

CHAPTER 3

DEPARTMENT OF DEFENSE GUIDANCE

Section I. INTRODUCTION

3-1. General

a. The basic objectives of the Department of Defense (DOD) are to be prepared to support national policies and to defend successfully the security of the Nation. To accomplish these objectives, the Secretary of Defense has been charged with establishing general policies and guidance for the military departments and the Defense Logistics Agency (DLA). These departments then develop their instructions for implementing the DOD instructions. The DOD policies and guidance are published in DOD directives, such as DOD Directive 3110.3, "Requisite Characteristics for Wartime Readiness of DOD Supply Systems," and instructions or other transmittals.

b. DOD has been charged with providing for a sustained state of industrial preparedness for production of essential military items identified and selected by the military departments. DOD is also charged with insuring the existence of adequate commercial maintenance/repair capability to meet readiness requirements for those items of materiel included in the approved forces but not supported by an organic depot maintenance capability.

(1) Basically, the military department and DLA are responsible for the selection of industrial preparedness planning items, the computation of emergency production requirements, and distribution of the requirements for items among industrial sources. This planning is limited to military end items or components which are essential to operational effectiveness under combat conditions, including training for the safety and survival of personnel. Because of the changing force levels and other information for determining requirements, the Secretary of Defense issues separate guidance annually for the computation of selected planning items.

(2) DOD planning policy provides for the application of controls on the economy to channel industrial effort from commercial to emergency support activities. It also considers measures to minimize leadtime and to maintain industrial base facilities in a high state of readiness and realistic

determination of total production requirement needed to support forces approved for mobilization. US Army forces mobilization planning and industrial preparedness are discussed in chapters 11 and 12.

c. Each DOD component is required to establish and maintain a positive and continuing war reserve program. It is DOD policy that DOD components select items for war reserve to initially sustain, in wartime, all necessary combat and combat support operations and the expanded logistics system required to maintain these operations. War reserve stocks are held and maintained to meet a War Reserve Materiel Requirement (WRMR). Stocks that are essential to the execution of initial wartime missions are prepositioned by the appropriate military service in accordance with international agreement and the Defense Guidance to insure timely support until replenishment can be effected. The military services have the responsibility for computation of Prepositioned War Reserve Materiel Requirements (PWRMR). Bulk petroleum Prepositioned War Reserve Materiel Stocks (PWRMS) are owned, financed, and managed by DLA. Management of petroleum products is governed by DOD Manual 4140.25-M, "Procedures for the Management of Petroleum Products."

d. The Secretary of Defense has assigned to the Joint Chiefs of Staff (JCS) certain responsibilities for the direction and control of the military services and those joint commands established by the President. These responsibilities are enumerated in DOD Directive 4100.1, "Functions of DOD and Its Major Components," and in JCS Pub 2, "Unified Action Armed Forces (UNAAF)." JCS provides guidance to the military services and the commanders of unified and specified commands for the development and execution of general war and contingency Plans. Basic logistics responsibilities for such planning are stated in JCS Pub 2, "Unified Action Armed Forces," JCS Pub 3, "Joint Logistics and Personnel and Policy Guidance," JCS Pub 15, "Mobility System Policies, Procedures, and

Considerations," and in volumes I and II of the "Joint Operations Planning System (JOPS)."

3-2. Military Standard Systems

The Military Standard Systems, e.g., Military Standard Requisitioning and Issue Procedures (MILSTRIP), Military Standard Transportation and Movement Procedures (MILSTAMP), etc., provide guidance for standardizing certain logistics operations and should be understood by the planner.

a. Military Standard Requisitioning and Issue Procedures (MILSTRIP). This is the conceptual base of all Military Standard Logistics Systems. It provides standard data elements, codes, forms, formats, rules, and procedures for requisitioning upon any military supply distribution system and for the issue of materiel required.

b. Uniform Materiel Movement and Issue Priority System (UMMIPS). The Uniform Materiel Movement and Issue Priority System is used in the requisitioning and issue of materiel from the DOD and the General Services Administration (GSA) distribution systems and in the movement of materiel in the defense transportation system. This system is used in peacetime and wartime and:

(1) Sets forth uniform requisition processing and materiel movement time standards.

(2) Provides a basis for managing the movement of materiel throughout the distribution systems.

(3) Insures the processing of materiel issue requirements in accordance with the mission of the requiring activity, the urgency of need, and specific materiel management considerations.

c. Military Standard Transaction Reporting and Accounting Procedures (MILSTRAP). These procedures uniformly classify inventory records as to ownership, purpose, and condition. They classify transactions affecting the inventory as to type of receipt, issue, and adjustment and provide the

basis for financial accounting of wholesale distribution system assets.

d. Military Standard Transportation and Movement Procedures (MILSTAMP). These procedures use the products of MILSTRIP and other systems to create and exchange standard shipping data in order to control materiel movements in the Defense Transportation System and to record and report their status. System administration is the responsibility assigned to the Secretary of the Army, Headquarters, Military Traffic Management Command (MTMC).

e. Military Supply and Transportation Evaluation Procedures (MILSTEP). Utilizing the issue and shipping documents of MILSTRIP and MILSTAMP, these procedures measure supply and transportation performance in terms of ontime shipments, and deliveries, stock availability, volume, and age of back orders.

f. Military Standard Contract Administration Procedures (MILSCAP). These procedures standardize the flow of purchase information among purchasing offices, contract administration offices, and inventory managers.

g. Military Standard Billing System (MILSBILLS). This system provides standard mechanized procedures and is used by DOD components for billing, collecting, and accounting for sales of materiel from supply system stock, including direct deliveries.

h. DOD Activity Address Directory System (DO-DAADS). This system provides identification codes, clear text addresses, and selected characteristics of organizational activities needed for materiel requisitioning, marking, shipping document preparation, billing, and similar applications.

i. Military Standard Petroleum System (MILSPETS). This system provides standard formats, data elements, and methods/procedures for inter-service/interagency use relative to the management of petroleum products.

Section II. JOINT LOGISTICS POLICY AND GUIDANCE

3-3. Logistics Responsibilities of the JCS

DOD guidance and appropriate joint service regulations/instructions and papers approved by JCS have been compiled and published in JCS Pub 3, volume II, Joint Logistics Policy and Guidance, for use by the military services and those joint, unified, and specified commands established by the President. The logistics responsibilities assigned to JCS of interest to the wholesale logistics planner were discussed in paragraph 2-5.

3-4. JCS Logistics Guidance for Commanders

JCS has developed several basic principles which provide guidance for commanders in their assignment of logistics responsibilities. Included are the following:

a. The assignment of logistics responsibilities should be such that the combat efficiency of the armed services as a whole is the most effective

which can be obtained within the limits of legislative authority and the availability of personnel, funds, and materiel. Prevention of unnecessary duplication or overlapping among the services, by utilization of the personnel, intelligence, facilities, equipment, supplies, and services increases military effectiveness and economy of resources.

b. Logistics systems should be designed for expansion to meet the peak loads they must bear in an emergency. In determining the means for meeting these loads, consideration should be given to full use of all existing facilities available within the Army, Navy, Air Force, Marine Corps, DOD agencies, other Federal agencies, and commercial sources.

c. Any assignment of functions or responsibilities must insure responsiveness to the operational and technical requirements of the commanders. The logistics organization directly supporting a given independent operation must be subject to the authority of the commander bearing the responsibility for operational success.

d. Any consolidation of facilities and/or services must not extend to the point where it deprives operational units of the support essential to their operational mobility and effectiveness.

e. Where joint use of facilities is directed, one service, normally the providing service, should exercise administrative control.

f. Where one service temporarily uses the personnel of another service, such personnel should function under the operational control of the service using them.

3-5. Emergency Wartime Readiness

JCS has also recommended certain characteristics for emergency wartime readiness. These recommendations have been approved by the Secretary of Defense for integration into the planning of all DOD supply systems. The departments and agencies of DOD are to integrate these characteristics into their plans for implementation of effective DOD supply systems, with DOD guidance and a realistic appraisal of the gravity of various emergency situations. Selective plans are developed for emergencies, general and limited war. These plans provide for liberalization of financial controls in emergencies and limited war and drastic reduction of controls in general war. Implementation is within the concept of balanced logistics readiness and approved logistics and financial objectives of approved departmental plans for emergency conditions. Within this guidance, all DOD supply systems must provide for:

a. Assumption of directive authority by commanders of unified/specified commands over facili-

ties and supplies of all assigned forces as necessary for the accomplishment of their mission under approved war plans.

b. Capability for timely and effective redistribution of assets employing all modes of transportation, including airlift, to meet emergency and wartime demands based on military operational priorities.

c. Direct, simple, and flexible procedures for requisitioning, purchasing, inspecting, issuing, financing, and accounting that will permit immediate emergency or wartime operation.

d. Access to a communication network which provides a means for timely interchange of information within the logistics system and between it and the activities supported.

e. Capability for implementing emergency or wartime production to permit prompt acquisition of essential items.

f. Adequate protection, security, and dispersion of supply, control and storage facilities, and materiel resources.

g. Capability for implementing and maintaining current approved logistics plans, in support of Joint and Service War Plans, which provide for expansion or adjustment of organization, personnel, and facilities to insure continuity of operations and accomplishment of assigned missions.

h. Organization to incorporate adequate supply management skill, technical competence, sensitivity to user demands, and liaison with other commands to provide effective support.

i. Capability for obtaining accurate and timely supply intelligence for planning, requirements computation, budgeting, acquisition, inventory management, storage and distribution.

j. Capability for rapid requirements determination and acquisition to meet emergency or wartime demands.

k. Maintenance of balanced ready-for-issue stocks located in dispersed distribution areas to insure rapid response to anticipated emergency or wartime demands.

l. Capability for rapid accumulation, analysis, and dissemination of systemwide inventory data.

m. Authority and capability to implement established priorities and allocations.

n. Access to airlift for direct delivery of supplies and equipment procured on an airlift pipeline basis as authorized by JCS.

o. The capability to award/administer and close out contracts.

Section III. MANAGEMENT OF WAR RESERVE STOCKS

3-6. Types of War Reserve Stocks

a. A primary element of military readiness is the sound and careful establishment and management of adequate war reserve stocks of essential military materiel. During an emergency or implementation of an operations plan, the materiel needs of military units must be met with existing stocks of equipment, supplies, and munitions until the supply line to the depot system in the Continental United States (CONUS) can be established. Equipment and supplies that are lost or consumed in combat, are replaced from prepositioned war reserve materiel stocks (PWRMS) sites located in strategically selected overseas areas. These pre-positioned materiel stocks greatly increase the capability to sustain frontline units.

b. Other CONUS stocks include the contingency support stocks, which support CONUS-based units that have worldwide contingency missions; stocks that enable the mobilization of the Early Mission Reserve Component units and the Full Mobilization Reserves; and residual stocks, known as Other War Reserve Materiel Stocks (OWRMS), which represent the balance of the projected combat loss replacement materiel that the military services and DLA are authorized to stock.

c. Special self-contained sets of Army materiel have been prepositioned in selected overseas areas and identified for specific companies and battalions. This prepositioning of materiel configured to unit sets (POMCUS) enables a unit to deploy rapidly by air without the bulk of its supplies and equipment and to fall in on prestocked materiel in certain geographic areas. The concept lightens the logistics burden of transporting the unit's equipment and, thus, greatly enhances strategic mobility. Much of the materiel authorized for POMCUS is located within humidity-controlled facilities, providing a long-term guarantee of serviceability. These assets are normally segregated from other war reserve stocks.

d. Another type of war reserve stocks is the operational project. These are items identified for specific plans or projects, and they are POMCUS and non-POMCUS. Items are restricted to those considered essential to success of the plan/project and initial requirements only. Other selected projects involve the expansion of area medical facilities, the repair of lines of communication after natural disasters, and the rehabilitation of airfield surfaces and facilities. The majority of the operational projects focus on the support of Europe; however, the CONUS and the Pacific region also receive significant attention.

e. War reserves management is categorized primarily into three functional areas. First, war reserves increase the sustainability of troops in the field by insuring that adequate materiel is available to replace combat consumption and losses until resupply from CONUS can be effected. Second, war reserves enhance strategic mobility by allowing deploying units to fall in on their equipment and supplies that have been prestocked in certain geographic areas according to the needs of the Army. Third, war reserves support contingency operations by providing selected stockage above and beyond authorized unit levels. The determination of the exact quantities required for each category and the location of war reserves is a challenging process that demands the compilation of data from diverse sources. For example, wear-out rates determine the amounts of clothing stored. Estimates of distance traveled and hours of use for different types of vehicles and equipment provide the data for petroleum requirements. Monthly failure rates provide a basis for estimates of heavy equipment and maintenance authorizations.

3-7. Establishment of War Reserves

The military services develop peacetime, sustaining (wartime), and intense (combat) usage factors for all major types of materiel. Stock levels are established for each class of supply and location in accordance with guidance from the Secretary of Defense and JCS.

a. Retail PWRMS are owned, financed, and managed by the services. If PWRMS is issued for support of urgent peacetime requirements, they must be promptly replenished to maintain the combat readiness capability of the PWRMS.

b. All items of other war reserve materiel stocks (OWRMS) are owned, financed, and managed by the DOD component assigned as inventory manager of the item. To meet peacetime requirements, these OWRMS may be issued under strictly controlled conditions. For secondary items, when issues against peacetime requirements are made from OWRMS the items must either be replaced immediately by the same items to maintain the required readiness condition or the funds conserved by the issue of OWRMS can be applied within the same budget category for other war reserve items to attain a more balanced OWRMS position.

c. The military services program procurement costs of stock-funded war reserves of service-managed items of PWRMS and OWRMS and DLA-

managed items held as service PWRMS. The services also program funds based on the DLA computation of each service's allocatable share of the total DLA OWRMS deficiency.

3-8. Selection of Items for War Reserves

a. It is not intended or practical to acquire and stock required quantities of all items. Only those items vital to the initial support of the operation need be selected for acquisition and stockage as war reserves. Funding limitations will constrain the acquisition of all items for war reserves. However, this should not prevent the selection of those items deemed essential for support. It is recognized that methodologies for selection of items based on service peculiarities will occur. Regardless of methodology the items must be justifiable in the defense budget. The criteria which govern the selection of items for war reserves are contained in DOD Directive 3005.5. The following criteria are to be used for war reserve item selection.

(1) items essential for combat forces to:

(*a*) Destroy the enemy or his capacity to continue war.

(*b*) Provide battlefield protection of personnel.

(*c*) Detect, locate, and maintain surveillance of the enemy.

(*d*) Communicate under war conditions.

(2) Items essential for the operational effectiveness of combat support forces and the expanded logistics system in support of combat forces.

(3) Items without which essential equipment or weapon systems would be inoperative or operationally ineffective.

(4) Items essential for the sudden mobilization and/or deployment of approved active and Reserve forces.

(5) Items required for survival and protection of personnel.

(6) Items designated as operational rations.

b. Special consideration must be given in the selection process to those items which:

(1) Are known to have production difficulties; e.g., long leadtime items; items where there is a

lack of adequate production capability, lack of required materials, or lack of specialized production skills or equipment; and items that require continuous surveillance of the production base.

(2) Have a single production source or which are predominately produced in a foreign nation(s).

(3) Are designed and fabricated only at military industrial activities and which are not available from commercial sources.

c. Items which do not meet the above criteria are prohibited from selection as war reserve. In general, these are items which are considered readily available from commercial sources, including subsistence (except operational rations); those under early development or procurement supported; those easily fabricated in the field; those which deteriorate or are unstable in storage; and those nonstandard, obsolete items being phased out of the system unless required to support materiel held by allies.

d. The provision of petroleum, oil, and lubricants (POL) in sufficient quantities and of proper quality is essential for modern military operations. The demands for such fuel can be expected to be high because of the employment of large numbers of Army aircraft and armored and other ground vehicles; the increased use of aviation for moving supplies and equipment, evacuating wounded personnel, and other logistics movement; as well as surface and subsurface marine vessels. Military requirements for bulk liquid fuels must compete with essential commercial requirements. Since the United States must depend on other countries to supply considerable amounts of POL to meet competing domestic and military requirements, and since commercial companies provide the bulk of transport and storage capabilities, a centralized system at the national level for obtaining adequate POL supplies and allocating them to the various users has been deemed necessary. Such control has been established at the national level in the Department of Energy and in DOD in the Defense Fuel Supply Center and its field offices in CONUS and overseas and the Joint Petroleum Offices in the unified commands. These organizations are responsible for emergency planning and contract administration.