

# **Army Strategic Planning Guidance**

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**2013**

## Foreword

In January 2012, Secretary of Defense Leon E. Panetta issued *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*. Key elements of that new strategic guidance were a rebalancing to the Asia-Pacific region while maintaining our commitment to partners in and around the Middle East. It also emphasized developing innovative ways to achieve our security objectives, such as combined exercises and other means of building partner capacity and interoperability, and an increased use of rotational presence overseas.

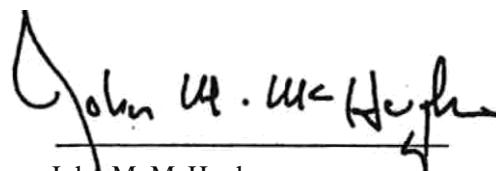
The 2012 Army Strategic Planning Guidance (ASPG) provided our initial vision for how the Army could best support the new strategic guidance. The 2013 ASPG is a refinement of that vision, incorporating a year's worth of study, analysis, and experience. We are an army in transition, so this refinement will continue. Though in Afghanistan we are proceeding to transfer security responsibility to the Afghan National Security Forces, the fight there is not yet finished. But the future won't wait; so we have already begun preparing to meet the demands of the rebalance to the Asia-Pacific region and the emphasis on building partner capacity and shaping the security environment as directed by the new Defense strategic guidance. We will reinvigorate existing capabilities, develop new capabilities for the changing environment, and adapt processes to reflect the broader range of requirements. We must make these changes, however, while carefully managing our resources in this time of decreasing budgets.

In the near future, the Army will focus on four areas: 1) commitment to the current fight through its successful termination, 2) downsizing the force, 3) adapting to the new security environment, and 4) meeting the requirements of the new Defense strategic guidance. To accomplish these objectives, the Army developed a concept to regionally align forces to the combatant commanders, has adapted our progressive readiness model, refocused training, limited non-essential capabilities and missions, and is reviewing the composition of our Brigade Combat Teams.

The 2013 ASPG nests Army strategy within national and Department of Defense directives. It provides our vision, direction, and objectives for the Army and our institutional strategy. Through the implementation of this strategic guidance, the United States Army will continue to play a vital role in meeting the challenges of today while preparing for those of tomorrow. The Army is the strength of the Nation.



Raymond T. Odierno,  
General, United States Army Chief of Staff



John M. McHugh  
Secretary of the Army

## Context

The April 2012 Army Strategic Planning Guidance directed the Army to embrace change. It highlighted that the Army must make the transition from a force focused on counterinsurgency operations to one that is operationally adaptable and able to meet the full range of combatant commander requirements as an indispensable member of the Joint Force. The breadth of missions the Army must fulfill requires changing priorities in the way it organizes, mans, trains, equips and sustains to ensure that it is an agile, responsive, tailorabile force capable of responding to any mission, anywhere, anytime. To do this, the Army will reinvigorate capabilities that have declined, develop new capabilities for the changing environment and adapt processes to show the broader range of requirements. We will leverage the capacity and capabilities of the Total Force—Active, Guard, Reserve and Civilian—ensuring that both the operational and generating forces are optimized and aligned to support Department of Defense (DoD) and Army strategic priorities.

This year's Strategic Planning Guidance is a continuation of the 2012 edition: a refinement in thought, vision and the ways and means to fulfill them, rather than a new statement of ends. It is intended to balance long-term planning with near-term decision making to build the Army of the future. As the Army adapts for the future, it will retain its ability to dominate on land across the range of military operations to prevent and deter aggression and shape the security environment. This will include the use of combined arms, campaign-quality forces, power projection capabilities and regionally aligned, mission-tailored forces. The United States does not seek war, but others must never doubt our ability to wage it and win decisively when it occurs.

## Introduction

The emerging environment presents a complex range of threats, challenges and opportunities, making it likely that U.S. forces will be called on to operate under a broad variety of conditions. At the same time, innovation and technology are reshaping this environment, multiplying and intensifying the objectives that even minor actors are able to achieve.

Throughout the near-, mid- and long-term, American military influence will help shape the global environment. The ready capabilities of these forces allow the United States to respond quickly around the world, providing a presence that advances U.S. national security and contributes to global peace and stability. The world watches trends in U.S. force size and capability and, whether friend or foe, countries and non-state actors will make security decisions based on U.S. capabilities.

- Missions of the U.S. Armed Forces From "Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense"**
- Counterterrorism and Irregular Warfare
  - Deter and Defeat Aggression
  - Counter Weapons of Mass Destruction
  - Defend the Homeland and Provide Support to Civil Authorities
  - Project Power despite Anti-Access/Area Denial Challenges
  - Operate Effectively in Cyberspace
  - Operate Effectively in Space
  - Maintain a Safe, Secure and Effective Nuclear Deterrent
  - Provide a Stabilizing Presence
  - Conduct Stability and Counterinsurgency Operations
  - Conduct Humanitarian Assistance, Disaster Relief and other Operations

The Army has a central role in shaping the strategic environment by building the capacity of allies and partners, mitigating the adverse effects of rapid change and instability, and deterring opportunistic aggressors who seek to exploit chaos and fear. Recent events such as Hurricane Sandy also reinforce the requirement that the Army be ready to provide support to civil authorities.

This environment requires a force that can perform across the range of military operations with myriad partners, simultaneously helping friends and allies while deterring foes. At the same time, that force must be capable of undertaking independent action to defeat enemies, deter aggression, shape the environment and provide support to civil authorities. While training, equipping and manning that force involves significant investment, the risk of ceding the ability to shape the environment is far more expensive. To accomplish these goals, the Army will implement a regionally aligned force concept that leverages the scalable capabilities of modular structures to provide mission tailored forces to combatant commanders.

## Army Vision

*The Army is globally responsive and regionally engaged; it is an indispensable partner and provider of a full range of capabilities to combatant commanders in a Joint, interagency, intergovernmental and multinational 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 and Win: What the Army Provides the Nation

Prevent, Shape and Win frames the Army's role as part of the Joint Force. The roles are mutually reinforcing and often occur simultaneously. For instance, a combined exercise with a partner nation can simultaneously prevent conflict and shape the security environment in line with desired end states. Such an exercise will also increase interoperability with partners, an essential tool for the Army if it must defeat a common enemy in major combat operations and ensure post-conflict stabilization.

The quality of the Army extends its expeditionary capability to conduct sustained operations for as long as necessary, allowing it to adapt to unpredictable and often profound changes in an operational environment as conflict unfolds. This allows the establishment and maintaining of a stable environment to set the conditions for political and economic development.

#### Prevent

As part of the Joint Force, the Army prevents conflict and destabilizing activities through its credibility as a modern, combat-ready, globally deployable force. Along with an active global presence and in partnership with Joint, interagency, intergovernmental and multinational partners, this credibility prevents violent conflict before it occurs.

## **Shape**

The Army's unique understanding and dominance of the land domain, as well as the factors that influence human behavior, enable it to shape security conditions favorable to U.S. and allied interests. The Army shapes through military activities designed to increase the capability of partners and allies, support other U.S. Government agencies, assure friends and dissuade adversaries, and address lesser security threats before they have the chance to mature.

## **Win**

If prevention fails and shaping is insufficient, the Army underpins the Joint Force's ability to win a campaign through its robust capacity, expert and agile capabilities and total force readiness. Win is enabled by the effects achieved through preventing and shaping activities.

The Army fights and wins our Nation's wars through prompt and sustained land combat. Preventing and shaping activities facilitate winning.

## **A Complex Operational Environment**

In today's complex environment, no clear primary threat exists. Instead, America faces a complex and interconnected global operational environment populated by a multitude of opportunists. This complex environment poses a wide range of possible threats under chaotic conditions, with local events now having global consequences. This environment will have fewer unequivocal friends and foes, with most actors instead along a continuum. Regular forces, irregular forces, criminals, refugees and others intermingle in this environment and interact across space, cyberspace, social networks and law. Each actor has an agenda, often at odds with America's objectives, those of other actors and the goals of the existing political order. In addition to a broad range of readily available conventional weapons, state and non-state actors can select from an array of affordable technologies that can be adapted in unconventional ways, including an increasing use of cyberspace. Social media will enable even small groups to mobilize people and resources in ways that can quickly constrain or disrupt operations.

The operational environment extends beyond the threat environment. Domestically, it is dominated by the health of the U.S. economy, which will affect the development of the force. The operational environment also presents a host of opportunities to:

- shape relationships with nonhostile rivals, avoiding conditions and misunderstandings that could escalate to war;
- work with friends, partners and allies to expand and encourage conditions of favorable order; and
- work with weaker states to manage unacceptable levels of disorder short of major combat operations or strategic strike options.

The Army's presence offers National leadership a tool to shape opportunities to the advantage of U.S. interests.

Complexity and uncertainty are at the heart of the Army's challenge. It cannot afford to focus on just one threat or challenge, but must be prepared to operate in a wide spectrum of complex environments, including the homeland. The Army must develop the right set of capabilities so that the President and combatant commanders have relevant and flexible options to apply. It is crucial for these options to include choices for early engagement, shaping, regional presence and deterrence—and always the ability to fight and win—because the judicious application of those options will be critical to global stability and America's security.

America's ability to deliver strategic landpower requires an improved understanding of the convergence of the human, cyber and geographic terrains we will operate in. Today's global connectivity and its effect on the changing environment reinforce that lasting strategic results can only be achieved by effectively influencing people. Success depends as much on understanding the social and political fabric of the situation as it does on the ability to physically dominate it.

We must also properly manage the demands we place on our ecosystems, environment, electromagnetic spectrum, and supplies of water and energy. We may encounter unanticipated challenges that could constrain our ability to conduct the activities that directly or indirectly contribute to our overall readiness across our complex, worldwide array of installations and facilities.

## **The Army as a Total Force**

The Total Force is integral to the Army strategy and planning to fulfill national military needs. The Active, Guard, Reserve and Civilian component—as one Total Force—provide the operating and generating forces, along with institutional capabilities, to support the national strategies, policies and Joint Force commitments worldwide. The Army will make sure the Total Force is manned, trained, organized, sustained, equipped and employed to support combatant commander requirements as force packages tailored to achieve anticipated objectives.

## The Army of the Future

The Army of the future will continue to provide the Nation the ability to decisively defeat the enemy on land, which remains our top priority. The Army also represents one of America's most credible deterrents against future hostility and plays a critical role in shaping the strategic environment through matured relationships our presence has fostered over time.

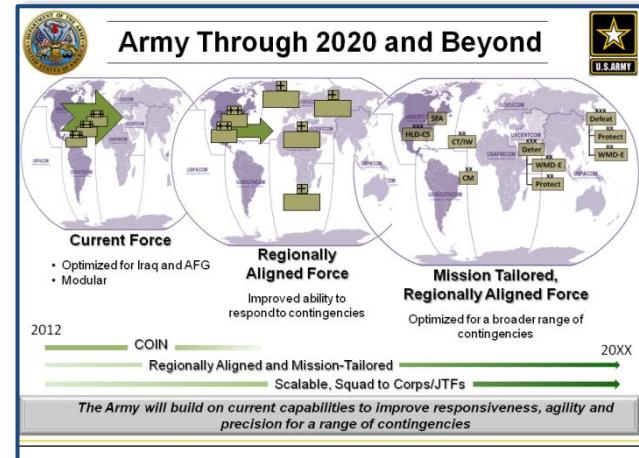
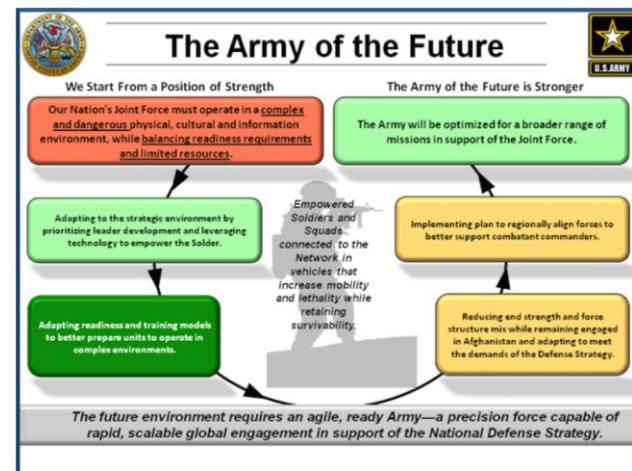
The Army remains an indispensable source of support for the Joint Force. Army forces provide a wide range of medical, intelligence, logistical and signal support to the combatant commands across the range of military operations. The Army builds and operates the network that connects us with Joint, interagency, intergovernmental and multinational partners on austere battlefields and provides Joint Task Force and Joint Forces Land Component Command headquarters. The brigade remains the building block of the Army.

The Army of the future is characterized as a *regionally aligned, mission tailored* force organized by leaders into squad- to corps-size formations empowered by Soldiers. These Soldiers will be connected to the network in vehicles that increase mobility and lethality while retaining survivability to meet the specific requirements of the combatant commander across the full range of military operations. These forces will be able to accomplish even the most complex missions, with greater agility, in challenging human terrain, able to respond with a range of capabilities and headquarters from squad to Joint Task Force level.

## Regionally Aligned Forces

The central premise behind development of the concept of regionally aligned forces is the need to meet the requirements of combatant commanders. To do this, our forces will be responsive to theater security cooperation and contingency response requirements. They will focus on regional and, in some cases, mission familiarity to deter and counter the opportunists seeking to exploit instability and threaten American interests.

The regional alignment of the Total Force will occur over the course of several years. When in place, regional alignment will provide the combatant commander up to Joint Task Force-capable headquarters with scalable, tailorabile capabilities to shape the environment and provide contingency forces. Regionally aligned forces are Army units *assigned* and *allocated* to combatant commands, as well as units *the Army retains control of but identifies to the*



*combatant commands for planning* of regional missions. Regional alignment includes Army Total Force organizations and capabilities that are forward stationed; operating in a combatant command area of responsibility; providing support from outside the area of responsibility, including reach-back; and prepared to support from outside the area of responsibility. Regional missions will be driven by combatant command requirements and requires some understanding of the cultures, geography, languages and militaries of the countries where they are most likely to be employed, as well as expertise in how to impart military knowledge and skills to others.

## **Mission Tailored Forces**

The strategic guidance from the President and Secretary of Defense (Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense, January 2012) prioritizes 11 missions DoD must be prepared for. The Army has a significant role in 10 of the 11 missions, which will focus the training, organizing and equipping of units. The Army uses three of the missions to guide the force sizing construct: Conduct Counterterrorism and Irregular Warfare, Deter or Defeat Aggression, and Defend the Homeland and Provide Support to Civil Authorities. We also believe that Countering Weapons of Mass Destruction may have implications for our capacity.

*Mission tailored* forces will be those Army units aligned against a particular mission. These forces will maintain proficiency in the fundamentals of unified land operations, but also possess particular capabilities tailored for one or more of the specified missions. This approach requires us to adapt forces from the lowest levels by emphasizing leader development and leveraging technology to empower the force.

## **Space and Cyberspace Operations**

Space and cyberspace will play a particularly important role in the years ahead. As these domains figure more prominently in the projection of military power, operations in and through them will become both a precursor to, and an integral part of, armed combat and national security. Future adversaries may even elect to attack only in cyberspace, where military networks and critical infrastructure are vulnerable to remote attack and actions remain difficult to trace. Given the heavy reliance on military computer networks and critical infrastructure, it is essential that the Army be able to defend key systems and ensure the continuity of critical network functions in the face of disruption. The mission to defend our network is a priority. First, the Army's network must be built, operated and maintained in a defensible manner informed by cyberspace forces while continuing to enable mission command. Second, defensive cyber capabilities are essential to all Army operations, with cyber warriors integrated into organizations and unit staffs that support the Joint warfighter all the way down to the Army's tactical edge. Finally, when appropriately authorized, the Army must be prepared to plan and conduct cyberspace operations consistent with applicable statutes and National Command Authority directives.

The Army's warfighting functions, weapons and battle systems are vitally dependent on space capabilities to achieve land dominance. However, space systems are few and fragile, and operating in an increasingly contested domain. Therefore, we must fully leverage allied, national and joint space capabilities to enable our warfighting functions and provide space support to all ground component forces. To guarantee our

dominance in a contested domain and an anti-access and area denial environment, we must work with our Joint and coalition partners to enhance space resilience and contribute capabilities to ensure these vital space dependencies. We must be ready to fight and win if our space capabilities are degraded.

Consequently, we must develop and employ mitigation measures while we fight to restore our space enablers.

## **Training and Leader Development**

Unit training and leader development are critical to prepare for operations in a complex environment. Accordingly, they are the most important things a unit does. The Army must focus on three strategic ends for training the Total Force: training units to be versatile and ready to support combatant commanders worldwide; developing military and civilian leaders to meet the challenges of the 21<sup>st</sup> century; and holding commanders responsible for the development and execution of progressive, challenging and realistic training guided by the doctrine of mission command. The outcome of these efforts will be more adaptive forces capable of achieving regional alignment or mission tailoring as required. Training for operational adaptability will take place at home station and combat training centers, in Army institutions and while deployed. During this critical transition period, Army leaders must recognize that problems do not have predetermined solutions, so training and leader development must continue to foster creativity at every level.

## **Modernization**

The centerpiece of the Army Modernization Strategy is the Soldier and the squad. The Army modernization effort goes beyond material and equipment solutions. Rather, it is a comprehensive strategy that empowers and enables Soldiers and squads with improved lethality, protection, mobility and situational awareness. It includes doctrine, organizations, training, leadership, personnel and facilities that will enable versatile and tailorabile formation-based capabilities supported by the Army's force generation model and regionally aligned forces. The Army of the future requires capabilities that are versatile and tailorabile, yet affordable and cost-effective. The Army's modernization program focuses on ensuring that its Soldiers and small units remain the best in the world.

One of the hallmarks of the complex future battlefield is the requirement to quickly identify a threat in chaotic environments and defeat it with overwhelming force. The Army of the future will provide lethality and overmatch beginning at the lowest levels. The Soldier and squad investment strategy gives small units the necessary training and leader development to operate with a range of equipment, including individual and crew-served weapons, next generation optics and night vision devices, and body armor and advanced individual protection equipment, providing lethality and force protection to the Soldier on the ground. A suite of small-unit enabling systems—including unmanned aerial systems, ground based robots, counter-improvised explosive device devices, space and cyber effects, and the latest surveillance systems—facilitate tactical overmatch.

A critical component to empowering our Soldiers is the Army's Network. The Army is building a single, secure, standards-based, versatile network that provides the overarching end-to-end architecture connecting Soldiers and their equipment to vital information and our Joint, interagency,

intergovernmental and multinational partners that will create overwhelming synergy and technology overmatch on future battlefields. The Army will modernize the Network in alignment with DoD's Joint Information Environment using the Information Technology Management Reform initiatives that provide governance, architecture development and agile acquisition for information technology.

In total, Army modernization efforts will prepare the entire force for the complex and uncertain battlefield by putting small units with precise information and overmatch capability in the right place at the right time to accomplish their mission.

## Army Imperatives

A globally responsive and regionally engaged Army—one building toward a *regionally aligned, mission tailored* force that can Prevent, Shape and Win now and in the future—has four imperatives that form the basis of the Army Campaign Plan:

- 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; and
- enhance the all-volunteer Army.

These imperatives drive a set of coordinated actions the Army will take to support the 11 missions outlined in the strategic guidance from the President and Secretary of Defense. This extensive list requires us to emphasize certain actions in the near-term (FYs 13-15) and others in the mid-term (FYs 16-20) and long-term (FY 21 and beyond). The Army's role in enhancing its all-volunteer force is a continuous imperative whose associated actions are always emphasized. (See Annex A: Outline of Objectives.)

### ***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 combatant commanders, it does so with the 11 defense missions in mind. Specifically, the Army will identify and resource the Service requirements inside these 11 missions as it programs. *In all mission areas, the Army will consider the Total Force and strive to achieve Joint interdependence and interoperability.*

- (*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. All units will train for combined arms proficiency, and then develop regional and cultural expertise in support of regional alignment. This approach requires emphasis

on the human dimension's cognitive, physical and social components as they relate to mission command and training as a Total Force, leveraging live-virtual-constructive capabilities.

Regionally aligned forces require specialized language, regional and cultural expertise. The Army must reinforce deployment and decisive action training at combat training centers and home stations. This imperative enables the Army to broaden the scope of competence in land combat.

- *(Near-Term) Modernize the Network.* The Army will pursue a capability set management construct for the Network that will cut across functional areas and focus on three primary objectives: building capacity, improving security and delivering enterprise services to the entire force. The Network must be treated as a single entity, unified from the Global Information Grid, to the installation, to the farthest tactical edge, and provide the same basic capabilities from home station to the lone dismounted Soldier in theater. The ultimate goal is to enable mission command, empowering our formations with unmatched lethality, protection and situational awareness to achieve tactical dominance. This entails an overarching network architecture that connects all echelons from squad to Joint Task Force to ensure that our leaders have the right information at the right time to make the best possible decisions. The Army must design, develop, acquire and field the Network in a comprehensive, synchronized manner. The Army will modernize the Network through initiatives that will achieve significant efficiencies and cost savings. The reforms will support the vision of a single, secure, standards-based network that aligns with DoD's Joint Vision 2020.
- *(Near-Term) Continue to Increase the Integration of Conventional Forces and Special Operations Forces.* Conventional forces (CF) will need to develop and retain the ability to task organize at increasingly lower levels to execute "small footprint" operations. This includes conducting specific training between Special Operations Forces (SOF) and CF units and improving the mission command and interoperability of small unit CF. Additionally, regionally aligned CF unit participation in SOF training venues will improve interoperability and support the Army vision. Conversely, Army SOF should assist in developing the means to enable and enhance SOF/CF interdependent operations that will be done in a networked mission command environment.
- *(Near-Term) Integrate Lessons Learned and Capabilities Gained in Recent Operations Into the Generating Force and Operational Army.* The Army is determined to advance the capabilities gained over the last 11 years in countering irregular threats and building partner capacity. The Army will continue to train its leaders and units, adapt its doctrine to ensure it sustains and improves on the gains made from recent operations, and work closely with interagency and international partners to improve unity of action.
- *(Near-Term) Continue to Maintain a Global Stabilizing Presence.* Army forces will conduct a sustainable pace of presence operations abroad, including rotational deployments and bilateral and multilateral training exercises. Additionally, the Army will expand military to military and military to civilian contacts to increase global environment awareness and understanding. These

activities reinforce preventive measures, help build the capacity and competence of U.S. allied and partner forces for internal and external defense, strengthen the cohesion of alliances and increase U.S. influence.

- *(Near-Term) Adapt the Army Force Generation Model.* Future force generation models must sustain the Army's ability to provide a manned, trained and equipped Total Force to meet the full range of current and emerging combatant commander requirements. The Army must remain able to tailor its versatile mix of both active component (AC) and reserve component (RC) capabilities and deploy them rapidly for unified land operations of various durations. The Army will avoid the costs caused by generating readiness in excess of requirements or demands that affect the health of the force and readiness and resiliency issues. Moreover, while force generation focuses on providing units, Soldiers are at the heart of those units, and efforts must be made to ensure that 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 commands across the range of military operations, focuses cultural and language training, and provides predictable and dependable capabilities to commanders of combatant commands and Army Service Component Commands. The Army will work to provide contingency forces in support of each combatant commander by ensuring that appropriate authorities are provided to use regionally aligned forces. In addition, the Army will consider how to manage, train and develop Soldiers to support regional alignment and ensure that suitable investments are made in Soldiers.
- *(Near-Term) Institute Army Total Force Policy.* The Army is organizing, manning, training and equipping the AC and RC as force packages tailored to support combatant commander's requirements. As appropriate, the Army will integrate AC and RC forces and capabilities at the tactical level, including predeployment collective training. Army Commands and Army Service Component Commands will ensure that procedures and processes for validating predeployment readiness are uniform for AC and RC units and Soldiers. To enable implementation of the Total Force policy, the Army will streamline the voluntary and involuntary call to active duty of RC personnel and units and employ an integrated personnel management and pay system for AC and RC military personnel.
- *(Near-Term) Examine the Relationships Between Echelon-Above-Brigade Units.* The Army must be able to field both a land based Joint Task Force and Joint Forces Land Component Command to the combatant commander. The vision for a tailored, scalable and responsive force that can provide capabilities from the smallest units to the corps, Army Service Component Command and Joint Task Force level requires examination and systematic explanation of the roles, missions and capabilities at each echelon. The Army will relook these relationships after 11 years of war to make sure we have the right command functions, warfighting capabilities and personnel structure at each echelon to support mission requirements.

- *(Near-Term) Set Theaters Via Capable Army Service Component Commands and Theater Support Forces.* Army forces, in support of the combatant commander, work with partner nations to set the conditions to prevent conflict as well as ensure the theater is prepared to execute contingency plans. The new defense strategy calls for a rebalancing in national focus to the Asia-Pacific region while maintaining presence and vigilance in the Middle East. The Army will also maintain its commitments to Europe while increasing reliance on rotational units instead of forward stationed forces. The theater must also be set in complex catastrophe response operations in the homeland, which is a unique array of challenges the Army must prepare for. In light of this, the Army must evaluate and prioritize risk to its infrastructure investments, specifically to strategic en route infrastructure, deployment and distribution operations, and in-theater support requirements to support and protect 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 Forces for Chemical, Biological, Radiological and Nuclear 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.
- *(Near-Term) Balance Active and Reserve Component Force Readiness.* A smaller Army must possess a capability mix between components and enduring operational use of the reserve force to ensure successful execution of operations and the ability to work together, both in contingencies and on a planned basis, maximizing the value of both. The RC also provides the Army strategic depth and an operational reserve with specialized expertise and civilian skills. By leveraging the Total Force to appropriately balance AC and RC readiness, the Army is better postured to accomplish the range of military operations.
- *(Near- to Mid-Term) Modernize Equipment to Prepare for Future Challenges.* The Army will develop and field a mix of equipment needed to ensure that our Soldiers have the right equipment, for the right missions, at the right time. Our modernization approach must be agile and strategic moving forward, reflecting the need to modernize equipment in key portfolios, leveraging mature capabilities where appropriate, and addressing the needs of our industrial base. We face evolving threats, rapid technological change and new strategic guidance that include our rebalancing in the Asia Pacific region. The Army's approach in equipment modernization must reflect this to ensure overmatch capabilities through new technologies and weapon systems.
- *(Near- to 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 doctrine, organization, training, materiel, leadership and education, personnel,

facilities, and cost (known as DOTMLPF-C) process to standardize contingency base operations and support the development of advanced technologies for expeditionary operations.

- (*Mid-Term) Increase the Combat Power of Army Formations.* The Army will seek greater overmatch capability from the squad 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. The Army seeks to make sure its squads possess the same tactical overmatch capabilities as larger combat formations.
- (*Mid-Term) Ensure That Forces are Capable of Joint Entry Operations.* Joint entry operations, which, in tandem with the developing multi-Service Air-Sea Battle concept supports the Joint Operational Access Concept, includes entry in both permissive and nonpermissive environments. Army forces must be able to use the Joint network to integrate and leverage cross-domain capabilities to create or increase operational advantages. The Army must leverage Joint strategic mobility, port opening capabilities and 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 weapons of mass destruction (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 the future, the Army must increase WMD detection, identification and elimination capabilities.
- (*Mid-Term) Protect Friendly Mission Command Systems and Impede Enemy Information at the Tactical and Operational Level.* Today's space and cyber systems, along with their supporting infrastructure, face a range of threats that may degrade, disrupt or destroy assets that enable the Army's ability to fight. To meet these challenges, the Army's approach is to actively define requirements and advocate for capabilities; fully leverage national and Joint functional services; and, where capability gaps remain, develop and acquire new space and cyber capabilities. The Army must possess the ability to operate through enemy attacks on its mission command systems. Therefore, the Army will invest in its ability to effectively operate in the space and cyber domains, as well as its role in support of DoD missions.
- (*Mid- to Long-Term) Develop the Plan for Mission Tailored Force Packages.* In the future, the Army will maintain a balance of regionally aligned forces with mission tailored forces. Mission tailored forces are those Army units apportioned against a particular set of mission requirements. They maintain proficiency in the fundamentals of decisive action, but also possess specialized training, organization and equipment tailored for one or more specific missions.
- (*Mid- to Long-Term) Ensure That the Network Enables Seamless Integration With all Tactical Network Transport Systems, Applications and Services Through the Installation as a Docking*

*Station Concept.* To enable seamless integration, plug and play, mobility of forces and mission command even when conducting distributed operations in multiple theaters, the generating force requires a high-speed backbone network, simplified network security architecture and enterprise services provided by data centers that host mission command applications and data. The Network calls for modernizing the generating force network and integrating it with the tactical network to allow commanders to deploy the right-sized force for the mission, leaving combat support and combat service support elements at home station when possible. Under the Installation as a Docking Station concept, Soldiers will operate and maintain their technical skills every day in garrison as they would in war.

### ***Develop leaders to meet the challenges of the 21st century.***

The paramount requirement for the Army is to develop leaders from all components who are comfortable making decisions with imperfect 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 to execute any mission. Leader development is the best means to ensure that the Total Army can adapt to whatever an uncertain future may bring.

- *(Near-Term) Train, Educate and Provide Leaders With Experience.* Training must replicate with greater fidelity and realism the challenges present in tomorrow's information environment. Leadership development must inculcate the ideals of the Army profession, 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. Enhanced broadening experiences will build critical thinking skills and the ability to develop innovative solutions applicable to difficult situations. The Joint, interagency, intergovernmental and multinational environment demands broader mindsets best developed through a variety of experiences.
- *(Near-Term) Reinforce the Army Profession in the 21<sup>st</sup> Century.* Continued focus on the Army profession, a self-policing organization skilled in the practice of arms, is essential to inculcating the gains of the last 11 years while simultaneously eliminating the deleterious effects of prolonged combat. Toward that end, the Army is developing a Ready and Resilient Campaign Plan to accomplish these goals and create resilience for a stronger force. As the Army embraces change, it will seek to retain professional leaders who demonstrate the values, trust and skills required, whether operationally deployed or in a training environment.
- *(Near- to Mid-Term) Develop Leaders Who Are Proficient in Cyberspace and Enhance Our Cyber Professional Workforce.* The reliance on cyberspace for Army operations will only increase as we move beyond today's war and into the future. The increase in technology trends and the threat posed from potential adversaries' ability to disrupt our networks or critical infrastructure creates a contested or degraded environment our leaders must understand. To maintain the freedom to operate in cyberspace and achieve their objectives, our leaders must

understand and quickly adapt to the rapidly changing capabilities and risks, assess the operational effect and determine what they must do to mitigate those risks. We must train like we fight and integrate cyberspace operations into all our planning, training and exercises to execute unified land operations. In certain respects, cyberspace today should be viewed as airpower was before World War I. The Army must also continue to develop the future cyber force. We must improve existing models to recruit, educate, train and retain cyber professionals and build the pipeline for the next generation of the cyber force using assets in both the AC and RC. We need to create a deeper workforce while we develop the cyber skills we need now. However, our success requires a highly skilled technical workforce that both Government and private industry are competing for.

- *(Long-Term) Develop Courses of Action to Deal With Long-Term Demographic Trends in the United States.* Recruiting and developing leaders to meet the challenges of the 21<sup>st</sup> century will prove difficult if the Army does not account for changing U.S. demographics. Trends such as advancements in technological proficiency, increasing obesity, economic challenges and a reduced interest in military service may cause some of the best and brightest candidates to avoid Army service. Army recruitment objectives should include capturing the diverse cultural attributes of the evolving population and developing programs and policies to incorporate long-term demographic trends within its ranks.

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

Over the last decade, the Army optimized its institutions for the current force generation model, providing a steady supply of forces for large, continuous operations, while prioritizing ready forces over cost considerations. Mission requirements are changing and the Army must adjust accordingly. The Army must consider both investment and divestment of capabilities in the context of the national strategies to determine the appropriate mix across the Total Force, its contract capabilities and its infrastructure.

- *(Near-Term) Enhance Efforts in the Areas of Environmental Planning and Sustainability in Light of the Growing Importance of Environmental Stewardship and Sustainable Practices.* We must invest sufficiently to preserve the quality of our natural environment to make sure we preserve our ability to train, test and conduct other activities needed to build readiness to accomplish our Army's global mission. In light of national and international trends, we must continue to demonstrate our commitment to responsible stewardship of our natural resources. To enable our preparedness to operate in a complex strategic environment, it is imperative that we properly care for our natural surroundings. The efforts we make to increase understanding of the Army's commitment to serve as stewards of the environment and employ sustainable practices—in all our activities—will pay dividends for training, readiness and leadership initiatives, while also playing an indispensable role in building goodwill and strengthening the partnerships and cooperation needed to achieve our emerging stationing plans and facilities improvement strategies.
- *(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 effective and

efficient in areas as diverse as acquisition processes, human capital management and service contracts.

- *(Near-Term) Reset the Force.* Setting conditions for a ready and responsive force requires near-term prioritization to reset the force. After more than a decade of conflict, the Army accumulated risk from prolonged high operational tempo with its effects on Soldiers, Civilians, Families, leaders, equipment and infrastructure. The Army must reset those capabilities and equipment needed for the emerging security environment while divesting others. Estimates are that it takes at least 2 years after the retrograde of equipment from theater to reset it for future operations.
- *(Mid-Term) Continue to Modernize Business Operations.* Guided by the Office of Business Transformation, the Army has laid the foundation to greatly improve the efficiency of Army processes. Success, however, requires a process improvement culture that continuously informs Army thinking at all levels.
- *(Mid-Term) Rebalance the Generating Force.* The Army possesses a lean generating force, and as Army force requirements change, uniformed members will return to that generating force. This creates an advantage for future expandability and an opportunity to leverage combat experience in training new Soldiers and educating leaders. As uniformed members assigned to the generating force 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 preserve options for the future by retaining the capacity to expand and provide the capabilities needed for future challenges. Investment in regeneration includes a coherent strategy across all Army functions, including sustaining readiness in the RC through operational use, retaining a sufficient core of mid-grade officers and noncommissioned officers, maintaining an industrial base capable of providing quality material to meet future threats, making smart procurement choices that balance the needs of today and tomorrow, and maintaining an effective recruiting infrastructure to allow for expansion of the force.
- *(Mid-Term) Reduce Operational Energy and Water Requirements, Develop Operationally Viable Alternative Energy Sources and Increase Water Reuse.* Energy and water are the largest share of logistical requirements. Without adequate energy and water, the industrial base will fail. Improving how forces think about and use energy and water, especially reducing demand for liquid fuel and reusing as much water as possible, will allow the Army to improve intra-theater mobility and distribution, reduce life-cycle sustainment costs, and decrease the amount of combat power that must be dedicated to transporting those resources. In concert with reducing energy requirements, the Army's development of alternative energy sources and increases in water reuse will lead to a great number of operational options.

- (*Mid-Term) Provide Infrastructure and Support to Fulfill Its Strategic Roles and Missions.* The Army's infrastructure and industrial base, which includes installations, facilities, ports, terminals, arsenals, laboratories and the networks that connect them, are the foundation for developing the capabilities provided to the combatant commanders and Joint Force. Army infrastructure, which includes homes for Soldiers and Families, as well as workplaces for Civilians, enables the readiness of forces and the Army's overall preparedness for global contingencies. To achieve DoD's intent for scalability, meet the timelines envisioned in contingency plans and preserve the improvements made in the past decade, the Army must reset those capabilities, equipment and infrastructure needed for the emerging security environment while divesting others.
- (*Long-Term) Field the Army of the Future.* The Army of the future is characterized as a *regionally aligned, mission tailored* force. The Army plans to field a land force that blends Army units assigned to combatant commands' contingency planning and those forces likely to be allocated to a combatant command with those Army units apportioned against a particular mission set, ready for action worldwide. The Army's mission to fight and win our Nation's wars requires the Army to keep modernization and equipping efforts commensurate with the changing environment.

## ***Enhance the all-volunteer Army.***

The all-volunteer force is the Army's 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 Soldiers and Families while reducing numbers responsibly to arrive at a smaller, balanced force. The Army must do this while remaining mindful that more than 11 years of war and multiple deployments have strained Soldiers and Families.

- (*Continuous) Improve the Efficacy of Programs That Support Soldiers, Civilians, Families and Wounded Warriors.* The Army must reinforce effective Soldier and Family programs that advance the safety, health, readiness and resilience of our people. Our Ready and Resilient Campaign is the foundation for this effort. The campaign enables leaders to take an active role in caring for Soldiers by ensuring access to numerous support programs and services across the Soldier's life cycle. The Soldier for Life program demonstrates that our commitment extends through the end of a Soldier's active service, as we prepare those who have served honorably for life as a civilian. At the same time, fiscal reality requires us to eliminate redundant and poorly performing programs while sustaining those that have proven most beneficial. Ultimately, resilience is about improving the performance of our most capable resource. We must maintain the bond of trust between every Soldier, Civilian and Family member and the Army as an institution.
- (*Continuous) Remain Army Strong and Enhance Army Professionalism.* The Army also must maintain the trust between the Soldier, the Army and the American people—the basis of the Army profession. The Army's future success will be built on maintaining this mutual trust

through appropriate compensation, sustainable benefits, leader development, training systems and programs that support Soldiers, Civilians and Families.

- *(Continuous) Maintain an Army That Embraces and Leverages the Diversity of Soldiers and Civilians.* The Army must continue to recruit from the Nation's diverse communities. A diverse force provides a competitive advantage in fighting and winning the Nation's wars and enhances our capacity to operate globally with a culturally adept force. The Army 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 its 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 and Civilian Management and Development.* The Army must continue to recognize that people are its centerpiece. Responsible, agile and adaptable human capital management is essential to building and sustaining the all-volunteer Army. The Army will revise processes and policies to ensure that the future Army Personnel Life-Cycle Model is optimized for Army processes, such as Army force generation, and addressed in the context of force sizing constraints and requirements. The Army must make responsible investments to reform processes and policies accordingly. In addition, to the extent authorities, policies, laws and regulations or the lack thereof inhibit an adaptable approach to personnel management, policies should be reformed where authority exists. Where it does not, efforts should be made to appropriately effect change.

## General Prioritization and Timing

The next section of The Army Plan is the Army Planning Priorities Guidance, which converts the vision in this document into programming priorities that will be used to shape the further detailed guidance expressed in Section III, the Army Programming Guidance Memorandum. Specifically, the two concentrations of effort that will guide Army programmers during FYs 15-16 will be to win the current fight in Operation Enduring Freedom and reshape the Army to meet the security challenges of the future within a constrained DoD budget. The Army will need to carefully examine the programs it can fully or partially divest itself from in an effort to stay within expected budget constraints.

Throughout the past 11 years, the Army has rapidly developed programs in response to critical wartime requirements, mostly paid for with overseas contingency operations funds. The critical effort for FYs 15-16 will be to examine which requirements are relevant to future operations, which need to be moved into base funding, and which can be eliminated with the expected decrease or absence of overseas contingency operations funds. 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 acceptable level to national leadership. An indepth description of all programming priorities can be found in Section II of The Army Plan.

## Conclusion

Many factors combine to define the operational environment. The future begins to take shape as technological factors combine with demography, environmental factors and political turmoil. The Army of the future must be adapted to the likely conditions it will find in the complex future operational environment. The future is uncertain but not entirely unknown. It will remain complicated, volatile and dangerous. America's military global reach is significant, but its resources are not unlimited. The Army must prioritize the capabilities required to complement national efforts aimed at preserving stability and promoting peace.

The Army force must be regionally aligned and mission tailored. Its relevance depends on accurately assessing and meeting regional needs. Army forces must be tailored to local requirements and rapidly deployable at the lowest levels. To be effective, Soldiers must be familiar with local cultures, personalities and conditions in the theaters they operate in.

Together, all components of the Army must become a force capable of multiple simultaneous engagements around the world, delivering units from the smallest to the largest depending on circumstances. This requires equipment that gives squads, as the foundation of the force, capabilities that overwhelm all potential foes, enabled by vehicles that improve mobility and lethality while retaining survivability. Units require a network that connects all assets in even the most austere environments to deliver decisive results in the shortest possible time. Finally, the Army must preserve the ability to reassemble forces rapidly, building the mass necessary to fight and win the Nation's wars. In so doing, the Army will ensure that it delivers truly strategic land power to the Nation in a complex and uncertain world.

Enclosures:

Annex A: Outline of Objectives

## ANNEX A

### Outline of Objectives

The following outline lists near-term (FYs 13-15), mid-term (FYs 16-20) and long-term (FY 21 and beyond) objectives. The Army's long-term objectives align with the four Army imperatives. This is not to say the mid-term actions will be neglected in the near-term, but the expected budget constraints will impede 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
- Modernize the Network
- Continue to Increase the Integration Between Conventional Forces and Special Operations Forces
- Integrate Lessons Learned and Capabilities Gained in Recent Operations Into the Generating Force and Operational Army
- Continue to Maintain a Global Stabilizing Presence
- Adapt the Army Force Generation Model
- Regionally Align Forces
- Institute Army Total Force Policy
- Examine the Relationships Between Echelons-Above-Brigade Units
- Set Theaters Via Capable Army Service Component Commands and Theater Support Forces
- Provide Ready and Trained Forces for Chemical, Biological, Radiological and Nuclear Response Forces for Operations in the Homeland
- Balance Active and Reserve Component Force Readiness

##### Mid-Term Objectives:

- Modernize Equipment to Prepare for Future Challenges
- Provide Joint Task Force-Capable Headquarters for Land-centric Joint Campaigns
- Increase the Combat Power of Army Formations
- Ensure That Forces are Capable of Joint Entry Operations
- Increase Counter-Proliferation Capabilities
- Protect Friendly Mission Command Systems and Impede Enemy Information at the Tactical and Operational Level

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## Long-Term Objectives:

- Develop the Plan for Mission Tailored Force Packages
- Ensure That the Network Enables Seamless Integration With all Tactical Network Transport Systems, Applications and Services Through the Installation as a Docking Station Concept.

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

## Near-Term Objectives:

- Train, Educate and Provide Leaders With Experience
- Enhance Broadening Opportunities
- Reinforce the Army Profession in the 21<sup>st</sup> Century

## Mid-Term Objectives:

- Develop Leaders Who are Proficient in Cyberspace and Enhance Our Cyber Professional Workforce.

## Long-Term Objectives:

- Develop Courses of Action to Deal With Long-Term Demographic Trends in the United States

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

## Near-Term Objectives:

- Enhance Efforts in the Areas of Environmental Planning and Sustainability in Light of the Growing Importance of Environmental Stewardship and Sustainable Practices
- 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 Army When Called Upon
- Reduce Operational Energy and Water Requirements, Develop Operationally Viable Alternative Energy Sources and Increase Water Reuse
- Provide Infrastructure and Support to Fulfill Its Strategic Roles and Missions

## Long-Term Objectives:

- Field the Army of the Future

## **Enhance the all-volunteer Army.**

### Continuous Objectives

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