



OFFICE OF THE UNDER SECRETARY OF DEFENSE  
4000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-4000  
MAR 28 2003



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PERSONNEL AND  
READINESS

The Honorable Duncan Hunter  
Chairman  
Committee on Armed Services  
U.S. House of Representatives  
Washington, DC 20515-6035

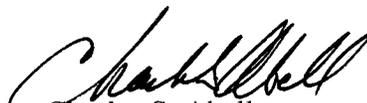
Dear Mr. Chairman:

The attached report responds to a Congressional request in Section 404(c) of the FY 2003 National Defense Authorization Act (NDAA) (Public Law 107-314), that the Secretary of Defense conduct a review of the existing statutory active and reserve general and flag officer authorizations and submit to the Congress the results of the review together with any recommendations for revisions to those authorizations.

The Department is not requesting, at this time, any change to the number of active or reserve general or flag officers authorized nor is this report requesting any specific legislative revisions. However, it does convey current thinking of the Department regarding the issues raised in the NDAA and is consistent with legislative proposals submitted through normal channels or proposals being considered for future submission. For example, the Department plans to pursue a legislative proposal to eliminate the 50 percent grade distribution for officers serving above the grade of brigadier general or rear admiral (lower half). Other possibilities suggested in the report, such as allowing the Army and Air Force to fill their reserve chief positions with active officers, reflect the Department's desire for personnel management flexibility rather than any intention to actually place an active officer in such a position. In fact, the Army and Air Force oppose filling such positions with other than reserve officers and at this time, the Department will not initiate legislation that would impose this change. As noted in the report, the Department intends to expand its review to include senior civilian positions and to explore innovative ways to manage its entire senior leadership corps to facilitate the transformation of the Department. That further review may prompt changes to the overall general officer inventory.

The NDAA requires any comments or recommendations from the Reserve Forces Policy Board (RFPB) be transmitted to Congress. The RFPB has not yet completed their review; however, to be responsive to Congress the Department is submitting the report now. As soon as the RFPB completes their review their comments will be promptly forwarded to Congress.

Sincerely,

  
Charles S. Abell  
Principal Deputy

cc:

The Honorable Ike Skelton  
Ranking Member





# **Review of Active Duty and Reserve General and Flag Officer Authorizations**



March 2003

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# Review of Active Duty and Reserve General and Flag Officer Authorizations

In the FY 2003 National Defense Authorization Act (NDAA), Congress directed the Department to provide a report addressing the legislative limitations on general and flag officer authorizations. This report provides the Secretary of Defense's response.

We are not seeking any change to the authorized number of active or reserve general and flag officers or their grades at this time. However, our review pointed to the merit of additional management flexibilities that would increase the Department's ability to respond to ever changing events.

Following the completion of this review, the Department will look at its senior leadership requirements—military and civilian. We believe there is a need to explore new and innovative ways of managing our senior leaders to ensure we meet the requirements of the Department. This review across the total leadership is a logical part of our ongoing transformation efforts and may result in requests for legislative changes as we look in the future for more flexible management of our top leadership.

## FY 2003 NDAA REQUIREMENT

This report responds to Section 404(c) of the FY 2003 NDAA which directed the Secretary of Defense to submit to Congress a report containing any recommendations of the Secretary (together with the rationale of the Secretary for the recommendations) concerning the following:

- (A) Revision of the limitations on general and flag officer grade authorizations and distribution in grade prescribed by the following sections of Title 10
  - 525 (distribution of commissioned officers on active duty in general officer and flag officer grades),
  - 526 (authorized strength: general and flag officers on active duty), and
  - 12004 (strength in grade: reserve general and flag officers in an active status).
- (B) Statutory designation of the positions and grades of any additional general and flag officers in the commands specified in chapter 1006 (Reserve

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Component Commands) of Title 10, United States Code, and the Reserve Component offices specified in Sections

- 3038 (Office of Army Reserve: appointment of Chief),
- 5143 (Office of Naval Reserve: appointment of Chief),
- 5144 (Office of Marine Forces Reserve: appointment of Commander), and
- 8038 (Office of Air Force Reserve: appointment of Chief) of such title.

Section 404(c) of the FY 2003 NDAA also stated that the provisions of subsection (b) through (e) of Section 1213 of the FY 1997 NDAA (Public Law 104–201; 110 Stat. 2694) shall apply to the report in the same manner as they applied to the report required by subsection (a) of that section.

Section 1213(a) of the FY 1997 NDAA directed the Secretary of Defense to submit to Congress a report containing any recommendations of the Secretary (together with the rationale of the Secretary for the recommendations) concerning the following:

Section (b) (Matters To Be Included) stated the Secretary shall include in the report under subsection (a) the Secretary's views on whether current limitations referred to in subsection (a)—

- (1) permit the Secretaries of the military departments, in view of increased requirements for assignment of general and flag officers in positions external to their organic Services, to meet adequately both internal and external requirements for general and flag officers;
- (2) adequately recognize the significantly increased role of the Reserve Components in both Service-specific and joint operations; and
- (3) permit the Secretaries of the military departments and the Reserve Components to assign general and flag officers to active and Reserve Component positions with grades commensurate with the scope of duties and responsibilities of the position.

Section (c) (Exemptions From Active-Duty Ceilings) stated

(1) The Secretary shall include in the report under subsection (a) the Secretary's recommendations regarding the merits of exempting from any active-duty ceiling (established by law or administrative action) the following officers:

- (A) Reserve general and flag officers assigned to positions specified in the organizations created by this title.

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(B) Reserve general and flag officers serving on active duty, but who are excluded from the active-duty list.

(2) If the Secretary determines under paragraph (1) that any reserve general or flag officers should be exempt from active duty limits, the Secretary shall include in the report under subsection (a) the Secretary's recommendations for—

(A) the effective management of those reserve general and flag officers; and

(B) revision of active duty ceilings so as to prevent an increase in the numbers of active general and flag officers authorizations due solely to the removal of reserve general and flag officers from under the active duty authorizations.

(3) If the Secretary determines under paragraph (1) that active and reserve general officers on active duty should continue to be managed under a common ceiling, the Secretary shall make recommendations for the appropriate apportionment of numbers for general and flag officers among active and reserve officers.

Section (d) (Reserve Forces Policy Board Participation) stated the Secretary of Defense shall ensure that the Reserve Forces Policy Board participates in the internal Department of Defense process for development of the recommendations of the Secretary contained in the report under subsection (a). If the Board submits to the Secretary any comments or recommendations for inclusion in the report, the Secretary shall transmit them to Congress, with the report, in the same form as that in which they were submitted to the Secretary.

Section (e) (GAO Review) stated the Comptroller General of the United States shall assess the criteria used by the Secretary of Defense to develop recommendations for purposes of the report under this section and shall submit to Congress, not later than 30 days after the date on which the report of the Secretary under this section is submitted, a report setting forth the Comptroller General's conclusions concerning the adequacy and completeness of the recommendations made by the Secretary in the report.

## RESPONSES TO CONGRESSIONAL QUESTIONS

### Limitations on general and flag officer grade authorizations and distribution in grade

The Department recently completed a review of all active and reserve general and flag officer requirements. This review examined each general and flag officer requirement in each Service as well as all external and joint requirements. The

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review determined whether each position required a general or flag officer and, if so, validated the appropriate grade. A brief description of the review process is at the Attachment.

The results of the review determined that all current authorizations for active and reserve general and flag officers provided in Title 10 are required. Threats today are more diverse, more unpredictable, and more numerous than at any time in the past. Faced in the future with increased levels of operations tempo and greatly expanded technology, general and flag officers have an increased role and responsibility as strategists, decision makers, visionaries, and planners for the application of a much more lethal force. Effective command and control on the modern battlefield is attainable only from experienced seasoned leaders who can optimize and synchronize the capability of military forces now and in the future. As the Department transforms itself to meet an uncertain future, it would not be prudent to reduce the number of senior leaders at this time.

The review suggests repeal of Section 525(b)(5)(C) of Title 10, making permanent the exemptions from grade ceilings for general and flag officers serving in joint duty positions as the commanders of unified or specified commands. The review also suggests permanent authority for the exemptions in Sections 526 that provide for the Chairman of the Joint Chiefs of Staff to allocate 12 active general and flag officer positions to the Services and 10 reserve general and flag officer positions to the Unified Commands, for joint duty assignments. This authority precludes these officers from counting against the Service-specific ceilings for active duty general and flag officers in Section 526(a). These exemptions expire on December 31, 2004.

Conversely, while the results of the review determined that the number of general and flag officer requirements continues to exceed the number authorized in Title 10, we are not requesting any additional authorizations as part of this study. Before the Department considers proposing a legislative increase in authorizations, it must look at other innovative ways to meet these requirements.

We intend to expand our analysis of the Department's leadership positions to include a comprehensive review of our senior civilian requirements. We must look at the entire pool of senior leaders, to include DoD civilians, to assess how many we need overall to effectively manage the Department. Once we have agreement on an overall number, we will seek additional flexibility to manage within an overall ceiling and assign the best qualified individual where needed. This would allow the Department to use the entire total senior workforce to meet our requirements and provide the flexibility to select the best person...active, reserve, or civilian...to meet its needs.

Until this review is complete, the Services will continue to meet their internal and external general and flag officer requirements using available management tools such as use of individuals selected for promotion in higher grades, and if appropriate and within existing limitations, frocking authority.

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## Statutory designation of the positions and grades of the Chief of the Army Reserve, the Chief of the Naval Reserve, the Chief of the Air Force Reserve, and the Commander, Marine Forces Reserve

Title 10 designates these four positions as commanders of their respective Service reserve forces. Title 10 stipulates that they

- ◆ are appointed for a period of 4 years (but may be removed for cause at any time) and may be reappointed for one additional 4-year term,
- ◆ have significant joint duty experience as determined by the Chairman of the Joint Chiefs of Staff,
  - This requirement may be waived by the Secretary of Defense until December 31, 2004
- ◆ will hold the grade of lieutenant general/vice admiral, and
- ◆ shall count for grade limitations under Sections 525 and 526 of Title 10.

The Department recognizes the significance and responsibility of these positions and agrees that the designated grade for these positions is appropriate.

Title 10 [Sections 3038(b) and 8038(b)] also requires that the Chief of the Army and Air Force Reserves be appointed from general officers of the Army and Air Force Reserve respectively. Title 10 does not levy any similar requirement on the Navy or Marine Corps. We believe it is inconsistent to specify that the Chiefs of the Army and Air Force reserves must be reservists but not specify a similar requirement for the Navy or Marine Corps. To be consistent and to allow management flexibility, it is appropriate that the Army and Air Force requirement be deleted. We feel that a Reserve Component Chief should be selected from the reserve officer ranks; but, to maintain flexibility, the Department should have the option to select the most qualified officer for the position. Appointment to these positions would continue to require the advice and consent of the Senate.

The provisions [title 10 Sections 3038(b)(4), 5143(b)(4), 5144(b)(4), and 8038(b)(4)] allowing the Secretary of Defense to waive the significant joint duty experience should be made permanent. The Department recognizes the importance of joint experience in our general/flag officer force, not only for active duty but also for our reserve officers. Maintaining waiver authority at the Secretary of Defense level would retain the emphasis on joint duty while providing the flexibility necessary to ensure we are able to fill these critical positions with the best qualified officers.

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Do current limitations permit the Secretaries of the military departments, in view of increased requirements for assignment of general and flag officers in positions external to their organic services, to meet adequately both internal and external requirements for general and flag officers?

Yes. As discussed earlier, the Services are able to meet their requirements, both internal and external, within the current legislative authorizations. Although the Services are currently under-resourced to meet all internal and external requirements in the protracted global war on terrorism, current management flexibilities are sufficient for now. For example, all Services rely heavily on the provisions of the current Presidential Executive Order which allow for mobilization of reserve general and flag officers and the exemption of certain temporary general and flag officer billets. We will reassess requirements when the Presidential Executive Order expires.

Title 10, Section 721 inserted by the FY 1998 NDAA, limits the assignment of general and flag officers [including those officers excluded from grade limitation by Section 526(b) and any frocked colonel or Navy captain counted for the purposes of Section 777(d)(1)] on active duty to positions external to their Service to 26.5 percent of their Section 526 totals. This legislation ensures control in any growth in external requirements.

However, our review argued for continuation of the exemptions provided in Sections 525, 526, and 604 to use in meeting joint requirements, including the exemptions for unified and specified commanders and the Chairman's authority for 12 active and 10 reserve officers be made permanent. These exemptions expire on December 31, 2004.

Do current limitations adequately recognize the significantly increased role of the Reserve Components in both Service-specific and joint operations?

Yes. The Department relies heavily on the Reserve Components, as they continue to provide a significant amount of support to U.S. military operations worldwide. The level of Reserve Component support has increased significantly from a 1989 level of about 1.4 million duty days to a relatively stable rate of 12 million to 13 million duty days of support annually from 1996 through 2001. However, that effort jumped in 2002 to over 42 million duty days because of current contingencies. This increased reliance on the Reserve Components extends to the general and flag officer level. The upgrade of the Reserve Chiefs to lieutenant general/vice admiral and assignment of reserve general/flag officers to the combatant commanders are two examples.

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The number of general and flag officer requirements validated during our recent review exceeds the number authorized in Title 10. However, as with the active force, the Department must complete the review of the Department's total senior leadership requirement, including members of the Senior Executive Service, before determining any additional increase or decrease in general or flag officer billets. In the meantime, the Reserve Components will continue to meet their internal and external general and flag officer requirements using available management tools.

Do current limitations permit the Secretaries of the military departments and the Reserve Components to assign general and flag officers to active and Reserve Component positions with grades commensurate with the scope of duties and responsibilities of the position?

Yes. The Services concur with the current authorizations provided in the law for general and admiral positions as well as lieutenant general and vice admiral positions. This, however, assumes continued exemption of those joint positions addressed earlier.

The same exemptions required to meet our requirements for officers serving in the grade of lieutenant general or vice admiral and above, also limit our flexibility at the major general and rear admiral level. Title 10, Section 525 limits the number of active officers who may serve above the grade of brigadier general/rear admiral (lower half) to no more than 50 percent of the total number of general or flag officers in a Service. Section 525 also limits the percentage of total general or flag officers that may serve above the grade of major general/rear admiral (upper half). However, there are numerous positions with authorized grades above major general/rear admiral (such as the Chairman and Vice Chairman, combatant commanders, designated positions on the Joint Staff, etc.) that are not counted for the latter limitation. The result is that these exempted positions actually reduce the number of major generals/rear admirals (upper half) the Services can have. To allow the Services the flexibility to fill major general/rear admiral (upper half) requirements and develop a pool of officers from which to select lieutenant general/vice admirals, the 50 percent limit should be repealed.

This would make the active force consistent with the Army and Air Force reserve general officer force who do not have a 50 percent limit on their brigadier general authorizations. Title 10, Section 12004(c)(3) does, however, impose a 50 percent limit on the Navy for reserve officers serving in the grade of rear admiral (upper half). This provision should also be repealed.

Title 10, Section 12004 requires the Naval Reserve to distribute reserve flag officers among the line and staff corps. This same section does not levy the same distribution limitations on the other Services. To be consistent and to allow the

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Secretary management flexibility, we recommend that the Navy Reserve flag officer distribution requirement be repealed.

## Exemptions from active-duty ceilings

SHOULD RESERVE GENERAL AND FLAG OFFICERS ASSIGNED TO POSITIONS SPECIFIED IN THE ORGANIZATIONS CREATED BY THE FY 1997 NDAA BE EXEMPT FROM ANY ACTIVE-DUTY CEILINGS?

No. Under current legislative provisions, the Navy and the Marine Corps currently have the flexibility to fill their reserve forces commander positions with active duty list officers. As discussed earlier, the Department's position is that all Services should be able to fill these positions with the best qualified officer who may be either active or reserve. Based on this position, it is best to retain the accounting within the active-duty ceiling.

SHOULD RESERVE GENERAL AND FLAG OFFICERS SERVING ON ACTIVE DUTY, BUT WHO ARE EXCLUDED FROM THE ACTIVE-DUTY LIST BE EXEMPT FROM ANY ACTIVE-DUTY CEILINGS?

Yes, permanently, for the Chairman's 10. Title 10, Section 526(b)(2)(A) excludes up to 10 reserve general or flag officers on the staffs of the combatant commands from the active-duty ceilings. These positions have proven to be a valuable tool for our combatant commanders and should continue to be exempt from the active duty ceiling. This exemption should be made permanent.

However, except for the Chairman's 10, other reserve general and flag officers serving on active duty should not be exempt from active duty ceilings. Currently, Services use reserve general and flag officers to fill active duty positions when either:

- ◆ the Services need reserve specific expertise due to ongoing issues or missions, or
- ◆ the available reserve officer is the best fit for the job.

The Department values this management flexibility to pick the best qualified officer to fill any position.

HOW SHOULD THESE RESERVE GENERAL AND FLAG OFFICERS BE EFFECTIVELY MANAGED?

These reserve general and flag officers should continue to be managed as part of the reserve forces even though they are counted against active duty ceilings. As part of the flexible force management strategy mentioned in the assessment of the Reserve Components, the Department is considering a new paradigm of service and availability for the Reserve Components based on a continuum of service

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rather than the very separate and distinct active and reserve structures that exist today. Under this concept, there will be a new type of reservist, one who serves in a variable pool, agreeing to serve between 40 and 365 days of duty per year. The effect of this concept on the management of the general and flag officer force will be studied as part of the expanded review of the Department's overall management of our senior leaders.

HOW SHOULD THE ACTIVE DUTY CEILINGS BE REVISED SO AS TO PREVENT AN INCREASE IN THE NUMBERS OF ACTIVE GENERAL AND FLAG OFFICERS AUTHORIZATIONS DUE SOLELY TO THE REMOVAL OF RESERVE GENERAL AND FLAG OFFICERS FROM UNDER THE ACTIVE DUTY AUTHORIZATIONS?

No reserve general or flag officers currently counted against active duty ceilings should be removed from under such ceilings. Therefore, there is no reason to revise the ceilings.

WHAT SHOULD THE APPROPRIATE APPORTIONMENT OF NUMBERS BE FOR GENERAL AND FLAG OFFICERS AMONG ACTIVE AND RESERVE OFFICERS?

The review concluded that the Department requires maximum flexibility to select the best qualified officer available to fill a position. Therefore, the numbers of active and reserve general and flag officer serving in an active duty capacity should not be apportioned in law.

## CONCLUSION

The Department is not seeking any additional general or flag officer authorizations at this time; nonetheless, greater flexibility to manage general and flag officers is needed as discussed herein. The Department intends to continue to look at the entire pool of senior leaders to include civilians to assess how many are needed overall to effectively manage the Department as we transition to meet the challenges of the new century. Once an overall number is identified, the Department will seek additional flexibility to manage within an overall ceiling and assign the best qualified individual where needed.

The Department intends to expand its analysis of leadership positions to include a comprehensive review of our senior civilian requirements. We believe there may be opportunities to meet some current general and flag officer requirements with the use of civilians. This would allow the Department to use the total senior workforce to meet our requirements and provide the flexibility to select the best person...active, reserve, or civilian...to meet its needs.

Until this review is complete, the Services will continue to meet their internal and external general and flag officer requirements using available management tools.

# ATTACHMENT: GENERAL FLAG OFFICER REQUIREMENT REVIEW PROCESS

## Introduction

The Office of the Secretary of Defense, Officer and Enlisted Personnel Management (OSD/OEPM) Directorate tasked the Logistics Management Institute (LMI) to determine and validate active duty and reserve general and flag officer requirements and appropriate grade distributions for each billet.

Section 1213 of the FY 1997 National Defense Authorization Act (NDAA) (P.L. 104-201) required the Department of Defense (DoD) to undertake a comprehensive review of general and flag officer requirements and submit a report to Congress on the adequacy of active duty and reserve general and flag officer authorizations and recommendations concerning recommended revisions to law. DoD did not submit the report to Congress. Section 404 (c) of the FY 2003 NDAA again requires DoD to submit the report. To serve as a basis for any recommended legislative revisions, OSD/OEPM tasked us to accomplish a billet by billet assessment using a well-established methodology for measuring job content and job context to determine general and flag officer requirements and distribution by grade.

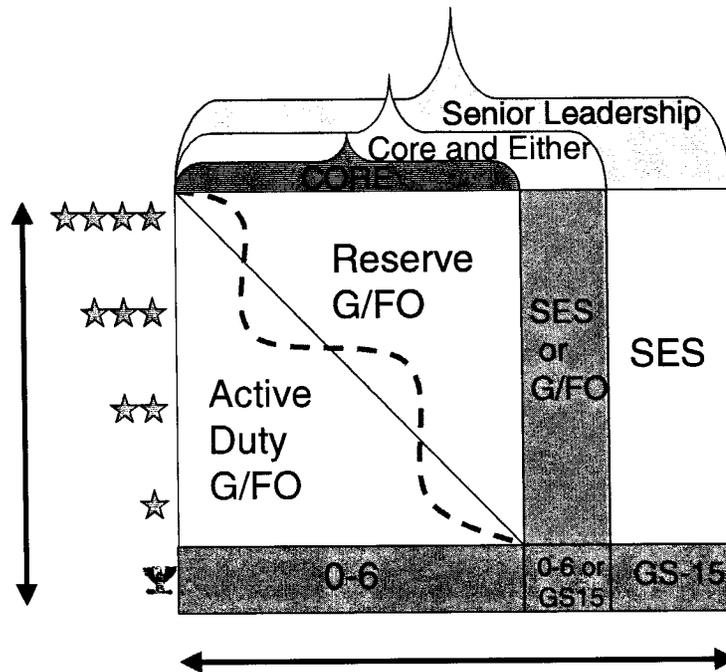
The Assistant Secretary of Defense for Force Management Policy established a Working Panel and Senior Panel to support the review. Appendix A contains the memorandum establishing the panels and a list of the panel members.

The following section describes the process used to assess requirements.

## Scope

Considering the guidance from OSD/OEPM, LMI assessed the positions requiring general and flag officers and the appropriate grades for those positions. The “core” portion of Figure 1 depicts the scope of review. LMI did not look at what general and flag officer positions could possibly be filled by civilians. However, a review of the entire spectrum of senior leadership would be a logical next step.

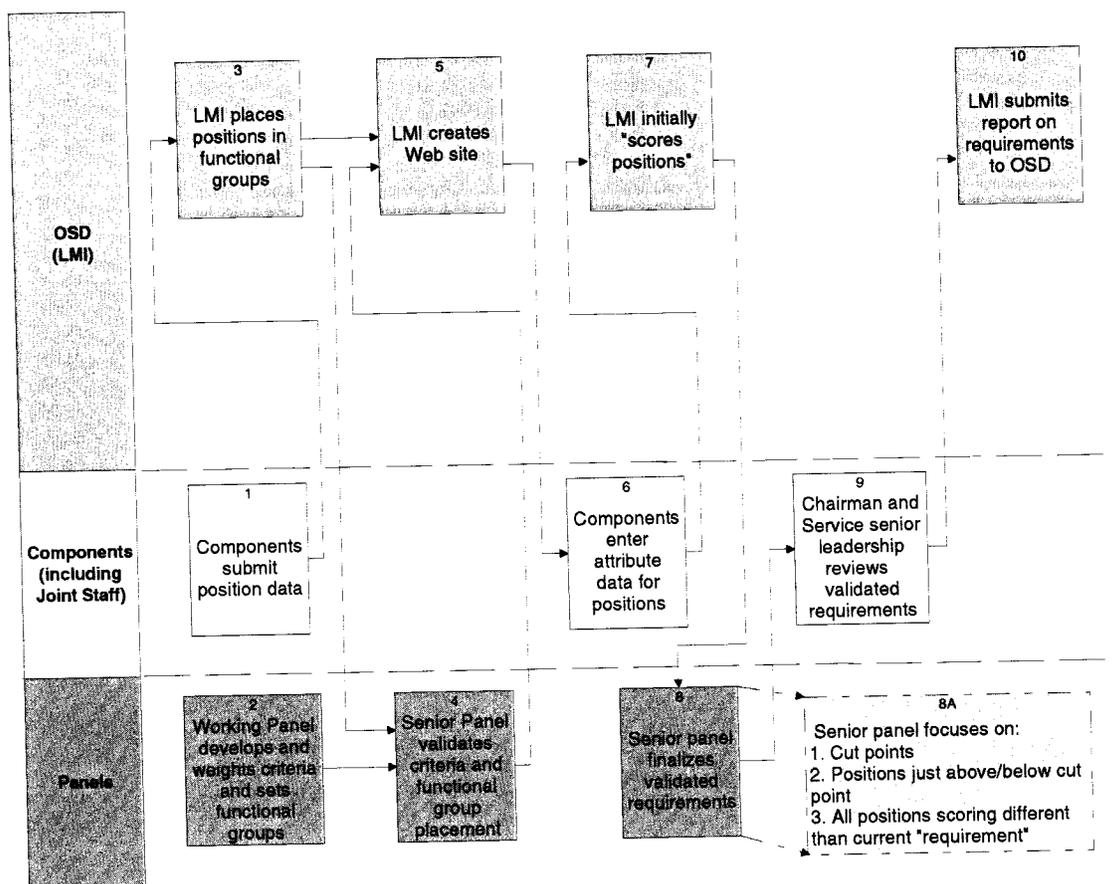
Figure 1. Scope of Review



### Overview of Process

The process for assessing and validating the active and reserve general and flag officer requirements had 10 steps. Figure 2 depicts the process and the following paragraphs describe each of the steps.

Figure 2. Requirements Assessment and Validation Process



In step 1, LMI asked the Services to submit all positions considered internal according to the criteria of Section 721, Title 10. LMI also asked the Joint Staff to submit all joint positions (external to the Military Services). Table E-14 of the Secretary of Defense's annual report depicts how dual-hat positions are considered.

LMI requested the following data elements for each position as of October 1, 2002:

- ◆ Current authorized grade (e.g., O-10)
- ◆ Duty title (primary, as treated for purposes of Section 721, Title 10)
- ◆ Organization
- ◆ Component
  - Active

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- Reserve
  - Guard
  - ◆ Organization level
  - ◆ Unit identification code (as described in DODI 7730.64, enclosure 3)
  - ◆ Location of the position
  - ◆ If the position is dual-hatted, what are the other titles
  - ◆ For joint (external to service) positions indicate whether
    - Specific to a single service (which service)
    - Nominative
    - Rotational.

LMI also asked the Services to include representative O-6 positions. Some of these positions could possibly be “scored” as general or flag officer requirements and some as O-6 requirements to establish the breakpoint between O-6 and O-7. LMI asked the Services to include a number of active O-6 positions equal to approximately 50 percent of their Section 525, Title 10 limit for O-7s and a number of reserve O-6 positions equal to 25 percent of their Section 12004(a) limits. LMI asked the Joint Staff to submit a number of O-6 positions equal to approximately 25 percent of the O-7 positions they manage. LMI asked them to try to include a representative sample from each of the five functional groups (operations, combat development, material, headquarters staff, and special staff).

In step 2, the Working Panel set functional groups and developed and weighted the criteria. The Working Panel established the following functional groups:

- ◆ Operations (includes chairman/vice chairman, service chiefs/vice chiefs, J3s, DCS Ops, field commanders, Army Corps COS, Army ADC Maneuver/Support, etc.)
- ◆ Combat Development (includes recruiting, training, education, etc.)
- ◆ Material (includes J4s, DCS Logistics, acquisition, maintenance, etc.)
- ◆ Headquarters staff (includes the Office of the Secretary of Defense, Joint staff, other defense agencies, Service headquarters, and other direct reporting headquarters not included in the three groups above)
- ◆ Special staff (includes chaplains, lawyers, medical officers, and academy deans).

Then as the basis for evaluating the general and flag officer positions, the Working Panel selected the 16 attributes from the deliberations of the Bolte commission in the late 1950s. (Appendix B describes the attributes.) Each of the Services used some variation of these attributes for their 1997 review.

The Working Panel then did a “pair-wise comparison” using the Expert Choice decision support system to assign weights for each attribute within each functional group. Figure 3 shows the weights. (Appendix C describes Expert Choice.)

Figure 3. Attribute Weighting by Functional Group

	Attributes	OPS	CMBT DEV	MATERIAL	HQ STAFF	SPECIAL STAFF
	<i>Nature of the position</i>					
1	Characteristics of function	7.4%	5.4%	2.7%	3.4%	3.8%
2	Grade and position of supervisor, subordinates & peers	2.3%	2.1%	1.8%	2.6%	2.1%
3	Supervision over position	1.8%	1.8%	1.5%	1.6%	1.8%
4	Official relations with U.S. and foreign governmental officials and with the public	2.4%	3.9%	5.2%	6.1%	5.0%
5	Reflection of National Emphasis and Determination	3.6%	4.1%	3.8%	4.0%	4.7%
6	Special qualifications required by the position	4.4%	2.5%	4.7%	5.6%	<b>10.5%</b>
	<i>Magnitude of responsibilities</i>					
7	Missions of organization and special requirements of the position	<b>9.3%</b>	<b>19.2%</b>	<b>17.4%</b>	<b>15.8%</b>	<b>14.5%</b>
8	Number, type, and value of resources managed and employed	<b>11.3%</b>	<b>14.2%</b>	<b>11.2%</b>	<b>9.4%</b>	<b>7.7%</b>
9	Geographical area of responsibilities	2.4%	1.8%	1.4%	1.5%	1.5%
10	Authority to make decisions and commit resources	<b>9.9%</b>	<b>8.8%</b>	<b>9.4%</b>	3.3%	6.8%
11	Development of policy	3.9%	4.8%	3.9%	<b>7.1%</b>	6.3%
12	National commitment to international agreements	3.6%	2.4%	3.6%	3.4%	2.3%
13	Auxiliary authorities and responsibilities inherent in the position	3.7%	2.7%	1.9%	2.0%	2.2%
	<i>Significance of actions and decisions</i>					
14	Impact on national security or other national interests	<b>17.5%</b>	<b>9.6%</b>	<b>15.1%</b>	<b>17.4%</b>	<b>14.4%</b>
15	Importance to present and future effectiveness and efficiency of the National Defense Establishment	<b>10.1%</b>	<b>11.1%</b>	<b>12.7%</b>	<b>12.6%</b>	<b>12.8%</b>
16	Effect on the prestige of the nation or the Armed Forces	6.5%	5.6%	3.7%	4.1%	3.5%

**BOLD SCORES = Top 5**  
\*SMALL FONT\* SCORES = Bottom 5

In step 3, LMI placed the positions submitted by the Services into the five functional areas and obtained the Services’ agreement.

In step 4, LMI briefed the Senior Panel, which validated the criteria and functional grouping.

In step 5, LMI created a website for the Services to enter information about each attribute on all the positions identified, which they did in step 6. Appendix D is an example of a completed position description as it appeared on the website.

In step 7, LMI initially scored each record. LMI divided their group of nine initial scorers into three panels of three members each. Panel 1 scored the operations functional group. Panel 2 scored the headquarter staff functional group. Panel 3 scored the combat development, material and special staff functional groups. All

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panel members were retired military officers and represented a cross section of the Military Services (active and reserve) and joint experience.

On a secure website, each panel member scored each attribute on a scale of 6 to 10 in half point increments. The computer then applied the applicable weights, totaled the score, and multiplied by 10 to arrive at a score from 60 to 100. Each panel reconsidered any “splits” (instances in which the total scores from any two panel members differed by 10 or more points). After all positions were scored, the panel reviewed the rank order of the positions and established breakpoints between each grade. They then reconsidered any “grade inversions” (instances in which a position score differed from the submitted grade). Although the panel members discussed all splits and grade inversions, they did not necessarily re-score the position. In some instances, they decided to keep the original score.

In step 8, LMI presented the results of the initial assessment to the Senior Panel. The Senior Panel reviewed all the breakpoints, including positions just above and below the breakpoints, and all grade inversions. The members of the Senior Panel used their professional knowledge and judgment to change the relative ranking of a few of the positions.

In step 9, the members of the Senior Panel presented the results to their senior leadership. The Joint Staff and Military Services then provided their requested changes to LMI.

In step 10, LMI provided their assessment which validated that for each Service the requirements, including those external to the Service, for general and flag officers exceeded the number authorized in U.S.C. title 10

## APPENDIX A. MEMORANDUM ESTABLISHING PANELS

This appendix contains the memorandum establishing the Working Panel and the Senior Panel.



FORCE MANAGEMENT  
POLICY

ASSISTANT SECRETARY OF DEFENSE  
4000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-4000

30 OCT 2002



MEMORANDUM FOR ASSISTANT SECRETARIES OF THE MILITARY  
DEPARTMENTS (MANPOWER AND RESERVE AFFAIRS)  
ASSISTANT SECRETARY OF DEFENSE (RESERVE AFFAIRS)  
DEPUTY UNDER SECRETARY OF DEFENSE (PROGRAM INTEGRATION)  
DIRECTOR, JOINT STAFF

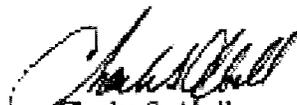
**SUBJECT:** Establishment of Panels for Review of Active Duty and Reserve General and  
Flag Officer Authorizations

The Department has contracted with Logistics Management Institute (LMI) to complete a billet-by-billet assessment and validation of current active duty and reserve general and flag officer requirements. An extract from the statement of work is attached. You will note that assessments of billets will be required, naturally, this demands substantial dialogue, and I plan to establish two panels to support the effort.

The first group -- the Working Panel -- will be chaired by the Director, Officer and Enlisted Personnel Management. Representatives from the following organizations are invited to participate with this Panel: Military Service and Joint Staff General and Flag Officer Management Offices, supported by staff holding manpower/structure expertise, as well as manpower management representatives from the Office of the Deputy Under Secretary of Defense for Program Integration, and staff from the Office of the Assistant Secretary of Defense for Reserve Affairs.

A Senior Panel will be chaired by the Deputy Assistant Secretary of Defense for Military Personnel Policy, with participation by Service Personnel Chiefs; the Director for Manpower & Personnel, Joint Staff; a representative from the Office of the Deputy Under Secretary of Defense for Program Integration, and representative(s) from the Office of the Assistant Secretary of Defense for Reserve Affairs.

Please have your staff report names of your membership for each panel to LTC Sally Jo Hall at 703-693-3939 or [sally.hall@osd.mil](mailto:sally.hall@osd.mil) by Friday, November 8, 2002. Your support and participation in these panels will represent a key component of success in this important and visible review.

  
Charles S. Abell

Attachment:  
As stated



## APPENDIX B. ATTRIBUTES USED IN REVIEW

This appendix contains a brief explanation of the 16 attributes used to validate general and flag officer positions. These attributes are broad in nature to provide latitude in describing the requirement.

### Nature of the Position

#### 1. Characteristics of function

- a. Type (e.g., command, general or coordinating staff, special staff, manager, deputy, specialist, etc.)
- b. Scope (e.g., operational command, training command, installation command, personnel management, officer personnel management, legal affairs, information, etc.)
- c. Level of function (e.g., national, secretarial, service, theater, field command, etc.).

#### 2. Grade and position of

- a. superior
- b. principal subordinates
- c. lateral points of coordination

(relative position within the military or governmental structure within which the position's function is performed).

#### 3. Supervision over position

- a. Proximity (remoteness or closeness of supervision)
- b. Degree (independence of operation).

#### 4. Official relations with U.S. and foreign governmental officials and with the public

- a. Nature (e.g., reports to, works for, keeps informed, provides liaison, etc.)
- b. Extent (e.g., primary function, frequent requirement, continuous additional duty, occasional requirement, etc.)
- c. Level of official relations with U.S. and foreign governmental officials and with the public (e.g., governmental department or agency, national or

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local government, civil organizations, industry, press, non-governmental organizations [NGOs], private volunteer organizations [PVOs], etc.).

5. Reflection of national emphasis and determination (relation of position to national objectives and programs, special conditions under which the position was first established or other reasons why the position reflects national will).

6. Special qualifications required by the position (any special qualifications such as advanced education, or particular training or experience, which are essential to the proper execution of positional responsibilities).

## Magnitude of Responsibilities

7. Mission(s) of organization and the special requirements of the position as it relates to the mission(s) (the nature of the responsibilities that are associated with the position and the need for multidimensional "executive skills." The mission of the organization is the key, day-to-day activities that are accomplished.).

8. Number, type, and value of resources managed and employed. Data should be displayed within three categories: operational control, administrative control, and immediate staff within each subsection

- a. Military forces (number and type of forces normally assigned or programmed for planned or special operations)
- b. Personnel (number of personnel by officer and warrant officer, enlisted, and civilian)
- c. Value of equipment and properties (total value of equipment, supplies and real property displayed in millions)
- d. Total obligation authority
- e. Foreign resources (scope and type of foreign resources involved, if any)
- f. Other important resources.

9. Geographical area of responsibilities (the size, location and, if appropriate, the criticality of the land, sea, or air spaces involved).

10. Authority to make decisions and commit resources (the scope of the position with respect to specific authority delegated to or withheld from the position in either routine or emergency situations).

11. Development of policy (involvement in the development of policy within the specific functional areas associated with the position, e.g., budget, program, communications, or manpower).

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12. National commitment to international agreements (authority to make commitments to foreign nations or involvement in negotiating such commitments for the U.S.).

13. Auxiliary (supporting) authorities and responsibilities inherent in the position (inherent requirements charged to the position by virtue of situation, location, proximity, tradition, etc.).

## Significance of Actions and Decisions

14. Impact on national security or other national interests (effect of mission accomplishment or position performance on the protection of national interests or the advancement of national programs).

15. Importance to present and future effectiveness and efficiency of the national defense establishment (effect on the force structure, operational capabilities, status of combat readiness, quality of personnel and equipment, cost effectiveness, command and control means, management procedures and techniques, responsiveness to national needs, or other factors).

16. Effect on the prestige of the nation or the armed forces (how effectiveness or accomplishment reflects on the stature of the nation and its armed forces, and influences the credibility of national aims and capabilities).

## APPENDIX C. PAIR-WISE COMPARISON

The Working Panel used the Expert Choice pair-wise comparison to assign weights for each attribute within each functional group. This appendix explains the method.

The Expert Choice pair-wise comparison is a group-enabled software version of the Analytic Hierarchy Process. It is a computer program equipped with keypads for multiple voters and uses a mathematical algorithm to weight the choices (attributes) according to the multiple voters' priorities.

The voters were walked through a series of pair-wise comparisons in which they were asked to compare attributes using a scale of 1 to 9 to indicate their relative significance for evaluating the need for a general/flag officer. For example, the voters were asked to compare "characteristics of the function" to "the grade and position of supervisor, subordinates, and peers" to determine which is more significant and by how much. Voters were encouraged to discuss their differences. After any such discussion, the voters were given an opportunity to confirm or change their vote.

The software calculated the average score for each comparison, reflecting the combined voters' opinion of the relative importance of each pair of attributes. It then rank-ordered the attributes and calculated the relative "distance" between them, based on how each attribute was rated in relative importance with all the others. These distances were then scaled to form weights for each attribute so that the sum of all the weights totaled to one.

# APPENDIX D. POSITION DESCRIPTION

## Sample from Web Page



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### Print Survey

Instructions: Internet Explorer does not automatically print background colors and black & white shading (the option is disabled by default). To get the color/shading to appear on a printout, go to the Internet Explorer menu bar, click on "Tools" | "Internet Options" | "Advanced" tab. Scroll down and make sure there is a check mark next to "Print background color and images." Note: Netscape automatically prints the color/shading. Use the Back button on your web browser to return to the previous page.

[Click Here to Print](#) (Alternatively, go to File | Print in the browser menu)

### General Information

Duty Title	G-8
Current Authorized Grade	O-9
Service	Army
Organization	US Army
Component	Active
Organizational Level	Service Headquarters (Staff)
Unit Identification Code	6APAA
Location	Washington, DC
Other Titles (if dual hat)	
Submitter	
Submit Status	Complete (01/10/2003 5:00 PM EST)

### Nature of Position

1. Characteristics of Function
  - a. Type (e.g., command, general or coordinating staff, special staff, manager, deputy, specialist, etc.)  
General Staff
  - b. Scope (e.g., operational command, training command, installation command, personnel management, officer personnel management, legal affairs, information, etc.)  
Force Programming & Materiel Development
  - c. Level of Function (e.g., national, secretarial, service, theater, field command, etc.)  
Service
2. Grade and Position of (relative position within the military or governmental structure within which the position's function is performed)
  - a. superior  
Chief of Staff of the Army
  - b. principal subordinates  
Civilian Deputy (SES 5)  
Director, Force Development (O-8)

Director, Program Analysis and Evaluation (O-8)  
Director, Center for Army Analysis (SES 6)  
Director, Army Quadrennial Defense Review, (O-7)

c. lateral points of coordination  
O-9 and above including: Army Staff, Joint Staff, Air Force, Navy, Marine Corps, Combatant Commands, FORSCOM, TRADOC, and AMC.

3. Supervision over Position (the proximity [remoteness or closeness] of supervision and the degree of independence of operation)

Proximity: Co-located in Pentagon or satellite facilities in close proximity.

Degree: Exercises independent supervision of subordinate directorates.

4. Official Relations with U.S. and Foreign Governmental Officials and with the Public

a. Nature (e.g., reports to, works for, keeps informed, provides liaison, etc.)

- Extensive relations with Members of Congress, ODS and Foreign Military

- Escorts/briefs VIPs (government and military, US and foreign)

- Meets with local civic leaders as key representative of the Army Staff

b. Extent (e.g., primary function, frequent requirement, continuous additional duty, occasional requirement, etc.)

Extensive

c. Level of official relations with U.S. and foreign governmental officials and with the public (e.g., governmental department or agency, national or local government, civil organizations, industry, press, non-governmental organizations [NGOs], private volunteer organizations [PVOs], etc.)  
Governmental Department

5. Reflection of National Emphasis and Determination (relation of position to national objectives and programs, special conditions under which the position was first established or other reasons why the position reflects national will)

Ensure Army programs are balanced and reflect the Army's role in executing the leadership's guidance.

Support senior Army leader interaction with officials and key influencers in OSD, on the Joint Staff, and on Capitol Hill.

Develop key Army themes and messages and assist in telling the Army story.

6. Special Qualifications Required by the Position (any special qualifications such as advanced education, or particular training or experience, which are essential to the proper execution of positional responsibilities)

Balanced mix of tactical, command, staff, and analytical expertise; ideally has Division Commander and Army Staff experience.

Operational Research and Systems Analysis background

Acquisition background

Joint duty experience desirable

## Magnitude of Responsibilities

7. Mission(s) of Organization and the Special Requirements of the Position as it relates to the mission(s) (the nature of the responsibilities that are associated with the position and the need for multidimensional "executive skills." The mission of the organization is the key, day-to-day activities that are accomplished.)

Responsible for programming, materiel integration, DA studies and analysis, and externally directed reviews.

Develops, independently assesses, integrates, and synchronizes The Army Program in support of The Army Vision. Principal advisor to the Chief of Staff, Army on joint materiel requirements, Doctrine, Organization, Training, Leader Development, Materiel, Personnel and Facilities (DOTLM-PF) integration and execution over the life cycle of materiel programs. Advocates The Army Vision and programs with OSD, The Joint Staff, Combatant Commands, other services, and external agencies.

Department of the Army (DA) responsibilities. Conducts oversight of, and proponentcy for, career development and training for the following functional areas (FA):

- The Operations Research Systems Analyst career field (FA 49).

- The Force Management career field (FA 50).

HQDA, Secretariat, or ARSTAF responsibilities.

- HQDA

- Responsible for the future Army through programming, materiel integration, DA studies, and externally directed reviews.

- Responsible for transitioning approved Army requirements from the planning to the programming phase of Planning, Programming, Budgeting and Execution System (PPBES).

- Supervises the Director, Program Analysis and Evaluation Directorate (PAED), who is responsible to the CSA for.

- The development and defense of the Army Program Objective Memorandum (POM) and the Future Years Defense Program (FYDP).

- The independent assessment, integration, and synchronization of the Army Program.
- Coordinates all matters to be considered by the Joint Requirements Oversight Council (JROC); supporting the VCSA JROC responsibilities.
- Provides centralized management of the DA studies program and oversight of the Center for Army Analysis (CAA).
- Provides analytic support for HQDA using in-house, contractor, and Federally Funded Research and Development Center (FFRDC) resources.
- Oversees Army execution of major external reviews, such as Quadrennial Defense Review.
- Proponent for AR 1-1. (Promotes an understanding of the PPBES process, and provides analytical support to the PPBES process.)
- HQDA lead for Defense Planning Guidance with Director, PAE, Director, QDR, and Assistant DCS, G-3, SS.
- HQDA lead for Business Initiatives Council (BIC).
- Secretariat.
- Serves as the principal advisor to the ASA (FM&C) for program development and justification.
- Manages the programming phase of the Army PPBES to facilitate the development of the Army program and the transition to an Army budget estimate.
- Advises the ASA (FM&C) on all matters relating to Army programs.
- Develops and defends the Army program and provides program analysis and evaluation to the HQDA.
- Ensures thorough coordination of the programming and budgeting phases of PPBES, promoting an understanding of the PPBES process, and providing analytical support to the PPBES process.
- ARSTAF.
- Serves as the principal advisor to the CSA on joint materiel requirements integration of doctrine, training, leader development, organizations, materiel, personnel and facilities (DTLQM-PF), and the materiel program execution over their life cycles.
- Advocates the Army Vision with OSD, the Joint Staff, Combatant Commanders, the services and external agencies.

8. Number, Type, and Value of Resources Managed and Employed. Data should be displayed within three categories: operational control, administrative control, and immediate staff within each subsection

a. Military Forces (number and type of forces normally assigned or programmed for planned or special operations)  
242 military - immediate staff

b. Personnel (number of personnel by officer and warrant officer, enlisted, and civilian)  
Officer - 231  
Warrant Officer - 2  
Enlisted - 9  
DA Civilian - 208  
Contractor - 135

c. Value of Equipment and Properties (total value of equipment, supplies and real property displayed in millions)  
\$8M

d. Total Obligation Authority  
\$84.5M.

e. Foreign Resources (scope and type of foreign resources involved, if any)  
\$0

f. Other important resources  
Manages The Army's Total Obligation Authority (TOA) dollars - over \$660B from FY04 -09 POM

9. Geographical Area of Responsibilities (the size, location and, if appropriate, the criticality of the land, sea, or air spaces involved)  
Worldwide. Ensures The Army (AC & RC) is resourced.

10. Authority to make Decisions and Commit Resources (the scope of the position with respect to specific authority delegated to or withheld from the position in either routine or emergency situations)  
As Co-Chair of The Army's Program Review Group (PRG), is responsible to the CSA/VCSA for programming the The Army's TOA. (\$660B over the FY04-09 POM)

11. Development of Policy (involvement in the development of policy within the specific functional areas associated with the position, e.g., budget, program, communications, or manpower)  
Develops policy, in coordination with ASA (FM&C), affecting PPBES process and POM cycle events.

12. National commitment to international agreements (authority to make commitments to foreign nations or involvement in negotiating such commitments for the U.S.)  
Limited. Executes orders of the SA, CSA, & VCSA.

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13. Auxiliary (Supporting) Authorities and Responsibilities Inherent in the Position (inherent requirements charged to the position by virtue of situation, location, proximity, tradition, etc.)  
None

### Significance of Actions and Decisions

14. Impact on National Security or Other National Interests (effect of mission accomplishment or position performance on the protection of national interests or the advancement of national programs)  
- Ensures The Army remains relevant to the Nation as it pursues its National Military Strategy.  
- Helps ensure that equipment The Army is buying and fielding will support the execution of the national security goals.  
- Ensures the Army Program is feasible and executable. POM must address accession, training, sustainment and modernization of the Army's forces to ensure dominant land force operations in support of the National Security Strategy

15. Importance to Present and Future Effectiveness and Efficiency of the National Defense Establishment (effect on the force structure, operational capabilities, status of combat readiness, quality of personnel and equipment, cost effectiveness, command and control means, management procedures and techniques, responsiveness to national needs, or other factors)  
- Provides executive leadership and supervision to ensure combat readiness and operations capabilities of the fielded force.  
- Ensures the Army Program is managed within guidelines and constraints directed by Office of the Secretary of Defense. Through the Director, PAE, ensures program requirements, shortfalls and risk are addressed in the POM to provide adequate information to OSD for preparation of the Future Years Defense Program.

16. Effect on the Prestige of the Nation or the Armed Forces (how effectiveness or accomplishment reflects on the stature of the nation and its armed forces, and influences the credibility of national aims and capabilities)  
- Ensures that the United States maintains a relevant and combat ready Army, as part of a joint and/or combined force, is capable of meeting and defeating any adversary by ensuring the force is modern, equipped, trained, and rapidly deployable.  
- The Army's ability to effectively program and manage its resources is paramount to maintaining credibility with OSD, its sister services, Congress, and the American people.