

Policy, Strategy, and Organizational Development of the Office of the Under Secretary of
Defense for Policy, Office of the Secretary of Defense, Department of Defense

Research Thesis

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I. Introduction/Thesis Statement

This thesis examines the establishment of the position of Under Secretary of Defense for Policy, or USD(P), focusing on the factors that underpinned its establishment in 1977. The Department of Defense was organizationally flawed from its creation in 1947 and as the years went by, executive orders and congressional legislation fundamentally altered its organizational relationships.¹ To understand why the USD(P) was created, this thesis analyzes the most influential factors which ultimately shaped the creation of the first USD(P) position and how the Office of the Under Secretary of Defense for Policy, or OUSD(P), was later organized in response to national security requirements.

In determining the most significant causes that contributed to the creation of the OUSD(P), four central factors emerge:

First, President Jimmy Carter's governmental reorganization project for the executive departments, coupled with concurrent Office of the Secretary of Defense (OSD) reorganizational efforts, helped shaped the creation of the first USD(P). Each study produced its own conclusions carefully detailing the areas in which a comprehensive review would probe existing Department of Defense (DoD) functions and compatibilities. Secretary of Defense Harold Brown was already underway with his own reorganizational effort at the time of President Carter's request, thus providing a dual emphasis towards effectively streamlining the DoD through improved resource management, reorganized management structure, and a revamping of the national military command structure. President Carter's request ultimately complemented Secretary Brown's ongoing reorganization efforts.

¹ Roger R. Trask and Alfred Goldberg, *The Department of Defense 1947-1997: Organization and Leaders* (Washington, DC: Historical Office of the Office of the Secretary of Defense, 1997), pg. v. [preface]

Second, steps were taken to reduce the Secretary of Defense's (SECDEF) span of control. This theme is recurrent throughout many of Secretary Brown's own initiatives to transfer functions that no longer needed to be performed at his level. The fragmentation of executive authority among independent OSD offices, several of which had similar functions and responsibilities, resulted in excessive and time consuming coordination, often requiring far too many decisions to that went to the SECDEF or Deputy Secretary of Defense (DEPSECDEF) for resolution.² Among Secretary Brown's initiatives were reductions in staffs as well as a decrease in the overall number of organizations reporting to the SECDEF. Prior to President Carter's request, Secretary Brown had already sent proposed OSD reorganizations to Congress for approval. Furthermore, Secretary Brown directed a series of administrative actions to clarify existing organizational ambiguities.

Third, DoD-based organizational studies, highlighting recurrent challenges to effective management, focused on the elimination of redundant, overlapping, and unnecessary roles. Much attention focused on the reorganization of OSD, with emphasis on consolidating related functions, eliminating unnecessary or marginal functions, and transferring to lower echelons those functions which were primarily operational in nature. Moreover, both President Carter and Secretary Brown detailed the potential benefits of such reorganization, including the simplification of the decision-making process, with clearer accountability for performance, reduction of staff size, and the elimination of redundant offices.

Fourth, the studies focused on better integrating defense policy formulation with the development of national priorities. These reviews were the means to develop long-range national security plans consistent with national policies and goals. Moreover, such reorganizational

² Harold Brown, *Department of Defense Annual Report: Fiscal Year 1979* (Secretary of Defense Harold Brown, Department of Defense Report, February 2, 1978), pg. 348.

efforts established the means to create organizations that could effectively address a broad range of policy issues that would before have only been given piecemeal attention.

Comprehensive analysis of each of these four factors provides context to the history surrounding the creation of the USD(P) and eventually the Office of the Under Secretary of Defense for Policy. These findings are highlighted throughout various DoD-based publications, directive memoranda, reports, and a variety of supplemental sources which ultimately supported the argument. By carefully dissecting the bureaucratic nature, organizational purposes, and structure of the DoD, the justification and reasoning surrounding creation of the OUSD(P) becomes clear.

II. Understanding the Structure: 1947-1977

A basic knowledge of its formative years as well as its organizational hierarchy is required to successfully navigate the bureaucratic labyrinth of the Department of Defense. The DoD was created as a result of a three year debate surrounding the most effective means of organizing and managing national defense.³ Following World War II, Congress determined to place the War and Navy Departments under a single organization, the newly created National Military Establishment (NME). Physical consolidation of the departments had taken place throughout the war; additionally, the creation of the Joint Chiefs of Staff increasingly centralized military command and control. Assuming the oath of office as the first Secretary of Defense in September of 1947, James V. Forrestal commanded the newly established National Military

³ *Department of Defense Key Officials 1947-2004* (Washington, DC: Historical Office of the Office of the Secretary of Defense, 2004), pg. 1.

Establishment.⁴ Two years later with the passage of the 1949 Amendments to the National Security Act, the NME became the Department of Defense.⁵

Throughout Secretary Forrestal's tenure, the NME was comprised of the three military departments, the U.S. Army, Navy, and Air Force, in addition to three statutory agencies: the Joint Chiefs of Staff (JCS), the Research and Development Board, and the Munitions Board.⁶

Despite this rudimentary organization, Secretary Forrestal still needed to create a structure, develop procedures, and organize a staff to assist him in carrying out his responsibilities.

Emerging from this conglomeration was the Office of the Secretary of Defense, an extension of the secretary himself as the civilian authority within the DoD.⁷ To this end, OSD has undergone numerous organizational changes since its 1947 creation. At the time of OSD's establishment, three special assistants comprised the supporting staff to the Secretary of Defense. Ensuing organizational assessments determined that the SECDEF needed to be relieved of the excessive burden of routine administrative tasks.⁸ In an attempt to resolve this challenge, Congress in 1949 created four presidentially-appointed, senate-confirmed (PAS) officials: a first assistant Deputy Secretary of Defense (DEPSECDEF) and three Assistant Secretaries of Defense (ASDs).⁹

Considering the almost immediate amendment of the National Security Act, one can infer from the formative years the tendency to restructure OSD to make the organization more effective and to redefine mission goals and priorities accordingly. Additionally, an emerging organizational hierarchy is noticeable with the creation of new DoD positions within the upper-

⁴ Ibid.

⁵ Ibid.

⁶ Trask and Goldberg, *The Department of Defense*, pg. 11.

⁷ Ibid.

⁸ *Revised Organizational Structure for the Office of the Secretary of Defense* (Washington, DC: Prepared by: Directorate for Organizational and Management Planning Office of the Director of Administration and Management, April 2010), pg. 1.

⁹ Ibid.

most echelons of OSD. Throughout the 1950s, the supporting staff to the SECDEF and DEPSECDEF consisted of the ASDs, the Assistants to the Secretary of Defense (ATSD), and other supporting staff officials under the designation of Chairman or Director.¹⁰ Essentially, the establishment of the ASD and ATSD positions marked the initiation of a new convention in which the principal broad portfolio staff assistants to the SECDEF and DEPSECDEF would be the Under Secretaries of Defense (USD).¹¹ Their importance would be underscored further at the end of the 1970s when ASDs would be assigned under these USDs.¹² More interestingly, assigning ASDs under USD's marked the first instance in which a PAS official answered through another PAS official, beneath the level of the Secretary.¹³ From here, one can begin to see the expanding nature of OSD and its systematic yet evolving processes.

As the total number of USDs expanded, each with its own specified defense concentration, the concept of the USD's first assistant emerged, which became the Deputy Under Secretary of Defense (DUSD). These PAS first assistants were presumed to be the "alter ego" of the USD and were deemed statutorily to act for and exercise the necessary powers of their particular USD when he/she would be absent or otherwise unable to complete their prescribed tasks.¹⁴ Over time, these reporting ASDs, DUSDs, and eventual PDUSDs (Principal Deputy Under Secretaries of Defense) reflected the DoD's mission as directed by the national security strategy. Moreover, the formation of a policy branch enabled OSD to more effectively create policies reflective of the president's and the National Security Council's interests.

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid. pg. 2.

¹³ Ibid.

¹⁴ Ibid. "This provision in U.S. Code would make a DUSD the statutory "first assistant" as it is currently defined relative to the Federal Vacancies Reform Act of 1998, as amended (VRA). However, within the Department, by policy, a first assistant to a PAS official is both the VRA first assistant and the official's "alter ego" in terms of exercising the USD's authority, direction, and control []."

There usually was a lag between confirmation and appointment of new DoD officials and the DoD directive (DoDD) that authorized their office. The rank of statutory officials within OSD was established at the Executive Level, in which their organizational hierarchy was grouped in five tiers: Level I including the SECDEF, Level II including the DEPSECDEF, and Level III including the USD(P)s.¹⁵ Levels IV and V included various PDUSDs, ASDs, Directors, the General Counsel, and the Inspector General.¹⁶ The importance of the emerging USD(P) position is underscored as seen with its hierarchical placement as a third tier organization within OSD.

These various organizational echelons shaped the formation and transformation of the DoD, specifically the civilian-led OSD. Many of the resulting organizational functions were the consequence of various acts, amendments, and/or organizational reforms. The *Sequence of Major Events in the Field of Defense Organization from 1947-1978* highlights the core elements that shaped the structure of DoD, which included the National Security Act of 1947, the Amendments of 1949, Reorganization Plan No. 6 of 1953, the Defense Reorganization Act of 1958, and Administrative and Legislative Modifications, 1958-1977.¹⁷ These organizational efforts denote the changing structural and administrative nature of the DoD, in which change was more or less continuous. Therefore, as new reorganization changes were proposed in the late-1970s, the DoD did not try to stymie them but acted accordingly as it had in the past.

¹⁵ *Key Officials*, pg. iii. [introductory note]

¹⁶ *Ibid.*

¹⁷ Memorandum for Mr. S.A. Tucker [OSD Historian]. SUBJECT: Defense Organization; historical summaries, written by Jim Wolbarsht, March 29, 1978. This memorandum included four tabs (A,B,C,D) each specifically detailing a particular issue pertinent to defense organization. Tab A, "*Sequence of Major Events in the Field of Defense Organization from 1947-1978*. Prepared by Mr. S.A. Tucker, the OSD Historian" produced a nine-page summary, explicating detailing I. The National Security Act of 1947, II. The Amendments of 1949, III. Reorganization Plan No. 6 of 1953, IV. Defense Reorganization Act of 1958, and V. Administrative And Legislative Modifications 1958-1978. This memorandum was in response to Mr. Tucker's assistance, in which Mr. Wolbarsht provided a compilation of use material on defense organization, as requested by Mr. Tucker. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

III. President Carter's Reorganization Project

“The problems of an organization as large and diverse as the Department of Defense (DoD) are not unique to government. Often they are characteristic of large organized enterprises in general.”¹⁸ With this notion in mind, President Jimmy Carter directed a defense reorganization memorandum to Secretary of Defense Harold Brown on September 20, 1977. Specifically, President Carter requested that Secretary Brown, “... initiate a searching organizational review....to produce an unconstrained examination of alternative reforms in organization, management, and decision process in the Department of Defense.”¹⁹ Such action would ultimately coincide with the president's overarching governmental reorganizational efforts to streamline the efficiency and effectiveness of the Executive Departments. Coincidentally, OSD and Secretary Brown were already undertaking their own organizational review at the time of President Carter's request, seeking to improve internal coordination. Therefore such a proposal was not unfamiliar since it “complemented the reorganization efforts which were already in progress within the Department [of Defense].”²⁰

Considering the nature of the DoD, President Carter's proposal focused on three major issues for defense reorganization: (1) Defense Resource Management, (2) the Defense Management Structure, and (3) the National Military Command Structure.²¹ In dealing with each issue, the president's proposals sought to expose inefficient organizational functions and produce

¹⁸ Brown, *Annual Report*, pg. 348.

¹⁹ White House Memorandum for the Secretary of Defense. SUBJECT: Defense Reorganization. WH [#] 54276, written by President of the United States, Jimmy Carter, September 20, 1977., [cover page]. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

²⁰ Brown, *Annual Report*, pg. 355.

²¹ White House., pg. 1,5,8.

a procedural plan to streamline them. Regarding Defense Management Structure, President Carter's reorganization project sought an answer to the query: "How can the top management structure of the Department of Defense become more effective and efficient in carrying out the national security mission?"²² Citing prior initiatives to improve DoD organization, President Carter highlighted that "the major thrusts of these efforts have been toward increased civilian control, centralization, and unification."²³ Moreover, President Carter's memorandum addressed some of the reoccurring issues surrounding defense management structure.

For instance, the Blue Ribbon Defense Panel Report executed a comprehensive review of the 1970 management structure of the DoD. This particular panel concluded a host of issues remained unanswered including the "overlapping and duplication in staffs as a result of redefined roles and responsibilities over time; growth in counterpart and coordination-only activities within these staffs; layering of staffs within organizations; and shared responsibility and accountability for various activities."²⁴ Ultimately, changes needed to be made to ensure for a more productive DoD in line with overarching security objectives. Previous defense reorganization efforts essentially sought to increase civilian control while centralizing and unifying the underlying support structure of the OSD staff. Prior to President Carter's reorganization request, OSD had already begun to seek methods to restrain the limits of the SECDEF's span of control, while improving internal coordination mechanisms and reducing the size of the OSD staff. In an attempt to perfect the organizational nature of the OSD, President Carter's request ultimately accelerated the execution of these changes.

In order to reorganize the defense management structure, President Carter's memorandum recommended a focus on the roles and responsibilities of the OSD, Office of the

²² Ibid., pg. 5.

²³ Ibid.

²⁴ Ibid.

Joint Chiefs of Staff (OJCS), service secretaries, and military department staffs.²⁵ The study would highlight the core missions of each select management function, while reviewing their performance. Specifically addressing the organization of the OSD, the study was concerned as to whether the SECDEF could effectively exercise control over both operating forces and defense resources.²⁶ Additionally for the OSD, the study sought “to develop and implement long-range national security plans consistent with national policies and goals; to evaluate current and new defense systems to ensure readiness, adherence to performance standards, and compatibility with other programs.”²⁷ Therefore the study would ensure the integration of defense policies in conjunction with national priorities, as seen through the reference of long-range national security plans.

President Carter’s memo laid out the potential benefits of a reorganized DoD organizational structure. These included:

- Reducing redundancy and duplication, minimizing layering, and grouping by functions.
- Simplifying the decision-making process, with clearer accountability for performance.
- Eliminating or reducing some staffs with corresponding reductions in costs.²⁸

With this study, President Carter ultimately sought to alleviate organizational deficiencies with the DoD by rooting out redundant, overlapping, and overly centralized structure.

²⁵ Ibid., pg. 6.

²⁶ Ibid.

²⁷ Ibid.

²⁸ Ibid., pg. 7.

IV. OSD Response to President Carter's Defense Reorganization Project

Following the receipt of President Carter's memorandum concerning defense reorganization, Secretary Brown orchestrated a call to review existing DoD functions in an attempt to distill efficient organizations from ones of a more ambiguous nature. Mirroring President Carter's three issue summaries, Brown directed the initiation of a reorganization study focused on three primary areas of inquiry:

- The Defense Department Headquarters Structure – a review of the roles, functions, and responsibilities of OSD, the Service Secretariats, and Service Staffs
- The DoD Organization of Resource Management – a review of DoD resource management systems and DoD support activities
- The National Military Command Structure (NMCS) – a review of the ability of the NMCS to respond to the National Command Authorities, and a review of the appropriate roles of the Secretary of Defense, Joint Chiefs of Staff, and Unified and Component Commanders in the NMCS.²⁹

Moreover, the 1979 Department of Defense Annual Report detailed the suggested outcome(s) of the Defense Reorganizational study, which would improve the efficiency and responsiveness of DoD by:

- Strengthening management arrangements by identifying and eliminating unnecessary overlap, fragmentation, or operating redundancies in major DoD programs, functions, and responsibilities.

²⁹ Brown, *Annual Report*, pg. 355.

- Improving the effectiveness of the structure, methods, and procedures used to direct and control our operating combat forces.
- Improving DoD resource management structure and processes.”³⁰

In order to meet these objectives, the DoD highlighted prior defense reorganization initiatives. These studies allowed previous efforts to be used as a reference when responding to President Carter’s request. A September 27, 1977 Director of Organizational and Management Planning (O&MP) memorandum directed to the OSD Historian highlighted past major reorganization studies and papers. They included:

1. Eberstadt Report – 1945
2. Hoover Commission – 1949 (Selected Studies)
3. Heller Committee Report – 1951
4. Lovett Letter – 1952
5. Rockefeller Committee – 1953
6. Brown Study – 1953
7. Hoover Commission – 1953-1955 (Selected Studies)
8. Rockefeller Brothers Report – 1958
9. Symington Committee Report – 1960
10. Reorganization of DOD – Philosophy and Counter Philosophy – 1960
11. Blue Ribbon Defense Panel – 1970 (Overall Report).³¹

³⁰ Ibid., pg. 356.

³¹ Memorandum for the OSD Historian. SUBJECT: Defense Reorganization Project, written by Arthur H. Ehlers, Director [of] Organizational and Management Planning, September 27, 1977., pg [second memorandum page detailing major reorganization studies and papers – no immediate connection to the Defense Reorganization Project synopsis]. This memorandum appears to have been written in response to the OSD Historian’s listing of prior reorganization studies and papers to include a section devoted to the Defense Manpower Commission Report on the

The frequency of such reorganization studies and papers suggests that President Carter's request was not an unfamiliar one, given the diverse and changing nature of the DoD. In 1969, President Richard Nixon and Secretary of Defense Melvin Laird chartered a Blue Ribbon Defense Panel to investigate DoD organization. Resulting from this one-year study was a 237-page report with 113 proposed recommendations.³² In other words, defense reorganization was not a new concept and was continuously envisioned throughout various presidential administrations, each seeking to bolster the effectiveness of the DoD in accordance with the national security objectives. Following the change in the presidential administration in 1977, a new assessment of the DoD indicated the desirability of further rationalizing the assignment of functional organizational responsibilities within the OSD while also reducing the span of the SECDEF's control.³³ Explicitly, the O&MP memorandum proceeded to detail the objective of the Defense Reorganization study, written in response to President Carter's request.

Highlighting structural changes to the DoD throughout the years, the essence of the O&MP memorandum clarified various initiatives that had been undertaken to improve defense organization and management. Since the passage of the National Security Act of 1947, efforts to improve DoD organization included the legislative changes of 1949, 1953, and 1958, executive reorganization, and internal DoD realignment actions.³⁴ These efforts enhanced the role and authority of the SECDEF, streamlined management arrangements within the DoD, improved

September 26, 1977 list sent to O&MP. In addition to the "Major Reorganization Studies and Paper" listing as prepared by the OSD Historian, a supplemental attachment includes a four-page synopsis of the Defense Reorganization Project in addition to two organizational charts for a committee concerning these reviews. The Defense Reorganization Project is the focal point of this particular memorandum. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

³² Memorandum For All Holders of: Analysis of the Integrating Option OR Draft of Final Report. SUBJECT: Revised pages of text, attached, written by Jim Wolbarsht, March 30, 1978., pg. 4. "The attached pages numbered 4-6 are revisions to the text of Analysis of the Integrating Option, TAB I, and to Draft of Final Report, Chapter 2." This memorandum addresses a clerical change within the text specifically detailing Blue Ribbon Defense Panel. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

³³ Ibid., pg. 5.

³⁴ Memorandum for the OSD Historian., pg. 1.

organizational relationships and structures, and upgraded the capability of the combat forces.³⁵

Since the Reorganization Act of 1958, adjustments had been largely evolutionary, chiefly resulting from SECDEF administrative directives.³⁶ Despite this, a number of recurring issues persisted:

- Unnecessary duplication of major functional assignments among and within DoD organizations.
- Overmanagement and excessive layering of organizations and functions.
- Effective management of DoD resources.
- Fragmentation of major functions and responsibilities among and within DoD organizations.
- Responsiveness of the military command structure.
- Unnecessary and marginal programs and functions.³⁷

While previous organizational efforts might have revolutionized the means by which the DoD functioned, serious organizational ambiguities persisted. Using President Carter's defense reorganization proposal as a formative foundation, the goal of the Defense Reorganization Project was to alleviate the aforementioned challenges. Moreover, the identification of these persistent issues allowed an opportunity to specifically address the challenges they posed to the efficiency and effectiveness of the DoD. With the O&MP memorandum's notion of change as evolutionary in mind, reorganizational proposals would also help to rethink defense structure, seeking new and improved means to better it for the present and future. As described within the

³⁵ Ibid.

³⁶ Ibid.

³⁷ Ibid.

confines of this memorandum, the Defense Reorganization Project sought to improve the efficiency and responsiveness of the DoD by:

- Identifying unnecessary overlap, duplication, fragmentation and operating redundancies in major DoD functions and responsibilities.
- Strengthen management arrangements and streamlining organizational relationships, including the identification of opportunities for the integration and consolidation of functions.
- Improving the effectiveness of the operating combat forces.
- Improving DoD resource management processes.³⁸

Having successfully identified the organizational challenges facing the DoD as well as prescribing a means to improve them, the Defense Reorganization Project suggested that such an undertaking would be under the direction of a Steering Committee, comprised of current and former DoD senior officials.³⁹ Knowledgeable individuals, external to the DoD, would supplement their efforts. Yet the daily coordination of the project was placed under the responsibility of the Deputy Assistant Secretary of Defense for Administration acting as the Executive Secretary to the Steering Committee.⁴⁰ As mentioned earlier, reorganizational proposals within the DoD were not novel. However, dealing with a highly bureaucratic organization tended to present challenges in terms of establishing new frameworks of management and operation.

³⁸ Ibid., pg. 3.

³⁹ Ibid.

⁴⁰ Ibid., pg. 3-4.

The DoD remained a colossal institution executing a number of diverse and quite often overlapping tasks, despite the many efforts to reorganize and restructure it. Some DoD offices and agencies had prevailed in intermittently resisting reforms, viewing them as reducing their resources and power.⁴¹ Nonetheless, change had indeed occurred, most notably in the centralization of authority, principally within the OSD.⁴² Prior to the 1980s, most initiatives seeking changes in DoD organizational functions emanated from the president or the secretary of defense.⁴³ President Carter's organizational request essentially bolstered Secretary Brown's own internal reorganization efforts, providing validity for his actions. These twin impulses to review existing DoD functions enabled the OSD to propose changes seeking to strengthen and streamline its prescribed duties.

V. SECDEF Harold Brown's Role

One of the crucial factors shaping this overarching organizational effort was Secretary of Defense Harold Brown's initiatives. On the topic of defense management, Secretary Brown stated that, "[w]ith my own desire to increase efficiency and to get the most out of every defense dollar, there is a compelling need to streamline organizational relationships and management arrangements in the Department of Defense. Accordingly, I have made organizational and management reform a matter of priority."⁴⁴ Promptly responding to President Carter's defense reorganization proposal, Secretary Brown ordered a thorough and comprehensive review of the existing DoD functions. He further acknowledged the diverse nature of the DoD and his desire

⁴¹ Trask and Goldberg, *The Department of Defense*, pg. 51.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Brown, *Annual Report*, pg. 348.

for such a comprehensive review. “Considering its enormous size and complexity, the Department of Defense has been (and, I think, is) a well run organization,” he wrote. “However, organizational arrangements and management processes are of necessity dynamic in nature. They must be adjusted to respond to changing conditions and new requirements.”⁴⁵

Given the nature of an organizational review, Secretary Brown argued that “we are not interested in reorganization merely for the sake of change. Those alternatives that will best improve Defense efficiency and responsiveness will be selected for implementation.”⁴⁶ This comment shows the vision behind the proposed reorganizational effort, indicating that it might in fact be an opportunity to further streamline DoD functions. Moreover, Secretary Brown saw reorganization as a means to improve the DoD in the long-term, as seen through the many administrative and legislative actions pertinent to DoD structure that he initiated. Consequently, Secretary Brown’s reorganization efforts were “the most far-reaching since those of former Defense Secretary Robert S. McNamara.”⁴⁷

Specifically addressing reorganizational efforts, Secretary Brown could argue that, “I have initiated a number of administrative actions and proposed legislation designed to remedy these problems. To date, they have included a major reorganization and staff reduction in the Office of the Secretary of Defense, staff reductions and organizational realignments in the Headquarters of the Military Departments, and initiation of a Defense Reorganization Study to review comprehensively organizational and management arrangements in DoD.”⁴⁸ Prior to President Carter’s reorganizational request, Secretary Brown was spearheading the effort to

⁴⁵ Ibid.

⁴⁶ Ibid., pg. 356.

⁴⁷ Bernard Weinraub, “Defense Chief Creates New Civilian Post in Move to Bolster Policy Role,” *The New York Times*, January 18, 1978, sec. B4. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁴⁸ Brown, *Annual Report*, pg. 351.

tackle DoD organizational challenges through administrative action and legislative proposals. His annual report concluded, “[t]he Office of the Secretary of Defense (OSD) and the Headquarters of the Military Departments were too large and engaged in too many activities that could be effectively performed at lower levels in the Department [of Defense]...The Secretary's span of control was too broad for effective management.”⁴⁹ Secretary Brown’s compliance and willingness to address reorganizational proposals, as sought by both President Carter and OSD-produced studies, ensured a more rapid and efficient reorganization.

A dominant factor shaping the reorganization effort was Secretary Brown’s desire to reduce his own span of control. Over a two year period (1977-1978) he accordingly reduced the number of major OSD staff offices reporting directly to him from fourteen down to nine.⁵⁰ This reorganization relieved the SECDEF of over-excessive burdens while establishing new organizations to efficiently distill information before it reached the SECDEF’s desk. Brown explained his reasoning thus: “There are ten defense agencies in the Department, whose directors typically reported directly to the Secretary. To streamline the Department and to reduce my own span of control, I have now placed most of these agencies under the direction of one of the under secretaries or assistant secretaries.”⁵¹ Essentially, Secretary Brown established what he viewed as a more efficient and effective means for coordinating plans and firmly re-establishing the hierarchical structure within OSD.

Secretary Brown’s attention towards OSD reorganization ushered in a new era of DoD structuring and development. Emphasis was directed towards consolidating related functions while eliminating unnecessary or marginal functions. Consequent actions spurred a transfer of functions to lower echelons which were primarily operational in nature. This organizational

⁴⁹ Ibid., pg. 349.

⁵⁰ Ibid., pg. 355. (*See Figures I-II, Appendix B, page 36*)

⁵¹ Ibid., pg. 352.

streamlining was visible through staff reductions. As Secretary Brown highlights, such reorganization changes, "...have enabled us [(DoD)] to reduce the manpower authorization for the Office of the Secretary of Defense by 546 positions from its January 1977 strength of 2,065, a reduction of approximately 26 percent. Of these reductions, 337 have been accomplished by transferring personnel and functions to other DoD organizations and 209 positions have been abolished outright."⁵² Such reductions are unusual government behavior.

Essentially, the reorganization relieved the SECDEF of unnecessary burdens and installed operational components within the OSD, which would report to the SECDEF. Secretary Brown's organizational initiatives produced both administrative actions and proposed legislation, since congressional action was required to fully implement them."⁵³

VI. Legislative Action

As Secretary Brown took steps to reorganize the OSD, he recommended legislative action to remedy its deficiencies. Prior to President Carter's request, Secretary Brown was already engaged with proposed legislation to confront these challenges. On April 7, 1977 Secretary Brown directed letters to the President of the Senate, Walter F. Mondale, the Speaker of the House of Representatives, Thomas P. O'Neill, Jr., the Chairman of the Committee of Armed Services for the United States Senate, John C. Stennis, and the Chairman of the Committee of Armed Services for the United States House of Representatives, Melvin Price. In letters addressed to President Mondale and Speaker O'Neill, Secretary Brown stated the reasons for a legislative proposal, which were "to amend titles 10 and 5, United States Code, to

⁵² Ibid., pg. 355.

⁵³ Trask and Goldberg, *The Department of Defense*, pg. 40.

disestablish one of the positions of Deputy Secretary of Defense and establish an Under Secretary of Defense for Policy, and for other purposes.”⁵⁴ Secretary Brown reiterated this statement in his letters directed to Chairman Stennis and Chairman Price. Ultimately, Secretary Brown’s proposed legislation called for replacing one senior DoD position with another at a slightly lower lever and with more specialized duties.

Secretary Brown stated that the proposed legislation would strengthen management by reducing the SECDEF’s span of control, by streamlining organizational arrangements, and by reducing staffing levels.⁵⁵ The proposed legislation would reduce existing functions, which appeared too broad for effective management. Secretary Brown noted the current DoD structure as having twenty-nine major offices, plus seven Unified/Specified Commands reporting directly to the SECDEF and DEPSECDEF.⁵⁶ Among these offices, thirteen were within OSD.⁵⁷ Organizational streamlining efforts would not only reduce staff levels, but create the means to distill information before it appeared on the SECDEF’s desk. To bolster his argument, Secretary Brown noted that “virtually every group which has reviewed this Department’s organization has concluded that this span of control is entirely too broad for management.”⁵⁸

Secretary Brown’s proposal first called for the elimination of one of the two deputy secretaries of defense. The existence of two principal assistants within the OSD created confusion concerning the most appropriate official to contact to relay information or from whom to seek decisions. The removal of one DEPSECDEF would effectively eliminate any ambiguities surrounding the immediate distribution of executive authorities within the upper-most echelons

⁵⁴ Harold Brown, Secretary of Defense, to [the] Honorable Walter Mondale, President of the Senate, April 7, 1977., pg. 1. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Ibid.

⁵⁸ Ibid.

of the OSD, while “clarify[ing] the role of the remaining Deputy Secretary as the singly principle assistant and alter ego to the Secretary in all areas of Defense management.”⁵⁹ Secretary Brown explained that the “disestablishment of the second Deputy Secretary of Defense position eliminates confusion regarding the distribution of executive authority immediately below the Secretary and permits me to use the remaining Deputy as my single principal assistant in all areas of Defense management.”⁶⁰ The restructuring of the organizational hierarchy sought to clarify the OSD chain of command.

In addition to the elimination of one of the DEPSECDEF positions, Secretary Brown’s legislative proposal recommended the creation of an Under Secretary of Defense for Policy at Executive Level III. Essentially, this individual would report directly to the SECDEF and would serve as the primary adviser and staff assistant for politico-military affairs including “arms limitation negotiations, intelligence analysis and requirements, and the integration of departmental plans and policies with overall national security objectives.”⁶¹ Given the diverse variety of such defense matters, the creation of an undersecretary of defense for policy ultimately relieved the SECDEF from excessively burdensome management practices. Moreover, the diversity of such issues prescribed within the USD(P)’s reach ensured the systematic integration of defense policy in accordance with national priorities. Secretary Brown further explained, “[t]his [(USD(P))] consolidates, under a single advisor, all of the closely related international military policy functions within the Department, thereby permitting me to receive fully coordinated advice and assistance in these important and sensitive areas.”⁶²

⁵⁹ Ibid., pg. 2.

⁶⁰ Brown, *Annual Report*, pg. 353.

⁶¹ Ibid.

⁶² Ibid.

Following the introduction of a USD(P) within OSD, Secretary Brown cited the need for the Assistant Secretary of Defense (International Security Affairs) (ASD(ISA)) to report to the USD(P).⁶³ In order to mineralize the possibility of overlapping or duplicative functions within the newly established organization, Secretary Brown called for the designation of the ASD(ISA) as the Principal Deputy Under Secretary of Defense for Policy (PDUSD(P)) who would call upon support from the ASD's staff.⁶⁴ Despite not having an abundant staff of his own, the USD(P) would have the ASD(ISA) and his principal deputy.⁶⁵ The reorganization would not change the function of the ASDs, but would simply place the newly created USD(P) in the reporting chain between them and the SECDEF.⁶⁶ This reorganization allowed the SECDEF to focus on broader policy issues, resourcing of the DoD, and his role as a member of the National Security Council, while placing the day to day integration of politico-military affairs under at the undersecretary level.

Secretary Brown's calls for a reduction in the span of control are also evident in the reduction of the number of persons at Executive Level II from five to four in the DoD Secretariat. More importantly, Secretary Brown carefully explained that, "by establishing [the USD(P)] which can tie together several related Defense agencies and offices in the intelligence analysis and policy area, it will make possible a reduction in the span of control of the Secretary of Defense to proportions which will make the Department much more manageable."⁶⁷

Explaining the fiscal impact of the reorganization, Secretary Brown detailed its costs within his proposed legislation to Congress. Essentially the enactment of the proposal was

⁶³ Harold Brown to Walter Mondale., pg.2.

⁶⁴ Ibid.

⁶⁵ Harold Brown, Secretary of Defense, to [the] John C. Stennis, Chairman [of the] Committee on Armed Service, United States Senate, April 7, 1977, pg. 1. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁶⁶ Harold Brown to Walter Mondale., pg.2.

⁶⁷ Ibid.

revenue neutral.⁶⁸ Moreover, it would help facilitate a reduction of OSD staff size with concomitant budget savings for the future.⁶⁹ In letters directed to Chairman Stennis and Chairman Price, Secretary Brown stated, “I believe that this legislation ultimately will make possible both significant savings to the taxpayer and improved utilization of this nation’s resources which are committed to our defense. It also will assist me in better responding to the Committee’s [(on Armed Services)] continuing concern that the Department of Defense be effectively and efficiently managed. It has the full endorsement of the President. I hope that it will have your support.”⁷⁰ Given the approval of the Office of Management and Budget, Secretary Brown’s legislative proposal was one of the pivotal steps towards the ushering in of a new OSD organizational hierarchy, one more streamlined and with a more clearly defined hierarchy.

On April 25, 1977, Chairman of the Committee of Armed Services (House of Representatives) Melvin Price sponsored Secretary Brown’s proposal in the House of Representatives, becoming H.R.6582, *A bill to amend titles 10 and 5, United States Code, to disestablish one of the positions of Deputy Secretary of Defense and establish an Under Secretary of Defense for Policy*.⁷¹ Likewise, the Senate Chairman of the Committee of Armed Services sponsored Secretary Brown’s proposal, becoming S.1372, sharing the same title.⁷² Detailing the statutory nature of the creation of the USD(P), the bill mandated the USD(P) would be appointed by the president and confirmed by the Senate.⁷³ The bill also clarified the

⁶⁸ Ibid., pg. 3.

⁶⁹ Ibid.

⁷⁰ Harold Brown to John C. Stennis., pg. 2.

⁷¹ “Bill Summary & Status, 95th Congress (1977 - 1978), H.R.6582,” Library of Congress, accessed October 31, 2012, <http://thomas.loc.gov/cgi-bin/bdquery/z?d095:HR06582>

⁷² Ibid.

⁷³ *A bill to amend titles 10 and 5, United States Code, to disestablish one of the positions of Deputy Secretary of Defense and establish an Under Secretary of Defense for Policy.*, pg. 1, lines 9-10. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

organizational hierarchy for the upper-most echelons of the DoD. Specifically, “The Under Secretary of Defense for Policy takes precedence in the Department of Defense immediately after the Deputy Secretary and the Secretaries of the military departments.”⁷⁴ Sixth in the line of succession for the DoD, the USD(P)’s importance could not be overlooked, nor his or her bureaucratic throw weight taken lightly.

Following deliberation in executive session, the Senate Committee on Armed Services ultimately reported S.1372 favorable, with a technical amendment on May 27, 1977.⁷⁵ Additionally, the Investigations Subcommittee of the House Committee on Armed Services hosted an open hearing session of H.R.6582 on May 23, subsequently drafting a revised bill that ultimately modified the format and organization of H.R. 6582, but not its substance.⁷⁶ The Investigations Subcommittee later approved this revision on July 12, 1977, which was introduced the same day as H.R.8247.⁷⁷ With this momentum in place, the full committee considered H.R.8247 on July 18, 1977, suggesting that the text could be substituted for S.1372 as approved by the Senate, and reported to the House of Representatives on July 21, 1977.⁷⁸ The House of Representatives approved the substitute language for S.1372 on September 19 and the Senate ultimately agreed with the House amendments on October 6, 1977.⁷⁹ The effort to create the position of USD had succeeded.

VII. Emerging Formative Structure

⁷⁴Ibid., pg. 2, lines 1-3

⁷⁵ Alice C. Cole et al., *The Department of Defense: Document on Establishment and Organization 1944-1978* (Washington, DC: Historical Office of the Office of the Secretary of Defense, 1978), pg. 259.

⁷⁶ Ibid.

⁷⁷ Ibid.

⁷⁸ Ibid.

⁷⁹ Ibid.

President Jimmy Carter signed the bill as Public Law 95-140 (91 Stat. 1172) on October 21, 1977.⁸⁰ Resulting actions included the creation of an Under Secretary of Defense for Policy and an Under Secretary of Defense for Research & Engineering, while also eliminating one of the DEPSECDEF positions.⁸¹ With its establishment, the USD(P) would be able to provide day-to-day, coherent attention addressing a broad range of issues that would have normally been only given piecemeal attention in the past due to the SECDEF's overly broad span of control.⁸² Moreover, the legislation eliminated confusion surrounding the effective distribution of authority immediately beneath the SECDEF level. This is especially true for the remaining DEPSECDEF, whose roles were further clarified.

Following the creation of the USD(P) position, an Office of the Under Secretary of Defense for Policy, or OUSD(P), emerged with the appointments of organizations under the jurisdiction of the USD(P). On October 28, 1977, Deputy Secretary of Defense Charles Duncan issued a memorandum that designated the ASD(ISA) as the Principal Deputy Under Secretary of Defense (PDUSD(P)).⁸³ This move created some tension as the newly-established USD(P) was given control over the International Security Affairs (ISA) office, which itself executes a variety of security issues. Dubbed the DoD's "Little State Department," ISA had essentially served as the principal foreign policy branch but was now under the control of the USD(P) rather than reporting directly to the SECDEF. On November 14, 1977, Secretary Brown issued a memorandum that also placed the Defense Civil Preparedness Agency under the direction,

⁸⁰ Ibid.

⁸¹ "President Carter Signs Reorganization Law Establishing Two Under Secretary Positions." News Release, Office of Assistant Secretary of Defense (Public Affairs), No. 491-77, October 21, 1977., pg. 1. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁸² Ibid.

⁸³ Memorandum for Secretaries of the Military Services, Chairman [of the] Joint Chiefs of Staff, Under Secretaries of Defense, Assistant Secretaries of Defense, General Counsel, Assistants To The Secretary of Defense, Director [of] Net Assessment, Director of Policy Review, [and] Directors of Defense Agencies. Written by Charles Duncan, Deputy Secretary of Defense, October 28, 1978. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

authority, and control of the USD(P).⁸⁴ Those offices now reporting to the USD(P) included not just ISA but also the Defense Civil Preparedness Agency and the Director of Net Assessment.⁸⁵

Henry Owens was slated as the first USD(P). Owens had previously served as the director of foreign policy studies at the Brookings Institution and worked with the National Security Council prior to Secretary Brown's offer.⁸⁶ Despite his stellar qualifications, Owens ultimately turned the offer down in January 1978, partly because he had felt that the authorities of the office were too vague.⁸⁷ Following this rebuff, Secretary Brown offered the position to Stanley Resor, who had served as the Secretary of the Army from 1965-1971. On July 12, 1978, President Carter announced the nomination of Stanley Resor to serve as USD(P).⁸⁸ This made Resor the fourth DoD PAS official under President Carter's Administration. Resor would serve from August 14, 1978 to April 1, 1979, a relatively brief tenure. He was followed by USD(P) Robert Komer, who served from October 24, 1979 to January 20, 1981. One of Komer's earlier projects included the development of a pacification program aimed at winning "hearts and minds" throughout South Vietnam, known as Civil Operations and Revolutionary Development Support (CORDS).⁸⁹ In this previous position his subordinates not so affectionately referred to him as "Blowtorch Bob."

⁸⁴ Memorandum For The Director, Defense Civil Preparedness Agency [cc'd: Assistant Secretary of Defense (International Security Affairs)], written by Secretary of Defense Harold Brown, November 14, 1978. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁸⁵ Brown, *Annual Report*, pg. 352-3.

⁸⁶ Weinraub, "Defense Chief."

⁸⁷ Henry S. Bradsher, "Ex-Army Chief Picked for Pentagon Post," *Washington Star*, June 16, 1978, pg. 3. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁸⁸ *Office of the White House Press Secretary*, For Immediate Release, July 12, 1978. This White House press release details the appointment of Stanley R. Resor to be USD(P) in addition to a concise overview of Resor's accomplishments. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁸⁹ "Robert Komer," *The Guardian*, April 13, 2000, accessed November 17, 2012, <http://www.guardian.co.uk/news/2000/apr/14/guardianobituaries>

Despite the creation of the USD(P), Secretary Brown continued to deal, either on paper directly, with ASDs and other officials who chose not report to the two USDs.⁹⁰ Subordinates of the USDs would occasionally bypass their immediate superiors and instead go directly to the SECDEF.⁹¹ Komer explained this problem in a memorandum directed to his successor. “I found, for example, that the ASD(ISA) and DUSD(PR) [(Deputy Under Secretary of Defense (Policy Review))] were used to dealing directly with the front office and extremely reluctant to go through the USD[P],” Komer wrote.⁹² While Secretary Brown’s reorganization efforts might have restructured the upper-most echelons of DoD, there were those who were still hesitant to abide by the new power structure. Komer explained, “in the [SECDEF] Brown years, far too much then went to [the SECDEF] for approval. USD[P] must, in my view, relieve the SecDef/DepSecDef of more of this burden, and must be the top decision-maker on all major issues within his purview.”⁹³ Nonetheless, Secretary Brown’s efforts seem to have struck a fine balance among the ranks within OSD.

Komer further detailed the legacy of his position and the future of USD(P). “...I regard the creation of a USD[P] as by now a proven organizational change. On the basis of two years’ experience, the innovation has proven its value. SecDef/DepSecDef really need a senior policy man to pull together for them all the multiple policy/strategy/politico-military/intelligence strands.”⁹⁴ While opponents of the reorganization might argue that USD(P) essentially domineered the once robust and independent ASD(ISA), USD(P) Brown refutes this assertion.

⁹⁰ Trask and Goldberg, *The Department of Defense*, pg. 38.

⁹¹ Ibid.

⁹² Memorandum For The Under Secretary of Defense Policy. SUBJECT: Legacy to the Next USD[P], written by Robert Komer, USD(P), January 27, 1981., pg. 1. USD(P) Komer details an eight page legacy paper to the future occupant of the USD(P) position so as to provide insight for governance and effective control of the organization. OSD Historical Office Subject Files. IV. Organization: Under Secretary (Policy) 1977-1994. Box 610.

⁹³ Ibid.

⁹⁴ Ibid.

“ISA couldn’t do this [(aforementioned actions)] because it was swamped with urgent and important day-to-day political matters including [Department of] State/[...]/DOD interface and crucial dealings with Allies. Moreover, an ASD on the same level as several others simply lacked the bureaucratic clout to bring other baronies into line.”⁹⁵ Komer concluded that the separate policy/strategic planning shop (in the form of the USD(P)) enabled for a greater focus on previously neglected functions.⁹⁶ He justified the position on the grounds that it relieved the SECDEF of a cumbersome informational load, while serving as the principal adviser for the SECDEF on a variety of issues that would have otherwise been given minimal attention.

VIII. Assigned Responsibilities, Functions, and Authorities of USD(P)

Following the creation of the USD(P), the DoD issued DoD Directive (DoDD) 5111.1 on October 27, 1978, in which the USD(P)’s role was formally encapsulated.⁹⁷ The USD(P)’s roles and responsibilities were to:

1. Serve as the principal adviser and assistant to the Secretary of Defense for all matters concerned with the integration of Departmental plans and policies with overall national security objectives.
2. Exercise direction, authority, and control over the [ASD(ISA)] (who, in addition to performing the duties assigned by DoD Directive 5132.2, shall also serve as the Principal Deputy Under Secretary of Defense for Policy) and of such additional Deputy Under Secretaries as the Secretary of Defense may from time to time appoint

⁹⁵ Ibid., pg. 1-2.

⁹⁶ Ibid., pg. 2.

⁹⁷ Department of Defense Directive 5111.1, Subject: Under Secretary of Defense for Policy, October 27, 1978, pg. 1-2.

3. Exercise direction, authority, and control over the Director of Net Assessment
4. Exercise direction, authority, and control over the Director of the Defense Civil Preparedness Agency
5. Exercise direction, authority, and control, through the [ASD(ISA)], over the Director of the Defense Security Assistance Agency
6. Exercise direction, authority, and control over the Deputy Under Secretary for Policy Review in respect to such responsibilities as may be assigned later, including responsibilities for communications, command, control and intelligence policy and space activities
7. Represent [DoD] as directed in matters involving the National Security Council, the DoS, Intelligence Community, and other departments and agencies and interagency groups with responsibilities in the national security area
8. Oversee and, as appropriate, develop [DoD] policy with respect to nuclear weapon and over nuclear-related matters, providing policy guidance, oversight, and coordination
9. Oversee [DoD] participation in policy review and control of sensitive intelligence matters, including arrangements with foreign governments and matters related to the National Security Council and its subcommittees on intelligence
10. Review evaluations and make recommendations to the Secretary of Defense concerning plans and requirements for and capabilities of existing or proposed U.S. or foreign forces and their deployments with particular attention to their relation to performance of missions which are or may be dictated by the U.S. national security policy
11. Develop [DoD] policy and requirements for use of outer space and matters related to assigned areas of responsibility

12. Provide policy guidance for the [DIA] and other Defense Intelligence activities as directed by the Secretary of Defense
13. Serve on boards, committees, and other groups pertaining to the aforementioned areas of responsibility
14. Perform such other functions and duties as the Secretary of Defense may from time to time prescribe.⁹⁸

The first, seventh, ninth, and tenth roles and responsibilities focused on the integration of defense policy with national priorities. This solidifies the essence of the USD(P) as the primary staff element charged with the development of long-range national security goals within DoD. Such attention and detail afforded by the creation of the USD(P) ensured for a more comprehensive analysis on a variety of issues ranging from nuclear weapons to net assessment. Additionally, DoDD 5111.1 detailed the relationship of USD(P) in accordance with existing DoD functions:

1. In the performance of assigned duties, the Under Secretary for Policy shall:
 - a. Coordinate and exchange information with other DoD organizations having collateral or related functions.
 - b. Use existing facilities and services, whenever practicable, to achieve maximum efficiency and economy.
2. All DoD organizations shall coordinate all matters concerning the functions cited in Section B. with the Under Secretary for Policy.⁹⁹

⁹⁸ Ibid.

⁹⁹ Ibid., pg. 3.

Also emerging from DoDD 5111.1 were the organization and management arrangements assigned to the USD(P), which stated that the USD(P) “may be assisted by such Deputy Secretaries as the Secretary of Defense may from time to time appoint and by such other staff assistants as may be authorized.”¹⁰⁰ This highlighted the possibility and probability for the expansion for OUSD(P), in which additional DoD organizations could be attached to the USD(P) in order to carry out its objectives. The majority of the defense agencies that had usually reported to the SECDEF now came under the direction of one of the USDs or ASDs.¹⁰¹ Emerging issues would ultimately reshape OUSD(P) and expand its roles and responsibilities so as to adequately meet the challenges of the changing world.

IX. Conclusion

The establishment of the Office of the Under Secretary of Defense for Policy was a significant milestone in the bureaucratic history of the Office of the Secretary of Defense. Among the most significant factors which contributed towards its 1977 inception were President Jimmy Carter’s governmental Reorganization Project for the Executive Departments coupled with concurrent OSD reorganizational efforts; additional steps taken to reduce the Secretary of Defense’s span of control; the elimination of redundant, overlapping, and or unnecessary authorities; and the integration defense policy with national priorities.

While these factors are paramount to the examination of defense reorganization under Secretary Brown’s tenure, the defense reorganization effort did not end there. The total number of USD’s expanded throughout the mid-1980s’ to the mid-1990’s, as seen through the

¹⁰⁰ Ibid.

¹⁰¹ *Key Officials*, pg. 3.

establishment of a USD for Acquisition in 1986, a USD for Personnel and Readiness in 1993, and a USD for the role of Comptroller in 1995.¹⁰² The importance of the USD position continued to expand throughout the changing DoD structure as its full potential was realized. Specifically, the OUSD(P) structure has continued to evolve, with its organizational roles and responsibilities adjusted accordingly.

Similar to the emerging 1977 structure, current OUSD(P) organization includes the placement of various ASD's under the USD(P)'s guidance. As of October 1, 2012, the OUSD(P) structure includes the USD(P), the PDUSD(P), and two intermediates between the ASDs in the forms of the Chief of Staff and the Chief Operating Manger.¹⁰³ Therefore, Secretary Brown's direct placement of the ASD(ISA) under the USD(P) resonates in contemporary defense organization, as seen throughout the current structure. Suffice it say, the OUSD(P) marked the introduction of an important new organization within the DoD, which has expanded with time.

The analysis of the factors that contributed towards the creation of the OUSD(P) is important as it highlights a case study of the evolution of one of many organizations comprising the OSD. Extrapolating various DoD-based publications, directive memoranda, reports, and a variety of supplemental sources, the bureaucratic processes in play within the DoD become clearer. This history matters, as it is a means to thoroughly comprehend organizational evolution for the benefit of projected changes within a governmental entity such as the DoD. More importantly, referencing previous reorganizational attempts presents insight into various other proposals aimed at reshaping DoD management. The foregoing analysis of the creation of the OUSD(P) confers historical insight on the roots of a vast organization which remains a critical component of the OSD and provides context for contemporary reorganizational proposals.

¹⁰² *Revised Organizational Structure.*, pg. 2

¹⁰³ "Organizational Chart .pdf," Office of the Under Secretary of Defense for Policy, accessed November 18, 2012, http://policy.defense.gov/Portals/11/Documents/Policy_Leadership_Slate.pdf (See Figure III, Appendix B, page 37).

X. Appendix A: Acronyms

ASD – Assistant Secretary of Defense

ASD(ISA) – Assistant Secretary of Defense for International Security Affairs

ATSD – Assistant to the Secretary of Defense

CORDS – Civil Operations and Revolutionary Development Support

DASD – Deputy Assistant Secretary of Defense

DEPSECDEF – Deputy Secretary of Defense

DoD – Department of Defense

DoDD – Department of Defense Directive

DUSD – Deputy Under Secretary of Defense

FY – Fiscal Year

H.R. – House of Representatives (for a Bill)

JCS – Joint Chiefs of Staff

NME – National Military Establishment

O&MP – Organizational and Management Planning

OSD – Office of the Secretary of Defense

OUSD(P) – Office of the Under Secretary of Defense for Policy

PAS – Presidentially Appointed, Senate Confirmed

PL – Public Law

PDUSD – Principal Deputy Under Secretary of Defense

PDUSD(P) – Principal Deputy Under Secretary of Defense for Policy

S. – Senate (for a Bill)

SECDEF – Secretary of Defense

USD – Under Secretary of Defense

USD(P) – Under Secretary of Defense for Policy

XI. Appendix B: OSD Organizational Charts

**OFFICE OF THE SECRETARY OF DEFENSE
AS OF JANUARY 31, 1977**

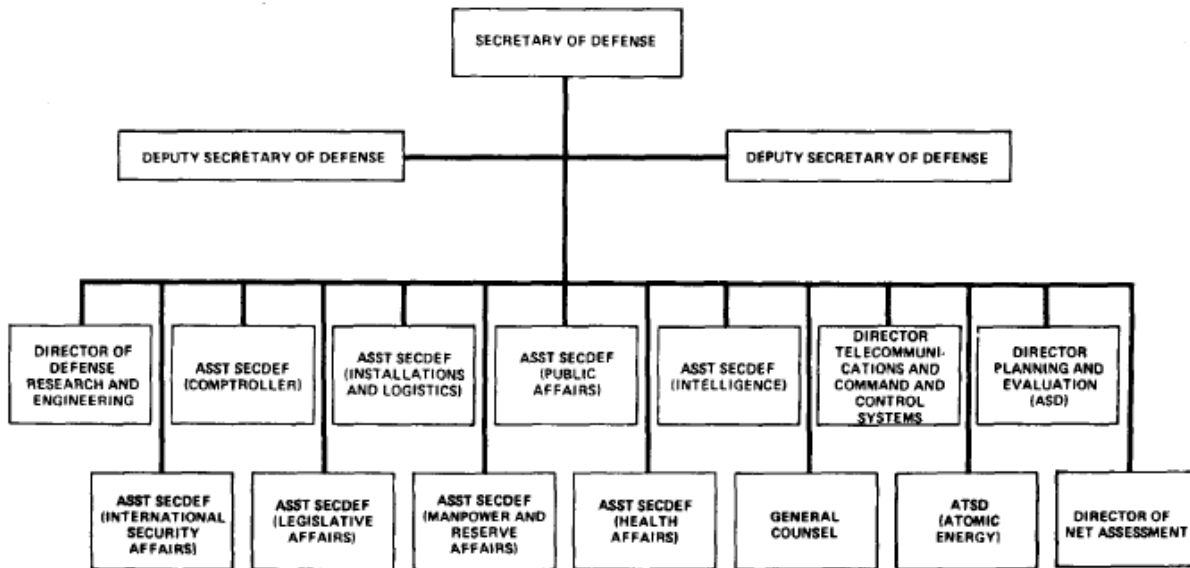


Figure I. Office of the Secretary of Defense As of January 31, 1977.¹⁰⁴

**OFFICE OF THE SECRETARY OF DEFENSE
CURRENT**

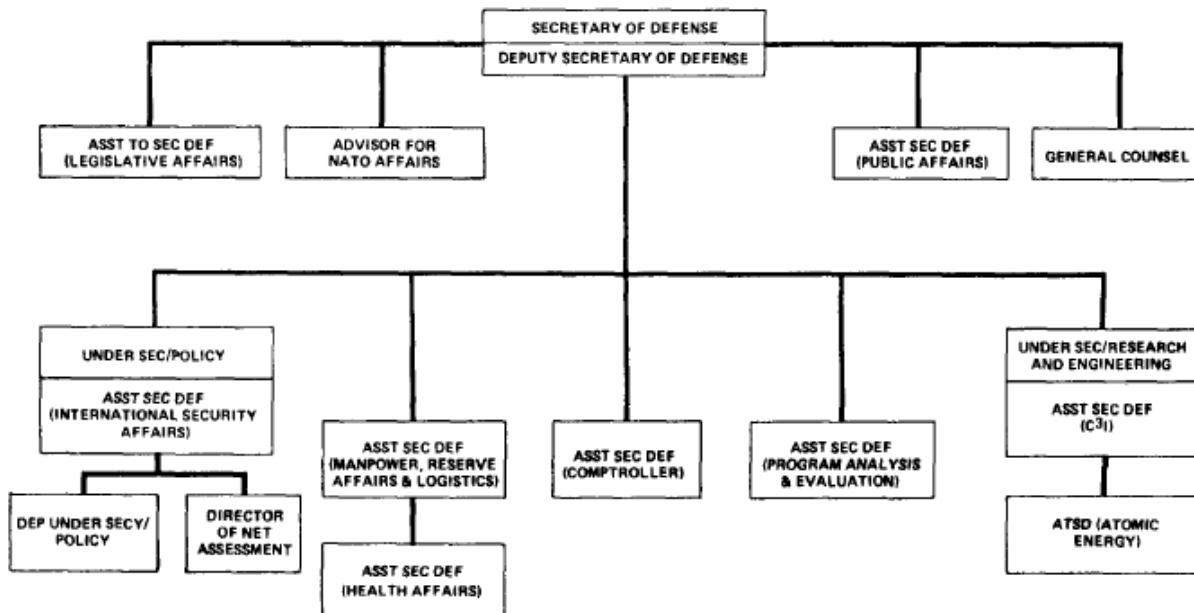


Figure II. Office of the Secretary of Defense: Current [as of February 2, 1978].¹⁰⁵

¹⁰⁴ Brown, *Annual Report*, pg. 350.

¹⁰⁵ *Ibid.*, pg. 351.

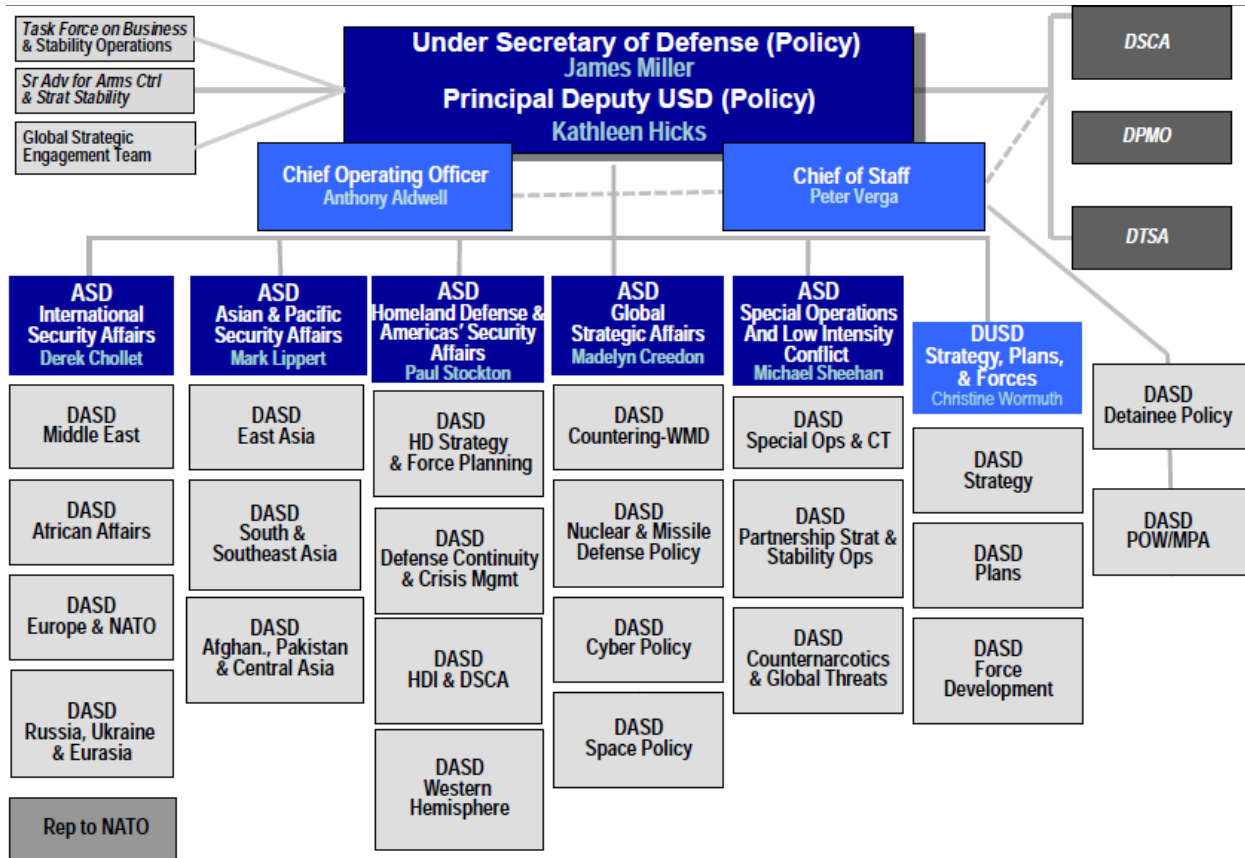


Figure III. Office of the Under Secretary of Defense for Policy as of October 1 2012.¹⁰⁶

¹⁰⁶ “Organizational Chart .pdf.” The organizations located in the upper right are as follows: Defense Security Cooperation Agency (DSCA), Defense POW/Missing Personnel Office (DPMO), and Defense Technology Security Administration (DTSA).

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