

## Foreword

The Army is at a turning point. Over the past decade, the Army has focused its resources and processes on fighting two wars, both of which developed into counterinsurgency and stability operations. We adopted the Army Force Generation model, changed Brigade Combat Team structure, refocused training, modified processes, purchased equipment and de-prioritized non-essential capabilities and missions to accomplish these critical tasks. While many of these changes were difficult, they were essential to accomplishing our mission while taking care of Soldiers and Families.

Now, however, with the end of the war in Iraq and our plans for transition in Afghanistan, the President has asked the Army, along with the rest of the Department of Defense, to focus on fulfilling a broader range of missions and to do so while reducing defense spending.

The development of the Army Program for Fiscal Years 2014 -18 is a key step in the process of refocusing the Army. The 2012 Army Strategic Planning Guidance (ASPG), Section I of *The Army Plan* (TAP), is our initial guidance for adapting the Army Program to meet new Department of Defense priorities, as defined by the Department's new guidance, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, and the Defense Planning Guidance for Fiscal Years 2014-18. As Section I of TAP, the ASPG is the foundation for strategic planning, priorities, and programming guidance to ensure Army resources are appropriately linked to strategy and will be the guide for evaluating the Army Program.

The Army must transform itself from a force that focuses on counterinsurgency operations to an Army that is operationally adaptable, able to meet the range of Combatant Commander requirements as part of the Joint Force, including counterterrorism and irregular warfare; deterring and defeating aggression; projecting power despite anti-access/area denial challenges; countering weapons of mass destruction; operating effectively in cyberspace and in space; maintaining a safe, secure and effective nuclear deterrent; defending the homeland and providing support to civil authorities; providing a stabilizing presence; conducting stability and counterinsurgency operations; and conducting humanitarian, disaster relief and other operations.

The breadth of missions the Army must fulfill requires changing priorities in the way we man, train, organize and equip the Army to ensure it is an agile, responsive, tailorable force capable of responding to any mission, anywhere, anytime. While not every Soldier will be trained for all missions, the Army as a whole will be trained to and capable of accomplishing all the missions with which it may be tasked. To do this the Army must re-invigorate capabilities that have declined, develop new capabilities for the changing world and adapt processes to reflect the broader range of requirements. This will require leveraging the capacity and capabilities of the

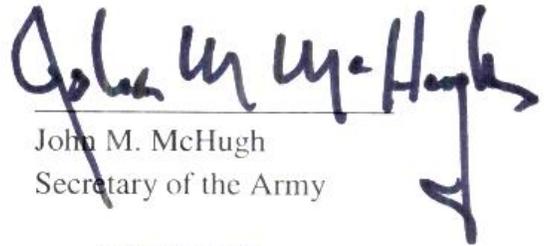
Total Army – Active, Guard, Reserve and Civilian – and ensuring both operating forces and generating forces are optimized and aligned to support Department of Defense and Department of the Army strategic priorities. It will also require investments and changes in the generating force to ensure it is organized to optimize resources, capture and implement lessons learned and, when called upon, enable the expansion of Army capacity and capabilities. Finally, operational adaptability requires appropriately managing and developing the leaders the Army needs to face future challenges.

The United States, and the Army, confronts an increasingly complex environment and an uncertain future. To meet these challenges, the Army must remain the best-trained, best-led, best-equipped fighting force in history. However, as the President has stated, we face difficult fiscal choices. Overcoming these challenges within the current fiscal-environment will require strategy-driven resource decisions and tradeoffs. The attached ASPG provides the strategic guidance to inform those tradeoffs and, ultimately, will be our means for evaluating the Army Program.



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19 APR 2012



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## Introduction

### Embracing Change

As the Nation adapts to an evolving security environment, the Army must embrace change to meet the needs of the Nation. The Army is faced with new challenges and new opportunities that require innovative approaches built on the lessons of the past decade. This guidance provides strategic planning parameters for implementation of the President and Secretary of Defense's *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense* over the Future Years Defense Plan (FYDP).

As the Army changes to meet its evolving requirements, it must continue to embrace its key characteristics of adaptability, flexibility, responsiveness and depth along with its experience of operating among populations across a variety of missions and activities. The future operational environment requires that the Army prepare ready forces for a range of military operations and activities broader than its current counterinsurgency focus. Efforts to this end are already underway, the most significant of which is TRADOC's Army 2020 efforts. This series of studies and projects pursues many of the objectives identified in this ASPG. The overarching Army of 2020 goal is to determine how we transition from today's force to the Army of 2020 in an era of fiscal austerity and still accomplish all that the Army must do as part of the Joint force. This will better support the full range of Joint Force Commanders' future requirements, creating opportunities to better achieve national objectives.

### A Complex and Competitive Security Environment

The current security environment is complex, competitive and unpredictable, and will remain so for the foreseeable future. The U.S. remains the preeminent global power but faces a host of complex relationships with competitors and partners. Further, global economic conditions are forcing many nations, including the U.S., to make hard fiscal choices.

#### Missions of the U.S. Armed Forces from "Sustaining U.S. Global Leadership: Priorities for 21st Century Defense"

- Counterterrorism and Irregular Warfare
- Deter and Defeat Aggression
- Project Power Despite Anti-Access/Area Denial Challenges.
- Counter Weapons of Mass Destruction
- Operate Effectively in Cyberspace
- Operate Effectively in Space
- Maintain a Safe, Secure, and Effective Nuclear Deterrent
- Defend the Homeland and Provide Support to Civil Authorities
- Provide a Stabilizing Presence
- Conduct Stability and Counterinsurgency Operations
- Conduct Humanitarian, Disaster Relief, and Other

In addition, the threats are changing. Both state and non-state actors possess the capability and intent to conduct cyber attacks that may impact military operations and our national security. Growth in the number of space-faring nations is also leading to an increasingly congested and contested space environment, threatening our assured access to space capabilities. Future opponents will increasingly seek to create or capitalize on unstable conditions, seeking to challenge U.S. capabilities wherever they may be employed and creating a complex environment that can involve some or all of any number of adversaries: organized military or paramilitary forces, terrorist and criminal elements who may be proxies for or in partnership with other actors, or irregular groups. Opponents may have access to stand-off weaponry and other advanced technologies such as weapons of mass destruction (WMD) to frustrate U.S. military operations, ensure survival of key enemy capabilities and turn conflicts into protracted wars. These challenges are most acute when orchestrated as part of a deliberate campaign, but can also be extremely difficult when they are loosely or spontaneously emerging in response to U.S. actions. The proliferation of WMD adds an even more deadly complication to the environments where we will potentially have to operate, and may create additional mission requirements for Army forces. The mission to counter the WMD threat is not limited to defeating ballistic missiles, interceding to prevent WMD proliferation, and ensuring the security of weapons easily smuggled in small quantities. It extends to addressing advanced weapons programs, such as nuclear, chemical and biological munitions, that can be protected by a host of defensive and deception techniques.

In the face of these challenges, we must also reduce the size of the Army in a manner that honors commitments to our Soldiers and their Families. We will do all we can to ensure that those who have so honorably served their country return to strengthen America's communities with strong values and relevant skills.

## Vision

*The Army is globally engaged and regionally responsive; it is an indispensable partner and provider of a full range of capabilities to Combatant Commanders in a Joint, Interagency, Intergovernmental, and Multi-national (JIIM) environment. As part of the Joint Force and as America's Army, in all that we offer, we guarantee the agility, versatility and depth to Prevent, Shape and Win.*

### **Prevent, Shape, Win – Framing What the Army Provides to the Nation**

The interdependent and at times simultaneous nature of Prevent, Shape, and Win allows Army actions within theaters to reinforce each other to meet the Joint Force and National objectives.

Some actions are principally aimed at preventing miscalculations by adversaries, while others are shaping efforts designed to reassure and enhance our relationships with key partners. Still others can serve both objectives at once, while at the same time helping to set the conditions for victory should conflict break out. Prevent and Shape work in tandem to preserve stability and maintain peace around the globe. The Army's ability to Win underpins its Prevent and Shape efforts and, in turn, Prevent and Shape supports our ability to Win in conflict.

The U.S. Army, in conjunction with its JIIM partners, helps to Prevent the emergence of threats and reduce the potential need for large military operations principally through its contributions to deterrence. Effective deterrence requires a credible force with sufficient capability, capacity, and demonstrated willingness to execute missions globally in defense of National interests. Activities such as deploying Army units in support of flexible deterrent options, conducting training exercises to demonstrate Army and Joint Force capabilities, maintaining a large and potent enough force to forestall an opportunistic adversary during a major conflict in another region, and implementing a highly responsive force generation process system for both Active and Reserve forces all contribute to deterring potential adversaries from taking actions that might lead to military conflicts. As part of the Army's Shaping function, the United States also Prevents conflict through the maintenance and development of alliances and partnerships, to which the Army contributes through Shaping. Both friends and foes must perceive the U.S. Army as a credible, global military force.

The Army also helps to Shape the international environment by creating security conditions more favorable to U.S. and allied interests, even in regions in which the United States will not be likely to commit large number of forces for major combat operations. *Shaping is an enduring, daily requirement and is emerging as a core competency of the Army.* It is accomplished by engaging with our coalition partners through routine interactions, as opportunities present themselves, or through contingencies in regions with localized conflicts. Shaping fosters mutual understanding through military-to-military contacts, and helps allies build the capacity to defend themselves. Shaping activities may include rotational deployments for exercises and training, participation at Army Institutional training and senior professional military education, OCONUS security assistance teams, building partner capacity, security force assistance, civil affairs support for stabilization, reconstruction, and development efforts, foreign internal defense, counterterrorism and support to counter-terrorism, smaller footprint combat operations short of major conflict, foreign humanitarian assistance and disaster relief, and efforts to counter weapons of mass destruction while still maintaining the capability to conduct unified land operations anywhere globally.

As the Army's operational commitments in Afghanistan decline, Army units will increasingly focus on preparing for missions within specific Geographical Combatant Commands (GCC).

This regional alignment will enhance relationships between planning staffs while improving units' familiarity with areas in which they will most likely be employed. This ability will be further enhanced by *increasing the integration of Conventional Forces (CF) and Special Operations Forces (SOF)*, both for the missions aimed primarily at improving the military effectiveness of our partners and for high-end U.S. missions such as counter-proliferation.

Win is the Army's most important and difficult task. Our ability to Win across the full range of military operations provides national decision makers with the decisive and sustained capabilities required to respond to national security challenges. It requires having capabilities that can prevail in complex environments with precise, lethal force when needed, but one equally capable of compelling favorable outcomes without applying force if possible. The Army must provide trained and ready forces, with modernized equipment, to the Joint Force Commander to win the Nation's wars. In nearly all situations, the Joint Force relies on the Army for satellite communications, assured direct theater missile warning, theater logistics, mission command, and other capabilities. *In sum, contributing to the Joint Force requires four elements: 1) retaining sufficient capacity with the right balance of capabilities to deter or defeat aggression in one or more locations simultaneously; 2) protecting the homeland through Homeland Defense and Defense Support of Civil Authorities operations; 3) projecting power despite anti-access/area denial challenges; and 4) preserving the ability to rapidly expand the size of the Army if required.*

Preserving and enhancing our ability to Prevent, Shape and Win requires a properly balanced and deployable force structure and appropriate investments in Soldiers and leaders, modernization of equipment to include the Army's network, and first-class training. The Army will ensure it can fulfill its requirements to its JIIM partners as it makes necessary decisions within the program years.

## Army Imperatives

Throughout this decade and beyond, a globally engaged and regionally responsive Army—a force of decisive action that can Prevent, Shape and Win—has four imperatives.

- **Provide modernized and ready, tailored land force capabilities to meet Combatant Commanders' requirements across the range of military operations.**
- **Develop leaders to meet the challenges of the 21<sup>st</sup> Century.**
- **Adapt the Army to more effectively provide land power.**
- **Sustain the All-volunteer Army.**

These imperatives drive a set of coordinated actions the Army will take to support the eleven missions outlined in the President and Secretary of Defense's *Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense*. Additionally, the extensive list of actions associated with these imperatives requires that they be arranged in a priority order. When prioritizing resources, the Army will emphasize certain actions in the near-term (FY 14-15) and others in the mid-term (FY 16-18). When we do not emphasize an action, we will continue to resource it at sustainable levels. However, the Army's role in sustaining its All-volunteer Force is a continuous imperative whose associated actions are always emphasized. (See Annex B: Outline of Priorities for the action prioritization list.)

***Provide modernized and ready, tailored land force capabilities to meet Combatant Commanders' requirements across the range of military operations.***

As the Army provides trained and ready forces to the Combatant Commanders, it does so with the eleven defense missions in mind. Specifically, the Army will identify and resource the service requirements inside these eleven missions as it programs. *In all the mission areas, the Army will consider joint interdependence.*

- *(Near-term) Train for Operational Adaptability.* *Operational adaptability* is the ability to shape conditions and respond effectively to a changing operational environment with appropriate, flexible, and timely actions. Adaptability within the force is a combat multiplier across the range of military operations, especially when operating in a complex environment, countering irregular threats, or developing foreign security forces. This will require emphasis on Mission Command and training that continues to emphasize both the Human Dimension and land dominance requirements of the operational environment. The Army must also reinforce decisive action training at the combat training centers and at home stations. This enables the Army to once again broaden the scope of competence in land combat. This is a necessary, resource intensive undertaking.
- *(Near-term) Continue to Increase CF and SOF Integration.* CF will need to develop/retain the ability to task organize at increasingly lower levels to execute "small footprint" operations. This includes conducting specific training between SOF and CF units and improving the Mission Command and interoperability of small unit CF. Conversely, Army SOF will need to develop means to enable and enhance CF led operations, all of which will be done in a networked C2 environment.
- *(Near-term) Integrate Lessons Learned and Capabilities Gained in Recent Operations into the Institutional and Operational Army.* The Army is determined to advance the capability gains made in countering irregular threats over the last decade. The Army will

continue to assess its capabilities, train its leaders, and adapt its doctrine to ensure we sustain and seek improvement upon the gains made from recent operations. The Army will continue to work closely with interagency and international partners to improve unity of action.

- *(Near-Term) Adapt the Army Force Generation Model.* Future force readiness models must sustain the Army's ability to provide manned, trained, and equipped forces to meet the full range of current and emerging Combatant Commanders' requirements. The Army must remain able to tailor its versatile mix of capabilities and deploy them rapidly for unified land operations of various durations. The Army will avoid the costs due to generating readiness in excess of requirements or demands. Moreover, while force generation focuses on providing units, Soldiers are at the heart of those units and efforts must be made to ensure the force generation model is managed to integrate with personnel life-cycle management to enable the best development of Soldiers.
- *(Near-term) Regionally Align Forces.* Aligning Army forces with regions allows the integration of planning and training for Combatant Command contingencies, focuses language and cultural training, and provides predictable and dependable capabilities to GCC and Army Service Component Command (ASCC) commanders. In addition, the Army will consider how to manage, train and develop Soldiers to support regional alignment and ensure appropriate investments are made in Soldiers and leveraged by the Army.
- *(Near-term) Set Theaters via Capable Army Service Component Commands and Theater Support Forces.* The Army plays a large role in enabling the execution of the mission sets above by setting the theater. Army forces, in support of the Combatant Commander, work with partner nations to set the conditions to prevent conflict as well as ensuring the theater is prepared to execute contingency plans. This includes contingency plans, the planning and execution of the Army Campaign Support Plan for the theater, functional requirements such as space and cyber operations, and Army Support to Other Services (ASOS) requirements such as space, cyber, theater logistics and mission command. The new defense strategy calls for a rebalancing in national focus to the Asia-Pacific region. However, the Army will also maintain vigilance in the Middle East and commitments to Europe while relying more on rotational units instead of forward stationed forces. In light of this the Army must evaluate and prioritize its infrastructure investments, specifically to strategic and in-theater support requirements to support this shift in global posture, while continuing to consider the homeland as a unique and special theater of operations.

- *(Near-term) Provide Ready and Trained Organizations for Chemical, Biological, Radiological, and Nuclear (CBRN) Response Forces for Operations in the Homeland.* As requirements for overseas contingency operations change, the Army will evaluate and determine how best to continue supporting this requirement as a part of the Joint solution.
- *(Mid-term) Increase the Combat Power of Army Formations.* The Army will seek greater overmatch capability from the squad level up through the brigade level. This includes investing in enhanced capabilities for Soldiers, at all levels and in all formations, to be capable of tailoring and employing the necessary combat power for independent, limited objective operations, as well as increased effectiveness in large scale contingencies. We will ensure that our squads are never again in a fair fight.
- *(Mid-term) Align Active and Reserve Component Force Readiness.* A smaller Army must possess a capability mix between components that ensures successful execution of operations and the ability to work together, both in contingencies and on a planned basis, maximizing the value of both.
- *(Mid-term) Provide Joint Task Force Capable Headquarters for Land-centric Joint Campaigns.* The Army will enhance Mission Command, including organizations, processes, networks, and command posts, for activities across the range of military operations, to be responsive to Combatant Commanders' requirements. This includes identifying Joint command and control approaches for small-footprint operations, with a conventional, SOF, or interagency lead. The Army's ability to conduct small-footprint and sustainable Joint operations will require investments in the DOTPMLF processes to standardize contingency base operations and to support the development of advanced technologies for field operations.
- *(Mid-term) Ensure Forces Capable of Joint Entry Operations.* Joint Entry Operations, a developing concept in support of the Joint Operational Access Concept, includes entry in both permissive and non-permissive environments. Army forces must have the ability to use the Joint network to leverage Joint strategic mobility, as well as Army prepositioned stocks, to exploit windows of opportunity and establish defensible positions with reduced sustainment requirements.
- *(Mid-term) Increase Counter-proliferation Capabilities.* Counter-proliferation capabilities help the Army *shape* conditions to prevent the need for counter WMD operations. This includes advising and training partner nations on identification of WMD development and prevention of weapon development in support of interagency partners. With the expected increase in proliferation, and the potential scale of this mission in

future years, the Army must increase WMD detection, identification, and elimination capability.

- *(Mid-term) Enable Tailored Force Packages to Provide Security Force Assistance.* The Army has adapted its brigade formations to accomplish this task in response to Joint Force Commander's requirements within current operations. The Army will evaluate the benefit of converting modular formations for the task or providing specialized force structure to meet the anticipated requirements for an irregular warfare mission set, which would include Security Force Assistance activities, and be able to rapidly transition back to its authorized MTOE configuration if sustained operations again become necessary.
- *(Mid-term) Protect Friendly Mission Command Systems and Impede Enemy Information at the Tactical and Operational Level.* The Army must possess the ability to counter enemy attacks on mission command systems (including GPS) and be able to degrade enemy systems (including GPS and foreign navigation systems). The challenge now is the expansion of the information arena with a significant increase in the Joint Force's reliance on mission command systems. The Army will invest in its ability to operate in the cyberspace domain, as well its role in support of cyber-oriented DoD missions in the space and cyberspace domains. The Army continues reviewing models to recruit, educate, train, and retain cyber professionals. The Army must build a pipeline for both the next generation of cyber professionals as well as address Army cyber military and civilian personnel requirements.
- *(Near to Mid-term) Modernize Equipment and the Network to Prepare for Future Challenges.* The Army will develop and field a versatile and affordable mix of equipment that will support the Total Army and enable Soldiers to succeed across the range of military operations today and tomorrow, ensuring that we maintain our decisive advantage over any adversary we face. The Army equipment modernization and materiel base efforts must support the eleven missions directed in Defense Guidance, but also be responsive and agile to a changing security environment. The Army will modernize to meet the mission sets outlined in the Defense Guidance, to address capability gaps in those mission sets, and reset/modernize to resource readiness, managing quantities to the pace of need expected in the future force readiness model. We must not only anticipate long-term requirements, but also be able to rapidly respond to unforeseen circumstances. At the same time, we must sustain essential support capabilities, sometimes with less capacity, but from which we can expand as required. The top three acquisition priorities are the Network (near term), the Ground Combat Vehicle (mid-term), and the Joint Light Tactical Vehicle (mid-term). With these, the Army will continue to move toward the most mobile, protected and lethal fleet of vehicles possible. Additionally, the Army will

employ individual Soldier systems that enable America's Soldiers to work securely, effectively and decisively among both friendly and enemy populations. Priority for equipping will first go to filling the equipment shortfalls to meet the future force readiness model requirements and then to continuous, but incremental, modernization.

***Develop leaders to meet the challenges of the 21<sup>st</sup> Century.***

The paramount requirement for the Army is to develop leaders comfortable in making decisions without perfect information in any situation, including highly complex and dangerous environments. These same leaders must also be capable of training Soldiers to be adaptive, professional and disciplined in order to execute any mission. Leader development is the best means to ensure the Army can adapt to whatever an uncertain future may bring.

- *(Near-term) Train, Educate and Develop Leaders.* Leadership development and training must inculcate the ideals of the Professions of Arms, while preparing Soldiers and Civilians to operate independently in more dynamic environments.
- *(Near-term) Enhance Broadening Opportunities.* Leaders need perspectives not limited to purely Army endeavors, with enhanced critical thinking and innovative solutions applicable to difficult situations. The JIIM environment demands broader mindsets best developed through a variety of experiences.
- *(Mid-term) Reinforce the Profession of Arms in the 21<sup>st</sup> Century.* Continued focus on the Profession of Arms, a self-policing organization skilled in the practice of arms, is essential to inculcating the gains of the last ten years while simultaneously eliminating the deleterious effects of prolonged combat. As the Army embraces change, it will seek to retain professional leaders who demonstrate the values, trust and skills required, whether forward deployed or in a training environment.

***Adapt the Army to more effectively provide land power.***

Over the last decade, the Army optimized its institutions for the current force readiness model, providing a steady supply of forces for large, continuous operations, while prioritizing ready forces over cost considerations. The mission requirements are changing and the Army will adjust accordingly. As such, the Army as an institution will seek to rebalance and prepare to respond to the next crisis, increasing institutional responsiveness through adaptive and transparent processes and supporting systems, and through continued investments in the required infrastructure to support these endeavors.

- *(Near-term) Reform and Restructure the Institutional Army.* The Institutional Army Transformation Commission is the spearhead of this effort. It will monitor and assist with the implementation of Secretarial directives to make the Institutional Army more agile, efficient and effective in areas as diverse as acquisition processes, human capital management, and service contracts. Success in this initiative will shape the approaches of the initiatives below.
- *(Near-term) Reset the Force.* To set conditions for ready and responsive forces requires prioritization in the near-term to reset the force. After a decade of conflict, the Army accumulated risk from prolonged high operational tempo with its effects on Soldiers, leaders, Families, and equipment. The Army must reset those capabilities and equipment needed for the emerging security environment, while divesting others.
- *(Mid-term) Continue to Modernize Business Operations.* The Army, guided by the Office of Business Transformation, has developed the foundation to greatly improve the efficiency of Army processes. For success, however, a process improvement culture must continuously inform thinking within the Army at all levels. This effort will continue as a high priority within the Department.
- *(Mid-term) Rebalance the Generating Force.* The Army possesses a lean Generating Force, but as Army force requirements change, uniformed members will return to that Generating Force. This creates an advantage for future expansibility, and an opportunity to leverage combat experience in training new Soldiers and educating leaders. As uniformed members in the Generating Force progress through the ranks and capture their experience in Army concepts and doctrine, they will prepare the Army for the contingencies of the 21<sup>st</sup> Century.
- *(Mid-term) Set Conditions to Expand the Army When Called Upon.* The Army must set conditions to expand and develop capabilities to meet the emerging security challenges. The development of mid-grade officers and non-commissioned officers has been the historical limiting factor in expansibility. Experienced and effective leaders are not grown quickly, and the Army will deliberately draw down its force levels with a clear consideration of a potential future build up. Reversibility and expansibility are required, but the Army will not over-invest in this capability at the expense of immediately ready forces. The ability to reduce the industrial base in times of peace but retaining the capability to surge as required by future operations or force structure decisions remains absolutely critical to sustainment of our equipment forward and its reconstitution upon its return.

- *(Mid-term) Commit to Reducing Energy Requirements and Employing Sustainable Practices.* The Army's commitment to reduce its energy and water use requirements is more than just reducing our costs; it is fundamental in making our Nation more secure, our environment cleaner, and our Soldiers safer. We must increase energy capabilities that enhance energy effectiveness, reduce demand, improve efficiency, and consider alternative energy sources.
- *(Mid-term) Provide Infrastructure and Support to Enable the Force to Fulfill its Strategic Roles and Missions.* Our infrastructure and industrial base, which includes our installations, facilities, ports, terminals, arsenals, laboratories, and the networks which connect them, provide the foundation for developing the capabilities we provide to the Combatant Commanders and the Joint Force. Our infrastructure, which includes homes for our Soldiers and Families, as well as workplaces for our Civilians, enables the readiness of our forces and the Army's overall preparedness for global contingencies. To achieve the Department of Defense's intent for expansibility and reversibility, meet the timelines envisioned in contingency plans, and preserve the improvements made in the past decade, we must ensure sufficient resources to sustain and invest in our infrastructure and industrial base.

### *Sustain the All-volunteer Army*

The All-volunteer Force is our greatest strategic asset, providing depth, versatility, and unmatched experience to the Joint Force. The Army must retain the capabilities of this combat seasoned force and maintain the bonds of trust with our Soldiers and Families while we reduce our numbers responsibly to arrive at a smaller, balanced force. We must do this while remaining mindful that ten years of war and multiple deployments have strained our Soldiers and Families.

- *(Continuous) Improve the Efficacy of Programs that Support our Soldiers, Families, Civilians, and Wounded Warriors.* The Army must reinforce effective Soldier and Family programs. These programs will ensure our people remain resilient and enabled. The intent is to maximize the utility of these programs for Soldiers and Families, while eliminating waste in unnecessary activities and processes.
- *(Continuous) Remain Army Strong and Enhance Army Professionalism.* The Army must maintain the trust between the Soldier and the Army – the basis of our profession. The Army's future success will be built upon maintaining this mutual trust through appropriate compensation, sustainable benefits, leader development, training systems and programs that support our Soldiers, Civilians and Families.

- *(Continuous) Maintain an Army that Embraces and Leverages the Diversity of our Soldiers and Civilians.* The Army must continue to recruit from our Nation's diverse communities. This provides a competitive advantage in fighting and winning our Nation's wars and enhances our capacity to operate globally with a culturally adept force. We will also prioritize professional development programs that enable leaders to maintain environments of trust and respect that are inclusive of Soldiers, Civilians and Families from diverse backgrounds, enhancing our ability to inspire, retain and leverage the whole Army and its strengths.
- *(Continuous) Develop, Align and Integrate the Army Personnel Life-cycle Model and Processes to Optimize Soldier Management and Development.* We must continue to recognize that people are the centerpiece of the Army and that responsible, agile, and adaptable human capital management is essential to building and sustaining the All-volunteer Army. It is essential that as we develop the Army Personnel Life-cycle Model it is optimized for Army processes such as Army Force Generation, and addressed in the context of force sizing constraints and requirements. Responsible investments to reform processes and policies accordingly, should be made. In addition, to the extent authorities, policies, laws and regulations inhibit the correct approach to personnel management, where authority exists, policies should be reformed and, where authority does not exist, efforts should be made to change laws and policies appropriately.

## **GENERAL PRIORITIZATION AND TIMING**

The next section of The Army Plan is the Army Planning Priorities Guidance (APPG), which will convert the vision found in this document into programming priorities that will then be used to shape the further detailed guidance expressed in Section III, the Army Programming Guidance Memorandum (APGM). Specifically, the two main efforts that will guide Army programmers in FY 14-15 will be to win the current fight in Operation Enduring Freedom (OEF) and to reshape the Army to meet the security challenges of the future within a constrained DoD budget. The Army will need to carefully examine the areas from which it can fully or partially divest itself in an effort to stay within the expected budget constraints.

Throughout the past decade the Army has rapidly developed programs in response to critical wartime requirements, mostly paid for with Overseas Contingency Operations (OCO) funds. The critical effort for FY 14-15 will be to examine which of these requirements are relevant to future operations, which needs to be moved into base funding, and which can be eliminated with the expected decrease or removal of OCO funding. As this funding is reduced, the Army must also identify where it can take prudent risk, with a plan for reversibility if needed, so that the

overall risk profile remains at an effective level acceptable to our national leadership. A more detailed explanation of the areas being examined, as well as a more in depth description of all programming priorities, can be found in Section II of The Army Plan. Section IV of The Army Plan, the Army Campaign Plan (ACP), is the operational expression of the ASPG. It directs, synchronizes and integrates planning, preparation and execution of Army activities.

## **CONCLUSION**

Since September 11, 2001, Soldiers have sacrificed for the Nation and never wavered from a mission. The purpose of the Army has not changed: to fight and win the Nation's wars. To serve this purpose, we will continue to employ and adapt our capabilities to be increasingly responsive to Combatant Commanders as part of the Joint Force.

The Army will continue to provide the flexibility needed for national security decision makers, at home and abroad. To ensure we are able to do this within a shrinking budget, our Soldiers, equipment, network, and units must be restored, reconstituted, kept ready and, where appropriate, modernized. Trained and ready units must provide depth and versatility to the Joint Force. We must also preserve our All-volunteer Army of high quality Soldiers, Civilians, and leaders. This strategic guidance ensures we remain the Nation's force of decisive action, ready today and prepared for tomorrow.

Enclosures:

Annex A: Army Interpretation of Defense Guidance

Annex B: Outline of Priorities

## ANNEX A

## Army Interpretation of Defense Guidance

The new strategic defense guidance reduces the Army's depth and accepts risk in long-duration operations, while preserving critical proficiencies and responsiveness to potential crises. While Prevent, Shape and Win describe what the Army does within the Joint Force to meet requirements of Combatant Commanders, a more concrete linkage to Department of Defense guidance is necessary to ensure appropriate resource allocation. *In all the mission areas the Army will consider joint interdependence as a best value solution.* The missions of the U.S. Armed Forces are adapted and organized below to highlight interrelationships with Joint Concepts.

- *Countering Irregular Threats.* This Joint Operating Concept is reflective of *Counterterrorism and Irregular Warfare* in Department of Defense guidance. There are five activities that are undertaken to address irregular threats: counterterrorism (CT), unconventional warfare (UW), foreign internal defense (FID), counterinsurgency (COIN), and stability operations.<sup>1</sup>
- *Deter Aggression.* Deterrence requires a viable military capability with sufficient capacity to defeat potential adversaries as well as perceived intent to commit military forces. Intent is derived from the perceived regional commitment. Ongoing operations, engagements, and exercises provide persistent and durable relationships within a region as a demonstration of U.S. commitment and increase the capability of unified action with partner nations. Training, equipping and modernizing activities demonstrate the capabilities of the Army and the Joint Force,

**Missions of the U.S. Armed Forces from "Sustaining U.S. Global Leadership: Priorities for 21st Century Defense"**

- **Counterterrorism and Irregular Warfare**
- **Deter and Defeat Aggression**
- **Project Power Despite Anti-Access/Area Denial Challenges.**
- **Counter Weapons of Mass Destruction**
- **Operate Effectively in Cyberspace**
- **Operate Effectively in Space**
- **Maintain a Safe, Secure, and Effective Nuclear Deterrent**
- **Defend the Homeland and Provide Support to Civil Authorities**
- **Provide a Stabilizing Presence**
- **Conduct Stability and Counterinsurgency Operations**
- **Conduct Humanitarian,**

<sup>1</sup> Admiral Michael Mullen, *Irregular Warfare: Countering Irregular Threats Joint Operating Concept*, version 2, May 17, 2010, Department of Defense Technical Information Center, [http://www.dtic.mil/futurejointwarfare/concepts/iw\\_joc2\\_0.pdf](http://www.dtic.mil/futurejointwarfare/concepts/iw_joc2_0.pdf), accessed February 21, 2012)

ensuring they remain credible in the eyes of potential adversaries.

- *Defeat Aggression.* As part of the Joint Force, the Army must be able to decisively *win* one large ground-centric campaign and defeat the objectives of an opportunistic aggressor. Forces must provide sustained land dominance for the execution of Joint Campaigns.
- *Project Power despite Anti-Access/Area Denial Challenges.* The Joint Operational Access Concept and its developing subordinate concepts describe this requirement in Joint terms. This requirement also is reflective of efforts to *assure access* and is resident in the requirements for *Countering Irregular Threats, Deter Aggression, and Cooperative Security*.
- *Countering Weapons of Mass Destruction.* The proliferation of WMD increases the scale of operations required to counter them. The magnitude of the elimination problem exceeds the capacity of Special Operations Forces alone. Conventional Forces remain integral to operations to combat WMD and mitigate their effects.
- *Cooperative Security (CS).*<sup>2</sup> This Joint Concept is reflective of *Providing a Stabilizing Presence* in Department of Defense Guidance. CS is the set of continuous, long-term integrated, comprehensive actions among a broad spectrum of U.S. and international governmental and nongovernmental partners that maintains or enhances stability, prevents or mitigates crises, and enables other operations when crises occur. Many of these operations overlap and support efforts to *counter irregular threats*.
- *Defend the Homeland.* The Army is charged in statute to defend the territory of the United States and is its most important mission. The Army requires the capability to protect the homeland in depth to protect citizens, vital assets, and critical infrastructure from threats and hazards in support of unified action. The homeland is a unique and challenging operational environment for the Army and has a special set of requirements that future leaders must understand and respect. This ranges from integrated air and missile defense to traditional defense of critical infrastructure and centers of gravity.
- *Defense Support of Civil Authorities.* Army forces require the capability to support civil authorities within the homeland to mitigate the effects of manmade and natural disasters and provide recovery efforts from the results of attacks, major disasters, and other emergencies to citizens, vital assets, and critical infrastructure in support of unified action. The employment of military forces to conduct operations within the homeland is constrained by both law and policy. Special training of, and connectivity to, conventional forces and access to Reserve component forces for the homeland mission-set is required.

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<sup>2</sup> Shortened from *Military Contribution to Cooperative Security Joint Operating Concept* or CS. The IW JOC overlaps with the CS JOC. For instance, Multi-lateral and Bi-lateral exercises can serve as capstone events from months or years of FID and SFA work. Secretary Robert Gates, *Military Contribution to Cooperative Security (CS) Joint Operating Concept*, version 1.0, September 19, 2008, Department of Defense Technical Information Center, [http://www.dtic.mil/futurejointwarfare/concepts/cs\\_jocv1.pdf](http://www.dtic.mil/futurejointwarfare/concepts/cs_jocv1.pdf), accessed February 21, 2012.

- *Operate Effectively in Cyber and Space Operations.* Adversaries may leverage mission command system weaknesses to deter, deny and provide deceptive information to challenge Army freedom of action from deployment within the United States through execution of operations within theater. Freedom of action is the unrestricted ability to shoot, move and communicate. In order to do these three things, the Army requires unrestricted access to mission command systems including communications, missile warning, weather, GPS and cyberspace systems. Army collaboration with Joint, Interagency, Intergovernmental and Multinational (JIIM) partners is essential to the implementation of space, missile defense, and cyberspace operations.

## ANNEX B

### Outline of Priorities

The outline below lists near-term (FY 14-15) and mid-term (FY 16-18) objectives and priorities. This is not to say the mid-term actions will be neglected in the near-term, but the expected budget constraints will preclude focusing on them. However, the Army's role in sustaining its All-volunteer Force is a continuous imperative whose associated actions are always emphasized.

#### **Provide modernized and ready, tailored land force capabilities to meet Combatant Commanders' requirements across the range of military operations.**

##### Near-term Objectives

- Train for Operational Adaptability
- Continue to Increase CF and SOF Integration
- Integrate Lessons Learned and Capabilities Gained in Recent Operations into the Institutional and Operational Army
- Adapt the Army Force Generation Model
- Regionally Align Forces
- Set Theaters via Capable ASCCs and Theater Support Forces
- Provide Ready and Trained Organizations for CBRN Response Forces for Operations in the Homeland

##### Mid-term Objectives

- Increase the Combat Power of Army Formations
- Align Active and Reserve Component Force Readiness
- Provide JTF capable headquarters for land-centric Joint Campaigns
- Ensure Forces Capable of Joint Entry Operations
- Increase Counter-proliferation Capabilities
- Enable Tailored Force Packages to Provide Security Force Assistance
- Protect Friendly Mission Command Systems and Impede Enemy Systems at the Tactical and Operational Level
- Modernize Equipment and the Network to Prepare for Future Challenges

#### **Develop leaders to meet the challenges of the 21<sup>st</sup> Century.**

##### Near-term Objectives

- Train, Educate and Develop Leaders

- Enhance Broadening Opportunities

Mid-term Objectives

- Revitalize the Profession of Arms in the 21st Century

**Adapt the Army to more effectively provide land power.**

Near-term Objectives

- Reform and Restructure the Institutional Army
- Reset the Force

Mid-term Objectives

- Continue to Modernize Business Operations
- Rebalance the Generating Force
- Set Conditions to Expand the Total Army When Called Upon
- Commit to Reducing Energy Requirements and Employing Sustainable Practices
- Provide Infrastructure and Support to Enable the Force to Fulfill its Strategic Roles and Missions

**Sustain the All-volunteer Army.**

Continuous Objectives

- Improve the Efficacy of Programs that Support our Soldiers, Families, Civilians, and Wounded Warriors
- Remain Army Strong and Enhance Army Professionalism
- Maintain an Army that Embraces and Leverages the Diversity of our Soldiers and Civilians
- Develop, Align and Integrate the Army Personnel Life-cycle Model and Processes to Optimize Soldier Management and Development