

Institutional Army

Army Transformation is a process of continuous change that adapts to meet warfighting requirements. More than just new equipment or better training, transformation is holistic and creates a climate that fosters innovation, prudent risk taking and experimentation. As stated in FM-1 The Army,

“The institutional Army supports the operational Army. Institutional organizations provide the infrastructure necessary to raise, train, equip, deploy, and ensure the readiness of all Army forces. The training base provides military skills and professional education to every Soldier—as well as members of sister services and allied forces. It also allows The Army to expand rapidly in time of war. The industrial base provides world-class equipment and logistics for The Army. Army installations provide the power projection platforms required to deploy land forces promptly to support combatant commanders. Once those forces are deployed, the institutional Army provides the logistics needed to support them. Without the institutional Army, the operational Army cannot function. Without the operational Army, the institutional Army has no purpose.”

This white paper presents a description of the Institutional Army in 2020, written in a 2020 present tense. The National Military Strategy (NMS), the transition from the industrial age to the information age, and the probable impact of Objective Force concepts and goals on the conduct of military operations all play critical roles in shaping the conditions that produce the future Army’s institutions.

In 2020, the Institutional Army, (or Generating Force) has changed but remains responsible for organizing, training, and equipping land forces as a part of full spectrum Joint operations. The Institutional Army is defined as the force structure found in the functional and industrial operations base providing Title 10 U.S.C. functions (train, organize, equip, deploy, readiness, mobilize, etc) to ensure the readiness of the operating forces. It includes military, Department of the Army civilian (DAC) and contractor manpower. The role of the Services in 2020 is different than in 2004. The Services’ Title 10 functions and responsibilities have evolved to insure the readiness of the operating forces to support operations across the spectrum of warfare. These functions exist within a context of Joint interdependency, with some now centralized within the Department of Defense (DoD).

The Joint Operational Environment (JOE) and Regional Combatant Commander (RCC) mission requirements mandate that the Army be interdependent within the joint force at all levels – tactical, operational, and strategic. Joint development of doctrine, organizations, training, material, leader development and education, personnel and facilities (DOTMLPF) has maximized joint force effectiveness and utilization of valuable resources. The Services' Title 10 functions and responsibilities are divided into four categories: service-specific or “core” functions, OSD-service shared functions, Joint level functions and OSD consolidated functions. The Army's core functions are organizing, training, maintaining readiness, and administering the force. These core functions permit the Army to remain the premier land force in the world.

Organizing the force includes the various processes that must be accomplished to *create* units that comprise the Army. The processes begin with the development of doctrine as the basis for personnel and materiel requirements and end when a unit is documented and resourced. Aiding this process, improved automation tools link to the Army's enterprise architecture in the areas of requirements generation, acquisition, training, personnel management, resource programming and force structure documentation. The enhanced speed and efficiency these tools provide is invaluable to the ability to rapidly generate and improve Army system of systems. The Institutional Army is able to truly envision and anticipate the needs of the Army and to find the best way to meet those needs – from doctrine to materiel.

Training the force is the key function the Institutional Army provides to the Operational Army. Army institutions are structured to facilitate integrated future force development including better linkages with JFCOM to support Army and JIM training, experimentation, and analysis. The training base has evolved from a training approach focused on branch-specific individuals and equipment in 2004 to a system-of-systems training model bringing together interdependent capabilities into integrated mission areas in 2020. The training systems fully support the Unit Manning System (UMS) and Unit Set Fielding (USF) requirements. Soldiers and civilians are supported throughout their career by the institutional learning base as they transition from assignment to assignment, from lower to higher rank, and from component to component. Their

learning is a continuous, never-ending process that is enabled through distributed learning to support lifelong training.

Administering the force includes the capability to direct and resource the Army. To effectively implement the policy, program and budget decisions of the President and Secretary of Defense, the statutory responsibilities of the Secretary of the Army have become subordinate by 2020 to those of DoD. This administration cuts across all aspects of land warfare for which HQDA is responsible to support the combatant commanders in conducting military operations. In order to ensure joint effectiveness while maintaining service-specific capability, changes to the processes and policies governing administration have been far-reaching and at times painful. Taken together, these changes have reduced headquarters overhead, increased efficiency, and focused resources on Army core missions.

Taken together, the renewed focus on Army core functions dramatically has improved the Army's ability to maintain readiness. The systems and metrics now in place to measure the Army's readiness have evolved over the years, providing positive feedback to the Army's leadership.

Other functions required to generate and sustain the Army have not gone away. The Army now shares its equipping and sustaining functions with OSD and the other Services. A streamlined, joint integrated process ensures service requirements and RCC requirements are resourced in the most efficient and effective manner. The Army remains the primary agent for functions and roles specific to land combat. However, those roles and functions are now better integrated into the joint architecture and operational capabilities.

The equipping function is an optimized process that leverages technology, via a streamlined acquisition process, to provide state-of-the-art equipment to the force through a unit readiness-oriented fielding process. Utilization of web-based technologies and Performance Based Logistics procurement strategies ensure rapid development, experimentation, and acquisition to provide capabilities to respond to Combatant

Commander and Army needs. A new and innovative unit set systems of systems fielding process provides additional capability. USF addresses emerging requirements and is tailorable to operating and generating force units. Finally, the new fully integrated and agile Research, Development and Engineering Command (RDECOM) realigns functions to ensure the development of technology solutions fulfills operational requirements. This provides a flow of advanced technology to improve the lethality, agility, sustainability, deployability and survivability of forces.

Sustaining the force directly supports the generation, projection and employment of forces. A reduced footprint, rapid and accurate response to the logistics needs of the combatant commanders, and an integrated information network that maximizes flexibility and speed have improved cost, schedule, and performance of logistics support. Enterprise integration efforts achieve accurate and timely planning, tracking, and control of assets to get the right parts to the right units at the right time and have instituted a distribution-based system vice supply based system for the Army. A Common Operational Picture (COP) that includes information about and for the Institutional and Operational forces in a readily available, useable manner has dramatically improved the ability of the Generating Force to support the Operating Force in peace and war. This information also includes industry capabilities, use of commercial equipment and provision of applied research and development (R&D) to solve operational problems.

Deployment and mobilization functions are now centralized under a Joint level organization and provide an efficient capability to generate combat power and move it where needed. In a strategic environment where the threat is uncertain, missions are difficult to foresee and American military power is concentrated in CONUS, the ability to rapidly deploy combat ready forces from strategic distances into a theater of operations to support the RCC is a critical capability. Modular and tailorable units, sufficient strategic lift, and development of common-user terminals have been key enablers in these functions. Maintaining appropriate readiness levels in active and reserve component units, planning for and conducting mobilization, deploying units in the correct numbers and re-deploying and demobilizing them upon termination of

operations remain key to mission accomplishment. Mobilization provides the expansion capability for extended campaigns rather than providing capabilities not resident in the active Army. A single Joint force provider with a revised mobilization procedure manages mobilization of the force. These procedures include an interoperable web-based deployment system and continue along the new paradigm: train, alert, deploy, employ and sustain.

OSD level organizations assume and centralize all remaining functions. The integration of these functions has progressed to the point that a consolidation of functions between the services has occurred in the areas of strategic intelligence, strategic signal, medical, military construction, accessions and professional services such as chaplains and judge advocates general. It is no longer necessary for each Service to maintain its own assets and separate institutions. These functions are now standardized and organized under the OSD umbrella. The people serving the Army in these functions are still Army Soldier and civilians, however their parent organizations, commands, and support structures are consolidated at OSD level.

The Institutional Army's exploitation of information technologies assists its Transformation. This approach creates an integrated, global reach capability to exchange electronic information over secure, worldwide networks and provide increased responsiveness to commanders. The Institutional Army integrates future force capabilities and embraces the doctrine of Joint, continuous, high OPTEMPO operations that employ maneuver from strategic distances.

The boundaries between the institutional and the operational force are gone. The Institutional Army is more operational. It is part of the battle space and is an integral capability for the operational forces. Global reach capability also permits most of the forces normally located in the CONUS sustaining base or overseas at theater army level not to deploy into theater. Rather, it enables such forces to support from CONUS or other out-of-theater locations, thus reducing the theater footprint.

The Army is composed of a mixture of capabilities including Units of Action, Stryker Brigade Combat Teams, Digitized Armor and Mechanized Infantry Brigade Combat Teams, specialty force brigades (airborne, air assault, Special Forces), and other heavy and light combat brigades in the active and reserve components. Sixteen of the Army's 70 brigades are FCS equipped and there is a constant infusion of improved capabilities into the force. This creates a need to support the current force and the future force concurrently. To be successful in this effort, the institutional Army must constantly alter requirements and resources to balance the need to reengineer portions of Institutional Army to prepare for the future force. Yet at the same time, it must provide the support required to maintain the readiness of the current force within a constrained resource environment.

The Training and Doctrine Command's (TRADOC) Futures Center leads the technological and organizational design of the future Army across the domains of Doctrine, Organization, Training, Leadership and Education, Personnel, and Facilities (DOTMLPF). In this effort, the operational Army embraces a process for Transformation to the Future Force that is based on network centric warfare, the Future Combat System, a system-of-systems approach with the integration of complementary systems and continuous experimentation. To optimize its Transformation, the Institutional Army adapted this same approach across the domains of DOTMLPF.

The Army developed doctrine to support institutions along with the implementation of centralized documentation, standard templates, and a comprehensive review of generating force requirements in the Total Army Analysis (TAA) process. The Army successfully integrated its operational focus within its institutions through a common doctrine and employed the characteristics of modularity and tailorability in designing and linking both types of forces.

The Army develops the Generating Force using the same analytical rigor as it does the Operational Force. For the Generating Force, a flattened organizational structure, access to COP data, and a closer relationship to the Operational Force have created a highly capable Service. An integrated web-based network facilitates reduced

cycle time in determining the structure of the force, thus enabling the Army's continual process of transformation.

Critical to success of the Institutional Army is the right workforce and skill set mix (military, civilian, and contractor). The Institutional Army has divested non-essential functions by outsourcing and privatizing non-core functions and has achieved the most efficient organizations. The Institutional Army's workforce, both military and Army civilian, are multiskilled, multifunctional, self-aware, and highly adaptive.

In 2020, the size of military manpower in the Institutional Army is smaller in proportion to the government civilian and contractor workforce than in previous eras. Consequently, military expertise must be focused on the Institutional Army's mission essential tasks. Furthermore, Army civilians will assume additional oversight and management responsibilities, developing partnering relationships with contractors. While their noncombatant status will predominate, more Army civilians will deploy with soldiers, sharing with them the inherent risks in protecting national interests worldwide. Leader preparation affords them opportunities to take risks, apply innovation, and learn first-hand through integrated training with soldiers. Supporting world-class soldiers in a values-based institution is the Army civilian's prime mission today and will continue into the future.

The Army in 2020 continues to transform. This process affects the Institutional Army along two simultaneous and converging axes. The top down axis provides overall guidance and senior leader direction to guide Army Transformation efforts. The bottom up axis employs MACOM Commanders initiatives and guidance to reorganize their commands. These two processes integrate Army and MACOM initiatives with senior leader guidance and decisions to keep transformation of the Institutional Army on track.

The Total Army Analysis 2011 (TAA-11) set the strategic direction and established the baseline for change. Subsequent TAAs (2013, 2015, 2017) further shaped the Transformation process. Within this context, the command plan process implements Transformation decisions by documenting and integrating the Army's force

structure and manpower requirements and authorizations. Further, Army senior leadership establishes resource priorities. Results from this include force structure decisions, manpower allocations, and an updated Master Force file that enables personnel, equipping, training, logistics, and installation planning.

The Institutional Army has four core capabilities; develop the force, generate and project the force, sustain the force and direct and resource the force. While performing these functions, the Army in 2020 has integrated operational and generating forces in a way that guarantees the ability to dominate at every point on the spectrum of military operations. A proper balance of centralized and de-centralized organization permits greater synchronization of effort and provides more effective capability for both the Operational and Generating forces.

The Institutional Army of 2020 is proactive and anticipatory and looks, thinks, and acts like the war-fighters they support. Institutions create the conditions to build and Army that is truly Joint. A strategically responsive land maneuver campaign quality force, imbued with a Joint and expeditionary mindset, provides the capability to assure regional stability, achieve decision in conflict, and then win the peace.

Battles are won by the infantry, the armor, the artillery, and air teams, by soldiers living in the rain and huddling in the snow. But wars are won by the great strength of a Nation— the soldier and the civilian working together.
General of the Army Omar N. Bradley