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ADMINISTRATION

THE ARMY PLANNING SYSTEM

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Section I. GENERAL

1. Purpose. The purpose of this regulation is to prescribe an Army planning system which will enable the Army to discharge effectively its responsibilities stated in U.S. statutes and national security policy.

2. Scope. This regulation establishes—

a. The purpose, scope, functions, and relationships of Army plans,

b. Their relation to programs, studies, and joint plans,

c. Army staff planning responsibilities, and

d. A schedule for the preparation of Army plans.

3. Time frames. Future time periods for Army planning are defined as follows:

a. Short-range period—0 to 2 years in the future.

b. Mid-range period—2 to 10 years in the future.

c. Long-range period—10 to 20 years in the future.

4. Concepts. The following concepts are fundamental to the Army planning system—

a. Functions of Army strategic plans. Strategic planning is planning for the overall conduct of a war. Army strategic plans fulfill three basic requirements:

(1) They furnish the basis for the Chief of Staff's recommendations, as a member of the Joint Chiefs of Staff (JCS), to the President and the Secretary of Defense on the strategy and forces required to provide the best possible military security for the United States.

(2) They furnish the basis and rationale for comments and recommendations by the Department of the Army and by the Chief of Staff, as a member of the JCS, on the Department of Defense (DOD) program and budget.

(3) They provide guidance for all other Army planning activities.

b. Objectives-capabilities plans relationship. Objectives plans are designed to counter, within the resources that might reasonably be available, any potential threat to the United States that

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might occur in the mid-range period. Capabilities plans are designed to counter potential threats using the resources available to the military establishment at the time the plan is approved. Plans addressing future time periods must be based on the future strategic concept and objectives rather than capabilities. Objectives planning insures the development of an appropriate and timely strategic concept and continued improvement of Army forces.

c. Planning-programing-budgeting relationships. Planning, programing, and budgeting are sequential and integrated components of the process of providing military forces adequate to assure the security of the United States. Planning develops the means for countering anticipated threats to U.S. national security. Programing identifies the resources to accomplish Army missions. Budgeting is the management of funds provided by the Congress and apportioned by the President. To be effective, programs and budgets must be directed toward the goals developed by plans.

d. Relationship between Army and joint planning. Major military force requirements are provided the Secretary of Defense at least annually in the Joint Strategic Objectives Plan (JSOP). Therefore, it is essential that Army planning be geared to the joint planning process in point of

time and in context, if the Army's needs and views are to be reflected adequately in joint plans.

5. Relationship between Joint Military Planning and the Defense Department Program. The Joint Chiefs of Staff are the principal military advisers to the President and the Secretary of Defense. One of their primary duties is to prepare strategic plans. The Joint Chiefs of Staff prepare annually the Joint Strategic Objectives Plan to—

a. Translate national security objectives and policies into military objectives.

b. Set forth a strategic concept for the attainment of these objectives,

c. Determine the minimum appropriate levels of major military forces required to execute the strategy, and

d. Provide military advice to the Secretary of Defense for the development of the defense budget by recommending force changes in the DOD Five-Year Force Structure and Financial Program. The DOD Five-Year Force Structure and Financial Program is divided into programs which correspond to major military missions; this format assists the Secretary of Defense in making decisions among competing systems. The JSOP also requires the military services to furnish definitive justification of requirements during the planning phase.

Section II. THE JOINT PROGRAM FOR PLANNING

6. General. The Joint Program for Planning requires the production of the Joint Strategic Capabilities Plan (JSCP) for the short-range period (the ensuing fiscal year), the Joint Strategic Objectives Plan (JSOP) for the mid-range period (budget year and seven succeeding years; 2-10 years in the future), and the Joint Long Range Strategic Study (JLRSS) for the long-range period (10-14 years in the future). The Joint Chiefs of Staff in promulgating and publishing the JSCP annually direct the military services to prepare or revise service plans in support of the JSCP.

7. Joint Long-Range Strategic Study (JLRSS). The JLRSS provides broad strategic appraisal and military concepts, strategies, and guidance for the long-range period to support the attainment of national objectives. It also provides general guidance for military research and

engineering objectives and for military policies, plans, and programs in support of the long-range strategic concept. The plan is submitted to the Joint Chiefs of Staff for review and approval by 1 July each year.

8. Joint Strategic Objectives Plan (JSOP). The JSOP translates the national objectives and policies of the United States into military objectives, sets forth the strategic concept for the attainment of the objectives, and provides guidance for the determination, deployment, employment, and support of U.S. military forces considered necessary to support the military strategy delineated in the plan. Parts I-V of the JSOP develop the military strategic concept; they consider three conditions of war—cold, limited, and general. Parts I-V are normally approved by the JCS by 15 July annually. Part VI, the Force

Tabulations, develops the Army, Navy, Air Force, and Marine Corps Forces required for the execution of the strategy in Parts I-V. The Force Tabulations are divided according to the major programs of the Defense Department Program (DDP): Program I—Strategic Retaliatory Forces, Program II—Continental Air and Missile Defense Forces, Program III—General Purpose Forces, Program IV—Airlift and Sealift Forces, and Program V—Reserve and National Guard Forces. The JSOP provides the Secretary of Defense with military advice for the development of the budget for a fiscal year beginning 2 years subsequent to the scheduled date of approval. Part VI is prepared for Joint Chiefs of Staff approval and submission of the Secretary of Defense by 1 March of each year.

Section III. THE ARMY PLANNING SYSTEM

10. General. The Army planning system is designed to provide an integrated Army strategic concept; a basis for the statement of Army force objectives and capabilities; Army input for joint planning; guidance for the formulation of the Department of the Army Five-Year Force Structure and Financial Program; and planning guidance in areas other than strategy and force objectives, such as the research and development effort. The Army family of plans consists of four basic planning documents described below. The first three documents start with the current year and project 20 years into the future. The fourth document (the ASCP) considers only the short-range period covered by the JSCP.

11. Basic Army Strategic Estimate (BASE). The BASE, the basic strategic document in the Army planning system is a commander's estimate of the worldwide situation. It covers the mid- and long-range time periods. In the context of appropriate national policy and objectives, the BASE projects a worldwide strategic appraisal and a forecast of technological advances during the 20-year period. It identifies long-range trends and evaluates their implications for the Army. A strategic concept to meet the anticipated threat under conditions of cold, limited, and general war is developed as the basis for all other Army planning. In particular, it is the basis for the quantitative statement of broad force requirements which are detailed in the Army Strategic Plan

9. Joint Strategic Capabilities Plan (JSCP). The JSCP translates the national objectives and policies of the United States into terms of military objectives, strategic concepts, and basic tasks which are in consonance with actual U.S. military capabilities in the short-term period. It is issued as a directive to commanders of unified and specified commands for the conduct of operations in cold, limited, and general war. It assigns available and programed military forces, deals with post-mobilization expansions and deployments, and estimates the availability of Allied Forces. The JSCP is scheduled for Joint Chiefs of Staff approval and dissemination by 31 December each year. The JSCP directs the Chief of Staff, U.S. Army to prepare a supporting plan which is the Army Strategic Capabilities Plan (ASCP).

(ASP). In the mid-range period the BASE is the source of Army input to Parts I-V of the Joint Strategic Objectives Plan (JSOP). In the long-range period the BASE is the source of Army input to the Joint Long Range Strategic Study (JLRSS). The technological forecast provides the basis for Army research and development guidance stated in the ASP. The Basic Army Strategic Estimate is developed from such guidance sources as—

a. National objectives and policy as stated in or deduced from the National Security Action Memoranda (NSAMs), National Policy Papers (NP-Ps) and Policy statements of key government leaders.

b. Intelligence estimates.

c. Technological forecasts.

d. Strategic studies.

e. Appropriate input from staff agencies, including JCS planning and guidance.

The DCSOPS has general staff responsibility for this plan; it is prepared by 1 May annually for the approval of the Chief of Staff.

12. Army Strategic Plan (ASP). The ASP determines Army objectives, forces, and deployments for the execution of the strategic concept of the BASE, as modified by JCS decisions on Parts I-V of the JSOP. It is prepared within the context established by the strategic appraisal, strategic concept, and technological forecast of the BASE. The ASP presents a statement of Army

requirements compatible with, but not necessarily restricted by, the Department of the Army Five-Year Force Structure and Financial Program. It provides reasonably attainable Army objectives and a broad force structure to implement the strategy. It contains also a statement of risks at force levels below the total objective. The ASP in its mid-range time period serves as a basis for developing Army input for Part VI of the Joint Strategic Objectives Plan (JSOP). In its long-range period the ASP provides broad basic guidance for Army long-range planning activities. The plan also provides guidance to the Army Force Development Plan (AFDP), indicating the Army's median risk military requirements. ASP also serves as the basis for evaluation of annual "requirements" studies. The DCSOPS has general staff responsibility for this plan; it is prepared by 1 August annually for the approval of the Chief of Staff.

13. Army Force Development Plan (AFDP). The AFDP is the principal Army instrument for planning changes to the Army Five-Year Force Structure and Financial Program (FYFSFP). Its recommendations result from a detailed analysis of the approved program in light of the missions, objectives, and forces stated in the BASE and the ASP. It presents alternatives to the FYFSFP designed to correct deficiencies and to insure the achievement of balanced capabilities. The purposes of this plan are to—

- a. Insure that Army resources are used to attain the most effective capabilities.
- b. Identify weaknesses in and necessary changes to the FYFSFP.
- c. Develop and evaluate alternative courses of action to achieve the goals established in the BASE and ASP.
- d. Provide guidance and justification for the Army force recommendations, other than major combat units, for Part VI of the JSOP.
- e. Provide a forecast of manpower requirements and dollar costs of the Army force recommendations for Part VI of the JSOP.
- f. Provide guidance and justification for changes in the modernization and readiness of Army forces.
- g. Provide planning and programing guidance to the staff and operating agencies of the Army. The plan proposes the allocation of those resources which are, or could be expected to be available dur-

ing the time frame covered. It serves as a guide for changes to the Army FYFSFP including a schedule for the introduction of new forces and weapons systems. It provides a framework against which to evaluate the impact of individual program change proposals. The objective of the plan is to assure the systematic attainment of an Army with a structure of balanced combat, combat support, and combat service support forces and an overall balance between structure, modernization and readiness. Further, the plan provides for the utilization of the combat development effort to the end that the development of organizational and operational concepts is geared to the significant aspects of the BASE and ASP. Finally, the AFDP provides a framework for coordinating information for interested Army commands and agencies on the conceptual, doctrinal, and organizational aspects of new weapons systems and other items of materiel. In the early years of the 20-year period covered by the plan, the broad allocation of all resources in the various systems, capabilities, or functions which in aggregate comprise the entire Army is set forth on a yearly basis in quantitative terms. In the later years of the plan, the relationships are defined in broad qualitative terms between component systems, capabilities (particularly new ones), functions, and planning considerations to provide an orderly evolution of the Army from the current through the long-range time frame. The ACSFOR has general staff responsibility for this plan; it is prepared annually for approval of the Chief of Staff by 1 March.

14. Army Strategic Capabilities Plan (ASCP). The ASCP further develops and expands the guidance contained in the JSOP. The ASCP provides guidance to DA agencies and commands for employment and support of Army forces in cold, limited, or general war. It reflects actual capabilities in consonance with existing programs and budget limitations. The ASCP assumes the same M-Day as the JSOP, and is developed concurrently with that plan. It is updated when required rather than being prepared on an annual cycle. DCSOPS has general staff responsibility for the preparation of this plan for approval by the Chief of Staff.

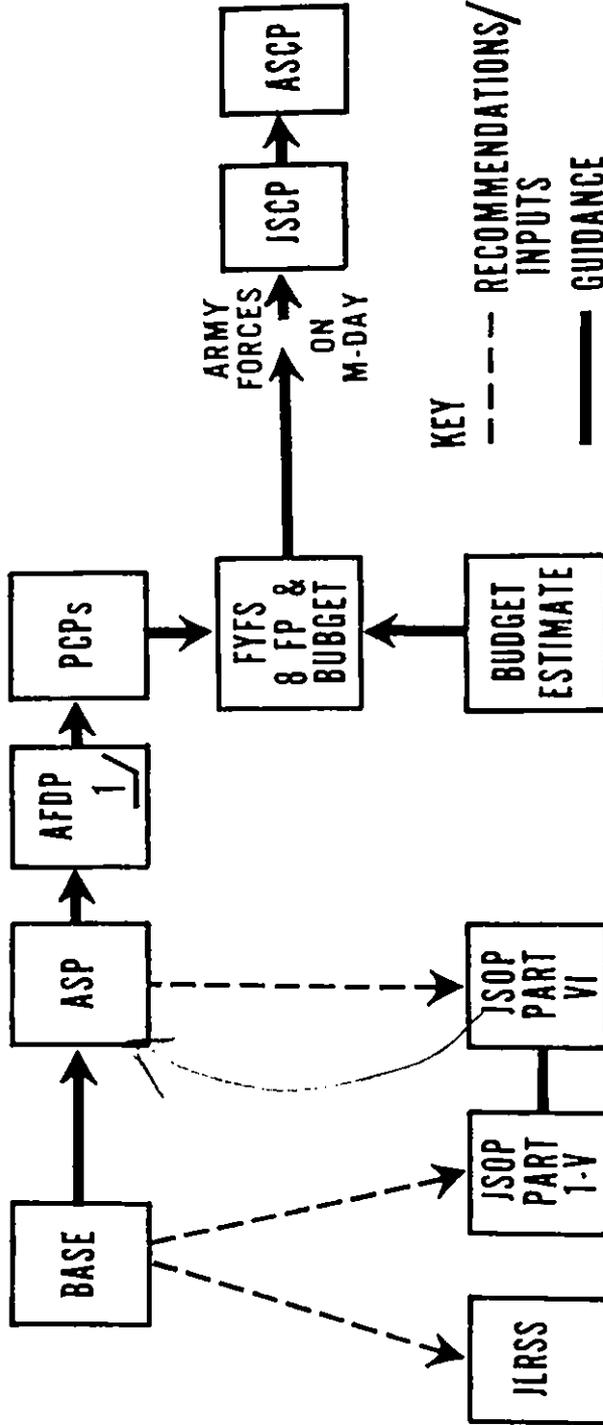
15. Interrelationship of Joint Plans/Army Plans/Army Programs. Army and joint plans

are closely related as are Army plans and the Army Program System. This relationship is portrayed graphically in figures 1 to 3.

16. Relationship of studies to Army planning. Studies are closely related to the plans developed in the Army Program for Planning. To develop plans and estimates for the future, probable strategic alignments, trends in the development of selected world regions, and requirements for Army

forces must be projected. The strategic studies program provides these projections as basic inputs to the Army family of plans. The relationship of strategic studies to the Army plans is shown in figure 4. The Army Master Study Program, a yearly listing of major studies sponsored by Army staff agencies, coordinates the total Army study effort on an annual basis at Department of the Army level.

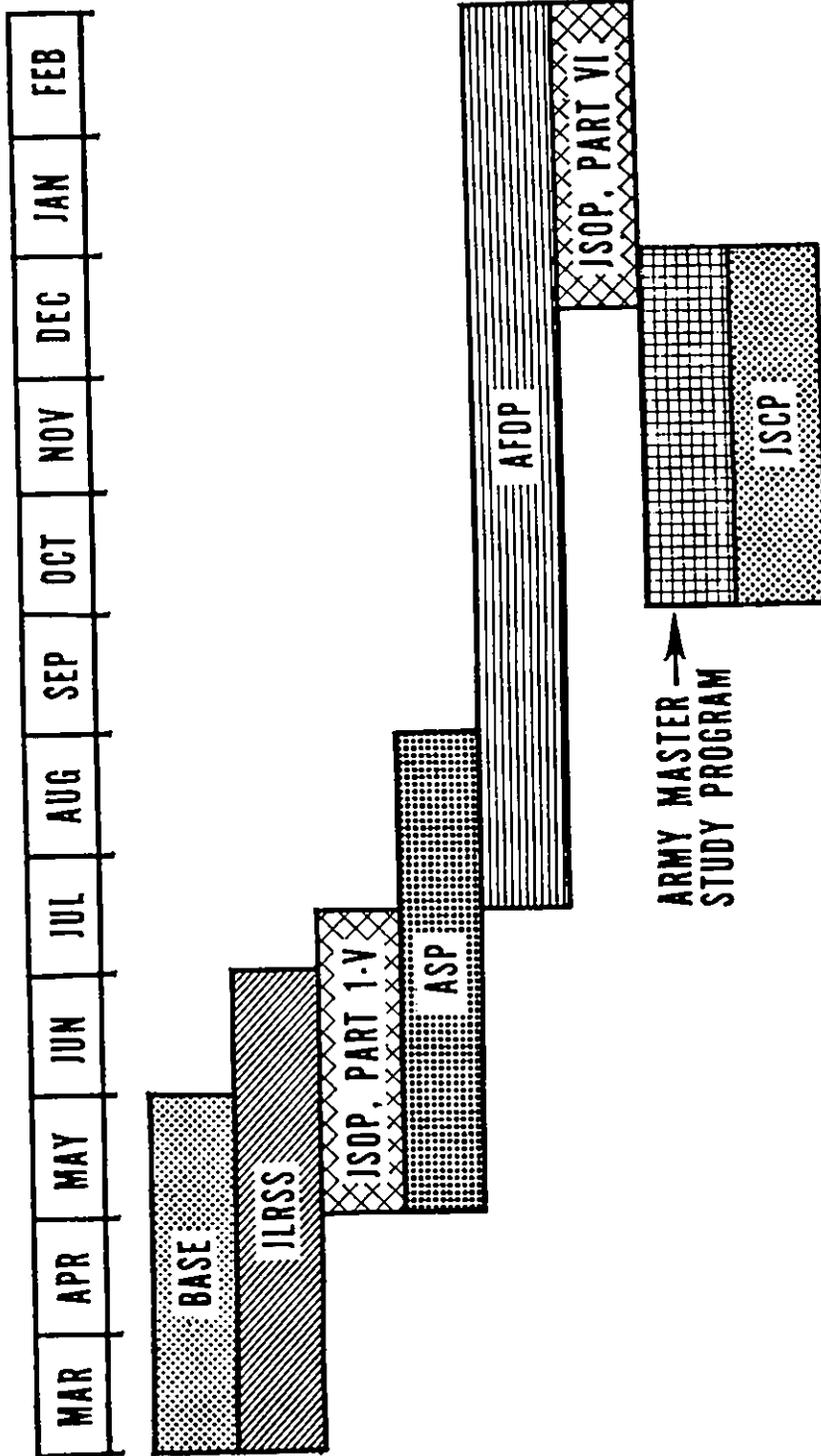
PLANNING-PROGRAMMING-BUDGETING RELATIONSHIPS



1/ AFDP ALSO PROVIDES THE BASIS FOR INPUT TO THE JSOP PART VI FORCE STRUCTURE OTHER THAN MAJOR COMBAT FORCES.

Figure 1.

ANNUAL SCHEDULE FOR THE PREPARATION OF ARMY AND JOINT PLANS



NOTE: THE ASCP IS ALWAYS IN EFFECT REFLECTING CURRENT TASKING AND CAPABILITIES. IT IS REVISED AS REQUIRED.

Figure 2.

SEQUENCE OF RESEARCH AND DEVELOPMENT PLANNING WITHIN THE ARMY PROGRAM FOR PLANNING

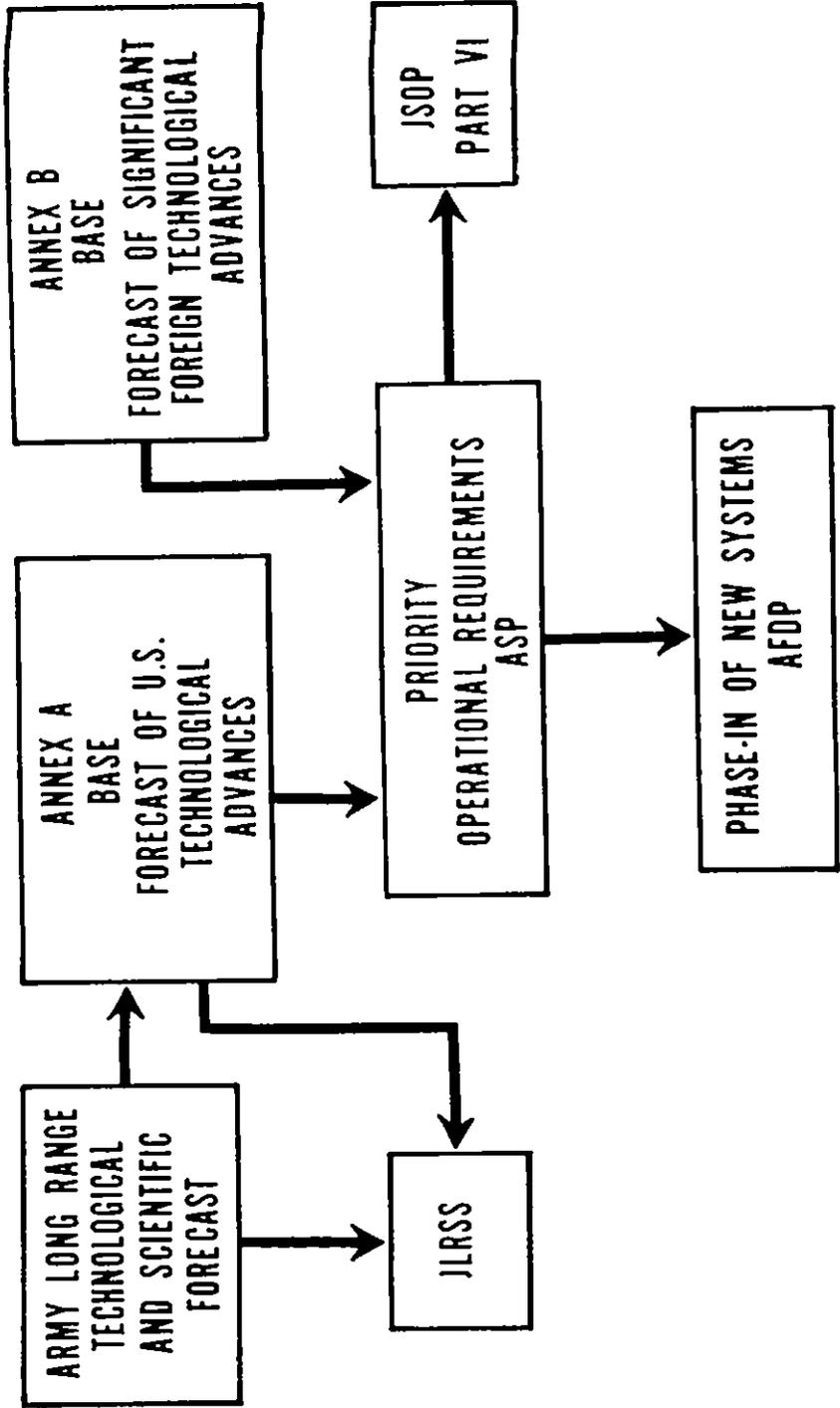


Figure 5.

RELATIONSHIP OF STRATEGIC STUDIES TO ARMY PLANS

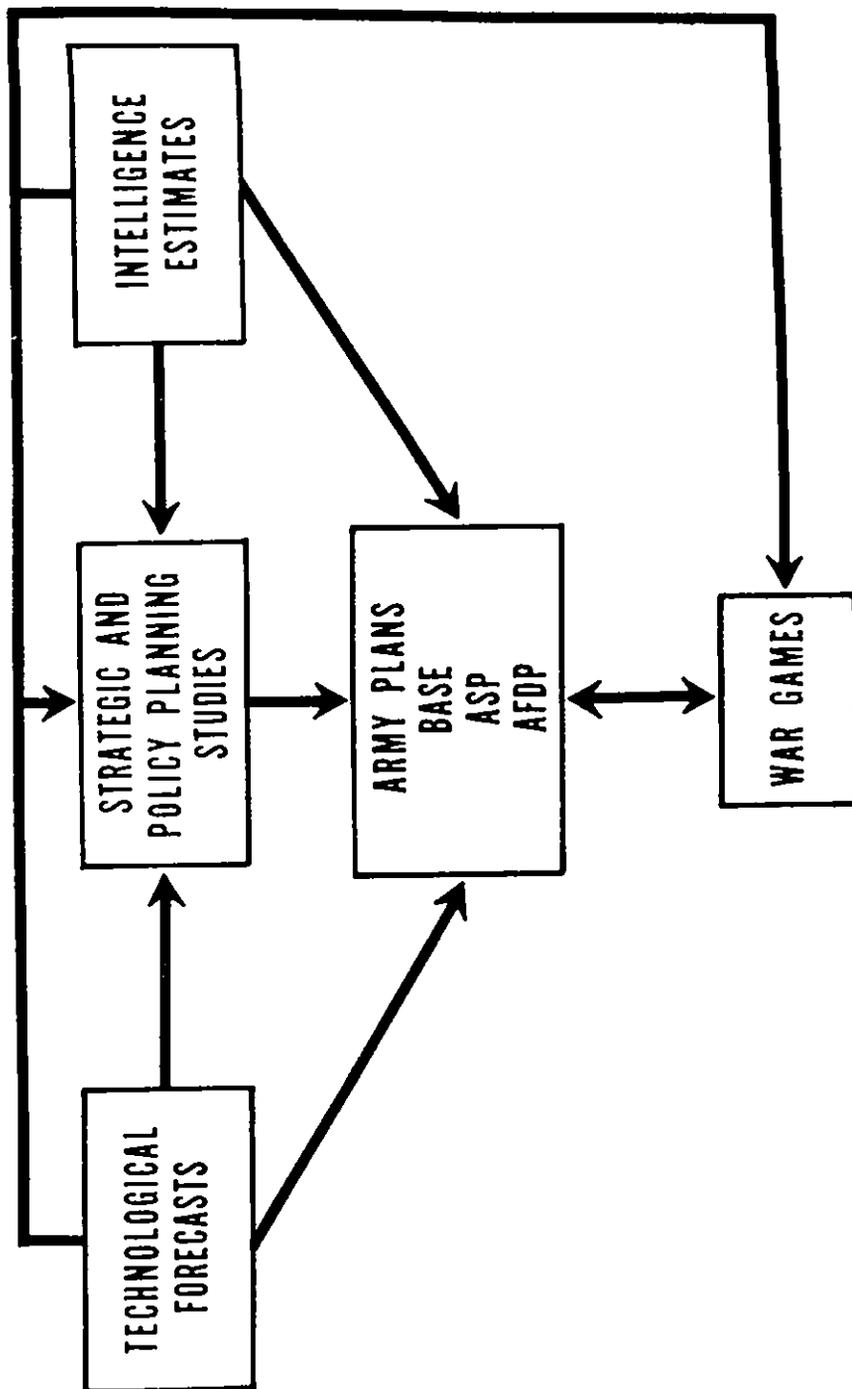


Figure 4.

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[DCSOPS]

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