

USAWC STRATEGY RESEARCH PROJECT

**“IMPROVING FUNCTIONAL AREA 50, THE ARMY’S FORCE MANAGERS” (FACILITATING THE
MANAGEMENT OF CHANGE AT THE SPEED OF CHANGE)**

by

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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ABSTRACT

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TITLE: "IMPROVING FUNCTIONAL AREA 50, THE ARMY'S FORCE MANAGERS"
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Army Force Management consists of several components: processes, organizations, and people. This Strategy Research Project focuses on only one of the components of Army Force Management, its people. Specifically, it analyzes current challenges facing military personnel in the Institutional Support Career Field officer specialty of Functional Area 50. It recommends ways to improve this vital component of Army Force Management and thus enhance the support it provides to the Army Transformation process. Given the extraordinary amount of change that will occur to our Army over the next twenty-five years as a result of transformation and the speed at which this change will occur, the Army must be prepared to manage that change. Officers serving in Functional Area 50 will play a key role in transforming the Army. They must prepare now to do that job well, and they must be fully supported.

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**“IMPROVING FUNCTIONAL AREA 50, THE ARMY’S FORCE MANAGERS”
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As we enter the 21st century the buzzword in the Army is “transformation”. Everything is transforming. We are transforming our operational or combat forces. These forces are becoming lighter and more deployable, yet more survivable. They are becoming more lethal, yet more sustainable. We are increasing the number of our combat forces while reducing the numbers of our combat support and combat service support forces.

We are also transforming our institutional Army. We are examining our TDA Army in order to determine if some of these military spaces can be used in our operational forces. We are determining whether specific functions remain essential to the Army. If they are essential, should they be done by soldiers or can the positions be converted from military to civilian positions? If civilians can do it, can the task be contracted out?

The initial 25 years of this century will arguably see the most significant change that our Army has ever experienced. Further, this change will be increasingly rapid. The Army relies on Force Management to manage this change. Army Force Management is composed of processes, organizations, and dedicated individuals. This Strategy Research Project (SRP) examines whether Army Force Management, and specifically the Functional Area 50 program and those officers designated with the 50A specialty, is adequate to manage the transformation of the Army in a timely fashion. It recommends changes to make the Functional Area 50 program more effective and efficient in order to enable the Army to better manage change at the speed of change and thus to achieve our transformation goals.

This SRP provides background information by reviewing some recent historical examples of organizational change in the Army and the problems associated with these changes. It describes the Functional Area 50 program and reviews its proponent, its education and training system, and its force structure. It concludes with specific recommendations for strengthening the Functional Area 50 program.

BACKGROUND

A transformed U.S. force must be matched by a support structure that is equally agile, flexible, and innovative. It must be a structure in which each of DoD’s dedicated civilian and military members can apply their talents to defend America...

- Donald Rumsfeld

Change is nothing new for the Army. The environment in which we operate changes constantly. In response to these environmental changes, the Army adapts by assigning new

missions to its forces. As these missions change, the resources required to execute these missions may also change. At the same time technology changes. The Army selectively modernizes its forces with innovative technology. To remain viable, the Army is a dynamic organization which continually changes to overcome threats to our nation's security and to capitalize on improvements to technology.¹

In an effort to manage this change, the Army relies on a series of processes, organizations, and people known collectively as Army Force Management. Army Force Management includes a wide range of functions, but generally encompasses the following four related areas: Force Development, which continually determines Army requirements and translates them into programs and structure; Force Integration, which executes approved force development programs; Force Modernization, which continually improves the Army's force effectiveness and operational capabilities through force development and integration; and finally Force Management, the capstone process which establishes and fields mission-ready organizations in response to the three previously mentioned components.²

During the last two decades of the 20th century the Army experienced two significant eras of change. First, in the 1980s, in an effort to improve readiness and to posture the Army for prompt and sustained combat operations against the current Soviet threat, there was an unprecedented amount of change. During this period there was a significant increase in equipment acquisitions as over 400 new types of systems entered the Army. These equipment acquisitions, such as the Abrams Tank, the Bradley Fighting Vehicle, and the Multiple Launch Rocket System, in turn drove changes to doctrine, training, personnel, and organizations. As the Army attempted to implement these significant changes, a large number of problems emerged in the area of systems and processes used to manage change. As a result, the Army leadership directed that the Department of the Army Inspector General conduct special inspections to monitor force modernization and management. The initial inspection was conducted in 1983, with a follow-up inspection in 1986.³

These inspections uncovered a host of issues, not the least of which were the difficulty documenting the force and a general lack of understanding of how the Army runs. This lack of understanding was evident not only at the action officer level, but at all levels of the Army leadership. These findings led to significant changes in the focus and design of organizations involved in the force management process. Two training programs were also instituted. The first was a force integration course taught at the Command and General Staff College at Fort Leavenworth, Kansas. This course was designed and targeted for the action officer; it eventually led to the creation of the 50A officer specialty. Unfortunately, according to one

source, the 50A program was not well managed. The other training program was a one-week, macro-level course on how the Army runs. It was targeted for senior Army personnel on the Department of the Army Staff and all newly promoted General Officers and Department of the Army Civilian Senior Executive Service personnel. Armed with these improvements, the Army closed out the decade of the 1980's.⁴

Then in the 1990s, the Army experienced another series of sweeping changes. This time, responding to the fall of the Soviet threat, there were significant resource reductions, which in turn led to force reductions. Once again there were problems in how the Army attempted to manage this change. The Army leadership directed that another force management study be done. This study was conducted from late 1992 to late 1993 by a contractor, Military Professional Resources Incorporated, and the recommendations were implemented in January 1994. As was the case with the previous Department of the Army Inspector General special inspections, the force management study determined that there was still a problem with understanding how the Army runs. The Army leadership was determined to solve the problem. The same contractor that conducted the force management study was later awarded a contract to establish the Army Force Management School at Fort Belvoir, Virginia. This school would provide personnel trained in how the Army runs at the action officer level. This organization was also directed to assume the training responsibility for the one-week training of senior Department of the Army personnel and all newly promoted General officers and Department of the Army Civilian Senior Executive Service personnel. As part of the implementation of the Force Management Study, the 50A program was disestablished. Officers who had the 50A designator as a secondary officer specialty were changed to another specialty. Additionally, newly trained military force managers were awarded a "3R" additional skill identifier. It was not until the implementation of the OPMS XXI study in 1997 that the 50A designation returned as part of the newly created Functional Area 50 program.⁵

As the Army embarks on its transformation strategy, the change inherent in that strategy and the rapidity with which that change will occur will require close and continuous management by force managers. The leadership of the Army is relying on our force managers to minimize costs and ensure optimum use of scarce resources as we transform our Army while maintaining our readiness to fight and win our nation's wars. As we continue down the path of transformation, we should take note of opportunities to modify our systems and streamline our processes in an effort to improve Army force management.⁶

THE FUNCTIONAL AREA 50 PROPONENT

While the functions are linked in the building of a combat-ready force, the processes and systems that support the functions are not always linked. Command, management, and leadership exist to provide that linkage.

- FM 100-11 Force Integration

MISSION OF THE FUNCTIONAL AREA 50 PROPONENT

The Department of the Army Deputy Chief of Staff for Programs (G-8) serves as the proponent for Functional Area 50.⁷ In this capacity the G-8 is responsible for establishing a point of contact for the functional area, gathering and evaluating data and formulating alternatives for Functional Area 50 careers, recommending policy changes to the G-1/DCSPER, determining branch qualifications, overseeing functional area 50 force structure, and establishing and supervising education and professional development programs⁸. DA PAM 600-3 provides a description of the Functional Area 50 program to include characteristics required of these officers, the types of duties they perform, and their career progression.

The G-8 was unavailable for an interview during research for this SRP. However, in his absence, the only person who works Functional Area 50 proponent issues on a full time or daily basis was interviewed. This person is not a military officer or a government civilian, but a civilian contractor, Mr. William Ryan. Mr. Ryan is not collocated with the bulk of the office of the G-8 in the Pentagon, but has an office located in the Army Force Management School at Fort Belvoir, Virginia. This extended delegation of responsibility raises concerns over the manning of the office of the Functional Area 50 proponent.

FUNCTIONAL AREA 50 PROPONENT MANNING

The manning of the Functional Area 50 proponent office is somewhat disturbing in comparison with other proponent offices. The author reviewed the proponent home pages for Infantry, Armor, Resource Management, and Strategic Plans and Policy. This review of other proponent offices indicates a mix of military, civilian, and contractor positions. These personnel are often augmented with additional officers and civilians borrowed temporarily from other offices. Proponents for specialties or Functional Areas which have a high density of officers have more spaces than those with lower densities of officers. None of the proponent offices reviewed were manned as low as the Functional Area 50 office.

It is interesting to note that, at the time the author was conducting his research, the G-8 had never been briefed by Mr. Ryan on the Functional Area 50 program. Consequently the G-8 has not issued any guidance to Mr. Ryan. Mr. Ryan did brief the former Director of Integration

on a monthly basis, but there have been no meetings since the former Director's departure several months ago.⁹

This lack of personnel resources and guidance gives the appearance that Functional Area 50 is being ignored. Even worse, on the day that the author was at Fort Belvoir interviewing Mr. Ryan, there were six colonels attending a class in the Army Force Management School, each a division chief within the G-8. These officers all voiced concern over the documentation of their division chief positions as 50A positions rather than basic branch positions; they wanted the positions converted back to basic branch officer specialties.¹⁰ The apparent reason for this concern is that the systems these officers manage tend to relate to specific operational career fields. Their position being that basic branch or operations career field officers would be better suited to these positions rather than 50A officers. When senior members of the G-8's staff attempt to override a program for which the G-8 is the proponent, we hear a loud and clear message which is very distressing. The message is the 50A program was created in response to a genuine need of the Army - the need to have senior Army officers who understand force management and take an interest in this discipline. But the Functional Area 50 program appears to have been abandoned by operations career field officers afraid of losing their turf.¹¹

RELOCATION OF THE OFFICE OF THE PROPONENT

Historically the proponent for Functional Area 50 was the G-3. In 2001 the Army created the office of the G-8, and at that time proponentcy for Functional Area 50 transferred to the G-8. However, not all of the components of the proponent transferred. For example, the Army Force Management School, which conducts several courses to include the one-month Force Management Course, continues to be managed out of the office of the G-3, even though the office of the G-8 has the responsibility for developing and supervising educational and professional development programs for the Functional Area 50 officers¹².

The Functional Area 50 program laid out in DA PAM 600-3 appears to effectively address the requirement of providing the Army with a cadre of officers highly skilled in how the Army runs. There is a vestige of a proponent office to manage the program. However, the level of management and its effectiveness appear to be lacking.

THE EDUCATION AND TRAINING SYSTEM

We must explore new and faster ways to employ existing capabilities; more rapidly integrate select new technologies in fielded forces, and undertake organizational changes that increase the flexibility, utility, and effectiveness of the Joint Force.

- General Richard B. Myers

GENERAL

Functional Area 50 offers a wide range of educational opportunities for its officers. Officers who enter Functional Area 50 will have completed their basic and advanced or career courses. By fiscal year 2004 only a select few Functional Area 50 officers will attend resident Command and Staff College. Most Functional Area 50 officers will attend a core course taught at Fort Gordon, GA. This course will be identical to the basic skills taught to operations career field officers at the Command and Staff College. Functional Area 50 officers will then attend a follow on qualification course taught at the Army Force Management School at Fort Belvoir.¹³ Functional Area 50 officers may also request to participate in one of several advanced civil schooling programs. There are currently six advanced civil schooling slots. This number will grow to eight in 2003. George Mason University offers all of these programs. Additionally, Functional Area 50 Officers have the opportunity to participate in a training-with-industry program. Currently there is an opportunity for a 50A officer to spend a one year tour of duty with the Rand Corporation.¹⁴

ARMY FORCE MANAGEMENT SCHOOL

The Army Force Management School focuses on the overall issue of Force Management and it also prepares Functional Area 50 officers for their careers in force management. Currently the primary course for Functional Area 50 officers is the four-week "Force Management" course. The current course does an excellent job of conveying a myriad of facts, about the theory of force management and the doctrinal force management process. There are other related courses, mainly designed for senior or executive leaders.¹⁵ The school is currently developing a qualification course or longer three-month version of the "Force Management" course. This course is designed to provide unique qualifying education to Functional Area 50 officers as part of the intermediate level education (ILE) redesign. We have noted that education is the responsibility of the proponent, in this case the G-8. However, the Army Force Management School contract is managed out of the office of the G-3. To implement this new qualification course a new statement of work must be developed.¹⁶ Currently this will have to

be a collaborative effort between the G-3 and the G-8. The contract should be modified so the G-8 will fund and direct the school thereby strengthening our Functional Area 50 proponentcy as policy and education will be better aligned.

LOCAL TRAINING PROGRAMS

Based on interviews with over a dozen Functional Area 50 officers and their supervisors, it appears that although the training received at the Army Force Management School is very comprehensive, a more detailed program is needed at the unit level. A solid background in doctrinal force management does not sufficiently prepare an officer to step into a position, especially at the Army staff level, and execute the tasks assigned. Essentially what is needed is a thorough course in tactics, techniques, and procedures for the various types of duty positions filled by Functional Area 50 officers. These tactics, techniques, and procedures may be embedded in courses in the Army Force Management School, or embedded in local standard operating procedures developed by the organizations to which 50A officers are assigned. However, these local training programs should be reviewed by an authoritative source to ensure that proper terminology is used and that doctrine is being followed in these local programs. This current training shortfall is a significant detrimental factor in the performance of 50A officers. Because much of the work done by force management officers is cyclical in nature, it may take a year or more for new officers to learn their jobs through the "school of hard knocks" or "on the job training". The various organizations within the Army which conduct force management activities must develop local training programs and ensure newly arrived officers are thoroughly in-processed and certified by their leadership to enhance their abilities to execute their assigned tasks in accordance with standard operating procedures and current force management doctrine. Without these training programs, the Army is protracting the time required to develop the cadre of officers skilled in how the Army runs.¹⁷

FUNCTIONAL AREA 50 FORCE STRUCTURE

The imperative for organizations to remain viable in an environment of change is to understand and manage change.

- FM 100-11 Force Integration

CURRENT AUTHORIZATIONS AND INVENTORY

There were 207 field grade authorizations within Functional Area 50 based upon the approved authorization documents for fiscal year 2002. There were authorizations for 81

majors, 104 lieutenant colonels, and 22 colonels (see figure #1 below). These authorizations are spread across divisions, corps, and MACOM headquarters. There appears to be an imbalance between authorizations for majors, lieutenant colonels, and colonels. The number of lieutenant colonels exceeds the number of majors, and the number of colonels is significantly lower than the number of lieutenant colonels when compared to other officer specialties.¹⁸ This

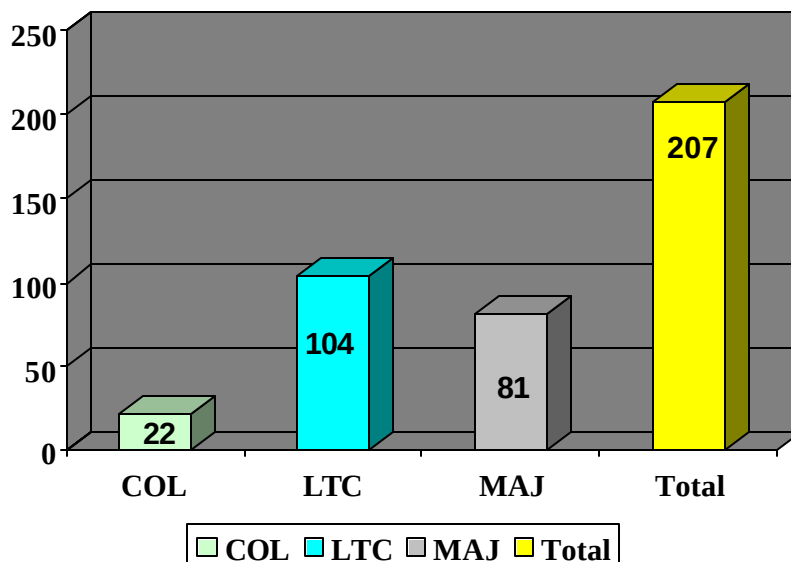


FIGURE 1. FA 50 AUTHORIZATIONS

imbalance portends an unusually high promotion rate from major to lieutenant colonel. During the last lieutenant colonel promotion board, Functional Area 50 had the highest mandatory promotion rate of any officer specialty in the Army. Yet at the same time we must anticipate an abnormally high non-selection rate from lieutenant colonel to colonel.¹⁹ This could result in many officers not selecting functional area 50, or trying to get out of the Functional Area 50 program. Comparison with the latest approved fiscal year 2004 authorization documents reveals a slight reduction across the board, although the imbalance between majors, lieutenant colonels, and colonels still exists. There are authorizations for 74 majors, 91 lieutenant colonels, and 20 colonels - a total of 185 positions.²⁰

Currently the Army is at or near 100% fill for functional area 50 officers, given fiscal year 2002 authorizations. There are 206 50A officers on active duty: 92 majors, 97 lieutenant colonels, and 17 colonels (see figure 2 below).²¹ There are more majors than required;

however, there are fewer colonels and lieutenant colonels than required. In the aggregate, the inventory approximately matches the authorizations. At this point there are about enough officers in the program to allow the designation process to level out at about 12 new majors per year. This might change if the force structure changes.

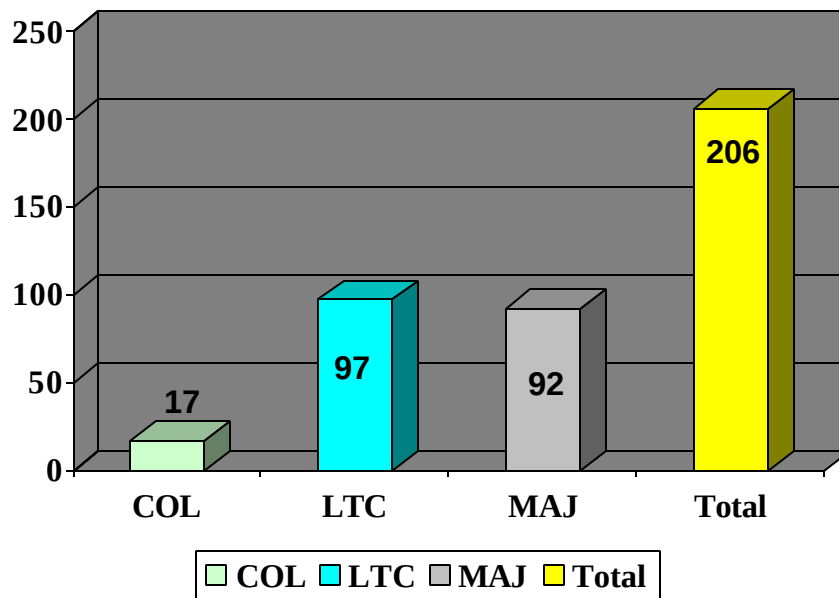


FIGURE 2. FA 50 INVENTORY

There is, however, an imbalance of actual faces to authorized spaces. As many of these officers are recent board-designated 50A's, they are still working in non-Functional Area 50 positions. Currently only 132 of the 207 50A positions are filled with officers in the Functional Area 50 program. Of those that are filled, several are filled with colonels who are not 50A officers at all. Based on projected permanent change of duty moves for the summer of 2003, this situation will improve remarkably.²²

Additionally, given the specifics outlined in DA PAM 600-3, there are apparent disconnects between the DA PAM and the authorizations documented across the Army. The initial issue is whether or not the DA PAM list of Functional Area 50 jobs correctly states the types of jobs that Functional Area 50 officers should be doing. If the DA PAM is in error, then the Functional Area 50 proponent must change it. If the DA PAM is correct, then the Functional Area 50 proponent should fix the documentation disconnects by adding new 50A positions or converting basic branch or branch immaterial positions to 50A.

DOCUMENTATION DISCONNECTS

Based on analysis of existing Functional Area 50 authorizations and DA PAM 600-3, there are positions which should be added and others which should be deleted. DA PAM 600-3 states that Functional Area 50 officers work in areas of combat developments.²³ However, upon review of the most recent approved Army authorization documents, it is clear that TRADOC has not consistently documented Functional Area 50 positions in the Directorates of Combat Development at the various proponent schools. For example, looking at the field grade 50A positions documented, only Headquarters TRADOC, the Combined Arms Center, the Combined Arms Support Command, the Air Defense Artillery School, the Infantry School, and the Aviation School documents indicate any field grade 50A positions. TRADOC schools such as the Field Artillery School and the Maneuver Support Center cite no field grade 50A positions. Additionally, within the schools and centers that do have 50A positions documented, there is inconsistency in how many positions are documented and at what grade.²⁴ According to the office of the proponent for Functional Area 50, DA PAM 600-3 accurately describes duties and typical jobs to be performed by Functional Area 50 officers. Therefore, action should be taken to improve the documentation of Functional Area 50 officers within the combat development community.

To correct this documentation problem additional 50A positions should be added to each TRADOC proponent Directorate of Combat Developments. This is not to say that all positions must be 50A, only that some positions should be added or converted. Also, the positions should be standardized across these directorates. For example, an individual directorate of combat developments might document one colonel, two lieutenant colonel, and four major positions as 50As. In all of these cases the exact number and grade of 50A officers should be determined between the Functional Area 50 proponent and TRADOC. Army-wide conversion of all combat development officer positions to 50A could not be supported at this time, but could be phased in over time. Since any addition to an authorization document will require an offsetting reduction elsewhere, existing basic branch positions could be converted, thus limiting force structure growth as we correct the combat developments documentation disconnect. The same procedure could then be used with other disconnects, such as with organizational and systems integrators.

DA PAM 600-3 also states that functional area 50 officers should serve as organizational and systems integrators.²⁵ Again, according to authorization documents for Headquarters, Department of the Army, Deputy Chief of Staff, G-3, none of the 20 military positions documented as organizational integrators are Functional Area 50, or 50A positions. These

positions are documented as basic branch officers in the operations career field.²⁶ There is no reason for this lack of Functional Area 50 representation. Interviews with the Functional Area 50 proponent confirm that DA PAM 600-3 is correct, indicating that 50A positions should be documented as organizational integrators. This does not mean that all organizational integrator positions need to be converted. Compare this to the systems integrators found in the G-8, which documents a mix of both basic branch officers and Functional Area 50 officer positions.²⁷ If there are not enough basic branch officers to support conversion of some of these positions to 50A positions, then selected 50A positions may have to be used to pay this bill. Potential 50A spaces which could be used to pay such bills are listed below in the final recommendations. As is the case with the TRADOC proponent directorates of combat developments, total conversion of all non-Functional Area 50 positions is not recommended at this time due to supportability issues, but should be considered over time. These recommendations addresses all of the significant disconnects between DA PAM 600-3 and the Functional Area 50 force structure except Joint duty positions.

DA PAM 600-3 further states that Functional Area 50 officers should serve on the Joint Staff.²⁸ However, very few Functional Area 50 positions are documented there. The current approved fiscal year 2004 authorization documents for the Joint Staff document only two 50A positions. There is one major position in the joint manpower requirements branch of the J-1, and one colonel position documented within the J-6. However, there are no 50A positions documented in the J-8.²⁹ This is the office responsible for the Joint Warfighting Capabilities Assessment, a significant force management process. There are nine additional 50A positions documented in various Army elements of Joint headquarters across the military, but this provides little opportunity for Functional Area 50 officers to be assigned in a Joint billet.³⁰ This lack of joint positions becomes significant given the requirement for joint assignments for promotion above the rank of colonel. Officers must have at least one successful three-year tour in a Joint Duty Assignment List position in order to be competitive³¹. Given the requirement to attend required schools, successfully complete a branch qualifying job, and complete a Joint tour in a non-50A position, there is reduced opportunity for Functional Area 50 officers to be promoted to flag officer rank. Just as important, there are force management activities at these Joint headquarters and staffs which could be strengthened by the expertise of 50A officers. Additional 50A positions should be added to Joint documents, particularly to the Joint Staff. It may be difficult to convert existing basic branch officer positions to 50A positions. However, there are ample branch immaterial (01A) and combat arms immaterial (02A) positions which could be converted.

RECOMMENDATIONS

The preceding analysis indicates that there are several areas which should be modified in order to maximize the efficiency and effectiveness of the Functional Area 50 officer corps. But there are many areas which are doing well. These areas should be sustained. The following recommendations acknowledge both strengths and weaknesses of the Functional Area 50 program.

FUNCTIONAL AREA 50 PROPONENT

Sustain

DA PAM 600-3 appears to accurately describe the Functional Area 50 program. Portions of the PAM which discuss the Functional Area 50 program should be reviewed and appropriately revised to capture required changes. The office of the Functional Area 50 proponent should oversee this effort and establish a mechanism for periodic review and solicitation of comments from the field.

The Functional Area 50 web page appears to be an excellent tool. It contains a wealth of information pertinent to 50A officers. The web page can be found at, <http://www.afms1.belvoir.army.mil/fa50/>. This tool should be leveraged by the proponent to support updates to DA PAM 600-3 and for opening a dialogue with 50A officers in the field. Anyone should be able to enter the web page and submit a question. They should receive feedback indicating their question is received, and they should have at least an interim reply within two working days.

Improve

The initial decision should be whether or not the G-8 desires to remain the proponent for the Functional Area 50 program. If not, the program should be transferred back to the G-3. If the G-8 desires to keep the program, the office of the Functional Area 50 proponent should be better resourced and supported. Currently there is only one full time person in the Functional Area 50 proponent office, a contract civilian. Although this individual is doing great work and should be commended, senior force management leaders should consider the addition of a fulltime military officer. It may be beneficial to relocate the contract civilian to the office of the G-8 in the Pentagon to facilitate more interaction. Additionally, Functional Area 50 leadership should be more involved with and aware of 50A issues. The office of the proponent should establish periodic updates to the G-8 in order to provide the status of on going issues, to raise new issues, and receive guidance. The office of the proponent should take the lead for

Functional Area 50 force structure issues and begin to address the disconnects with DA PAM 600-3. Additionally, the office of the proponent should assume the lead in reviewing and coordinating changes to DA PAM 600-3. The Functional Area 50 web page is an excellent tool for this. Finally, the office of the proponent should take an active role in ensuring that there are adequate local training programs to support 50A officers as they arrive at their new duty stations.

Further, consideration should be given to leveraging the Army Force Management School in order to establish a more viable office of the proponent. By placing several experienced 50A officers within the Army Force Management School and backfilling these officers with contract instructors from the school, the office of the proponent would enable active duty 50A officers to write force management doctrine and policy, develop and monitor force management force structure, update DA PAM 600-3 as well as other publications such as Army Regulation 71-32, and coordinate with the 50A assignments officer. At the same time these officers could not only supervise the education and career development system, they could also participate by providing instruction.

EDUCATION AND TRAINING PROGRAMS

Sustain

The Army Force Management School appears to function well. The cadre consists of numerous retired Army officers who have extensive experience in the force management process. These former officers remain current through visits to the Pentagon and review of ongoing actions and processes. The "Force Management" course is a very good primer for not only the 50A officer, but for anyone who works on senior level staffs within the Army. The new three-month Functional Area 50 Qualification course is being finalized and should be fully resourced. This resourcing currently requires a coordinated effort between the G-3 and the G-8 as the contract for the Army Force Management School still resides with G-3 while the responsibility for Functional Area 50 education rests with the G-8. The contract for the school should be transferred to the G-8 at the earliest opportunity.

Improve

The existing education and training program, although an excellent tool for indoctrinating new Functional Area 50 officers, needs to be supplemented with a combination of Army common curriculum and local training programs. A basic understanding of how the Army runs benefits all officers. All officers should receive several hours of basic force management in their

captain career courses. This basic understanding should be supplemented by additional force management education as part of the ILE 4 process. This would not only better educate the officer corps across the board, but also prepare those officers selected into the Functional Area 50 program with a foundation on which to construct more capable and competent force managers. However, a review of the POI for the initial course for intermediate leader education or the new Command and General Staff Officer Course reveals that there is no force management instruction.

The current "Force Management" course essentially provides an excellent doctrinal overview. However, more instruction in lower level tactics, techniques, and procedures is needed. Some officer specialties have developed additional training modules that are tailored for specific types of jobs which their officers will perform. Functional Area 50 should consider a similar approach and consider the use of distance education. But even with this additional education and training, there may still be a need for more preparation of 50A officers. This could be addressed through local training programs.

Local training programs could fill remaining shortfalls in the preparation of officers to assume their duties once they arrive at their permanent duty station. What is needed at these locations is essentially a course in tactics, techniques, and procedures for the force management officer. This information could be incorporated into existing standard operating procedures. In some cases local training programs are available, but the contents of these programs contain dated information and do not conform to current force management doctrine. In many cases there is no local training program at all. These programs could be established at any level, but placing them initially at the Directorate level would ensure competent instructors and materiel which is pertinent to the action officer. However, the responsibility for overall training and certification of these officers should rest with the supervisor of those officers, in accordance with Field Manuals 25-100 and 25-101.

These local training programs should be reviewed and the contents validated. Senior Functional Area 50 officers, or those well versed in force management processes and procedures such as the cadre of the Army Force Management School, should review these training programs and ensure that the contents are correct and conform to established force management doctrine.

FUNCTIONAL AREA 50 FORCE STRUCTURE

Sustain

Several areas of Functional Area 50 force structure appear to be very well documented. There are authorizations for 50A majors in each division, and there are 50A lieutenant colonel positions within each corps. Finally, major commands appear to have adequate numbers of 50A officer positions documented, although there is not as much consistency in the grades and numbers of positions as with the MTOE units.³²

Improve

The Functional Area 50 force structure should be modified and expanded to conform with the information contained in DA PAM 600-3. We have noted a significant disconnect between the jobs cited in DA PAM 600-3 that Functional Area 50 officers should have and what is actually documented in the force. Accordingly, the Functional Area 50 authorizations should grow significantly over the next few years. The exact size of this increase will depend on the extent to which the Army leadership desires to conform to the guidelines laid out in DA PAM 600-3 and how many spaces are converted to 50A positions. The 1993-94 force management study identified over one thousand military spaces which should be considered for conversion to 50A positions.³³ Since the current program has only 200 spaces, we should anticipate considerable growth.

Growth areas should include combat development positions, organizational integrator positions, and system integrator positions. Additionally, a number of spaces should be converted to Joint billets. This expansion of the Functional Area 50 force structure would appear to allow for multiple career tracks. For example, combat arms majors newly designated into the 50A program could easily assume the duties of materiel or organizational developers in their basic branch Directorate of Combat Developments. The backgrounds of these officers and their basic branch officer counterparts would be the same. Additionally, basic branch officers would be free to focus on assignments to MTOE or warfighting units in accordance with the Officer Personnel Management System III.

Functional Area 50 majors, having served a tour within the TRADOC proponent school Directorate of Combat Developments, would then be logical candidates for either organizational integrator or systems integrator positions within the Department of the Army staff. However, locking officers into only a systems track or an organizational track may be too narrow a focus for 50A officers. There should be a cross-fertilization between the two areas.

This is not to imply that every officer position within the combat developments community has to be converted to 50A. Decisions on how many spaces will be converted, and when, reside with senior leadership. However, the number of conversions should reflect a fair share based upon the Functional Area 50 program and what it can logically support. These conversions can be phased in over time. Converting basic branch or branch immaterial officer positions would not increase the Army's force structure.

Additionally, Functional Area 50 positions should be added to the Joint Staff. The obvious choice of where to insert these spaces would be the J-8, who is responsible for force structure and resource assessment. Currently a predominate mix of officer specialties 45A, 49A, and 02A positions could be converted to 50A spaces. Placing a mix of Functional Area 50 majors, lieutenant colonels, and colonels within the J-8 may pay the biggest dividend. Joint Forces Command is another area which ought to be considered for conversion of existing 01A and 02A spaces to 50A positions.

The initial plus-up of 50A positions recommended might require the conversion or addition of a large number of spaces. This in turn would require an increase in the 50A inventory to support this growth. If there are not enough available basic branch, branch immaterial, or combat arms immaterial positions to support these recommendations, some existing 50A

Units/ Grades	MAJs	LTCs	COLs	Total
NDU	0	0	1	1
SMDC	1	1	0	2
AMC	0	1	0	1
JTWC	0	1	0	1
DMO	2	5	0	7
AWC	0	0	1	1
	3	8	2	13

TABLE 1. POTENTIAL FA 50 BILLPAYERS

positions might better serve the Army if they were moved into these more important areas (see table 1 above).

CONCLUDING THOUGHTS

This SRP began with the assumption that one or two areas of the Functional Area 50 program needed improvement to posture the Army to achieve its transformation goals. But research revealed an Army standing at a crossroads, needing to decide whether to embrace and enhance the Functional Area 50 program, or to terminate it and re-designate its officers into other branches or career fields.

Should the Army decide to embrace the Functional Area 50 program and resource it more adequately, this SRP has highlighted several areas which where much progress can be made. It has also identified areas which could be improved. The best interests of the Army, the force management organizations within the Department of Defense, and the individual officers of the Functional Area 50 program will be served by the recommendations of this SRP. The key to success and to fully implementing these recommendations is a strong and involved proponent. The Functional Area 50 program is indisputably essential to the success of our Army, particularly during this ongoing period of transformation. The recommendations set forth in this SRP to optimize the functional area 50 program will posture the Army to manage change at the speed of change and achieve our transformation goals.

WORD COUNT: 6257

ENDNOTES

- ¹ Army War College, How the Army Runs, (Carlisle, PA.: U.S. Army War College, 15 May 2001) 1-1.
- ² Ibid., 2-2.
- ³ Ibid., 2-3.
- ⁴ Jim Lucas <jlucas@afms1.belvoir.army.mil>. "FA 50 Research Paper" Electronic mail message to Charles Barham <charles.barham@carlisle.army.mil>. 4 October 2002.
- ⁵ Ibid.
- ⁶ Army War College, 1-5.
- ⁷ William Ryan, "Functional Area 50: Force Management," Undated; Available from <<http://www.afms1.belvoir.army.mil/fa50/>>; Internet; Accessed 3 September 2002.
- ⁸ U.S. Department of the Army, The Army Personnel Proponent System, Army Regulation 600-3 (Washington, D.C.: U.S. Department of the Army, 28 November 1997), 51.
- ⁹ Mr. William Ryan of the Office of the Proponent for Functional Area 50, Interviewed by author, 24 October 2002, Fort Belvoir, VA.
- ¹⁰ Ibid.
- ¹¹ Richard Trefry, Lieutenant General Retired, Program Manager, Army Force Management School, Interviewed by author, 24 October 2002, Fort Belvoir, VA.
- ¹² William Ryan. wryan@hqda.army.mil. "Review of Paper" Electronic mail message to Charles Barham <charles.barham@carlisle.army.mil>. 4 November 2002.
- ¹³ Tim Bilderback, Lieutenant Colonel, Directorate of Academic Operations, Command and General Staff College, Telephone interview by author, 21 November 2002.
- ¹⁴ William Ryan of the Office of the Proponent for Functional Area 50.
- ¹⁵ A. Lefevre, "FA 50 Background Information," Undated; Available from <<http://www.afms1.belvoir.army.mil/50A/background.htm>>; Internet; Accessed 19 September 2002.
- ¹⁶ William Ryan of the Office of the Proponent for Functional Area 50.
- ¹⁷ Kelly Kruger, Colonel, Bruce Wilson, Colonel, Jerry O'Keefe, Colonel, DCS G-3 Force Management Directorate, Interviewed by author, 25 October 2002, Pentagon, Washington D.C.
- ¹⁸ William Ryan, "Functional Area 50: Force Management,".

¹⁹ Grant Doty, Major, Functional Area 50 Assignment Officer, PERSCOM, Interviewed by author, 25 October 2002, Alexandria VA.

²⁰ James Brown, "WebTAADS," August 2002; Available from <<http://usafmsa-add.belvoir.army.mil>>; Internet; Accessed 26 September 2002.

²¹ William Ryan, "Functional Area 50: Force Management,".

²² Grant Doty, Major, "Assignment Considerations," Undated; Available from <https://www.perscomonline.army.mil/opfamis/50/assignment_considerations/sld001.htm>; Internet; Accessed 3 October 2002.

²³ Department of the Army, Commissioned Officer Development and Career Management, Army Pamphlet 600-3 (Washington, D.C.: U.S. Department of the Army, 1 October 1998), 201.

²⁴ Brown.

²⁵ Department of the Army, Commissioned Officer Development and Career Management, 201.

²⁶ Brown.

²⁷ Ibid.

²⁸ Department of the Army, Commissioned Officer Development and Career Management, 179.

²⁹ Brown.

³⁰ Ibid.

³¹ Department of the Army, Commissioned Officer Development and Career Management, 179.

³² Brown

³³ Trefry.

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