

CHAPTER 1

PURPOSE AND SCOPE

Section I. INTRODUCTION

1-1. Purpose

a. This manual describes Army doctrine for planning logistics support for emergency military operations at the major command and higher echelons of the Army logistics system. In concert with the how-to-fight manuals of the 100 series, the how-to-support manuals of the 63 series, FM 8-55, and the staff officers field manuals of the 101 series, this manual provides the doctrine for planning by the higher and supporting echelons to provide logistics support to the Army in the field. It is intended for use by commanders and staff officers at major echelons and planning agencies of Army component commands of unified commands, and of major Army commands (MACOMs) which provide logistics support to these Army component commands. It is to be used as a reference text for senior-level Army service schools and as a training text for logistics planning at major Army logistics commands.

b. The word "he," when used in this publication, refers to both the masculine and feminine genders, unless otherwise specifically stated.

c. Users of this publication are encouraged to submit recommended changes and comments to improve the publication. Comments should be keyed to the specific page, paragraph, and line of the text in which the change is recommended. Reasons will be provided for each comment to insure understanding and complete evaluation. Comments should be prepared using DA Form 2028 (Recommended Changes to Publications) and forwarded directly to Commandant, US Army Logistics Management Center, ATTN: AMXMC-LS, Fort Lee, Virginia 23801-6040.

1-2. Scope

This manual briefly describes principles and policies of logistics planning doctrine and some of the procedural aspects of implementation of the doctrine. It describes logistics planning to support various emergency plans; e.g., contingency, war emergency, force mobilization, continuity of operations, civil defense, disaster assistance, civil disturbance,

and others. The main elements of this manual are the responsibilities and activities of different echelons in developing plans. The manual begins with a discussion of the Department of Defense (DOD) strategic planning systems and guidance and the responsibilities of the Joint Chiefs of Staff (JCS). The Joint Operations Planning System (JOPS), the basis for planning military operations at the supported and supporting unified commands and their Army components and planning agencies are described in detail. The logistics support planning policies, procedures, and responsibilities of the Department of the Army (DA) Staff, MACOMs, the Defense Logistics Agency (DLA), General Services Administration (GSA), the Transportation Operating Agencies (TOA) (Military Traffic Management Command (MTMC), Military Airlift Command (MAC), Military Sealift Command (MSC)), and other activities which provide materiel support and other logistics support for the deployment and employment of Army forces for the conduct of military operations are discussed in the detail needed to provide an understanding of the overall planning process. Where needed, this includes the responsibilities of installation and unit commanders.

1-3. Logistics Principles

Many principles for providing logistics support have evolved from the history of war. Some of these principles are stated in JCS Pub 3, volume 1, *Joint Logistics Policy and Guidance*, Dr. James A. Huston's, *The Sinews of War: Army Logistics 1775-1953*, and other similar documents. The following logistics principles (not in order of significance) are especially applicable to planning the logistics support of military operations.

a. *Logistics Intelligence*. Effective logistics planning requires accurate and timely logistics information be acquired, analyzed, and made available to commanders at all levels in order to provide effective logistics support. The information process should engender a minimum of paper work and

transmit only the best and most accurate, relevant, and current information.

b. Objective. Logistics endeavors must be directed toward a clear and obtainable objective.

c. Generative Logistics. The professional application of initiative, knowledge, and the innovative exploration of technical and scientific advances are fundamental to the generation of logistics system improvements.

d. Interdependence. All functions of logistics are related to some degree. No one function of logistics can operate effectively without due consideration of the other functions.

e. Simplicity. It is essential at all levels of logistics that commanders create and use systems which are simple and direct. The life-cycle approach to materiel acquisition should stress sim-

plicity in materiel design as well as in the supporting structure.

f. Timeliness. Logistics support must be provided in the right quantity and at the proper time and place for accomplishment of the mission.

g. Forward Impetus. The impetus of logistics support is forward to support the combat mission. Supported commanders should be relieved of all possible details while retaining control of their own logistics support.

h. Cost-Effectiveness. Efficient management of logistics resources and austere programs are essential to effective logistics support.

i. Security. Security of every facet of the logistics system must be maintained to preserve resources and insure sustained combat capability.

Section II. MILITARY PLANNING

1-4. Staff Principles

a. Planning responsibilities, principles, authority, and functions discussed in this manual are in accordance with guidance published in JCS Pub 2, Unified Action Armed Forces (UNAAF); JCS Pub 3, volume V, JCS Pub 6; Joint Operations Planning System (JOPS); and FM 101-5, Staff Officers Field Manual, Staff Organization and Procedures. Of particular importance to all Army planners is the understanding of the principles and procedures of military problem solving and planning discussed in FM 101-5. These principles and procedures, as modified by other guidance documents such as the JOPS, provide the basis for planning logistics support.

b. Planning is a basic function of command. It may be expressed as an organized approach to future problems or the present design for future action. Planning delineates the means of going where you want to go from where you are. It answers in advance the questions of why, what, who, when, and how of future actions. Military planning will be discussed further in chapter 4.

1-5. Logistics Support Planning

a. Logistics plans are based on and designed to support the operational requirements of the com-

mand. For this reason logistics plans will differ in purpose, scope, timing, objectives, resources available, and detail. At the highest echelons of command, planning is conducted for the defense of national interests and selected national objectives. DOD, JCS, military services, and unified/specified commands have the responsibility of creating, employing, and supporting combat forces in furtherance of national objectives. This poses problems related to strategic planning, political contact, combat readiness, and combat effectiveness of forces and effective use of the Nation's economy to support the combat forces. At this level, planning is very complex and extends over a period of several years. As we proceed down the echelons of command, plans become more related to narrower specific objectives for achievement in decreasing time. They are more detailed and more susceptible to change.

b. Even though the command perspective may differ at various echelons, the principles and functions of command remain unchanged. There is an inseparable relationship between strategy, tactics, and logistics as shown in figure 1-1.

INTERRELATIONSHIPS OF STRATEGY, TACTICS AND LOGISTICS

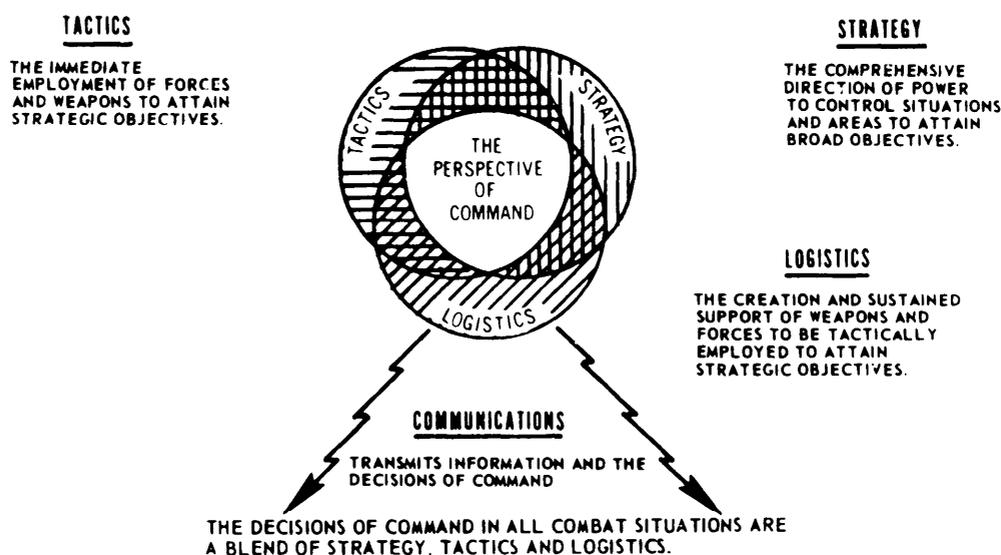


Figure 1-1. The interrelationships of strategy, tactics, and logistics.

c. Logistics plans provide the essential ingredients that make military operation plans workable. The essence of logistics planning involves the determination of supply, transportation, maintenance, construction, and related logistics requirements, and the determination of existing capability to meet these requirements. A comparative analysis is conducted to establish whether or not other limitations exist that may have a significant impact on the conduct of the mission. It is necessary to understand the following influences and basic considerations of logistics planning in the development of effective planning procedures.

(1) *Leadtime.* In general terms, leadtime is considered to be that time between action taken to obtain an item for use and arrival of the item in the hands of the user. Although the operational commander and his staff have little or no control over leadtime, they are vitally interested insofar as leadtime can and frequently does affect planning for the mission.

(2) *Limited Resources.* Resources (e.g., men, materiel, and money) are always limited. The concept of resources management promulgated by the DOD analysts recognizes this consideration by establishing throughout the Armed Forces a system for evaluating the essentiality of conflicting defense programs.

(3) *Critical Shortages.* This is a logistics planning problem which, historically speaking, we have always faced. The logistics planner and the

logistics system must expect that somewhere along the line a critical shortage will develop and that extraordinary and emergency measures must be taken to correct the shortage.

(4) *Priorities-Allocations-Reserves.* Since resources are always limited, systems of priorities and allocations are established reflecting command judgments of military value or essentiality. The basic point of this logistics consideration is that once a system is established, discipline is necessary to prevent frustration by well-meaning but unaware subordinates. In like manner, logistics reserves can only be used effectively with proper application of discipline exercised by command. Logistics reserves are as essential as personnel reserves in a tactical operation.

(5) *Coordination-Communication.* Constant exchange of information and coordination between operation and logistics planning are vital to the command so that all elements of command can bring about military success.

(6) *Flexibility.* Regardless of the level at which planning is conducted, it must provide for the means to be in place to carry out the commander's decision. The plan must also provide for enough flexibility to permit the commander and his staff to meet various situations that may arise as the result of enemy actions.

(7) *Adequacy-Suitability-Feasibility-Acceptability.* The courses of action open to a commander to

meet the situation which exists, or might develop, must be considered in terms of:

(a) Adequacy (accomplishment of the objective).

(b) Suitability (adaptable to various circumstances and appropriate to the threat).

(c) Feasibility (the ability to provide the right means at the right place at the right time, and in usable condition).

(d) Acceptability (e.g., affordability).

(8) *Command Control*. Each of the foregoing logistics considerations alludes to the key fact that command control must be exercised with sound judgment, understanding, competence, and restraint. Unless positive command control is maintained, the various logistics installations and operations tend to expand to unmanageable size.

d. To solve military problems successfully, the logistics planner must be skilled in the use of appropriate tools. Accurate, complete, and timely logistics information is one of the essential planning tools. Accepted planning factors are the means by which the logisticians estimate the logistics requirements to support the tactical concept of an operation. Logistics estimates and logistics plans are, thus, dependent on the availability of readily usable information and planning factors and on the skill and judgment with which these are used by the planner.

(1) Planning factors are based on experience, either peacetime or wartime, and are used to forecast future requirements. Their accuracy will obviously vary as operating conditions change. AR 700-8, Logistics Planning Factors Management, assigns to the US Army Logistics Center of the US Army Training and Doctrine Command (TRADOC) the responsibility for the management of collection, development, maintenance, validation, and dissemination of Army logistics planning factors. These factors, maintained in a Logistics Factors File (LFF), are the foundation for logistics contingency/operational planning, force structuring, combat development studies, manpower criteria and Table of Organization and Equipment (TOE) development, budget analysis, transportation and training forecasts, and as input data for modeling and wargaming processes.

(2) Staff planning factors, while essential tools, should be used with a clear understanding of their capabilities and limitations. For example, a staff planning factor such as pounds per man per day

for ammunition expenditure by a tank battalion in an offensive operation normally would not be employed by planners on the division staff in estimating requirements for a specific operation. The reason, of course, is that this particular staff planning factor is broad and based on average conditions over a series of operations. While useful for long-range logistics planning at the corps or component force level, it may be inaccurate when applied to any particular operation. Detailed logistics requirements should, when practicable, be based on a thorough study of the specific operations to be conducted. This word of caution is particularly applicable to detailed requirements for ammunition; bulk petroleum, oil, and lubricant (POL); and equipment for all assigned forces.

(3) Logistics planners should accumulate new information within the area of operations, analyze it, and translate it into new planning factors which may supplement or replace older factors based on less recent experience. Normally, experience should soon build up planning factors which are either generally applicable or applicable to specific types of operations such as:

(a) Usage factors.

(b) Materiel losses.

(c) Transportation.

(d) Personnel casualty rates.

(e) Repair and maintenance requirements.

(f) Construction and facility development rates.

1-6. Summary

Planning is one of the most important functions of a logistician. The responsibilities for initiation, preparation, processing, and implementing have been described in general. It should be noted that involvement by all interested agencies should begin as early in the process as possible. It is also important that those affected be involved in the planning process. To be effective, each plan should reflect exactly what is expected to be accomplished at each echelon of an organization and when and by whom. It is important to remember that:

a. Planning cannot be accomplished in a vacuum.

b. Plans should be reviewed and updated continuously.

c. As data are refined, they should be included in the plans.