

ARMY FORCE STRUCTURE AND REGIONAL COMBATANT
COMMANDER REQUIREMENTS

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General Studies

by

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The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

ABSTRACT

ARMY FORCE STRUCTURE AND REGIONAL COMBATANT COMMANDER REQUIREMENTS, by Paul J. Wilcox, 90 pages

The Department of Defense requested an increase of 74,200 soldiers to the Army in January 2007 to meet strategic demands, mitigate capability issues and relieve the pressure of constant deployments on soldiers and families. The increase was approved and became the Grow the Army initiative. General George Casey, Army Chief of Staff, announced to Congress in February 2008 during The Army Posture Statement (TAPS) that the Army will increase its end strength more quickly than originally planned in order for the Army to meet Regional Combatant Commander requirements. The primary research question seeks to determine if the 2007 increase to Army force structure will provide Regional Combatant Commanders with the force size and capabilities required to affect their respective operational environments.

The primary research question asks, “Is Army force structure adequate to meet operational environment challenges faced by Regional Combatant Commanders?” In order to answer this question, this research endeavors to understand how Army force structure is developed, how Regional Combatant Commanders meet national requirements, and how force structure adequacy is measured.

TABLE OF CONTENTS

	Page
MASTER OF MILITARY ART AND SCIENCE THESIS APPROVAL PAGE	iii
ABSTRACT.....	iv
TABLE OF CONTENTS.....	v
ACRONYMS.....	vii
ILLUSTRATIONS	ix
TABLES	x
CHAPTER 1 INTRODUCTION TO FORCE STRUCTURE.....	1
Purpose of Chapter 1.....	1
The Problem Statement.....	1
The Research Question	2
The Research Question Defined	3
Significance	5
Assumptions.....	5
Limitations	6
Delimitations.....	6
Chapter 1 Summary	7
CHAPTER 2 LITERATURE REVIEW	8
Types of References and Where They are Found.....	8
National Planning Documents	9
Congress: Hearings, Interviews and Reports.....	13
Professional Research	17
Doctrine, the Army Force Development Process	20
The Army Force Generation Model.....	24
Chapter 2 Summary	26
CHAPTER 3 RESEARCH METHODOLOGY	29
The Research Method	29
Chapter 3 Summary	31
CHAPTER 4 ANALYSIS.....	32
Introduction.....	32

Force Development and Army Initiatives.....	32
Measures of Effectiveness	34
ARFORGEN and Force Structure	35
Current Force Structure Adequacy	38
What the Past Might Suggest of the Future	44
Regional Combatant Commanders	47
EUCOM.....	48
CENTCOM.....	48
NORTHCOM.....	50
PACOM	53
The Threat in the Contemporary Operating Environment.....	55
The Significance of Not Having a Strategic Reserve	57
Force Structure versus Regional Combatant Commander Requirements	59
Chapter 4 Conclusion.....	61
 CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS.....	 66
Findings	66
Inadequate Today, Potential for Tomorrow.....	66
Develop Capability through Training and Doctrine	67
Recommendation for further study: A National Defense Force	70
Summary	70
 GLOSSARY	 72
 BIBLIOGRAPHY.....	 74
 INITIAL DISTRIBUTION LIST	 80

ACRONYMS

AFRICOM	US Africa Command
ARFORGEN	Army Force Generation
BCT	Brigade Combat Team
BES	Budget Estimate Submission
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosives
CCDR	Combatant Commander
CCMRF	Consequence Management Response Force
CENTCOM	US Central Command
CEF	Contingency Expeditionary Force
CNAS	Center for a New American Security
COCOM	Combatant Command
CSBA	Center for Strategic and Budgetary Assessments
CSIS	Center for Strategic and International Studies
DEF	Deployment Expeditionary Force
DOD	Department of Defense
DODD	Department of Defense Directive
EUCOM	US European Command
FORSCOM	US Forces Command
GTA	Grow the Army
GWOT	Global War on Terror
ISR	Intelligence, Surveillance, Reconnaissance
MTOE	Modified Tables of Organization and Equipment
NDS	National Defense Strategy

NMS	National Military Strategy
NORTHCOM	US Northern Command
NSS	National Security Strategy
OPTEMPO	Operational Tempo
PACOM	US Pacific Command
PERSTEMPO	Personnel Tempo
POM	Program Objective Memorandum
QDR	Quadrennial Defense Review
RAND	Research and Development
RCC	Regional Combatant Commander
REF	Ready Expeditionary Force
SOFA	Status of Forces Agreement
SOUTHCOM	US Southern Command
TAA	Total Army Analysis
TOE	Tables of Organization and Equipment
US	United States
USC	United States Code
WMD	Weapons of Mass Destruction

ILLUSTRATIONS

	Page
Figure 1. FY02 Army Military Force Structure	4
Figure 2. 2007 Regional RCC AOR before AFRICOM	16
Figure 3. Force Development Process.....	22

TABLES

	Page
Table 1. Active Duty BCT Commitments as of FY 09 (estimated).....	39
Table 2. Increase to Active Duty BCT Timeline	40
Table 3. Force Structure Measures of Effectiveness.....	44

CHAPTER 1

INTRODUCTION TO FORCE STRUCTURE

Purpose of Chapter 1

The purpose of this chapter is to introduce Army force structure, explain the background behind the 2007 increase to Army force structure and explain why it is important. The problem statement in this chapter presents the background behind the thesis question. Chapter 1 explains the primary research question and the tertiary questions, or the questions that must be answered in order to answer the primary research question. Assumptions and limitations of the research close out the chapter.

The Problem Statement

The Department of Defense requested an increase of 74,200 soldiers to the Army in January 2007 to meet strategic demands, mitigate capability issues and relieve the pressure of constant deployments on soldiers and families.¹ This request was approved by President Bush and Congress and became the Grow the Army initiative. The purpose for the increase to Army force structure was to solve military and political concerns about the Army's ability to meet the security requirements of the nation.² General George Casey, Army Chief of Staff, announced to Congress in February 2008 during The Army Posture Statement (TAPS) that the Army will increase its end strength more quickly than originally planned in order for the Army to meet Regional Combatant Commander requirements. The primary research question seeks to determine if the 2007 increase to Army force structure will provide Regional Combatant Commanders with the force size and capabilities required to affect their respective operational environments.

The Research Question

The primary research question asks: Is Army force structure adequate to meet operational environment challenges faced by Regional Combatant Commanders? The problem statement above introduces the reader to necessary background information that describes why the primary research question is important and relevant to the United States. In order to answer the primary research question and establish the importance of the growth of the Army, three tertiary questions must first be answered. How is Army force structure determined? How do Regional Combatant Commanders currently meet challenges of the operational environment? What measures of effectiveness determine adequate force structure?

This research will provide answers necessary to understand the significance of building the nation's largest land component forces. This question seeks to determine who provides input to the process, how long the process takes, and what considerations are given to operational variables. An understanding of how Army force structure is determined is essential to analyzing how effective the system is for Regional Combatant commanders.

Understanding how Regional Combatant Commanders meet challenges in their respective areas of operation is essential to determining the significance of active Army combat forces. This research will provide insight on national resources available to Regional Combatant Commanders and how those resources are implemented. Understanding the national resources available and what current and future capabilities they must have as well as current and future threats to the nation provides the ability to analyze current force structure capabilities and limitations against future requirements.

Force Structure measures of effectiveness are objective, quantifiable indicators of how well our force meets national requirements through Regional Combatant Commander commitment of active Army forces. For the purposes of this study, the active Army Brigade Combat Team (BCT) will be the unit of measure against the number of Regional Combatant Commander requirements

The Research Question Defined

Army force structure defines how the total Army end strength, including Active Duty, Reserve and National Guard components, and Army specific training functions, relate to each other. Figure 1 provides an illustration of the Fiscal Year 2002 Army force structure as detailed by the Army Modernization Plan 2002, Appendix F, page 1. The Department of Defense defines force structure as part of military capability, “force structure--Numbers, size, and composition of the units that comprise US defense forces; e.g., divisions, ships, air wings.”³ Field Manual 100-11, *Force Integration*, further defines force structure as it relates to the Army, “It is the composition, by number and type of organizations, of the current, planned or programmed total Army.” The definition of force structure as defined by Field Manual 100-11, *Force Integration*, will suffice for the purpose of this research.

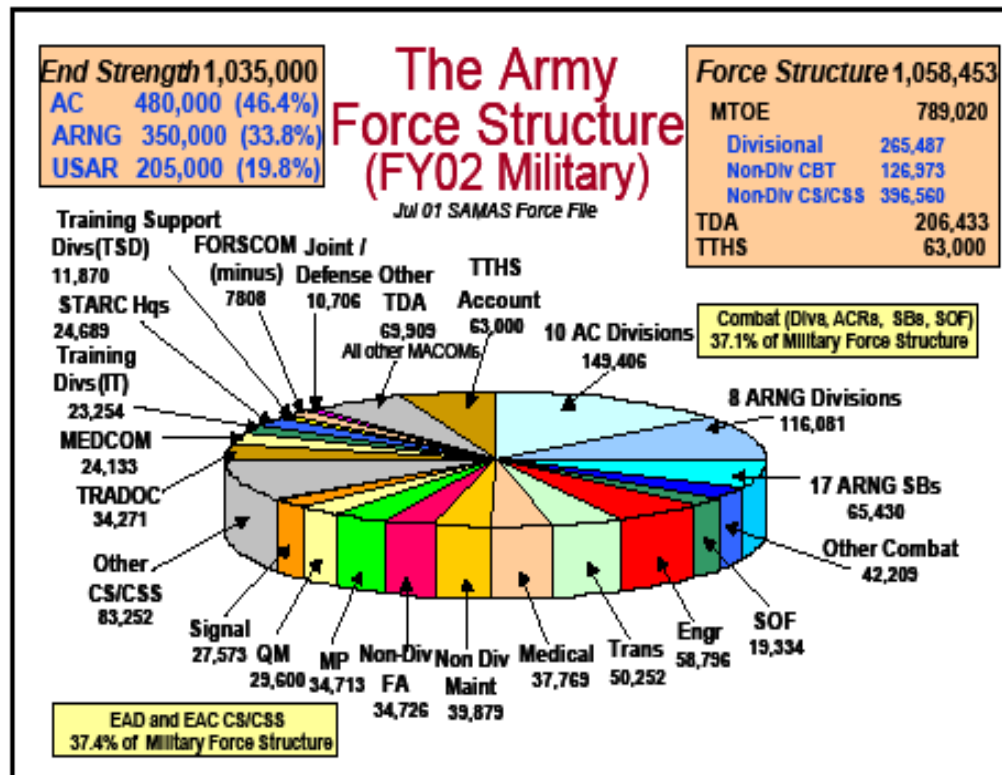


Figure 1. FY02 Army Military Force Structure

Army Modernization Plan 2002

F-1

Figure 1. FY02 Army Military Force Structure

Source: Army Modernization Plan, FY02 Army Military Force Structure, Appendix F, page 1

The Department of Defense has a process for developing force structure. The Army describes the process of force structuring as, “The analysis, determination, planning, resourcing, and execution of the numbers, size, and composition of units and organizations within the Army force.”⁴

The Army force structuring process is a piece of the force development system. Force development is a five phased system designed to determine, “Army doctrinal, leader development, training, organizational, soldier development, and materiel

requirements and translating them into programs and structure, within allocated resources, to accomplish Army missions and functions.”⁵

The Department of Defense defines Operational Environment in Joint Publication 3-0, *Operations* as, “A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander.” The Army and the Department of Defense share the same definition for Operational Environment. This research adopts the DoD definition of Operational Environment.

Significance

This research will determine if Army force structure is adequate to meet operational environment challenges faced by Regional Combatant Commanders. The significance of this research is the possibility of improper prioritization of force structure capabilities against national security objectives. In this case, the significance of an inadequate Army force structure points to the inability of the Army to meet enduring and operational requirements. If true, it also identifies issues like the inability of the Army to provide brigade combat teams twelve to twenty four months to recover, equip and train after combat operations. If Army force structure is adequate to meet future operational environment challenges, then the significance of this research validates the force structuring process.

Assumptions

This thesis assumes the United States Army will continue to conduct operations on foreign soil between today and 2015. This assumption is based on the fact that the percentage of active duty military forces deployed overseas has grown from 20% in 2001

to over 30% in 2006. This thesis also assumes the 2008 Army force structure is not adequate for current operations in the global security environment. This assumption is based on the 2007 increase to Army force structure and the understanding that although an increase was approved, it will take years to turn that approved increase into new Army brigade combat teams. The increase to Army force structure begins in 2008 with the addition of one BCT and ends in calendar year 2011 with a total increase of six operational active component BCTs. The force structure increase cannot see results, or affect changes to deployment timelines until 2010 to 2011.

Limitations

Limitations to research on force structure include the researcher's narrow grasp of strategy and imperfect understanding of the Department of Defense. Budget limitations and political influence must be omitted due to the limited size and scope of the research project. The military perspective is an implied limitation inherent in the researcher's point of view based on active duty Army experience at the time of the research.

Delimitations

The objective of this force structure research is to determine if the active component Army can meet Regional Combatant Commander requirements and capabilities. The focus of this research is the active duty Army Brigade Combat Team. This research is not concerned with other military services, reserves, or National Guard due to the limited nature of this research project. This research is not concerned with acquisition of equipment, Modified Table of Organization and Equipment documents, costs associated with force generation, force development, or force integration.

Therefore, budgetary constraints, recruiting and retention issues are omitted from the scope of research.

Chapter 1 Summary

This chapter established the significance of the primary research question: Is Army force structure adequate for operational environment challenges faced by Regional Combatant Commanders? It also determined three tertiary questions vital to answering the primary research question; 1. How is Army force structure determined, 2. How does the Army currently meet challenges of the operational environment, and 3. What measures of effectiveness determine adequate force structure? This chapter defined the primary research question and provided assumptions, limitations and delimitations.

Chapter 2 is a literature review on the subject of force structure. It is intended to provide the reader with an understanding of the reference material available on the subject, how force structure is determined and current opinions on force structure adequacy.

¹ U.S. Department of the Army. *The Posture of the Army in 2008*. General George W. Casey, Jr. 110th Congress, 1st Session, House Committee on Armed Services. (Washington, D.C., 2008), 10.

² U.S. Department of the Army. *The Army's Strategic Imperatives*. General George W. Casey. 110th Congress, 2nd session, (Washington, D.C., 2007), 1.

³ U.S. Department of the Army. *The Posture of the Army in 2008*, 11.

⁴ U.S. Department of the Army. *Army Regulation 71-32, Force Development*. (Washington, D.C.: Government Printing Office, 1997), 977.

⁵ Ibid.

CHAPTER 2

LITERATURE REVIEW

The purpose of this research is to determine if the 2007 increase of seventy four point two thousand soldiers to the Army's force structure is adequate to meet operational environment challenges faced by Regional Combatant Commanders. As discussed in Chapter 1, the Army force structure increased in 2007. The increase was an attempt to solve strategic leadership concerns about the Army's ability to meet the enduring and operational requirements across six Regional Combatant Commands.

Chapter 1 established the significance of the primary research question: Is Army force structure adequate for operational environment challenges faced by Regional Combatant Commanders? It also determined three tertiary questions which require answers prior to answering the primary research question. The three tertiary questions are: 1. How is Army force structure determined, 2. How does the Army currently meet challenges of the operational environment, and 3. What measures of effectiveness determine adequate force structure?

Chapter 2 is a literature review of force structure references. The purpose of chapter 2 is to provide key references for the force structuring process, how the current Army force structure meets operational environment challenges, and what measures of effectiveness are used to determine success.

Types of References and Where They are Found

This research identified four broad categories of references on force structure: 1. strategic security documents, 2. Congressional hearings, 3. professional research, and 4.

military doctrine. Strategic security documents provide national leadership guidance to the military which guides the force structuring process for the Army. Congressional hearings provide the most current and relevant information on national strategy, direction, and studies relevant to force structure from national civilian and military leaders. Professional research consists of individuals, both civilian and military, and civilian strategy groups (sometimes referred to as think tanks) that conduct research and publish documents on force structure. Military doctrine provides details of the force structuring process and the Army Force Generation (ARFORGEN) model. The vast majority of these documents including hearings and reports to Congress are available online to the public.

National Planning Documents

There are three pillars for national planning documents. They are: security, defense, and military. National planning documents themselves are mandated by law and include the National Security Strategy, the National Defense Strategy, the Quadrennial Defense Review and the National Military Strategy. These planning documents are intended to be linked or nested loosely together. The May 28, 2008 Congressional Research Service report, “National Security Strategy: Legislative Mandates, Execution to Date, and Considerations for Congress” does an outstanding job describing the purpose and contents of each document and their associated linkages.

The National Security Council (NSC) helps national leadership formulate strategic planning guidance for the nation in the form of national planning documents. The National Security Council was established by the National Security Act of 1947, reorganized multiple times in 1949, and amended again by the 1986 Goldwater-Nichols

Act. The Vice President, Secretaries of State, Defense, and Treasury as well as the Assistant to the President for National Security Affairs are statutory members of the National Security Council. The Chairman of the Joint Chiefs of Staff and the Director of National Intelligence are advisors to the President and may attend meetings. Other heads of executive branch departments may be invited as required. The NSC is required to publish the National Security Strategy (NSS) annually. Legislation requires the annual National Security Strategy to address five topics. The first topic encompasses the interests, goals and objectives vital to national security. The second topic includes foreign policy and defense capabilities required to defend US interests. The third topic should address the short and long term application of the elements of national power. Fourth is the adequacy of the elements of national power to carry out requirements. The fifth category required in the National Security Strategy includes any other issue that requires Congressional knowledge. The last National Security Strategy of the United States of America was published in 2006. By law, the next document is due in 2009, one hundred and fifty days after the inauguration of the next President.¹

The Department of Defense (DoD), specifically the Office of the Secretary of Defense (OSD) provides the National Defense Strategy (NDS) and the Quadrennial Defense Review (QDR). The NDS compliments the NSS by providing guidance for implementing the military form of national power in concert with the other three forms of national power. The last two NDS published were in March 2005 and June 2008.

The QDR is conducted at the beginning of every Presidential term, once every four years. The Department of Defense is required to provide a report on the status of the QDR to Congress the following year. Three QDRs have been published, the first in

1997, second in 2001 and third in 2006. The next QDR is required in 2009 and a report due to Congress in 2010. The purpose of the QDR is to provide a comprehensive review of the defense of the nation that forecasts out twenty years. For example, the 2006 QDR provides direction to each of the military services regarding transformation and capabilities required to fight the Global War on Terror. The QDR is required by legislation to address fifteen areas. Of those fifteen areas, five are required to address force structure specifically. These include:

1. A comprehensive discussion of the national defense strategy of the United States and the force structure best suited to implement that strategy at a low-to-moderate level of risk
2. The effect on the force structure and on readiness for high-intensity combat of preparations for and participation in operations other than war and smaller-scale contingencies
3. The manpower and sustainment policies required under the national defense strategy to support engagement in conflicts lasting longer than 120 days
4. The appropriate ratio of combat forces to support forces
5. The effect on force structure of the use by the armed forces of technologies anticipated to be available for the ensuing 20 years²

The 2001 QDR provided the Army with the 1-4-2-1 model for force structuring. The 1-4-2-1 model outlined the following: 1 - provide forces for homeland defense, 4 - deter forward in 4 critical regions, 2 -swiftly defeat the efforts of 2 adversaries, and 1 - preserve the capability to win in 1 region. In addition, the QDR tasked the Army to meet small scale contingency and enduring operation commitments, maintain a strategic reserve, and provide support to other services.³

The 2006 QDR provides direction towards specific capabilities required for the joint force to defeat four types of threats as outlined in the 2005 NDS. The priorities in

the 2006 QDR are: 1. Irregular challenges; defeat terrorist networks, 2. Catastrophic challenges; prevent proliferation of weapons of mass destruction and defend the Homeland in Depth, 3. Disruptive challenges; shape decisions of nations, and 4. traditional challenges.⁴ The QDR's focus is on improving the capability needs of Regional Combatant Commanders to defeat these four threats.

Title 10 (Armed Forces) of United States Code provides the legal basis for the existence of the Army. Under Title 10, the purpose of the Army is to fight and win wars for the United States. Title 10 also states Congressional intent to field an Army capable of supporting national policy, and implementing national objectives in "any areas occupied by the United States."⁵ The significance of this statement is understated, but specifies that Congress requires the Army to possess adequate size and structure to meet all national security requirements.

Title 10 was amended in 2004 to include a permanent mandate for a biennial review of a National Military Strategy (NMS) by the Chairman of the Joint Chiefs of Staff. The mandate requires that the National Military Strategy be nested with the National Security Strategy and the Quadrennial Defense Review. A report on the status of the National Military Strategy is due from the Chairman of the Joint Chiefs of Staff to both the Senate and House Armed Services committee every other year on even numbered years.⁶ The next National Military Strategy report should be submitted to Congress on 15 February 2010. The NMS "implements presidential guidance and provides the strategic direction of the armed forces."⁷ This document provides Regional and Functional Combatant Commanders with the military objectives and concepts that outline potential future capability requirements. The 2006 NMS provided guidance for

military leaders to increase the size of the Army and to transform the Army, but did not provide a formula to determine appropriate Army force structure.⁸

Title 10 USC and Department of Defense Directive 5100.1 provides the Department of Defense with the requirement to field an Army force sufficient to “uphold and advance the national policies and interests of the United States.”⁹ Recent history in Iraq and Afghanistan imply the Department of Defense should provide Army force structure sufficient for high intensity conventional warfare and stability operations.¹⁰

The three pillars of national planning documents are security, defense and military. The three pillars are loosely connected and provide guidance and strategic direction to civilian and military leaders. The QDR and the NMS provide general guidance for developing military force structure.

Congress: Hearings, Interviews and Reports

The vast majority of current information and data on force structure for this research comes from the interviews and reports provided by the House Armed Services Committee. Authorities on force structure provide Congress with the status of change in the Army, such as the status of transformation or the Future Combat System, as a means of providing the government with information on what the Army is doing to meet national security requirements. Government and Military authorities on force structure provide reports and interviews to Congress and provided primary source information for the answers to the following tertiary questions. How does the Army currently meet challenges of the operational environment, and what measures of effectiveness determine adequate force structure?

The Secretary of the Army and the Chief of Staff of the Army are required to brief Congress on the status of the Army once a year. These briefings recently translated into The Army Posture Statement (TAPS) and discuss the current readiness and future requirements of the Army. These briefings and subsequent interviews by Congressmen provide broad overviews of current force structure guidance and intent from the Army's top military and civilian leaders.

This research used publically available government reports for data input. The two primary sources of quantitative data are the Congressional Research Service (CRS) and the Congressional Budget Office (CBO). Each department provides reports and estimates to Congress upon request from Congressional committees. The 2007 Congressional Budget Office report titled, "Some Implications of Increasing U.S. Forces in Iraq" provides the primary information for measures of effectiveness. The report outlines two methods for determining effectiveness when Unit Status Reports and other classified information is not available. These two methods include the total number of Brigade Combat Teams (BCTs) available for contingency operations and the total amount of dwell time (time at home station).

Regional Combatant Commanders provide threat, capabilities, resources, information on adequacy of force structure. In order to understand appropriate force structure for the Army, it is essential to understand the current and future threats facing the United States and the capabilities required to defeat those threats. The strategic documents listed above describe a general threat in a changing contemporary operating environment and provide the resources for a technologically superior Army force

structure. To understand current and future threats and capabilities required to defeat those threats, it is necessary to understand who faces those threats on a daily basis.

Regional Combatant Commanders are the highest level military command that enforce national policy and implement national resources to meet strategic objectives. Regional Combatant Commanders are responsible for stability and security in their regions. These regions, or areas of responsibility, are assigned by a secret document called the Unified Command Plan. The Unified Command Plan also provides RCCs with their mission and guidance. RCCs provide the Secretary of Defense with the ability to deploy troops and exercise the military aspect of national power.¹¹ Regional Combatant Commanders employ military force through military service components assigned to them. Each Combatant Command has an Army, Navy, Marine and Air Force assigned to provide forces and serve as the service headquarters.

There are six regional combatant commands with assigned areas of responsibility. US Northern Command (NORTHCOM), is responsible for the United States, Canada, Mexico, Alaska and the bodies of water immediately surrounding. NORTHCOM is commanded by Air Force General Gene Renuart. Its headquarters is located at Peterson Air Force Base in Colorado.¹² US Southern Command (SOUTHCOM), is responsible for the Caribbean and South America and its associated waters encompassing more than thirty countries. SOUTHCOM is commanded by Admiral James Stavridis and is headquartered in Tampa, Florida.¹³ US Central Command (CENTCOM) is responsible for the Middle East, Central Asia, and the Horn of Africa.¹⁴ CENTCOM is commanded by GN David Petraeus and is headquartered in Tampa, Florida. US European Command (EUCOM) is responsible for Europe, Greenland, the Caucasus, Israel, Russia and

Eurasia, parts of Africa and its associated bodies of water. EUCOM is commanded by General Bantz Craddock and headquartered in Germany.¹⁵ US Pacific Command (PACOM) is responsible for the Pacific Ocean, Hawaii, Japan, China, Australia, New Zealand, India, and Antarctica. It is commanded by Admiral Keating and headquartered in Hawaii.¹⁶ The newest Regional Combatant Command, US Africa Command (AFRICOM) was established in October 2007 with General William Ward Commanding. AFRICOM was formed from EUCOM and is headquartered in Stuttgart, Germany.¹⁷ AFRICOM takes over the role of stability and security in Africa from both EUCOM and CENTCOM.



Figure 2. 2007 Regional RCC AOR before AFRICOM

Source: US Army Website, "Regional Combatant Commander Areas of Responsibility", 2007. Accessed 21 October 2008. http://www.army.mil/institution/organization/areaof_responsibility.jpg

Regional Combatant Commanders report to Congress on a regular basis. Part of the report includes a threat assessment and capabilities required to meet current and future threats. These commanders are not responsible for determining Army force structure. However, the combatant commander's unique responsibility and position provide the most accurate source of threat information and capabilities required to meet those threats. As a result, combatant commander reports to Congress hold significant impact over Army force structure.

Professional Research

Online periodicals and journals provide insight from strategy experts on the subject of current and future Army force structure requirements. A number of civilian strategy experts testified before Congress in 2007 and 2008 on the subject of Army force structure and end strength. These civilian experts work for civilian firms including Research and Development (RAND), Center for Strategic and International Studies (CSIS), Center for Strategic and Budgetary Assessments (CSBA), and Center for a New American Security (CNAS). Initial findings indicate that civilian strategy experts believe the Army is approaching a breaking point in end strength in terms of meeting current requirements against threats to the nation.

A majority of civilian strategy experts agree that Army end strength must increase to meet the needs of the current and future operational environment challenges. They differ on how to increase Army end strength and determine Army force structure. Very few civilian strategy experts advocate no change or a decline in current Army force structure. Reasons for this view vary but center around the concern of a possible

“hollow” Army similar to the post Vietnam era Army force structure. Documents arguing for no change or a decrease in end strength provide key arguments against popular opinion and may hold validity.

Retired General Barry McCaffrey, currently an adjunct Professor of International Affairs at the United States Military Academy, published the results of operational and strategic security assessments of Iraq and Afghanistan in December 2007 and July 2008. His research included interviews with the Regional Combatant Commanders at U.S. Central Command (Admiral Fallon) and U.S. European Command (General Craddock). General McCaffrey’s military experience and in particular his role as Regional Combatant Commander for U.S. Southern Command from 1994 to 1996 uniquely qualifies him to make these assessments. General McCaffrey concluded that “The U.S. Army is too small and poorly resourced to continue successful counter-Insurgency operations in Iraq and Afghanistan at the current level” and that, “The active duty U.S. Army needs to be 800,000 strong to guarantee US national security.” General McCaffrey also concluded that increasing the number of U.S. forces alone in places like Afghanistan will not solve the problem. He argued that additional capabilities, like expanding the Afghan National Army, providing the required training, equipment and leadership to that Army, and bolstering the Afghan economy are critical to success.

In contrast to General McCaffrey, Carl Conetta argues in, “No Good Reason to Boost Army, Marine Corps End Strength, Project on Defense Alternatives Report #20” that an increase of military end strength is only warranted if the United States intends to keep forces in Iraq and Afghanistan indefinitely, or engage in large scale nation building again. In addition, any relief to troops in combat will not be felt until 2011 when brigade

combat teams can be built, equipped and trained for combat. Mr. Conetta argues that results from Iraq on large scale nation building and counter insurgency operations are not satisfactory to the US. In fact, US civilian and military leadership should learn from mistakes made in recent operations involving nation building and counter insurgency and seek to avoid involving the military in these types of operations again.

Research conducted by Army officers at the Army War College, the School of Advanced Military Studies and the Command and General Staff School between 2000 and 2004 found Army force structure inadequate to meet national security requirement demands. The methodologies compared Army force structure capability to capabilities outlined in national strategic documents and the 2001 Quadrennial Defense Review. COL Michael Kelliher wrote an analysis in 2003 of Army force structure capabilities compared to capabilities directed in the 2001 Quadrennial Defense Review. His recommendations included increasing the size of the Active Army by 40,000 soldiers in critical low density Military Occupational Specialties and outlining more realistic objectives in the Quadrennial Defense Review.¹⁸ Since 2003, the Army dramatically changed its force structure, initiated Army Transformation, the Army Modernization Plan, and initiated Grow the Army to add 74,200 soldiers to the Active Army.

Research by civilian and military professionals agreed that there are generally two methods for generating force structure: The first is a threat based option for generating a force structure based on defeating threats to our national security. The second method is capabilities based for generating force structure with the capabilities desired to achieve our national security strategy. The United States Army force structure was threat based during the Cold War. It was built to defeat the USSR, a specific threat

and only perceived peer competitor to the US Army. In 2001, national security planning documents guided the Department of Defense to build the Army's force structure around a capabilities based paradigm to plan for uncertainty in a changing operational environment.¹⁹

Doctrine, the Army Force Development Process

The Department of Defense defines doctrine as, "Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application."²⁰ The Department of the Army provides Army force structure doctrine as a guide for developing the future size, capability and structure of Army units.

The primary references used in this research to answer the first tertiary question, How is Army force structure determined were Army Regulation 71-11 (Total Army Analysis), The Army War College text "How the Army Runs", Chapter 5 and Field Manual 100-11 (Force Integration). These manuals define the Army force structuring process and describe the Department of Defense systems for force structuring.

Army force structure is determined through the force development system, a subset of Army force management. Force development is a five phased system for creating Army structure in terms of organizations, people and equipment. Changes to military structure are based on capabilities required to meet challenges in the contemporary operational environment and threats to national security. Each phase of force development is followed by a review and approval process before moving on to the next phase. The force development system is a dynamic process. It is important to note that in general, there is no fixed timeline for force development. The development of a

new capability could take up to eight years depending on the complexity of the issues under development. The model in Figure 2 below displays a linear model of the force development process for ease of viewing.

Phase one of the force development process is designed to develop the capabilities required to meet challenges in the contemporary operating environment. Capabilities required are determined by input from the National Security Council and Department of Defense leadership via the NSS, NDS, NMS, and the QDR and Army leadership. Regional Combatant Commanders also provide critical input to the process. They communicate the threats they face and the capabilities they require in their respective regions to Congress, the Secretary of Defense, the Joint Chiefs of Staff and on occasion, to the President. Force development is largely based on a joint system. This phase seeks to identify gaps between current force structure and the desired capabilities, and then provide solutions to fix the gaps.

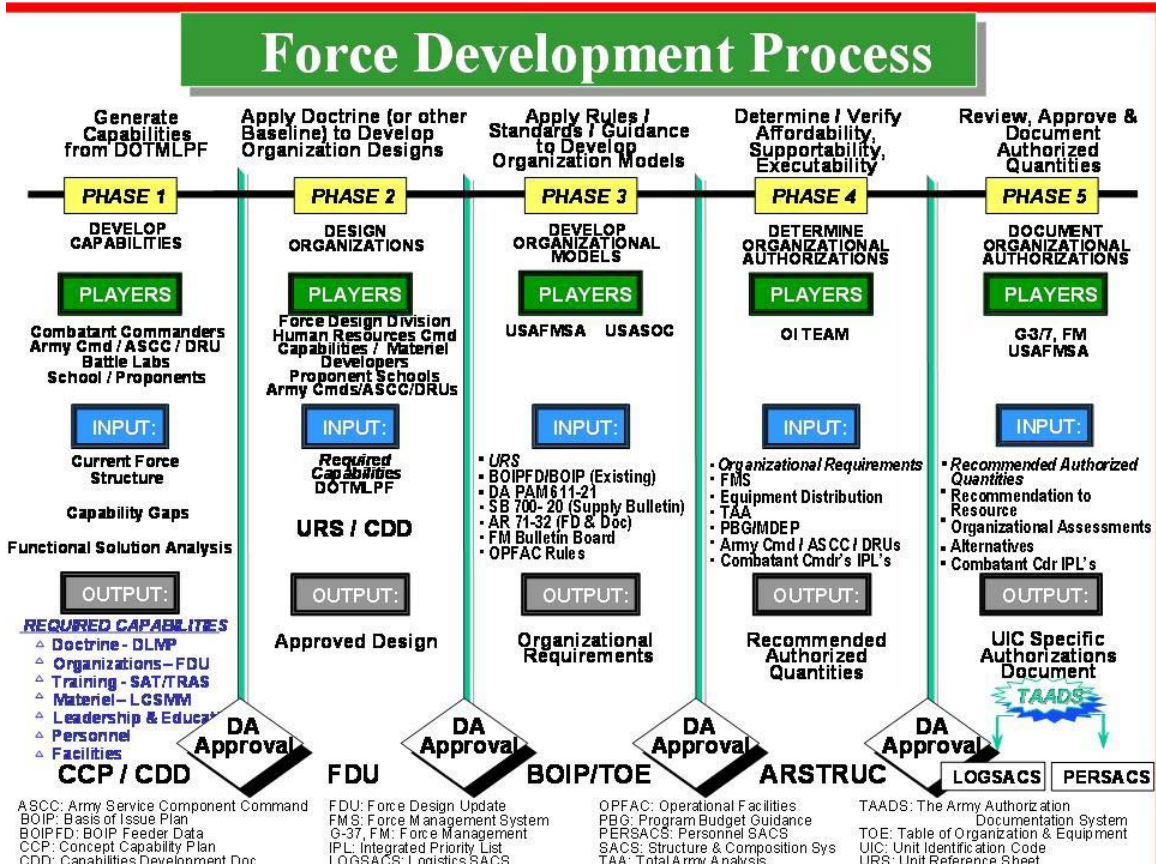


Figure 3. Force Development Process

Source: Army Force Management Primers Website. "Total Army Analysis Primer 2008." Fort Belvoir, Virginia. October 2008, page 1. Accessed 15 October 2008: <http://www.afms1.belvoir.army.mil/pages/primers/primers.html>

Phase two of force development takes the capabilities required and designs organizations through modeling. This process is largely conducted by Training and Doctrine Command (TRADOC) schools and centers. The result of designing organizations is an Army Chief of Staff approved, doctrinally correct design called the Force Design Update.

The United States Force Management Support Agency takes the approved design and applies rules, standards and guidance in phase three of force development. This

generates the requirements for force structure and is captured in the Tables of Organization and Equipment (TOE). The TOE provides a wartime mission, organizational structure, personnel, and equipment required for an organization. This phase takes approximately one year to conduct, review and receive approval from the Army Chief of Staff.

Phase four of force development determines the authorizations for the approved TOE. Total Army Analysis is a ten month process used to determine authorizations. It has two phases that develop requirements and authorizations which define the force structure in terms of how to build, man, equip, sustain, maintain, train and resource the unit. The requirements generated are the total number of units and the type of units. Total Army Analysis takes the required force (TOE) in terms of capabilities and applies fiscal, equipment and personnel constraints. In other words, the requirements are what we want; the authorizations are what we can afford. The force structure defined in Total Army Analysis is referred to as the POM force. POM is short for Program Objective Memorandum. The POM force is sent to the Army budgeting office for feasibility review. The resulting budget is captured in the Budget Estimate Submission (BES). These two processes are referred to as the POM-BES. The POM-BES is associated with a six year timeline that drives the review and approval process.

Phase five of the force development process is the documentation phase for the new force structure. This phase takes the total number and type of units and generates the Modified Table of Organization and Equipment (MTOE), creates legal documents to build the new force structure and assigns units to the new force structures. For example,

if Total Army Analysis (phase four) authorized forty eight brigade combat teams, then phase five assigns forty eight brigade combat team headquarters.

The force development process does not follow any specific timelines, however, processes inside of force development do follow timelines. The Army follows a six year timeline based on the submission of the Program Objective Memorandum and Budget Estimate Submission. This timeline is generally referred to as POM-BES. The POM-BES review is a dynamic process that allows senior Army leadership at the Department of the Army to review, approve and budget the force structure. The POM-BES process allows the Army to receive budgetary approval two years out and approval for the programmed force six years out. The Army received budgetary approval for the 2008 and 2009 force in the first quarter of fiscal year 2008. It also received approval for the programmed forces out to 2015.

The Army Force Generation Model

The purpose of the ARFORGEN model is to provide available and ready BCTs to Regional Combatant Commanders to meet current and anticipated demands. The objective behind ARFORGEN is to create the capability to continuously provide BCTs and maintain the ability to “surge”. FORSCOM, the Major Command responsible for ARFORGEN, creates this capability by using the operational readiness cycle.

The operational readiness cycle is based on three force pools; reset/train, ready, and available. The reset/train force pool consists of units involved in one of two sets of circumstances. The first is a unit that redeploys from combat and is directed to reset/train. The second is a unit that is undergoing significant turbulence through loss of personnel, equipment or an organizational change and cannot meet the requirements of

the ready or available force pools. FORSCOM directs the initiation date reset/train and plans for a six to nine month window for this phase.

The ready force pool consists of units which met readiness and training gates and are capable of conducting collective training at the Battalion and BCT level. The ready force pool categorizes units into two types, a Ready Expeditionary Force (REF) and a Deployment Expeditionary Force (DEF). DEF units have orders to train for a specific mission. REF units do not have a specific mission, and train for full spectrum operations. The ready force pool is designed to allow units to provide time for units to train for a one year period to meet higher levels of proficiency. Units in the ready force may be committed for operational requirements if necessary.

The available force pool is a one year period in which units are assessed as trained and ready to deploy. Active duty BCTs in this force pool are ready for immediate deployment. This force pool categorizes two types of units, a Contingency Expeditionary Force (CEF) and a Deployment Expeditionary Force (DEF). The DEF has valid deployment orders to conduct a mission in an assigned theater of operation, the CEF does not. Upon completion of one year in the available force pool, or upon return from deployment, the unit returns to the reset/train force pool.

The use of an operational readiness cycle means that not all BCTs can be ready for combat immediately. This is a change from tiered readiness that the Army used before implementation of the modular force design. The basic difference is that the operational readiness cycle moves people and equipment to units in the reset/train force pool to provide resources to units preparing for operational requirements.

The purpose of ARFORGEN is to provide available and ready forces to Regional Combatant Commanders. It is designed to provide a “surge” capability and to provide a consistent pool of forces to Regional Combatant Commanders. The operational readiness cycle consists of three phases: reset/train, ready, and available. The operational readiness cycle means that not all units are ready to deploy immediately.

Chapter 2 Summary

This chapter established the types of references that cover force structure and where they are found. The research lead to five broad categories of literature and explained each category. Chapter 2 established congressional documents as the primary sources for quantitative and qualitative data. Professional documents provided previous research conducted on force structure. The literature review provided government publications and military doctrine for the force structuring process. Chapter three will discuss the methodology for this research project. The purpose of chapter three is to inform the reader of the research plan, any changes to how the research was conducted and difficulties and challenges involved with the research.

¹ Congressional Research Service. *National Security Strategy: Legislative Mandates, Execution to Date, and Considerations for Congress*. Washington, D.C.: Congress of the United States, 2008, RL 34505, 3.

² Ibid., 5-7.

³ COL Ricky D.Gibbs, “Determining an Appropriate Force Sizing Paradigm for the U.S. Army” (masters thesis, Carlisle: U.S. Army War College, 2004), 10.

⁴ U.S. Department of Defense. *The Quadrennial Defense Review*. (Washington, D.C.: Government Printing Office, 2006).

⁵ Congress, *Title 10, United States Code Armed Forces*. (Washington, D.C.: Government Printing Office, 2004), Section 3062.

⁶ Congressional Research Service. *National Security Strategy: Legislative Mandates, Execution to Date, and Considerations for Congress*, 8.

⁷ U.S. Department of the Army, *Field Manual 3-07, Stability Operations and Support Operations*, (Washington, D.C.: Government Printing Office, 2003), 1-11.

⁸ U.S. Department of Defense. *The National Defense Strategy of the United States of America*, (Washington, D.C.: 2006).

⁹ U.S. Department of Defense. *Department of Defense Directive 5100.1, Functions of the Department of Defense and its Major Components*, (Washington D.C.: Government Printing Office, 2003).

¹⁰ U.S. Department of the Army, *Field Manual 3-07, Stability Operations and Support Operations*, 1-12.

¹¹ U.S. Department of the Army, *Field Manual 3-0, Operations* (Washington D.C.: Government Printing Office, 2008) B-3.

¹² U.S. Northern Command, “U.S. NORTHCOM; Defending our Homeland.” General Gene Renuart. <http://www.northcom.mil/About/index.html> (accessed October 21, 2008).

¹³ U.S. Southern Command. “U.S. Southern Command.” Admiral James G. Stavridis. <http://www.southcom.mil/AppsSC/pages/leadershipStaff.php> (accessed October 21, 2008).

¹⁴ U.S. Central Command. *U.S. CENTCOM 2007 Posture Statement*. Admiral William Fallon. <http://www.centcom.mil/en/about-centcom/posture-statement/> (accessed October 21, 2008).

¹⁵ U.S. European Command. *2008 U.S. European Command Mission*. General Bantz Craddock. <http://www.eucom.mil/english/Command/mission.asp> (accessed September 24, 2008).

¹⁶ U.S. Pacific Command. *U.S. Pacific Command Mission*. Admiral Timothy J. Keating. <http://www.pacom.mil/about/about.shtml> (accessed October 21, 2008).

¹⁷ U.S. Africa Command. *About U.S. Africa Command*. General William Ward. <http://www.africom.mil/AboutAFRICOM.asp> (accessed October 21, 2008).

¹⁸ Colonel Michael P. Kelliher, “Capabilities Based Force and Army Force Structure: Can We Support the Objectives Outlined in the QDR?” (masters thesis, Carlisle: U.S. Army War College, 2003), 1-37.

¹⁹ U.S. Department of Defense, *National Military Strategy of the United States of America*. (Washington, D.C.: Government Printing Office, 2006), 4.

²⁰ U.S. Department of Defense. *Dictionary of Military and associated terms*. <http://www.dtic.mil/doctrine/jel/doddict/>. (accessed October 21, 2008).

CHAPTER 3

RESEARCH METHODOLOGY

The primary research question “Is Army force structure adequate for operational environment challenges faced by Regional Combatant Commanders?” seeks to determine if the recent increase to Army force structure will meet future challenges. As discussed in Chapter one, Congress increased the Army force structure in 2007. The increase was an attempt to solve strategic leadership concerns about the Army’s ability to meet the security requirements of the nation.

Chapter 2 established the validity of the research by providing the primary source documents that answer each tertiary question. It provided the reader with key references and described the force structuring process. The literature review provided the reader with expert opinions on the state of Army force structure as it relates to the operational environment and the measures of effectiveness for force structure.

Chapter 3 provides the methodology of the research. The purpose of chapter 3 is to explain how data was found and analyzed to answer each research question. Chapter 3 provides the proposed plan for conducting research and how it was modified during the research.

The Research Method

This research combined information from various sources to draw conclusions. Different types of sources were required to answer each tertiary question. In addition, the interviews required to facilitate understanding of the problem were conducted by

Congress and made available to the public. Therefore no interviews or surveys were required for this research.

The answers to the tertiary question, how is Army force structure determined are provided by DoD publications. The question itself seems fairly mundane, however, an analysis of the force structuring system is required to draw conclusions about the ability of DoD to build an adequate force structure for the future based on national planning guidance.

Combined analysis of civilian and military leadership, and professional experts provided the qualitative data necessary to draw conclusions to the tertiary question, how does Army force structure currently meet operational environment challenges?

Qualitative data came from Congressional sources and professional expert documents on force structure. Congressional hearings conducted primarily by the House Armed Services Committee conducted interviews and questioned our nation's top military and civilian leaders and professional strategists. These interviews provided the relevant qualitative data necessary to determine the direction of the active duty Army force structure. Analysis of professional research previously conducted on Army force structure determined the gap between national planning guidance and the reality of the current and future Army force structure. This information was then analyzed to answer the tertiary question, how does Army force structure currently meet operational environment challenges.

Quantitative research provided information necessary to answer the tertiary question, what measures of effectiveness are used to determine adequate force structure. Data provided by the Congressional Budgetary Office (CBO) and the Congressional

Research Service (CRS) provided the most accessible and relevant data available. Studies by these two organizations provided the number of BCTs available for deployment, the estimated number of BCTs available for deployment in the future based on the Grow the Army Initiative and Army Transformation.

All three tertiary questions provide the data required to analyze the primary research question, is Army force structure adequate for operational environment challenges in 2015? The force structuring process, analysis of current force structure in the GWOT and measures of effectiveness were used to conclude the adequacy of the Army force structure in 2015.

Chapter 3 Summary

Chapter 3 provided the methodology of the research. The purpose of chapter 3 explained how data was found and analyzed to answer each research question. Chapter 4 will analyze each of the research questions.

CHAPTER 4

ANALYSIS

Introduction

The primary research question “Is Army force structure adequate for operational environment challenges faced by Regional Combatant Commanders?” seeks to determine if the 2007 increase to Army force structure will meet future challenges. The increase was an attempt to solve strategic leadership concerns about the Army’s ability to meet the security requirements of the nation.

Chapter 3 provided the methodology of the research. The methodology explained how data was found and analyzed to answer each research question. Chapter 4 is an analysis of the data collected. The purpose of Chapter 4 is to answer the primary research question and the tertiary questions.

Force Development and Army Initiatives

The force development process is not perfect. There is no crystal ball to describe the future and the requirements, capabilities and threats we will face. Personalities, limited resources and other DOD initiatives play as large a role in the force development process as the capabilities required and the threats we foresee. It is significant that the Army is undergoing the largest organizational change since World War II¹ while conducting two wars. The organizational changes are connected to and influence force development and the Army force structure. They include Base Realignment and Closure (BRAC), Grow the Army, and Transformation.

The Grow the Army initiative is required for more than adding BCTs to the ARFORGEN pool of ready or available units. It is required to free up units to conduct legally required initiatives like BRAC and provide the time necessary to transform the force. The Grow the Army initiative is how the Army plans to implement the congressionally approved increase of the Army by over seventy four thousand soldiers. The Army will increase the number of BCTs from forty two to forty eight, approximately twenty thousand soldiers. It will also add approximately fifty four thousand combat support, combat service support and reserve soldiers.

The BRAC initiative has a tremendous affect on the Army. At completion, BRAC will affect three hundred and eighty thousand service members and their families across three hundred and four military installations. The result by 2011 will be a third of the Army stationed in new or different locations. The BRAC initiative will take two mechanized divisions, the 1st Infantry Division and the 1st Armored Division, from US European Command and re-locate them to the United States. This initiative is complicated by the fact that those two divisions are deploying, deployed or returning from combat in the US Central Command area of responsibility. The Army understood that it must grow units to allow this move to take place and plans to move these divisions in 2012 and 2013².

While growing and moving, the Army is also Transforming. The transformation is an attempt to provide Regional Combatant Commanders with a force capable of deploying more rapidly, operating in smaller sizes, and sustaining itself. The modular BCT design is meant to achieve those capabilities. The division based model does not provide enough flexibility to Regional Combatant Commanders because divisions are

larger, take longer to deploy, and generally was not built to release individual BCTs for different requirements on a consistent basis.

The size and capabilities of the force are largely driven by perceptions of current and future capabilities required and threats to the nation. Force structure is also influenced by other Army initiatives like Grow the Army, BRAC and Transformation. Regional Combatant Commanders provide essential input to the process by defining the capabilities they need to meet national requirements and describing the threats in their respective areas of responsibility. This analysis will further discuss force structure measures of effectiveness, the capabilities required and threats to our security in order to assess how Regional Combatant Commanders meet current challenges and force structure adequacy in the future.

Measures of Effectiveness

This research determined that the most appropriate measures of effectiveness for active duty Army force structure include the number of brigade combat teams available, the number of requirements for brigade combat teams and the amount of time available for those brigade combat teams to prepare for combat. An April 2007 Congressional Budgeting Office report provides the measures of effectiveness for this study. The first measure of effectiveness for active duty Army force structure is the number of active duty BCTs available for contingency deployments. This measure of effectiveness provides a baseline to compare the total number of active duty Army BCTs available for deployment versus the number of BCTs required for contingency deployments.³

The second force structure measure of effectiveness is the amount of time available to prepare for combat deployments versus the actual amount of time deployed.

The Army Force Generation (ARFORGEN) model seeks a two to one ratio of preparation time to deployment time. In addition, the ARFORGEN model seeks a ratio of two BCTs preparing for combat while one BCT is deployed. These two ARFORGEN objectives are not being met today. However, the ARFORGEN model provides a means for the Army to enable its short, decisive campaign force structure to meet the demands of long term operations like those in Iraq and Afghanistan.

ARFORGEN and Force Structure

The ARFORGEN model is closely tied to four Army initiatives: transformation of legacy model division based units to modular BCTs, Base Realignment And Closure (BRAC), the Future Combat System (FCS) program, and the Grow the Army plan. The ability of the Army to provide priorities and resources to these initiatives is closely tied to the ability to fully implement ARFORGEN. In order to fully implement ARFORGEN, the increase of six new BCTs is required. A decrease in operational requirements would contribute to the successful implementation of ARFORGEN and the Army initiatives. A decrease in operational requirements is a possibility in the near future. Iraqi Prime Minister Maliki wants foreign military forces out of Iraq by 2009. US Central Command believes a more realistic plan is a phased withdrawal based on conditions starting in 2011. The phased withdrawal plan of US forces from Iraq is outlined in a draft the internationally mandated Status Of Forces Agreement (SOFA). A SOFA agreement is required by international law in order to keep US forces in Iraq. The deadline for the SOFA agreement is December 31, 2008. Both governments have been working on the SOFA for months. Once complete, it must go through the normal political process to be

approved in both countries. It remains to be seen if President Bush will sign the agreement or if he will ask for an extension and leave that task to the next US President.⁴

The ARFORGEN model seeks to provide active duty BCTs with two years to reset/train and prepare for combat and deploy for a one year period. The operational readiness cycle is designed to allow units two years to acquire personnel and equipment, as well as train at the individual, unit and collective level. This objective has not been met for two reasons. First, there are not enough active duty BCTs in our force structure to meet Regional Combatant Commander requirements over an extended period of time. Second, the 2007 surge of BCTs in Iraq depleted the number of BCTs available. The first reason is that there are not enough active duty BCTs to execute the ARFORGEN cycle as it was originally envisioned. This reason is further explained in following force structure adequacy analysis.

The second contributing factor to ARFORGEN ineffectiveness is the five BCT surge conducted in Iraq in 2006 through 2007. The five BCT surge involved more than sending five BCTs in the ready or available force pools of the operational readiness cycle. To conduct the surge affectively, the Army had to extend BCTs in Iraq from twelve month deployments to fifteen month deployments. This was necessary because there were not enough active duty BCTs in the ready and available force pools to deploy immediately. The three month extension order also provided BCTs in the reset/train phase of the operational readiness cycle with the time necessary to prepare for combat after recently returning from a deployment.

In addition to the BCTs, time was required for strategic and operational level organizations to plan for the change to the existing deployment timeline. The logistical

system needed time to conduct the existing deployment timeline and find the resources necessary to deploy five additional BCTs on short notice.

The five BCT “surge” in Iraq meant that there were five less BCTs available in reset/train and ready force pools of the ARFORGEN cycle. This produced the requirement to shorten timelines again for five different BCTs entering the reset/train force pools. This was necessary in order to fill the missions for the five additional surge BCTs and to meet consistent Regional Combatant Commander requirements for BCTs. For Example, 3 HBCT, 3rd Infantry Division returned from deployment in 2005 and deployed again less than nine months later as one of the surge BCTs to Iraq. The change of mission for 3HBCT, 3rd Infantry Division only shortened their deployment timeline by three months.

Although the “surge” in Iraq consisted of five additional BCTs, it affected fifteen BCTs. The surge also forced FORSCOM to drastically shorten the length of time available for BCTs to prepare for combat operations between deployments. The 3 HBCT, 3rd Infantry Division example of twelve months between deployments, shortened to nine months demonstrates that the concept of ARFORGEN works in terms of rapidly filling personnel and equipment shortages. The three phased operational readiness cycle is an unattainable goal today, but may be achievable after the influx of six BCTs in 2012. The strategic consequences of the surge forced the Army to publically admit that the ARFORGEN model was not entirely successful. As early as 2006, General Casey informed senior Army leaders that we are, “moving towards implementation of the ARFORGEN model, but do not expect to fully implement it until FY2011...” (Casey,

Aug 2006, 1) The ARFORGEN model worked as a tool to prepare units for combat, but the timelines originally envisioned for the operational force pools proved unrealistic.

As a result of ARFORGEN and Force Structure deficiencies, the Army Chief, General Casey, briefed Congress in February 2008 of the need to build six additional BCTs more quickly than planned.⁵ The current plan creates six BCTs by the end of 2011, four years ahead of the original plan. The addition of six BCTs to the force structure has the potential to provide some additional time for BCTs to prepare for combat between deployments. However, the objective of providing BCTs with two years to train before moving to the available force pool for a year will not be a possibility before 2011.

ARFORGEN is a useful model despite the Army's inability to meet its own published ratio of two years at home for each year deployed. The ARFORGEN timeline serves as a near term goal for the Army to achieve by 2011. Other useful qualities of ARFORGEN include resourcing BCTs for deployment based on a FORSCOM generated date and the attempt to match the training cycle and the lifecycle model for personnel.

Current Force Structure Adequacy

The Army rotation planning factor for operational deployments is each BCT deploys one year for every 2 years at home.⁶ The current model takes into account ten to eleven BCTs in Iraq, two to four for Afghanistan, one in Korea and two in Europe. The number of active duty BCTs vary in both Iraq and Afghanistan due to the use of National Guard BCTs which are on a different rotation planning factor of a BCT deployed for one year and at home station for five years. The number of active duty BCTs is projected to increase incrementally from forty two in 2007 to forty eight by 2012.⁷

Table 1. Active Duty BCT Commitments as of FY 09 (estimated)		
Location	# BCTs	Duration (estimated)
Iraq (operational)	11-13	5 years dependant on Presidential elections
Afghanistan (operational)	1-2	5-10 years
Korea (enduring)	1	15 years
Europe (enduring)	2	15 years
US Northern Command (enduring)	1	New requirement added 1 OCT 2008
Total	16-19	

Source: (Nelson 2007, 13)

The total number of BCTs required based on the ARFORGEN model is between forty five and fifty four based on the equation: one BCT deployed for twelve months plus two BCTs at home multiplied by the total number of BCTs required for national commitments. The number of active duty BCTs available by the end of the 2008 calendar year is forty three. The Army will not begin to meet its objective until 2010 when the second new BCT is ready. The result is a two BCT gap in the number of BCTs available when compared to the total number of operational requirements. Simply put, the Army is currently short two active Army BCTs.

The estimated duration of time for committing active duty Army BCTs to national requirements was derived from Nelson and the Grow the Army website. The estimate allows the research to project that national requirements will remain the same out to 2015. The increase of active duty Army BCTs by six between 2008 and 2012 meets

current and future national requirements starting in 2012 provided that no additional active duty BCTs are required for unforeseen national requirements.

Table 2. Increase to Active Duty BCT Timeline						
Year	2007	2008	2009	2010	2011	2012
+BCTs	-	1	1	1	3	-
Total #	42	43	44	45	48	48

Source: Grow the Army (GTA) Stationing Information Brief, December 19, 2007.

For the purposes of this analysis, we assume the Regional Combatant Commanders requirements for seventeen total active duty Army BCTs remains steady for the next five years until 2013. The seventeen requirements include: eleven BCTs to Iraq, two to Afghanistan, two in Europe, one in Korea, and one to US Northern Command. The active Army has forty three operational BCTs as of October 2008. The ratio of active duty BCTs at home station to BCTs filling a Regional Combatant Commander requirement is 2.5 to 1.

Further categorizing Regional Combatant Commander requirements into enduring requirements and operational requirements demonstrates that more active duty BCTs are available for operational deployments. For the purposes of this study, we will define an enduring requirement as a Regional Combatant Commander need for a brigade combat team to fulfill a national security concern. An operational requirement is defined as one that assigns a brigade combat team to a Regional Combatant Command for immediate use in full spectrum warfare against a specific threat. Using these definitions, the two

BCTs in Europe and one in Korea are available for operational deployments to Iraq and Afghanistan. Therefore, the Regional Combatant Commander operational requirements for active duty BCTs are between 12 and 15. The difference between the two numbers is the availability of National Guard, Reserve and allied forces. The ratio of BCTs in the reset/train and ready force pools to the committed for operational requirements is between 3.5 and 2.8 to 1.

Both ratios appear to meet Army desires to maintain two BCTs at home in the operational force cycle and one BCT deployed. A 2005 Congressional Research Service report concerned with deployments found that thirty two active duty BCTs deployed to Iraq in a one year period between November 2004 and mid 2005 with eight more deploying or alerted.⁸ This report seemingly contradicts the simple math of dividing the number of available BCTs by the number of operational requirements. There are two significant findings in this statement. One is that at the time of the study in 2005, all but ten active duty BCTs served in Iraq in a one year period. The other finding is that eight more BCTs were in the deployment process. In this one year period, forty of forty two active duty Army BCTs were affected by deployments to Iraq.

The reason for the difference between the simple math and the CRS report in the US Central Command area of responsibility is that US Central Command requires a consistent commitment of 12-15 BCTs in Iraq and Afghanistan without a drop in the number due to redeploying units. In order to meet this requirement without a decline in troop levels, BCTs in Iraq and Afghanistan remain in their respective theaters of operation until a newly deployed BCT arrives to replace them. It takes a BCT approximately thirty days (one month) to arrive in theater and meet up with the unit it

will replace. Considering the logistical limitations of deploying more than one BCT in a month over an extended period of time, it is reasonable to suggest that one BCT arrives in US Central Command every month over a one year period to affect a phased deployment process.

This reasoning correlates with the 2005 CRS report. Given a one-year period with fifteen BCTs in Iraq, and one BCT arriving each month, we find twenty-seven BCTs in Iraq during a one year period. Add eight additional BCTs in the deployment process and the number of BCTs affected by operational requirements in Iraq climbs to thirty-five. It is instructive to include the two BCTs in Afghanistan and jump forward to the surge in 2007. In 2005, the number of active duty BCTs affected by US Central Command operational requirements was thirty nine. This is determined by thirty five BCTs for Iraq and four BCTs for Afghanistan affected per year. The Army had forty two active duty BCTs available in 2007. This left three BCTs at home as a strategic reserve. It is therefore no surprise that the 2007 surge of five BCTs consisted of three active duty BCTs, a National Guard BCT and a Marine BCT equivalent.

Assuming a twelve month deployment, all but three active duty BCTs are affected by operational requirements in US Central Command in a one year period. The Army currently faces an active duty force recovering from the surge in Iraq in which every BCT was affected. The rotational cycle for a BCT is twelve to fifteen months deployed with nine to twelve months at home before the next operational deployment. Although the Army strives to meet a goal of one BCT deployed for every two BCTs at home in a one year period, it cannot be met unless the number of BCTs increase, the number of requirements decrease, or a combination of both.

The Army plans to increase the number of active duty BCTs by six from forty-two to forty eight by the end of calendar year 2011. With an average (not including the surge) of 39 BCTs affected by US Central Command operational requirements in a one year period, the increase in the number of BCTs provides nine additional BCTs available in a one year period. Assuming that each operational deployment returns from fifteen months to twelve months, each BCT created generates an additional month of time at home station for units to prepare for deployment. This is based on the ability to deploy one BCT a month in a one year period. With the exception of another increase of operational requirements, the Army should be able to extend BCT time at home station to twenty one months by the end of 2011. This is much closer to the Army goal of providing twenty four months time between twelve month deployments for each BCT.

The current number of BCTs available for contingency operations or as a strategic reserve is woefully inadequate. In fact, if called upon to provide troops for an operational requirement, the Army would have to use creative math to find an available BCT. The number of BCTs available increases until 2012 with the addition of six new BCTs. The amount of time these BCTs will provide for others in the Iraq and Afghanistan operational deployment cycle depends on the how many of these BCTs will be tapped for the same operational requirements. For example, if three of the six new BCTs are assigned missions with US Central Command by the end of 2010, it should provide all BCTs preparing for missions in the US Central Command area of responsibility up to one and a half years of preparation time prior to deployment. Providing three BCTs to this cycle leaves three BCTs by 2012 available for a strategic reserve or as dedicated forces to enduring operations in Europe and Korea. All of this is moot if the numbers of

operational deployments or enduring missions increase. If the numbers of operational or enduring missions decrease, the Army has the potential to fully implement ARFORGEN.

Table 3. Force Structure Measures of Effectiveness						
Calendar Year	Total AC BCTs	# OP REQs	# BCTs Affected	# BCTs Avail	Time between deployments	Ratio of deploy v home station
2007	42	15	42	0	9-12 months	1.3:1
2008	43	15	42	1	13 months	1:1.1
2009	44	15	39	5	17 months	1:1.4
2010	45	15	39	6	18 months	1:1.5
2011	48	15	39	9	21 months	1:1.8

Source: Created by author using information derived from Nelson, 2007.

What the Past Might Suggest of the Future

Forecasting is both necessary and vital to determine future force structure, but it is also dangerous. Army leaders use both scientific methods and the art of leadership in an attempt to visualize the capabilities required of friendly forces and the threat we may face and mitigate the dangers of predicting the future. The Army process for understanding and visualizing using both art and science is Battle Command.⁹

Scientific methods include the mission analysis phase of the military decision making process, and staff estimates. Mission analysis is the process of learning about an operating environment to provide facts and assumptions to develop courses of action to conduct a mission. Field Manual 5-0, *Army Planning and Orders Production*, explains that mission analysis uses the following variables to frame the problem: the mission, the enemy, troops available, the terrain and time available. Planning staffs conduct estimates of the situation based on the military decision making process to provide facts and

assumptions about friendly forces for the commander.

The art of understanding a problem and visualizing the end state is the commander's ability to synthesize the variables of the operating environment. The commander must analyze the operational environment to develop questions, or information requirements, that lead to decisions that will place the threat at a disadvantage. Field Manual 3-0 *Operations*, describe the following variables to analyze the operational environment: politics of the region, military forces in the region, economics, social structures, infrastructure capabilities, information distribution methods, the physical terrain, and how time affects the environment.

Once the commander understands the problem, he must describe the desired end state and define the nature and design of the problem. This is the art of visualizing and allows the commander to communicate the desired end state, planning guidance and information requirements to his planning staff.

Commanders at the tactical, operational and strategic level visualize end states across varying lengths of time. A tactical commander may visualize an end state that is hours or days in the future. An operational commander may visualize an end state that is months or years into the future. Strategic commanders and leaders must define an end state that is farther into the future.

Regional Combatant Commanders (RCC) analyze the capabilities required to achieve national requirements and the threats they face in their respective regions well into the future. General Bantz Craddock, the European Combatant Commander, plans out five years in terms of the capabilities he needs and the threats he faces.¹⁰ He describes his end state in terms of the threat, the environment, civilians and friendly

forces. General Craddock's vision is: Europe as a global partner, Africa that is self-sufficient and stable, a broader Middle East at peace, transformed and expeditionary United States European Command, and capable regional security organizations.¹¹

Admiral James Stavridis, the SOUTHCOM Commander, plans out ten years in the June 2008, "United States Southern Command Strategy 2018." In this strategy, Admiral Stavridis outlines his vision, the SOUTHCOM mission, the objectives and the means to achieve those objectives. The end state outlined by Admiral Stavridis is, "Partnership for the Americas." This comprehensive strategy seeks to determine threats and capabilities required to meet the "Partnership for the Americas" end state ten years in the future. However, the strategy is formally reviewed every two years in order to take into account changes in the operational environment.

The ability to forecast capabilities required and future threats is vital, however, there are dangers associated with these attempts. In his description of war, Clausewitz suggests that no other human activity is so, "continuously or universally bound up with chance."¹² Alan Beyerchen in, "Clausewitz, Nonlinearity and the Unpredictability of War" describes how Western institutions tend to look for linear methods to predict future trends.¹³ Beyerchen suggests that linear methods can be broken down into smaller parts, thus making them easier to solve. Western institutions favor linear methods because they are neat and can be solved using equations that fit our idealistic models of nature. Beyerchen defines a non-linear system as one that disobeys proportionality and therefore does not fit well into mathematical equations.

Clausewitz suggests that war is non-linear. His third definition of war states that war is "a remarkable trinity" (eine wunderliche Dreifaltigkeit) composed of (a) the blind,

natural force of violence, hatred, and enmity among the masses of people; (b) chance and probability, faced or generated by the commander and his army; and (c) war's rational subordination to the policy of the government.¹⁴ This definition is generally considered to mean that no single element of the “paradoxical trinity” should be overemphasized. However, it also points out the non-linear aspects of war. Clausewitz suggests that the interactions of these three variables, the people, the military, and the government, cannot be controlled or predicted and that the interactions and processes between adversaries cannot be forecasted. The Western tendency to fit non linear processes into mathematical equations and the uncontrollable nature of war make future predictions dangerous. Forecasting is both necessary and vital to determine future force structure. However, Clausewitz and Beyerchen describe the dangers of predicting the future in war. Military leaders, like Combatant Commanders, use both scientific methods and the art of leadership in an attempt to visualize the capabilities required of friendly forces and the threat we may face and mitigate the dangers of predicting the future.

Regional Combatant Commanders

Regional Combatant Commanders are responsible for security and stability in their regions. Regional Combatant Commanders play a vital role in determining Army force structure by defining the capabilities required to accomplish their mission and the threats they face. These commanders are required by law to communicate the capabilities they require and the threats they face to Congress. These documents, or Posture Statements, are briefed to Congress by Regional Combatant Commanders annually. This analysis will focus on the following four regional combatant commands with active Army BCTs assigned: EUCOM, CENTCOM, NORTHCOM and PACOM.

EUCOM

The EUCOM area of responsibility includes Europe, Russia, the Caucasus, the majority of Africa, Greenland, Antarctica and the waters involving these areas. This region consists of ninety three nations and twenty three percent of the world population. The EUCOM mission was defined by its Commander, General Bantz Craddock, in his March 2008 Posture Statement:

EUCOM's mission is to defend the homeland forward and support U.S. strategic and economic interests by maintaining ready forces for full spectrum operations, securing strategic access and global freedom of action, enhancing trans-Atlantic security through NATO, and promoting regional stability. We achieve this through forward presence, security cooperation, and support to operations in Iraq and Afghanistan. Our strategy emphasizes security cooperation activities with partners, Allies, and potential coalition members.

Recent events in Georgia indicate that the EUCOM Commander does not have Army BCTs to draw from in the event of a crisis in the region. General Craddock informed Congress on 13 March 2008 that he has been providing Army forces to CENTCOM for the past five years. As a result, EUCOM does not have a military force to use if a contingency erupts, much like the invasion of Georgia by Russia. General Craddock is forced to rely on the other military services and means of strategic power to solve situations in the EUCOM operational environment. EUCOM does not have the ability to call on its forward deployed Army BCTs because CENTCOM requirements trump EUCOM requirements.

CENTCOM

Admiral Fallon described the CENTCOM top priority as stability and security in Iraq. Stability and Security in Iraq is quite narrow compared to other Regional Combatant Commands. Both EUCOM and PACOM list their top priorities as the

struggle against violent extremism. CENTCOM receives more resources in terms of money, personnel and equipment than the other Regional Combatant Commands due to the wars in Iraq and Afghanistan, and Admiral Fallon demonstrates a clearly defined priority and focus for those resources.

Admiral Fallon listed the capabilities required to achieve this priority and to meet other priorities in CENTCOM. Under the heading of Personnel, he reported that the number of language specialists, intelligence specialists and counter intelligence agents do not support current requirements. He explained the continued requirement for the development of counter-IED equipment and training. Admiral Fallon emphasized the need for joint warfighting capabilities and the need to:

maintain a full spectrum of responsive capabilities through an effective forward deployed force structure, thorough planning, and realistic combined training exercises.¹⁵

The Secretary of Defense, Robert Gates, announced Admiral Fallon's resignation as the CENTCOM CDR on 11 March 2008 due to perceptions of differences between Admiral Fallon's policies and those of President Bush. Since Admiral Fallon's departure from CENTCOM, Lieutenant General Dempsey was placed in the CENTCOM Commander's role as an interim fix until General Petraeus arrives. The changes in the contemporary operational environment since Admiral Fallon's departure and the arrival of GN Petraeus may see change to CENTCOM's top priority (stability and security in Iraq).

It is possible that the next few years will see the United States pulling BCTs out of Iraq. Indicators include a more stable environment in Iraq due to the success of the surge in securing the populace of Baghdad, Iraqi governmental desire to extend its

authority and control as Iraqi Security Forces become more capable, and both Iraqi and US desires to withdraw our forces. These actions, along with the increase in the number of BCTs, may allow units in the ARFORGEN cycle more time to train between deployments.

It is also possible that we will send more BCTs to Afghanistan. There is a clear trend that the Taliban and other extremist organizations are increasing insurgency efforts. General David McKiernan, NATO Commander in Afghanistan, requested additional US troops for Afghanistan to quell increased violence and stop the movement of extremist organizations in and out of Pakistan.

Admiral Fallon established clear priorities and focus for CENTCOM resources. Admiral Fallon's top priority in CENTCOM was security and stability in Iraq. Recent changes to the contemporary operational environment, Admiral Fallon's departure, and the arrival of General Petraeus may indicate a shift to come in CENTCOM's top priority.

NORTHCOM

The United States Northern Command (NORTHCOM) was established on 1 October 2002 to command and control all DOD and Homeland Defense efforts to protect the United States on its own soil. The NORTHCOM area of responsibility includes the US, Canada, Mexico, Alaska, and the territorial waters associated with all three countries. NORTHCOM provides unity of command for all efforts to defend, protect and secure the US. Part of the NORTHCOM mission is to conduct civil support operations in the event of natural disaster, such as the aftermath of Hurricane Katrina in New Orleans.¹⁶

NORTHCOM created a civil support model to react to natural disasters or manmade emergencies due to the poor coordinated efforts of federal and state agencies in

the aftermath of Hurricane Katrina in 2005 and other natural disasters. The model calls for a force of approximately 4700 personnel from all services and agencies within the United States to respond to a crisis upon 48 hours of notification. This response force mission, referred to as CBRNE Consequence Management Response Force (CCMRF), consists of an operational force, a medical force and an aviation force.

1st BCT, 3 Infantry Division received the mission to form the first ever core operational task force to execute the CCMRF mission. 1st BCT, 3rd Infantry Division is assigned to NORTHCOM and is on call to respond to a crisis twenty four hours a day, seven days a week for an entire year as of 1 October 2008. This mission runs concurrently with the BCTs requirement to reset, rebuild, equip and train for another expected deployment in support of Operation Iraqi Freedom in 2010. (Cavalaro, September 2008)

The multiple, and vastly different requirements placed on 1st BCT, 3rd Infantry Division in the relatively small execution window are indicative of an Army force structure that is too small. In fairness, the Army ensured it provided the 1st BCT with twenty months between deployments to conduct the NORTHCOM response mission and complete the ARFORGEN process run by FORSCOM.¹⁷ However, the difficulties of planning, preparing, training and executing two vastly different missions simultaneously placed yet another burden on our soldiers and their families. Without a doubt, this BCT is training for full spectrum operations.

There are risks with assignment of this active duty HBCT to NORTHCOM as a response force. Risk 1 – Any event that causes the 1st BCT, 3rd Infantry Division to respond to a crisis affects its ability to conduct ARFORGEN operations, train for its core

mission essential tasks, and requires timeline adjustments. These timeline adjustments affect FORSCOM, who is responsible for ARFORGEN and providing ready BCTs to all Regional Combatant Commanders. Risk 2 – the potential use of active duty BCTs on US soil detracts from the Army's ability to plan, prepare, and train for operational missions outside the US. Risk 3 – The use of an active duty BCT for crisis response inside the US further blurs the lines between the Regional Combatant Commanders' desire for an expeditionary force and the purpose and roles of National Guard and Reserve forces. These three risks of using active duty BCTs for the NORTHCOM mission have far reaching consequences if not mitigated.

The multiple missions assigned to 1st Brigade, 3rd Infantry Division highlight the problem created when the Army operationalized the strategic reserve forces. The assignment of an active duty BCT to NORTHCOM for emergency response indicates that we do not have the ability to call on our National Guard and Reserve forces in emergencies. One reason for this is the time required for these units to rebuild, reset and train upon return from deployment. Another reason is that National Guard and Reserve units are required to fill out the force structure deficiencies in the active force in combat operations. A third reason is that they do not have the capability to respond to a crisis within 48 hours.

The Army must create a true strategic reserve which is capable of responding to civil support operations, stability operations and major combat operations. To do this, State National Guard BCTs and Federal Reserve forces must be relieved from the five year deployment cycle to Iraq or Afghanistan and assigned the mission to conduct CCMRF for NORTHCOM. There is significant inherent risk with this option. The

active force is dependent on National Guard and Reserve units to provide the combat support and combat service support capabilities to fill out its shortages.

NORTHCOM expects the 1st Brigade, 3rd Infantry Division to be replaced by another BCT at the end of its twelve month tour. It is not yet clear if this new national requirement for an additional active duty Army BCT is enduring (ten years or more). It is clear that the NORTHCOM mission to provide a federal response force in case of an emergency is expected to be enduring.¹⁸

PACOM

The Pacific Command area of operation is the largest of the Regional Combatant Commands. The area of operation includes the Pacific Ocean, and thirty six countries such as China, India, Japan, Australia, New Zealand, Thailand, Indonesia, and the Philippines. Admiral Keating, PACOM Commander, lists his priorities as war fighting readiness, presence and forces posture, and regional engagement. The greatest capability need for PACOM is increased intelligence, reconnaissance and surveillance assets.¹⁹

Admiral Keating reported to Congress on 11 March 2008 that PACOM remains ready and capable to respond quickly. This may be true for limited contingencies such as the response force recently sent to Burma in the aftermath of a tsunami. However, his response capability for the use of military force, specifically the land component, is hindered by the thirty thousand PACOM airman, soldiers and seaman fore-deployed to CENTCOM. Admiral Keating is aware of this risk and stated that contingency plans have been altered to prioritize Navy and Air Force assets until such time that land forces are made available. In addition, he stated that the Secretary of Defense is aware of these contingency plans and the inherent risks faced by PACOM.²⁰

Admiral Keating and PACOM are actively seeking methods to increase engagement opportunities with all the countries in the PACOM area of responsibility. PACOM uses training exercises, personnel exchanges, humanitarian assistance in disaster relief situations and opportunities to defeat the influenza epidemic as a way to achieve increased engagement. Admiral Keating is limited to using his Naval assets and Air Force assets in these operations due to land force requirements in CENTCOM. PACOM's third priority is regional engagement. Twenty-three of the thirty-nine countries in the PACOM area of responsibility are willing to engage with PACOM. These countries prefer to be partners rather than allies and seek multilateral engagement techniques versus bilateral engagement. These countries communicated that they depend on the United States for combating terrorism, enhancing maritime security and providing humanitarian assistance. The region remains relatively stable, and economic progress is moving forward in China and Japan.²¹

The commitment of thirty thousand PACOM forces to CENTCOM, combined with the three priorities, highlights the need for an increased national level Intelligence, Surveillance and Reconnaissance (ISR) capability. These capabilities provide PACOM with the ability to monitor dangerous situations that could lead to potential conflict requiring the use of ground forces. Border concerns include the Pakistan and India border, and India and China border. Military concerns include the growth of the Chinese military and their intentions, the activities of extremist organizations in India, Indonesia and the Philippines, and piracy around Indonesia. These concerns require intelligence, surveillance and reconnaissance capability to provide understanding and awareness in the PACOM area of responsibility.

It is clear that the COCOMs do not have the Army component forces that they require due to the operational requirements in CENTCOM. Regional Combatant Commanders, like Admiral Keating at PACOM, are forced to rely on other military services and accept risk from the Army component. To further mitigate risk, RCCs must rely on Reserve and National Guard forces, allies, other governmental agencies to provide stability and security in their respective regions. The size of the Army force structure affects how RCCs conduct operations. The capabilities of Army force structure also affect how RCCs conduct operations. Admiral Fallon, before his departure, informed Senator Levin that the Army does not have the intelligence and language specialists, nor the counter intelligence agents required for operations in CENTCOM. Admiral Fallon described the capabilities he needed in the CENTCOM area of operation as a force capable of conducting protracted stability operations in an austere environment against an insurgency.

The Threat in the Contemporary Operating Environment

Our nation's top military leaders, including Army Chief General Casey and TRADOC Commander, General Wallace, view the foreseeable future as an, "era of persistent conflict"²² for the United States. The force capabilities described by Admiral Fallon, former CENTCOM Commander, are needed to defeat threats that we face today and will face in the foreseeable future. The ability to identify these threats is essential to building force structure capability.

The 2008 *Army Operations* manual, FM 3-0, provides a broad description of the threats we face today and in the future. Threats are described as, "nation-states, organizations, people, groups, conditions, or natural phenomena able to damage or

destroy life, vital resources, or institutions.” FM 3-0 then categorizes threats into four areas: traditional, irregular, catastrophic, and disruptive.²³ General Wallace identified the threats we face in an “era of persistent conflict” terms of “six mega trends.”²⁴ The “six mega trends” faced by RCCs in the contemporary operating environment are increased globalization, proliferation of weapons of mass destruction, shifting demographics, failed or fragile states, competition for resources, and climate change.

The increasing globalization trend can be attributed to the dramatic increase in technology and computing power and the increased availability of the internet across the planet. The availability of information on the internet provides societies once alienated from other ways of life with a view of other lifestyles. It also provides a means of instant communication and news. Instant access to news, information, and communication is a potential source for conflict. The media and the internet are certainly powerful variables in the contemporary operating environment now and in the future.

Population centers continue to grow as people move from rural areas into urban areas to be closer to centers of power, security, and information. This trend leads to the conclusion that future land conflicts will be in and among the people in urban environments. Particularly troubling is the trend of increasing failed or fragile states with highly populated urban areas in a state of unrest. These failed or fragile states cannot provide the resources or security to its population, leading to unrest and increased potential for an insurgency. The three remaining “mega trends”, proliferation of WMD, climate change, and competition for resources including water and oil provide enough potential for conflict in and of themselves. However, when combined with a fragile state, the potential hazards rise dramatically.

When combined, these threats and six “mega trends” suggest land forces, most significantly the Army, will increase in importance as security and stability erode in fragile or failed states. The Army’s leadership recognized and defined these threats and trends. It must now build a force structure capable of conducting operations to meet these threats and trends. This includes a structure capable of conducting sustained stability operations in highly populated urban areas while providing security to people and defeating an insurgency. A capability described as essential by four of our six RCCs.

The Significance of Not Having a Strategic Reserve

The United States does not have a strategic reserve. In fact, the Department of Defense does not have a definition for a strategic reserve. The following two definitions define a reserve force in terms of the tactical and operational levels of war, and the Federal Reserve Component in terms of soldiers, “1. Portion of a body of troops that is kept to the rear, or withheld from action at the beginning of an engagement, in order to be available for a decisive movement. 2. Members of the Military Services who are not in active service but who are subject to call to active duty.”²⁵ The National Guard and Reserve are in fact, operational forces on a deployment cycle of one year deployed to five years at home due to Regional Combatant Commander requirements. The 2007 increase to Army force structure provides enough forces to adequately meet RCC requirements, but does not address a strategic reserve. The Army is dependent on forces in the ARFORGEN cycle at home station as a strategic reserve. By definition, a reserve has no other mission than that of a reserve force, ready to re-enforce or exploit success. Since units in the ARFORGEN cycle quickly receive new missions to deploy to Iraq and Afghanistan, they cannot be used as a reserve to meet National level contingencies in the

strict definition.

The Army is violating its principles of war by not maintaining a reserve force at the strategic level. The Army has nine principles of war; the joint force adds three more for a total of eleven. The Army principles of war are: objective, offense, mass, economy of force, maneuver, unity of command, security, surprise and simplicity. The three additional joint principles are: perseverance, legitimacy and restraint.

A dedicated strategic Army level reserve force is significant because it provides Regional Combatant Commanders with flexibility to commit additional forces and maintain initiative. According to the Army's Operations manual, initiative and offensive are synonymous.²⁶ The current situation in Afghanistan provides an illustration of how violation of this principle has a negative effect in the CENTCOM area of responsibility.

General David McKiernan, NATO Commander and Commander of all forces in Afghanistan, requested additional forces in January 2007 due to increased violence by extremist organizations. Violence levels continue to increase in Afghanistan and exceeded levels in Iraq in June and July 2008.²⁷ The Army does not have the capability of maintaining a reserve force of the size required. As a result, the Joint Chiefs and the Secretary of Defense were forced to consider extending units already in Afghanistan and modifying time schedules of BCTs recently returned from a deployment. Secretary Gates announced that sending a Marine Battalion and an Army BCT in the near future are possibilities, but that any additional increase in Army BCTs would have to wait until 2009.²⁸ In the year and a half since the request for additional forces in Afghanistan, extremist organization violence has increased and crossed the international border into Pakistan. This increase in violence is a clear indication that NATO forces have lost the

initiative against the Taliban and other extremist organizations.

Force Structure versus Regional Combatant Commander Requirements

The current Army force structure is not adequate to meet operational environment challenges faced by Regional Combatant Commanders. There are currently more requirements for Army BCTs than there are BCTs. The 2007 increase to Army force structure requested by President Bush and approved by Congress has the potential to solve the issue of the Army's ability to provide the forces required by Regional Combatant Commanders by 2011. In addition to increasing the size of the active Army force structure, Regional Combatant Commanders need a land component force capable of conducting protracted stability operations in an austere environment against an insurgency.

The Army must build a force structure capable of winning a protracted war in an ambiguous operational environment. The force sent into Iraq and Afghanistan was built to win short, decisive, conventional wars and return home. This type of force is not suited to fight a protracted stability operation against an insurgency. Stability operations and counter insurgency fights are manpower intensive. The drawdown of the Army from eighteen active duty divisions to ten at the end of the cold war significantly reduced the number of forces available to meet the requirements of a protracted war in a stability environment.

While the size of our force decreased, the number of operational requirements increased.²⁹ The number of locations the Army was deployed between 1950 and 1989 was ten. The number of locations the Army was deployed between 1989 and 2002 jumped to forty.³⁰ These deployed locations include Somalia, Bosnia, and Kosovo.

Bosnia and Kosovo required one or two BCTs over an extended period of time from 5-9 years. Both peacekeeping operations were easily managed by EUCOM forces with little disruption to the rest of the Army. It is significant to note that the Army conducted four times the number of deployments in one third of the amount of time with half the forces after the cold war force reduction.

The current force is more prepared for the stability operations environment and counter insurgency fight based on conducting operations in that environment for the last seven years. The length of the wars in Iraq and Afghanistan combined with the number of BCTs required for both operations has caused the Core Mission Essential Task List (CMETL) tasks of the force to atrophy. However, Regional Combatant Commander's are more concerned with the threat of insurgencies and our ability to counter them than the threat of a conventional war.

Military leaders are struggling to determine whether we continue to train and fight the current wars or if we train units in the ARFORGEN cycle for future conflicts across the full spectrum of warfare. These two divergent views have created a rift in the military between those who argue for preparing for the fight we are in and those who argue for a return to preparing for major combat operations. Andrew Bacevich describes these divergent viewpoints as Crusaders against Conventionalists (Gian Gentile) in an article titled, "The Petraeus Doctrine" published in *The Atlantic* October 2008 edition. Crusaders like Lieutenant Colonel John Nagl are described as believing that commanders rigidly adhered to post Vietnam era policy of conventional warfare and a high intensity fight and ignored the stability operations and counter insurgency lessons of Vietnam. Commanders who fit this profile include General George Casey and Lieutenant General

(retired) Ricardo Sanchez. Crusaders believe that the US Army must implement the relevant lessons learned from Vietnam, Iraq and Afghanistan. Conventionalists, like Colonel Gian Gentile, believe that a focus on stability operations will force the Army to re-invent itself as a constabulary force and ignores the lessons of Israel-Lebanese Hezbollah fight in 1996.³¹

The issue of an adequate Army force structure in terms of size will be solved by the 2007 increase to the Army force structure pending any additional operational requirements for Army BCTs before 2011. Regional Combatant Commanders have lost initiative and flexibility due to an inadequate Army force structure. They are now more dependent on the Reserve and National Guard, other military services, our allies, other US governmental organizations and contractors to create stability and security in their regions. The size of the active Army force structure has the potential to match and even exceed the number of operational requirements. The Army has a unique opportunity to create and maintain the capabilities desired of Army force structure by Regional Combatant Commanders. Crusaders, as defined by Andrew Basevich in his article, *The Petraeus Doctrine*, advocate focusing the Army and its capabilities on protracted warfare in a stability operational environment against an insurgency. Conventionalists argue that the Army must have the capability to fight and win a short, decisive conventional war.

Chapter 4 Conclusion

Chapter 4 analyzed data collected on force structure, force development, ARFORGEN, Regional Combatant Commanders, threats and capabilities. Chapter 4 achieved the purpose of answering the primary research question, “Is Army force structure adequate for operational environment challenges faced by Regional Combatant

Commanders” by analyzing the tertiary questions. Without first validating the tertiary questions, the primary question could not be adequately answered.

This analysis concluded that the current Army force structure is inadequate in terms of size and capabilities required by Regional Combatant Commanders. The addition of six active duty BCTs by end of calendar year 2011 will meet the challenge of force structure size assuming there are no additional operational requirements for active duty BCTs. Regional Combatant Commanders require a land component Army force capable of conducting stability operations in an austere operational environment against an insurgency over extended periods of time. The Army transformation plan changing the division based structure to a modular, expeditionary force capable of conducting protracted operations across the full spectrum of warfare is pending completion by 2011. By all measures, the Army is on track to meet the ARFORGEN model of two to one ratio of BCTs training at home to BCTs deployed by 2011. The increase of six BCTs also allows the Army to near completion of its other initiatives by 2011, which include the Base Realignment and Closure plan, Transformation, Grow the Army and continued implementation of Future Combat System designs.

Chapter 5 offers conclusions and recommendations based on the findings in the force structure analysis. The purpose of Chapter 5 is to offer reasonable solutions to the problems identified in the analysis and offer additional areas for research on force structure.

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²⁰ Ibid.

²¹ Ibid.

²² U.S. Department of the Army, "TRADOC Commander's Perspective." General William Wallace. (lecture to Command and General Staff College, Fort Leavenworth, KS, October 20, 2008.)

²³ U.S. Department of the Army. *Field Manual 3-0, Operations*. (Washington, D.C.: Government Printing Office, 2008), 1-4.

²⁴ U.S. Department of the Army, "TRADOC Commander's Perspective." General William Wallace.

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²⁶ U.S. Department of the Army. *Field Manual 3-0, Operations*., A1.

²⁷ Chris M. Mason, and Thomas H. Johnson. "All Counterinsurgency Is Local." *The Atlantic*. October 2008, 1. <http://www.theatlantic.com/doc/200810/afghan> (accessed October 24, 2008)

²⁸ Associated Press. "Commanders Tell Gates to Send More Troops." *MSNBC*. (January, 2007), <http://www.msnbc.msn.com/id/16666549/> (accessed October 03, 2008).

²⁹ Edward F. Bruner, "Military Dispositions: Fact Sheet: CRS report RS20649." *National Security*. January 30, 2007. <http://www.fas.org/sgp/crs/natsec/RS20649.pdf> (accessed October 21, 2008).

³⁰ COL Ricky D. Gibbs, "Determining an Appropriate Force Sizing Paradigm for the U.S. Army" (masters thesis, Carlisle: U.S. Army War College, 2004), 2.

³¹ Andrew Bacevich, "The Petraeus Doctrine." *The Atlantic*. (October 2008)
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CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Findings

Chapter 4 offered analysis of active Army force structure in terms of size and capability. Chapter 4 answered the three tertiary questions, how is Army force structure determined, how do RCCs meet operational environment challenges, and provided measures of effectiveness for Army force structure. Chapter 4 used the three tertiary questions to answer the primary research question, “Is Army force structure adequate for operational environment challenges faced by Regional Combatant Commanders?” Chapter 5 offers conclusions and recommendations based on the findings in the force structure analysis. The findings below outline current and future force structure adequacy in terms of size and capability.

Inadequate Today, Potential for Tomorrow

The current Army force structure is inadequate to meet operational environment challenges faced by Regional Combatant Commanders. However, the 2007 increase to Army force structure has the potential to meet future challenges by the year 2011. The number of active duty Army BCTs will meet the number of operational requirements by 2010 and exceed the number of operational requirements by 2011. This bodes well for Army force structure provided there are no additional operational requirements for active Army BCTs. Therefore, the Army faces more of the same - longer deployments and less time at home to prepare for deployments until two additional BCTs are operational by 2010. Until then, Regional Combatant Commanders must accept risk in the availability

of active Army brigade combat teams, and find other means of meeting these requirements in their respective areas of operation.

The increase in Army force structure has the potential to meet Regional Combatant Commander capability concerns. The Army Chief, General Casey, believes that every BCT must train for full spectrum warfare. Regional Combatant Commanders desire a land force that can handle a protracted fight in an austere stability environment against an insurgency. Admiral Fallon called for more intelligence and language specialists, and counter intelligence agents in the force to provide BCTs with more capability to positively affect their areas of responsibility. Army BCTs currently meet Regional Combatant Commander capability concerns due to OPTEMPO and lessons learned in combat. The limited time available for BCTs to reset and train in the ARFORGEN operational cycle provides just enough training time for BCTs to focus on specific tasks required.

Develop Capability through Training and Doctrine

This recommendation provides a means to bridge the gap between the “Crusaders” and the “Conventionalists”, terms defined by Andrew Bacevich. The length of time required to train an Army BCT to be proficient in all military tasks across the full spectrum of warfare is greater than the twelve to fifteen months BCTs have at home station to prepare for combat. Twelve to fifteen months at home station provides Army BCTs just enough time to reset, and train for protracted warfare conducted in an austere stability environment against an insurgency before deployment.

Increasing Army force structure beyond the 2007 congressionally approved increase does not seem realistic from an economic point of view. The Army must create

a training plan to meet RCC requirements with the projected 2011 force structure while fighting the current wars in Iraq and Afghanistan. The Army Chief of Staff should develop a future training plan that focuses BCTs on training required to win the fight the Army is currently in. The capabilities and threats we currently face and will continue to face are laid out for us by RCCs. The RCCs need BCTs with the capabilities to conduct stability operations and defeat insurgencies.

General Casey indicated that the Army must prepare for full spectrum operations. His 2006 memorandum to all General Officers, the Senior Executive Service, and their Sergeants Major titled, “Army Training and Leader Development Guidance” outlined a training plan based on time available to prepare for missions. According to General Casey, BCTs with eighteen months or less before deployment should focus on Directed Mission Essential Task List (DMETL) tasks in order to prepare for known contingency operations.¹ DMETL tasks are specific capabilities required against a specific threat in a known operational environment based on receipt of a mission. For example, a mechanized BCT may require the capability to train, build, equip, and set conditions for Iraqi Security Forces to conduct operations in an assigned area of operations. This capability is not part of the Core Mission Essential Task List (CMETL) for a mechanized BCT. General Casey’s plan requires BCTs with more than eighteen months before deployment to integrate CMETL tasks. A potential CMETL task for a mechanized BCT is to conduct a deliberate breach. The purpose of a deliberate breach is to penetrate a prepared enemy defensive position and its obstacles. The ability to conduct a deliberate breach is vital against a prepared defense; however, it takes time and resources to train. In addition, it is highly unlikely that a deliberate breach will be required in the next few

years in a stability environment against an insurgent force.²

The internal struggle between the Crusaders and the Conventionalists points to the challenges that lie ahead for the Army. Both arguments are valid, and it is clear that we must train for the current fight and prepare for future threats while gaining expertise with the capabilities required by RCCs. The problem is that BCTs cannot possibly train well for full spectrum operations without a focus and priorities. The Army Chief of Staff should provide the focus and priorities. He should also closely relate the future training model to the lifecycle model of keeping soldiers stabilized with the same unit for three years.

Training for active Army BCTs should be focused, specific, and cyclic based on PERSTEMPO, ARFORGEN, and future threats and capabilities described by RCCs. For example, the 4th Infantry Division has three HBCTs. Training for 4th ID BCTs should be focused on specific capabilities and threats described by RCCs. RCC recommendations should be reviewed by Congress and the Army Chief of Staff before resources are prioritized for training. Assuming two years before deployment, each BCT within 4th ID should have a separate training focus for a three year period based on 4th IDs three year personnel lifecycle and the ARFORGEN process. One BCT should focus on major combat operations against a conventional fighting force, the second BCT should focus on stability operations with an insurgency, the third BCT should focus on advisory duties, and building, equipping, training and setting conditions for states and their security force to become operational. This focus for each BCT assists the BCT commanders to build their METL and associated battle tasks and training plans. The focus for each BCT should then be rotated at the end of three years. This training plan has the potential to

provide RCCs with BCTs that have expertise in the capabilities they may require across the entire spectrum of operations against any future threat. This plan is dependent on the number of operational requirements remaining the same or decreasing over the next six years.

Recommendation for further study: A National Defense Force

The training recommendation above provides a near term solution to full spectrum capabilities required by RCCs. In the long run, the capability to harness and synchronize all aspects of national power to influence respective regions is what RCC require. All six RCCs refer to the increasing importance of joint, multinational, and interagency cooperation and integration. Based on Regional Combatant Commander requirements, the idea of a national defense force is an area for further study. This force structure issue is an idea broadly debated since 1944.

This research recommends a concept for a national defense force which combines all four military services into one national military. Aspects of each military service still exist, but are tailored to a specific mission focus under a single commander. The thesis simply asks, “Is the United States moving toward a national defense force structure?” The issue of how to structure a national defense force, what could be gained or lost, what aspects of national power should be made available and how to employ those aspects is beyond the scope of this research.

Summary

This research analyzed active duty force structure adequacy. Chapter 1 introduced the thesis. Chapter 2 provided a literature review on force structure. Chapter

3 provided the methodology of the research. Chapter 4 was an analysis of the tertiary questions and the primary research question. This chapter provided findings, conclusions and recommendations for further research.

¹ U.S. Department of the Army, *Army Training and Leader Development Guidance*. General George W Casey. (Washington, D.C.: Government Printing Office, 2006), 2.

² Ibid.

GLOSSARY

Army Force Generation (ARFORGEN). According to the 2008 Army Posture Statement, Addendum E: The ARFORGEN process is used to manage the force and ensure the ability to support demands for Army forces. ARFORGEN sequences activities for all active and reserve Army units to include: Reset, Modular conversion, Modernization, Manning adjustments, Soldier and leader training and education programs, Unit training, Employment, and Stationing decisions.

Crusader. According to Andrew Basevich in *The Petraeus Doctrine*: those who believe that commanders rigidly adhered to post Vietnam era policy of conventional warfare and a high intensity fight and ignored the stability operations and counter insurgency lessons of Vietnam

Conservative. According to Andrew Basevich in *The Petraeus Doctrine*: those who believe that a focus on stability operations will force the Army to re invent itself as a constabulary force and ignores the lessons of Israel-Lebanese Hezbollah fight in 1996.

Enduring Requirement. Regional Combatant Commander need for a brigade combat team to fulfill a national security concern.

Force Development. According to Army Regulation 71-32, *Force Development* 1997, 977: A five phased system designed to determine, Army doctrinal, leader development, training, organizational, soldier development, and materiel requirements and translating them into programs and structure, within allocated resources, to accomplish Army missions and functions.

Force Structure. According to Field Manual 100-11, *Force Integration*: the composition, by number and type of organizations, of the current, planned or programmed total Army.

Force Structuring. According to Army Regulation 71-32, *Force Development* 1997, 977: The analysis, determination, planning, resourcing, and execution of the numbers, size, and composition of units and organizations within the Army force.

Full Spectrum Operations. According to Field Manual 3-0, *Operations*: Army forces combine offensive, defensive, and stability or civil support operations simultaneously as part of an interdependent joint force to seize, retain, and exploit the initiative, accepting prudent risk to create opportunities to achieve decisive results. They employ synchronized action—lethal and nonlethal—proportional to the mission and informed by a thorough understanding of all variables of the operational environment. Mission command that conveys intent and an appreciation of all aspects of the situation guides the adaptive use of Army forces.

- Grow the Army. According to the Grow the Army webpage: Grow the Army is an initiative to provide additional ground forces to meet strategic demands and mitigate persistent capability shortfalls, and reduce stress on our Soldiers and Families.
- Land Forces. According to the Department of Defense: Personnel, weapon systems, vehicles, and support elements operating on land to accomplish assigned missions and tasks.
- Operational Environment. According to Joint Publication 3-0, *Operation*: A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander.
- Operational Requirement. Assigns a brigade combat team to a Regional Combatant Command for immediate use in full spectrum warfare against a specific threat
- Operational Reserve. According to the Department of Defense: An emergency reserve of men and/or materiel established for the support of a specific operation.
- Military Capability. According to the Department of Defense: The ability to achieve a specified wartime objective (win a war or battle, destroy a target set). It includes four major components: force structure, modernization, readiness, and sustainability. a. force structure--Numbers, size, and composition of the units that comprise US defense forces; e.g., divisions, ships, air wings. b. modernization--Technical sophistication of forces, units, weapon systems, and equipments. c. unit readiness--The ability to provide capabilities required by the combatant commanders to execute their assigned missions. This is derived from the ability of each unit to deliver the outputs for which it was designed. d. sustainability--The ability to maintain the necessary level and duration of operational activity to achieve military objectives. Sustainability is a function of providing for and maintaining those levels of ready forces, materiel, and consumables necessary to support military effort. <http://www.dtic.mil/doctrine/jel/doddict/data/m/03393.html>, accessed 3 May 08.
- Threat. According to Field Manual 3-0, *Operations*, 1-13: Threats are nation states, organizations, people, groups, conditions, or natural phenomena able to damage or destroy life, vital resources, or institutions. Preparing for and managing these threats requires employing all instruments of national power—diplomatic, informational, military, and economic. Threats may be described through a range of four major categories or challenges: traditional, irregular, catastrophic, and disruptive.

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