



2011

Army Strategic Planning Guidance



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Per Army Regulation (AR) 1-1, paragraph 1-5 (c), the Secretariat exercises sole responsibility for auditing, inspector general functions, legislative affairs and public affairs. Concerning functions that figure prominently in the PPBES, the Secretariat now has sole responsibility for acquisition, financial management, and information management. The Army Staff, meanwhile, retains overall responsibility for determining requirements. Also, with functional cohorts from the Army Secretariat, the staff prepares The Army Plan (TAP), develops the Army program and tracks program performance.

Administrative Information

The proponent for the Army Strategic Planning Guidance (ASPG) is the Strategic Plans and Policy Directorate, Army G-3/5/7. Send comments to Director, DAMO-SS (Attention: DAMO-SSP); 400 Army Pentagon, 2D337, Washington, DC 20310-0400.

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FOREWORD

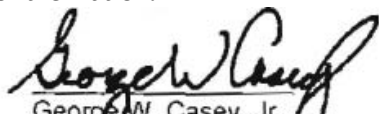
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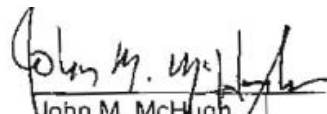
Our Nation and our All-Volunteer Army have been at war for nearly a decade in this era of persistent conflict in which the confluence of rapid and dynamic changes in the current and future strategic environment often lead to protracted, and at times, competing and colliding interests. In today's volatile and uncertain security environment, our Army requires a balanced, comprehensive and integrated strategy identifying the ends, ways and means to accomplish our vision and mission over time. Our strategy is to restore balance in the force by developing a versatile mix of trained and ready forces that allow us to address the broadest range of current and future challenges – building a resilient Army for Full Spectrum Operations.

Section one of *The Army Plan* (TAP), also known as the *Army Strategic Planning Guidance* (ASPG), articulates how the Army supports current operational requirements in Afghanistan, Iraq and other global missions over the near- to mid-term and prepares for the wide variety of full-spectrum military operations over the long-term. The ASPG is the Army's institutional strategy for how the Army fulfills its Title 10 and Title 32 requirements in organizing, training, equipping, deploying and sustaining its land forces in defending our Homeland and our partners and allies throughout the globe, as well as providing the forces and capabilities to Combatant Commanders in executing the National Defense and National Military strategies.

Since September 11th, 2001, our Army has been fully engaged in sustained combat operations, provided humanitarian assistance to areas affected by natural disasters, supported civil support and Homeland Defense missions and conducted global engagement activities. These requirements have exacted a heavy toll on our troops and equipment. As a consequence of the current stress on the force and the anticipated challenges in this era of persistent conflict, the Army is on a path toward achieving balance and restoring the necessary depth and breadth to Army capabilities in order to build essential capacity for the future. In response to the necessity for restoring balance, this ASPG addresses the institutionalization of Army Force Generation (ARFORGEN) as an enduring core process enabling the Army to achieve progressive levels of readiness with predictable recurring periods of availability. Adapting to the ARFORGEN rotational model includes the restoration of BOG: Dwell (boots-on-the-ground to dwell time) rates to preserve and sustain the health of our All-Volunteer Force.

In today's fiscal environment, we must also make deliberate, resource-informed decisions to ensure we accomplish the missions of today while preparing for the demands of tomorrow. The ASPG is intended to provide the basis for the planning and programming guidance for the budget cycle. Through the implementation of this strategy, the United States Army, as the world's foremost land force, will continue to play a vital role in meeting the challenges of today and tomorrow and will always remain the strength of the Nation.


George W. Casey, Jr.
General, United States Army
Chief of Staff


John M. McHugh
Secretary of the Army

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Introduction

After more than nine years at war, the Army continues to confront a series of complex, dynamic, and unanticipated challenges to both our national security and the collective security of our allies and partners. These challenges are occurring in many forms and will be waged across the spectrum of conflict – ranging from peaceful competition to general war, and at all points in between, and in all domains: land, sea, air, space, and cyberspace.

In this uncertain and dynamic environment, the Army's mission endures: protect the Nation by providing ground forces to conduct prompt and sustained operations across the spectrum of conflict in support of Combatant Commanders and U.S. Code, Title 10 statutory requirements. To meet this requirement, the Army will: **prevail** in our current and future campaigns, **engage** to help other nations build their capacity and to assure partners and allies, **support** civil authorities at home and abroad, and **deter and defeat** future threats from state and non-state actors.



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To succeed in this environment, the Army will build balance in the force: balance between winning the current war and preparing for the future, balance between conventional and irregular capabilities, and balance between the cultural advantages that have given us security and the cultural changes needed to preserve it.

To accomplish this, we need an Army that is a versatile mix of tailorable and networked organizations, operating on a rotational cycle, to provide a sustained flow of trained and ready forces for Full Spectrum Operations (FSO) and unexpected contingencies – at a tempo that is predictable and sustainable for our All-Volunteer Force. The Army will achieve this by employing Army Force Generation (ARFORGEN) as our core process which will synchronize all aspects of preparing and sustaining our forces across the Army's Doctrine, Organization, Training, Materiel, Leadership and Training, Personnel and Facilities (DOTMLPF) domains.

Army Goals and Objectives

The Army's enduring **mission** is to protect the Nation by providing the forces and capabilities in support of Combatant Commanders necessary to execute the National Security, National Defense, and National Military strategies. Our challenge is to maintain our combat edge while we simultaneously work to reconstitute the force and build resilience for the long haul.

The Army's goals and objectives revolve around four Army strategic imperatives that address the critical challenges of **restoring balance** and **setting conditions for the future**. The four Army imperatives to **sustain**, **prepare**, **reset**, and **transform** the Army are the overarching priorities under which the near- to mid-term objectives and decisions are framed. We continue to improve our ability to **sustain** the Army's Soldiers, Families, and Civilians, **prepare** forces for success in the current conflict as well as future deployments and contingencies, **reset** returning units to rebuild the readiness consumed in operations, and **transform** the Army to meet the demands of the 21st Century.

We will continue to build a balanced Army adapted to the requirements of the 21st Century. Our Army will be manned by Soldiers steeped in our warrior ethos, and will be organized into modular units that are *versatile*; deployable enough to be *expeditionary*; responsive enough to be *agile*; precise enough to be *lethal*; robust

and protected enough to be *sustainable*; and flexible enough to be *interoperable* with a wide range of partners. These qualities – **versatility, expeditionary, agility, lethality, sustainability, and interoperability** – are the defining qualities of a balanced Army. They describe not only the Operating Force, but also the Generating Force, and will form the basis of our overall strategy.

As the Army moves into the future, two things will not change – Army values and the primacy of Soldiers. Well-trained Soldiers are fundamental to realizing any improvements in technology, techniques, or strategy. It is Soldiers who use technology, execute techniques, and accomplish strategies. They remain the centerpiece of Army organizations, exemplifying the Army Values of *loyalty, duty, respect, selfless service, honor, integrity, and personal courage*. The Army remains committed to reinforcing strength of character, moral integrity, and ethical leadership. The Army will continue to recruit, train, equip, and retain physically fit, mentally tough, high-quality Soldiers. It is quality people that make the Army what it is – the world's premier land force.

Near-Term Objectives (2011-2012)

Our near-term objectives are focused on setting the conditions for success in our current operations, sustaining the All-Volunteer Force, seeking and synchronizing efficiencies in all we do, and continuing to implement an ARFORGEN-based approach that will prepare the Army for full-spectrum operations. Together, these objectives will set the conditions for future programming decisions.

Support the Accomplishment of our Strategic Objectives in Afghanistan and Iraq. Paramount to winning the current fight, we must prepare Army forces to deploy and ensure adequate measures and plans are in place to guarantee proper stewardship of resources in both theaters. We will continue to coordinate and synchronize plans and processes for the retrograde and redistribution of Soldiers and equipment from Iraq in such a manner that we preserve the gains realized there while enabling the effort in

Afghanistan. We will also continue to execute rigorous and focused Warrior-based training to ensure continued success by our Soldiers in combat.

Continue Efforts to Restore Balance. Getting the Army back in balance remains a high priority in current operations through FY12. We will fully implement ARFORGEN as the Army's core process and maintain progress towards a BOG: Dwell ratio of 1:2 for the Active Component (AC) and 1:4 for the Reserve Component (RC). Accomplishing our Nation's operational missions require a Total Force which includes recurrent, assured and predictable access to the Reserve Components. Furthermore, since our equipment has been affected by harsh wartime environments, the Army will continue to repair, replace, and recapitalize equipment as part of Reset. The Army will also restore strategic flexibility to the force by completing modularity and rebalancing, thereby giving Soldiers a "decisive advantage" when conducting their missions.

Sustain Soldiers, Civilians and Families. We have made great progress over the past few years in the quality of support we provide to our Soldiers, Civilians and Families. We will continue to place special emphasis on our Comprehensive Soldier Fitness Program and an Army Risk Reduction and Health Promotion Program with increased focus on the prevention of suicides to get out in front of this critical issue. We will also maintain our pledge to the Army Family Covenant by assisting our Families in meeting the challenges, stresses and strains on those left behind. Finally, our support to surviving Family members will be improved by placing increased emphasis on our Survivor Outreach Services.

Seek and Implement Efficiencies. The Army must be responsible stewards of taxpayer dollars. We will identify and implement efficiencies in everything we do, from our business practices and family programs, to our personnel management and equipment acquisitions. We will seek ways to reduce duplication, overhead and excess, and instill a

culture of savings and restraint so that we can maintain critical operational capabilities, sustain force structure, and invest in needed modernization. Chaired by the Undersecretary of the Army and Army Vice Chief of Staff, we will continue to conduct Capability Portfolio Reviews to better evaluate, realign, and discipline Army requirements as well as responsibly prioritize the Army's investment, research, development and acquisition programs to include force structure and training to ensure our return at best value.

Establish an Integrated Management System for Army Business Operations. The FY 2009 National Defense and Authorization Act (NDAA) directed the Services to implement an Integrated Management System (IMS). Effective stewardship requires an integrated management system for the Army's business operations. The Army is establishing Enterprise-wide management processes to synchronize resources to support Planning, Programming, Budgeting and Execution (PPBE) and the Army's ability to generate forces to execute the National Security, National Defense, and National Military Strategies using the rotational planning model known as Army Force Generation (ARFORGEN). The PPBE and ARFORGEN model support the Army's United States Code, Title 10 responsibilities to Organize, Man, Train, and Equip and Sustain the Department of the Army, and will enable leaders to gain efficiencies across the Army.

In coordination with the Army's Modernization Strategy (AMS) the Army has set overarching goals and objectives providing overviews of selected modernization efforts. We will seek to achieve affordable, integrated and incremental modernization to explicitly address the changes the Army needs in order to continue with modernization and equipping programs that are cost beneficial and affordable and meets the needs of a deployed force in current operations while planning for future requirements.

Implement the Army Leader Development Strategy. A significant asymmetric advantage we have enjoyed over our enemies has been the

quality of our leaders. This advantage has been the result of our institutional commitment to leader development. We will maintain the balance between training, education, and experience in developing our force while encouraging life-long learning and development. The Army Leadership Development Strategy will continue to be the way by which we prepare our leaders to operate with competence and confidence in ambiguous and frequently changing circumstances. As Army leaders, our professional ethos as articulated by the Chief-of-Staff of the Army (CSA) is: "a vocation composed of experts in the ethical application of land combat power, serving under civil authority entrusted to defend the Constitution, and the rights and interests of the American people." In the current operational environment, we will increase our efforts to develop each of our leaders, and ensure that we promote our most talented leaders to lead our Army into the future.

The Army Civilian workforce comprises approximately sixty percent of our generating force, performing a large share of the training, supplying and engineering of the total force in support of ARFORGEN. As such, the Army has established a Civilian Workforce Transformation Task Force to improve the integration of the Civilian workforce as one of the Army's top priorities. The Army must broaden, integrate and align the Task Force across the department and implement specific initiatives such as reforming the hiring process, better managing career fields, and providing training and developmental opportunities for Army Civilians so that they can become skilled, adaptable and successful leaders.



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Refine the Army of the 21st Century. Our goal is to build an Army that is a versatile mix of tailorable and networked organizations operating on a rotational cycle to meet the spectrum of 21st Century challenges. We will use the Total Army Analysis (TAA) process to determine the appropriate force mix and design to refine our modular organizations.

Simultaneously, we will establish the Army Enterprise Network to enable information superiority, and ensure operating and generating forces freedom of access to the network in all phases of Joint, Interagency, Intergovernmental and Multinational (JIIM) operations.

We will continue to validate and update our warfighting doctrine to ensure it remains relevant in the operational environment. FM 3-0 “Operations,” will remain the principal driver for change in the Army to ensure we are prepared for the full spectrum of conflict.

We will remain committed to putting the Army on an ARFORGEN rotational model, providing our national leadership with a sustainable available force package of: one Corps Headquarters, five Division Headquarters, twenty Brigade Combat Teams and a functional enabler force of approximately ninety thousand Soldiers. A surge force of one Corps Headquarters, three Division Headquarters, ten Brigade Combat Teams, and up to forty-one thousand Soldiers will be available as part of the Contingency Expeditionary Force (CEF) to meet global strategic requirements.

We will continue to evaluate and change our global force posture as necessary in order to best position Army forces to support the Regional Combatant Commanders, ease the burden of a high operational tempo on Soldiers and their Families, and improve the ability of the Army to meet its commitments while making these commitments more affordable and sustainable.

Mid-Term Objectives (2013-2019)

The Army’s mid-term objectives and issues will require consideration over the next three to nine

years. The following objectives address the adaptation of our institutions, the transformation of leader development strategies, the establishment of an integrated and affordable modernization strategy, and rebalancing our force structure for FSO. These goals are linked to current and future Program Objective Memorandum (POM) resourcing decisions. These objectives represent efforts in transforming the Army’s operational and generating force in an anticipated resource constrained environment.

Transform the Generating Force. Supporting an evolving operating force requires an updated institutional Army – our generating force. While the operating force has dramatically changed over the last nine years, the generating force needs to adapt to the new realities of the strategic environment. The generating force must be more efficient, agile, adaptable and innovative in preparing for an era of strategic uncertainty. As the sector of the Army charged with preparing, training, and educating our Soldiers, the generating force must also become an engine of change and adaptation in order to quickly develop and field all that our Soldiers and Families will require. As the overarching mid-term objective, we will take the necessary actions to make the generating force more adaptable to requirements supporting the current fight and innovative to future Army needs, all within a potential environment of decreased fiscal resources.

Adapt Generating Force Size and Manpower Mix. We will continue conducting in-depth reviews and validations of the size and composition of the generating force in order to realize the most efficient and effective workforce balance. This analysis will be used to meet efficiency targets over FY12-16 and inform POM 13-17.

Adapt the Army for Building Partner Capacity (BPC). We will continue our campaign to build partner capabilities by capitalizing on opportunities to shape outcomes prior to the onset of conflict. Army support to Combatant Commanders will be in accordance with the

prioritization guidelines outlined in the *Army Security Cooperation Strategy, 2011-2017*. COCOMs and Army Service Component Commands (ASCC) will be able to program requests for forces through the Global Force Management (GFM) process in accordance with priorities and available forces that are prepared and regionally-focused during the Train-Ready phase of ARFORGEN. This process will serve as the primary instrument to meet security cooperation requirements for capacity-building activities.

Leverage Joint Interdependence. The Army will continue refining our stakes in Joint interdependence and interoperability with an initial focus on Joint Fires, Joint Command and Control, Joint Mobility, Joint Intelligence, and Joint Force Protection.

Man the Army and Preserve the All-Volunteer Force. Our All-Volunteer Army must be built by recruiting and retaining talented, adaptive, and confident Soldiers and Civilians to meet the Nation's demands both today and tomorrow at best value. The Army has achieved an endstrength of 1.1 million Soldiers based on the Grow the Army (GTA) initiative that began in 2007. For FY12, the Army will maintain a permanent Active Component endstrength of 547.4K, 206K for the United States Army Reserve and 358.2K for the Army National Guard. The Secretary of Defense has directed the Army to reduce its endstrength by 27,000 (AC) Soldiers by FY16, and with the discontinuation of the Temporary End-Strength Increase (TESI) of 22,000 Soldiers, the Army's total force by the end of the mid-term period is programmed to be 520K (AC).

We will achieve a more acceptable BOG: Dwell ratio. The mid-term rotational goal is 1:3 for the active force and a 1:5 ratio for the Guard and Reserve. The Army's ability to reduce risk to the force is contingent upon achieving BOG: Dwell ratios that are sustainable for the long term, and provide the ability to adequately equip, man, train, and sustain units as they prepare to deploy. Likewise, our generating force must adapt to support ARFORGEN to

ensure our Soldiers and Families receive the support and training when needed. It is also essential that we allocate sufficient time for our Soldiers to reintegrate with their Families, and in the case of the RC, their employers.

Provide Facilities, Programs and Services to Support the Army and Army Families. With the demands placed on Soldiers and Families in the current operational environment, the Army fully recognizes the importance of supporting Army Family, Life, Health and Safety Programs. The Army will provide our Soldiers and Families with a Quality of Life (QOL) commensurate with their sacrifice. As part of this strategy, we will prudently and affordably prioritize the following based on available resources:

- Improve accessibility and quality of health care for Soldiers and Families;
- Improve effective Behavioral Health programs for Soldiers and Families;
- Support effective programs for our Wounded Warriors and their Families;
- Improve Soldier and Family housing;
- Ensure excellence in child, youth, and school services;
- Expand education and employment opportunities for Family members;
- Expand opportunities for Single Soldiers and recreation and travel opportunities for Soldiers and Families;
- Provide an effective worldwide protection capability including personnel, infrastructure, and information against all hazards and threats;
- Implement environmental compliance, conservation and clean-up programs;
- Adapt and execute energy security and sustainability strategies; and
- Implement the Community Covenant to further standardization and sustain existing Soldier and Community programs and services.

The Army also continues its investment in military construction (MILCON) to resource the capabilities and facilities that support readiness for an expeditionary Army as well as building foundations for communities of the future. Real

property sustainment is funded at 90% of the Office of Secretary of Defense (OSD) Facilities Sustainment Model which provides maintenance and repair to support quality places for our Soldiers and Families to work and live. To support increased facilities sustainment funding, the Army will shape a Restoration and Modernization (R&M) Program to reduce the migration of sustainment funds to R&M.

Invest in Energy Security and Sustainability Programs. Army energy security efforts began in 2008 with the establishment of a focused task force and the development of the Army Energy Security Implementation Strategy (AESIS). Energy cost uncertainties, along with energy supply risks and federal directives have made addressing energy security an operational imperative. Additional funding corrects capability gaps identified in the AESIS and keeps the Army on track to improve energy security. Additional energy security implementation measures include:

- Focused investments on energy efficiency, renewable energy and assured access to reliable energy on installations, operations and weapon systems;
- Reduction of energy consumption through improved management decisions; and
- Reduction of dependence on fossil fuels and improving water management practices.

Support Global Operations with Ready Landpower. The Army will train, mobilize, deploy, sustain, and reset units in accordance with the ARFORGEN model in support of Title 10 missions to provide a sustained flow of full spectrum capable land forces to Combatant Commanders. As we achieve more favorable BOG: Dwell, the readiness of Army mission force and surge force units will improve providing greater capacity to respond to anticipated and unexpected global demands. The GTA plan to complete its transformation to a modular force of 73 BCTs (45 AC, 28 Army National Guard) and 229 Support Brigades by the end of FY14 will also improve our ability to support global operations with ready landpower.

Train the Army for Full Spectrum Operations.

To ensure we provide a versatile, agile Army to the Joint Force and Combatant Commanders, we will train on the full suite of warfighting capabilities. Proper synchronization of units as they move through all phases of the ARFORGEN cycle will allow units and leaders to conduct FSO training. With additional dwell time, units will be afforded opportunities to prepare for deployments while also expanding training in preparation to conduct FSO. This will ensure our forces remain agile and versatile, and reduce risk to the Joint Force. As part of FSO, the Army will train for and conduct the range of engagement activities such as building partner capacity, security cooperation, and security force assistance.



Photo Courtesy of U.S. Army

In addition to addressing the current backlog in professional military education (PME) programs, the Army must train our leaders to be strategic and creative thinkers capable of operating within Joint, Interagency, Intergovernmental, and Multinational (JIIM) environments and foreign cultures with appropriate foreign language skills. Our development system will grow both tactical and strategic leaders who are prepared, versatile and adaptable. As an Army, we must draw upon the experiences of our leaders acquired from combat operations in Iraq and Afghanistan and ensure that lessons learned are captured and institutionalized where appropriate.

Equip the Army for Full Spectrum Operations.

Equipping the Army for full spectrum operations is a key current and future Army objective. While efforts to implement equipment modernization programs will occur over all periods, the bulk of the Army's initiatives to equip the Army's operating and generating forces will take place over the mid-term period. The *2010 Army Modernization Strategy (AMS)* articulates three interrelated lines of effort that we will pursue to develop and field a versatile and affordable mix of the best equipment to support our Soldiers.

Develop and Field New Capabilities. We will continue to accurately identify capability gaps and move effectively to develop solutions critical for the battlefield success of our Soldiers. The Army will provide Soldiers with needed capabilities to execute FSO by implementing the AMS, fielding new capabilities such as a ground combat vehicle through ARFORGEN, incorporating proven solutions into our units, and leveraging breakthroughs in the Army's Science and Technology (S&T) Programs.

Procure Upgraded Capabilities, Recapitalize and Divest Existing Equipment. We will strike a balance between sustaining and enhancing the capabilities of the current force while investing in equipment for the force of tomorrow. Our goal is to speed the delivery of successful products from research and development to meet the challenges of the current fight. To do this, we will procure upgraded capabilities, recapitalize existing equipment, and divest equipment with limited utility.

Field and Distribute Capabilities Aligned to the ARFORGEN Model. We will meet current operational force requirements by fielding and distributing capabilities in accordance with Army priorities and the ARFORGEN model. This strategy will ensure that available units receive fully capable and modernized equipment while older, obsolete, or inoperable equipment is replaced or repaired.

Army Prepositioned Stocks (APS). Designed to increase Army responsiveness to meet contingencies, APS unit sets are filled, sustained, modernized and maintained to fulfill COCOM operational requirements across the full spectrum of operations. Over the near-term, war reserve stocks will be replenished to regain strategic depth in accordance with Army priorities. Over the mid-term, we will refine the APS 2015 Strategy to ensure that units drawing APS equipment are issued the most modernized equipment available to use in combat.

Sustain the Force for Full Spectrum Operations.

We will sustain the force by managing and improving materiel readiness through more effective maintenance of property and its accountability, visibility, and control under appropriate life cycle management procedures. We will transform the contracting enterprise to support procurement requirements. Improved contract execution and management is essential to support the Army's 21st Century procurement requirements. The Army will also refine sustainment capabilities to ensure they fully support ARFORGEN and modular operations.

Transform the Operating Force.

Refine the Role of the RC. For both the near- and mid-term periods, we will continue to make significant progress in transforming our RC from a strategic reserve into an operational force and in fully integrating RC forces into the ARFORGEN model. In parallel with OSD's RC review, the Secretary of the Army and CSA commissioned an independent panel to review the principles, policies and assumptions governing the employment of the RC to ensure we can deliver a sustained flow of trained and ready land forces to meet the challenges of the 21st Century.

The Network.

The last nine and a half years of war have demonstrated that the network is essential to a 21st Century, expeditionary Army. Networked organizations improve the situational awareness and understanding that leaders need to act decisively at all points along the spectrum of conflict, and enable Soldiers on the ground to

execute the mission effectively and efficiently. The network is also essential to planning and operating with Joint, coalition and interagency partners. The network, therefore, is the Army's number one modernization effort.

The Army's portion of the DOD network, LandWarNet, must be able to provide Soldiers, Civilians and mission partners the information they need, when they need it, and in any environment – from garrison to the tactical edge. The Army is pursuing multiple critical initiatives to build this enterprise capability, including enterprise email, calendar-sharing, ID management service (through a partnership with the Defense Information Systems Agency), data center consolidation and Active Directory consolidation. In addition to increasing warfighting effectiveness, these efforts will improve network security, save hundreds of millions of dollars over the next five years, reduce infrastructure and benefit other organizations, such as European Command, Transportation Command and Africa Command.

The Army is also changing the way it supplies network systems and capabilities to operational units, using an incremental approach to modernization. By aligning the delivery of new technology, as it becomes available, with the ARFORGEN process, we will ensure the integration of network capability across our combat formations – from the command post to the commander on the move, and to the dismounted Soldier. This “capability set” approach will field more capability to more formations, exponentially multiplying force effectiveness.

Adapt BCT Mix to Meet a Wide Range of Contingencies. We will take steps to rebalance the active, Guard and Reserve forces in order to better address global operational requirements and maximize readiness and rotational availability while preserving Homeland Defense and Homeland Security capabilities.

Transform Business Operations. The Army submitted the FY 2011 Business Transformation Plan to Congress on October 1, 2010 which

includes the Business Systems Architecture and Transition (BSA&T) Plan. The BSA&T aligns Army information technology investment management with strategic business capabilities as required by law. The Army presented an initial progress Report to Congress on March 1, 2011 and will use these plans to guide the implementation of interoperable defense business solutions as required by the FY 2009 NDAA. The Army execution of business transformation will assist our leadership in making better resource informed decisions resulting in “Readiness at Best Value,” and gain efficiencies consistent with DOD guidance and establish the enduring ability to reduce duplication, overhead, excess and instill a culture of savings and restraint.

Long-Term Development (2020-2030)

While violent extremism deployed via non-state entities and state-sponsored proxies remains the most likely threat to U.S. interests, the most dangerous threat comes from states possessing both conventional and WMD capabilities with the intent of employing them against U.S. interests. As the Nation's principal land force, the Army must be prepared to conduct the full-spectrum of military operations in order to defeat our enemies and provide the conditions necessary to achieve national objectives over the next 10-20 years. This includes conventional sustained ground combat operations as well as security, stability, relief and reconstruction, and engagement activities.

Conduct Combined Arms Maneuver and Wide Area Security. The Army must be capable of conducting combined arms maneuver and wide area security within a JIIM environment in order to seize, retain, and exploit the initiative as well as consolidate gains and ensure freedom of movement and action. In order to counter complex adaptive threats of the future, the Army must integrate intelligence, fires, and maneuver to achieve overwhelming combat power and defeat the enemy's will to fight while also incorporating a range of civil and military capabilities to achieve strategic goals and objectives. **The Army's ability to conduct**

combined arms maneuver in order to close with and defeat enemy forces must remain the most important long-term competency.

Conduct Homeland Defense and Civil Support. The Army will be prepared to effectively operate as required in the Homeland – an operational environment that presents unique challenges to both DOD and the Army. We will coordinate planning and interoperability efforts with our federal and state partners while integrating Title 10 and Title 32 authorities. Special attention will be given to develop the Chemical, Biological, Radiological and Nuclear (CBRN) Response Enterprise (CRE) in order to develop faster and greater response capabilities focused on life-saving tasks. In order to accomplish these tasks, we will increase levels of sourcing, equipping, and resourcing for both CRE elements and Theater Army Enabling Commands. U.S. Army North serves as the ASCC and the Standing Joint Forces Land Component Command (JFLCC) for U.S. Northern Command (NORTHCOM) to plan, organize, equip, train and, when required, C2 forces to rapidly respond to any threat to the Homeland.

Build Partner Capacity and Contribute to Security Cooperation Activities. Although the Army currently executes global engagement activities, the stability and security of the U.S. and partner nations hinges upon our ability to work together in a mutual effort to confront and defeat common security challenges. The Army will conduct sustained engagement activities as a long-term investment to build partner security capacity, interoperability and other capabilities required to confront challenges before they mature into direct threats.



Photo Courtesy of U.S. Army

Conduct Opposed and Unopposed Entry Operations. The Army will continue to hone its capabilities to conduct opposed and unopposed entry operations in support of Joint campaign objectives. During unopposed entry operations, the Army must have the ability to rapidly deploy, stage and integrate forces to build sufficient combat power prior to executing follow-on operations. In order to overcome adversarial anti-access or area denial efforts, the Army will maintain the capability to conduct forcible entry operations via parachute, air assault, or land assault.

Counter and Prevent WMD Proliferation. WMD proliferation is one of the most serious and troubling concerns associated with the future security environment. In order to address these associated threats, the Army will continue to develop and maintain the capability to secure, neutralize, or render safe WMDs and their associated components and infrastructure.

Conduct Space and Cyberspace Operations. The cyberspace domain encompasses the interdependent internet, telecommunications, computer systems, and embedded microelectronic processor networks. Protecting and defending the Global Information Grid is essential to sustain increasing Army demands for cyber capabilities to support navigation, communications, and precision guidance systems. As such, the Army must learn to operate information systems at peak capacities and when degraded or disrupted. Military cyberspace operations will require investments in new capabilities and technologies for increased network situational awareness as well as sufficient numbers of trained and certified cyber professionals able to operate across the entire network ranging from operations and defense to exploitation and attack.

Provide Foreign Humanitarian Assistance. Although the responsibility to provide humanitarian aid and assistance lies primarily with civilian, governmental, and non-governmental agencies, the military often provides support. In some cases, the Army is the only institution with the capacity to respond

to large-scale humanitarian disasters and incidents. Future Army forces can play an important role in working with interagency, intergovernmental, and multinational partners to create secure environments, establish the rule of law, and ease human suffering caused by natural and manmade disasters. The Army will assume an increased role in providing foreign humanitarian assistance in the future operational environment.

Train, Educate, and Develop Leaders for the 21st Century. We will develop leaders who are prepared to fight, think, and adapt under conditions of uncertainty and make critical time-sensitive decisions during the conduct of operations under pressure while ensuring moral conduct within their commands.

Risk

One of the Army's most important responsibilities is to identify and mitigate risk. There will never be sufficient resources or predictability to completely eliminate risk, so the Army must properly analyze the strategic environment and make informed mitigation decisions. Managing these risks is central to achieving success in the Army's range of missions.

Risk to the Army is categorized within four dimensions: operational, force management, institutional, and future challenges. The Army mitigates exposure to risk by ensuring the right capabilities and sufficient capacity are balanced and available to respond effectively and efficiently to challenges.

Risk is also time-sensitive. While some elements can be mitigated relatively rapidly (through increased focused training, for example), other elements, such as leader development or major system development, require significant lead times and are therefore less able to be overcome.

Operational Risk

Operational risk deals with the short-term challenges facing the Army as well as our ability

to succeed in the current fight including preparedness for contingencies in the near-term. As the Army continues to maintain high levels of force deployment, the challenge becomes how to maintain the proper balance between current and future demands. Presently, we lack sufficient strategic flexibility and depth to meet unforeseen challenges and are accumulating risk. The Army's ability to respond to near-term contingencies outside of the Central Command (CENTCOM) area of operations is diminished as a result of a shortage of BCT and enabler capacity, including low levels of manning and decreased authorizations within the generating force to adequately support ARFORGEN. The Army will incur increased operational risk if it is required to conduct operations in separate theaters in overlapping timeframes without an adequate supply of available forces or without the time needed to shift training focus to new operational themes. In addition, we are consuming readiness as quickly as it is generated because of demands for forces, preventing us from building sufficient strategic depth. Current OPTEMPO forces units to focus training on upcoming deployments, thereby reducing the time spent training against a full spectrum operation Mission Essential Task List (METL). Re-establishing balance for the Army is a critical first step in being able to mitigate operational risk. While we have also accepted short-term risk in our ability to conduct full spectrum operations, we will begin to reduce this risk by requiring units to train against an FSO METL in their next training cycle.

Combined with the full implementation of ARFORGEN to establish more favorable deployment-to-dwell ratios, extending TESI authority to adequately man deploying units and sustain the All-Volunteer Force, right-sizing the generating force, and providing assured and predictable operational access to the Reserve Components will help alleviate operational risk.

Force Management Risk

Force management risk deals with our ability to ensure our Army is efficiently and effectively organized, manned, equipped, trained and

sustained to provide trained and ready forces to COCOMs now and in the future. The high OPTEMPO of the Army requires a Total Army approach, in which all units are utilized to prevent undue strain on a particular portion of the force. We will continue to employ the ARFORGEN model to create a rotational cycle and provide a sustained flow of trained and ready forces. The Army's ability to reduce risk to the force is contingent upon achieving BOG: Dwell ratios that are sustainable in the long term, and provide the ability to adequately equip, man, train and fund units as they prepare to deploy.

The Army will mitigate this risk by working with OSD, Congress and other authorities to maintain operational access to the Reserve Components. With assured and predictable operational access to the Guard and Reserve, the level of stress on the AC will significantly decrease and will preclude the RC from reverting back to a strategic reserve. Additionally, the Army will build more dwell time into unit deployment cycles to realize a range of other improvements to the health of the force such as improving Soldier and Family quality of life and reducing the strains caused by prolonged and repeated deployments.

Institutional Risk

Institutional risk addresses the generating force's ability to support the Army's operating force. The demands of sustained commitment to large, long-term contingency operations over the past decade have resulted in the Army's realization that it must adapt a set of management tools to allow it to sustain required operating tempos for the foreseeable future. ARFORGEN provides a set of tools to realign policies, processes and procedures for managing the generating force and manning, equipping, training, and funding the operating forces. The Army also intends to establish and maintain common Army business goals, strategies and outcomes, and develop a fully integrated management system. These tool sets will enable the generating force to align better with the operating force. This requires us to adopt a performance based and outcome-

focused paradigm enabled by a cost-conscience culture.

Future Challenges Risk

Future challenges risk deals with the Army's ability to address longer-term threats. There are two key areas in which we will take action to mitigate this category of risk: ensuring we provide the right type of education and training to develop the skills to react to the threats, and providing the force with the best possible equipment. The Army must provide our Soldiers with the equipment they need to succeed across the full-spectrum of conflict to maintain our advantage over current, emerging and future threats. We will accurately identify capability gaps and develop viable solutions and incrementally field capabilities across the force. The Army will provide Soldiers with needed capabilities by implementing the AMS, fielding new capabilities through ARFORGEN, incorporating proven solutions into our units through the Capabilities Determination for Rapid Transition (CDRT) and Rapid Acquisition Processes, and leveraging breakthroughs in the Army's S&T programs.



Photo Courtesy of U.S. Army

Equipping Risk

As a subset of future challenges risk, equipping risk is an important aspect for assessing and managing overall risk. The three major equipping risks are: quantitative, qualitative, and industrial. Quantitative risk is the failure to procure sufficient quantities of systems, while qualitative risk represents the failure to achieve

the desired qualities of Army systems. Industrial risk increases when the Army is unable to receive steady flows of materiel from suppliers as well as effectively repair and upgrade equipment.

The Army will manage equipping risk by instituting a combination of procurement, recapitalization and divestiture initiatives to allow us to receive a steady flow of material from suppliers as well as to sustain our capability to repair and upgrade equipment to satisfy unit requirements. Procurement of a ground combat vehicle will reduce some of the equipping risk the Army currently faces.

Conclusion

After nearly a decade of war, our Army has faced tremendous challenges and prevailed. Our All-Volunteer Soldiers, Families and Civilians have displayed sheer determination, resilience and sacrifice in supporting our national interests. Our Army has also made significant progress in restoring balance, however, we must continue to reconstitute the force and maintain our combat edge in the years ahead.

By leveraging the goals and objectives for the near-, mid-, and long-term periods, the Army can best posture the force to provide increased operational depth and strategic flexibility in an era of persistent conflict. The Army's vision, mission and qualities, including the strategic imperatives to sustain, prepare, reset and transform for the future are the strategic ends, ways, and means to build a balanced Army for the 21st Century – an affordable versatile mix of tailorable and networked organizations operating on a rotational cycle to provide a sustained flow of trained and ready forces for current commitments and to hedge against unexpected contingencies at a tempo that is predictable and sustainable for our All-Volunteer Force.

As we move to the future, we can be assured of continued engagement around the globe as we work with our allies and partners, including the continued support of the American people, in

building an international consensus against state, non-state and individual actors attempting to thwart peaceful progress by becoming more effective and efficient in preparing the Army to meet both anticipated and unanticipated challenges in the years ahead.

List of Abbreviations

AC	Active Component
AESIS	Army Energy Security Implementation Strategy
AMS	Army Modernization Strategy
APS	Army Prepositioned Stocks
AR	Army Regulation
ARFORGEN	Army Force Generation
ASCC	Army Service Component Command
ASPG	Army Strategic Planning Guidance
BCT	Brigade Combat Team
BOG	Boots-on-the Ground
BPC	Building Partner Capacity
BSA&T	Business Systems Architecture and Transition
C2	Command and Control
CBRN	Chemical, Biological, Radiological and Nuclear
CDRT	Capabilities Determination for Rapid Transition
CEF	Contingency Expeditionary Force
CENTCOM	Central Command
COCOM	Combatant Command
CRE	Chemical, Biological, Radiological and Nuclear Response Enterprise
CSA	Chief of Staff of the Army
DOD	Department of Defense
FSO	Full Spectrum Operations
GFM	Global Force Management
GTA	Grow the Army
IMS	Integrated Management System
JFLCC	Joint Forces Land Component Command
JIIM	Joint, Interagency, Intergovernmental and Multinational
METL	Mission Essential Task List
MILCON	Military Construction
NDAA	National Defense Authorization Act
NORTHCOM	Northern Command
OPTEMPO	Operational Tempo
OSD	Office of the Secretary of Defense
PME	Professional Military Education
POM	Program Objective Memorandum
PPBE	Planning, Programming, Budgeting and Execution
QOL	Quality of Life
R&M	Restoration and Modernization
RC	Reserve Component
S&T	Science and Technology
TAA	Total Army Analysis
TAP	The Army Plan
TESI	Temporary End-Strength Increase
WMD	Weapons of Mass Destruction

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