V-loans), makes advance payments on certain contracts and handles collection of all contractor indebtedness not promptly collected in the field. The Assistant Comptroller, Foreign Financial Affairs, as his title suggests, represents the COA interest in matters pertaining to foreign financial affairs.

#### Management Engineering

The management engineering functions of the COA are his principal non-statutory functions and are therefore less definitive than are his other major functions. The Director of Management Analysis has little direct authority and his functions are, at this time, essentially advisory. He has staff and technical supervision over the management improvement, work simplification and performance analysis activities of the Army. He has the responsibility for developing plans, policies, objectives and criteria for the Army-wide exploitation and application of automatic data processing equipment to business-type operations. He is also charged with conducting a continuing analysis



of the administrative organizational structure of the Army and for performing an independent review of basic Army management systems and processes. He develops and monitors Army regulations pertaining to administrative organization.

Within the OCA, prime responsibility for management engineering is not too clear. The Assistant Comptroller, Systems Development, OCA, has a stated mission of ". . . continued development and application of the Army Financial Management System and its various elements." The Director of Management Analysis is also involved in financial management systems under his responsibility for providing management engineering services to the COA.

#### Budgeting

As previously mentioned the Director of Army Budget is a statutory officer and as such has a variety of relationships and functions. He has direct relationships with the major commands, the Chief of Staff, the Assistant Secretary of the Army (FM), the Secretary of the Army, the ASD (Comptroller), Bureau of the Budget, and with Congressional committees and their staffs.

In addition to budget functions, the Office of the Director of Army Budget is the coordinating office for the Operations and Maintenance Appropriation of the Army, for which the COA is responsible. This function requires a close relationship with the Programs and Analysis Group, Office of the Chief of Staff, the budget offices of the other General Staff agencies, and several special staff agencies.

#### Audit

The audit functions, performed for the COA by the Chief, US Army Audit Agency, require operational relationships with practically all agencies of the Army and with the GAO.

### 12. Assistant Chief of Staff for Reserve Components

#### General Functions

The mission of the Assistant Chief of Staff for Reserve Components (ACSRC) is to insure that trained units and qualified personnel of the Reserve Components of the Army are available for active duty in the Armed Forces in time of war or national emergency, and such other times as the national

security may require. He is directly responsible to the Chief of Staff for reserve affairs and for assisting and advising the Secretary of the Army on matters relating to Army Reserve Forces. Primary functions stemming from this responsibility include: (1) development and supervision of the Reserve Components Control Program, (2) initiation, coordination and monitoring of policies and plans affecting the Reserve Components and the RTOC, and (3) the exercise of direct supervision and control over the Chief, Army Reserve and ROTC Affairs (CARROTC).

The Office of the Assistant Chief of Staff for Reserve Components is composed of a headquarters section and three Divisions, Personnel, Organization and Training, and Programs. For the most part these functions pertain to the supervision and coordination of Reserve Component matters stemming from the activities of the Army section of the National Guard Bureau (NGB), the Office of the CARROTC and other Army staff agencies, particularly DCSPER, DCSLOG and DCSOPS.

#### Operational Relationships

The Reserve Components of the Army are the Army National Guard (ARNG) of the US and the Army Reserve. In addition to the ACSRC, each of these elements of the Reserve Components is currently represented by a separate staff agency within HQ, DA, i. e., the NGB and CARROTC. In this regard, the ACSRC exercises direct supervision and control over CARROTC: however, the same relationship does not exist between ACSRC and the NGB since, by law, the Chief of the NGB is the principal advisor to the Chief of Staff on NG matters and is directly responsible to him for all activities pertaining to the development and maintenance of the ARNG. Additionally, the NGB serves as the sole channel of communications between HQ, DA, and the several States, Puerto Rico and the District of Columbia on matters pertaining to the ARNG. These factors and conditions which are based on law, plus practical consideration of the political aspects involved, mitigate against assigning ACSRC direct supervision and control over the ARNG segment of the Reserve Components. However, in accordance with existing regulations and procedures, the Chief, NG Bureau exercises his assigned staff responsibilities for ARNG

planning, programming, budgeting, etc., within established DA policies in close coordination with the ACSRC.

The Office of the ACSRC was established in 1956 for the primary purpose of supervising and coordinating staff activities pertaining to Reserve Components matters at the DA level and to assist and keep the Chief of Staff and Secretary of the Army informed on reserve affairs. As mentioned earlier, responsibility for Reserve Component matters in the Army Staff as it is now organized extends to the ODCSPER, ODCSOPS and ODCSLOG. Each of these staff agencies is directly concerned with Reserve Component activities, especially in the functional areas of mobilization and war plans; organization and training, material supply, maintenance, and service, facilities and real estate, and personnel management activities.

