

S/S S72

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ARMY REGULATION

No. 1-1

HEADQUARTERS
DEPARTMENT OF THE ARMY
WASHINGTON, DC, 4 November 1970

ADMINISTRATION
THE ARMY PLANNING SYSTEM

Effective 15 December 1970

This is a complete revision of AR 1-1 with changes made throughout. Local limited supplementation of this regulation is permitted but is not required. If supplements are issued, Army Staff agencies and major Army commands will furnish one copy of each to the Deputy Chief of Staff for Military Operations.

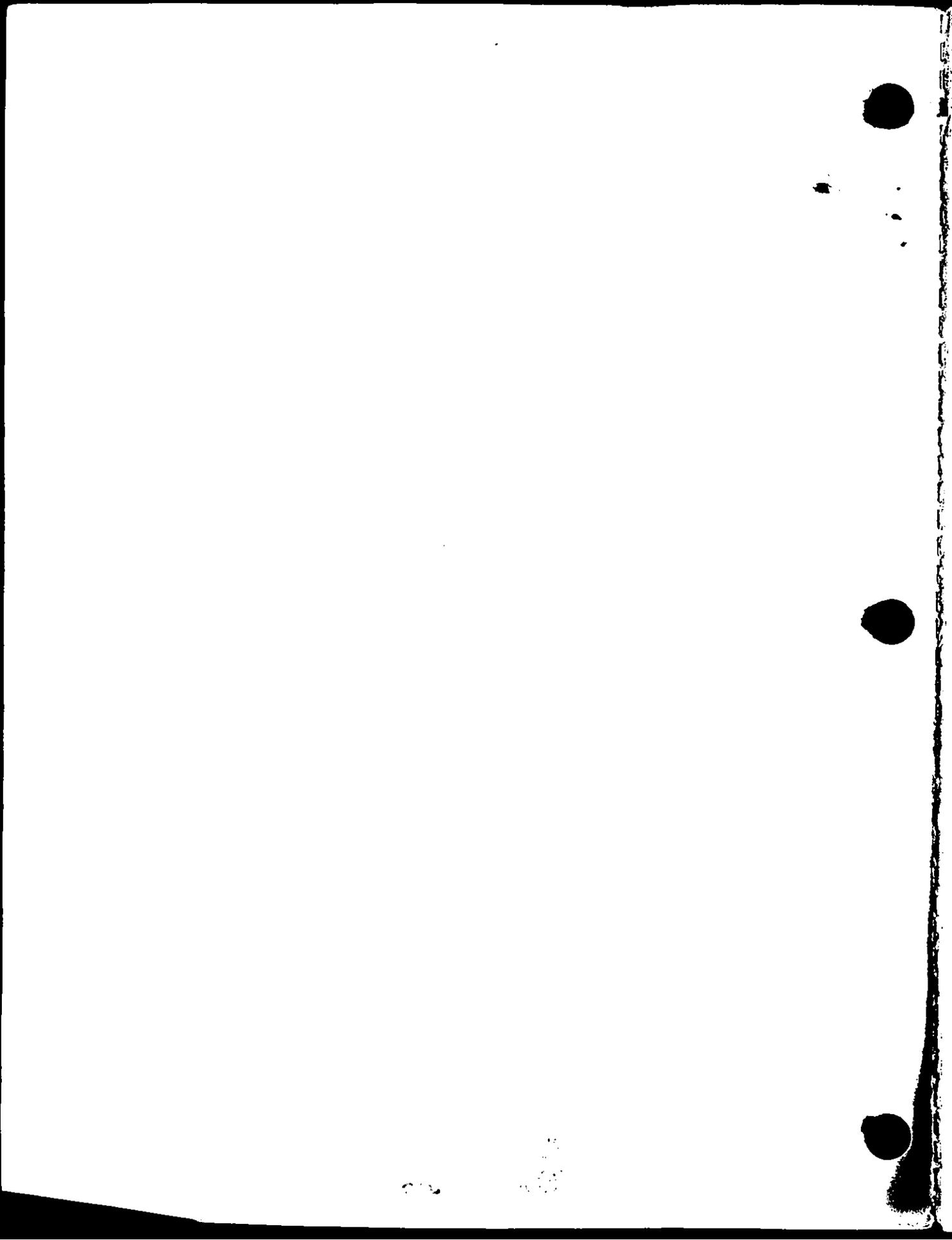
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*This regulation supersedes AR 1-1, 18 June 1969.

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CHAPTER 1

GENERAL

1-1. Purpose. This regulation prescribes an Army Planning System which will enable the Army to discharge its responsibilities as stated in United States statutes and national security policy documents.

1-2. Scope. This regulation—

a. Establishes the purpose, scope, and objectives of the Army Planning System.

b. Describes the Department of Defense Planning, Programing, and Budgeting System and the Joint Strategic Planning System.

c. Describes the relationship of Army plans to the plans of the Secretary of Defense and the Joint Chiefs of Staff (JCS) (fig. 1-1).

d. Assigns Army Staff responsibility and schedules the preparation of each of the Army plans.

1-3. Planning periods. The Army Planning System addresses three planning periods as follows:

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

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

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

1-4. Concepts. *a.* The Army Planning System is that component system of the Army resource management function performed at Headquarters, Department of the Army which addresses the development of national military strategy, policy, force objectives, and resource requirements in the execution of assigned Army roles and missions. The system encompasses the structure of the Army Staff engaged in or managing such planning, the actual execution of the planning, and the products resulting from the planning process. The Army Planning System does not specifically address contingency planning, but provides a basis for such planning. Conceptually, the Army Planning System embraces national strategy, military strategy, objective force planning, and resource requirements planning as defined below.

(1) *National strategy.* The art and science of developing and using the political, economic, and

psychological powers of a nation, together with its armed forces, during peace and war to secure national objectives.

(2) *Military strategy.* The art and science of employing the armed forces of a nation to secure the objectives of national policy by the application of force or the threat of force.

(3) *Objective force planning.* Planning to develop forces required within a finite time frame to accomplish the national security objective; addresses division forces and their support.

(4) *Resource requirements planning.* Planning to determine the resources necessary to support the national security objective; addresses supplies, equipment, personnel, facilities, funds, and research and development. Resource requirements planning is an essential complement to objective force planning.

b. The Army Planning System provides professional military advice and assistance to the Secretary of the Army and serves the planning needs of the Chief of Staff. In accordance with existing statutes and memorandums of agreement, the Chief of Staff supervises the execution of approved plans.

c. Army plans will be as current as possible. This insures that plans do not lose their value with the passage of time. As a general rule, only decisions and guidance resulting in a major force or resource change will necessitate changes to the plans.

1-5. Primary objectives. The primary objectives of the Army Planning System are to—

a. Provide timely, pertinent Army views for consideration by the Secretary of Defense.

b. Contribute persuasively to the formulation and presentation of joint military strategy, force objectives, and other matters of the Joint Strategic Planning System.

c. Provide timely guidance to the Army staffs and commanders.

- (5) Anticipated program schedule.
- (6) Program risks and existing or anticipated difficulties.
- (7) Program evaluation activities.
- (8) Decision options and recommendations.

b. DCP serve as a source of primary information and rationale for updating the FYDP.

2-4. Five Year Defense Program (FYDP). a. The FYDP is the official approved program of the Department of Defense to include the resources (forces, manpower, and funds) allocated for its support. The program includes data for the histor-

ical years, the current fiscal year, the base fiscal year, plus 4 outyears for all resources, and 3 additional outyears for forces.

b. A proposal for a change to the approved program data in the FYDP is initiated by the Office of the Secretary of Defense (OSD), the Military Departments, or other DOD components by means of Program Change Requests (PCR). Decisions on these requests are announced in Program Change Decisions.

c. The Army portion of the FYDP is called the Army Five Year Defense Program.

CHAPTER 3

JOINT STRATEGIC PLANNING SYSTEM

3-1. General. *a.* The Joint Chiefs of Staff, as the principal military advisors to the President, the National Security Council, and the Secretary of Defense, are charged with the following strategic planning duties:

(1) To prepare strategic plans and provide for the strategic direction of the Armed Forces.

(2) To provide comprehensive, timely, and reliable joint intelligence for use within the Department of Defense.

(3) To prepare and submit to the Secretary of Defense, for information and consideration in connection with the preparation of budgets, statements of military requirements based upon United States strategic considerations, current national security policy, and strategic war plans.

(4) To prepare and submit to the Secretary of Defense military guidance for use in the development of military assistance programs and other actions relating to foreign military forces, and to make recommendations to the Secretary of Defense for keeping the Military Assistance Program in consonance with agreed strategic concepts.

(5) To advise and assist the Secretary of Defense in research and engineering matters.

(6) To prepare integrated plans for military mobilization.

(7) To prepare integrated logistic plans.

(8) To review major personnel, materiel, and logistic requirements of the Armed Forces in relation to strategic and logistic plans.

(9) To provide military guidance for use by the military departments, the Armed Forces, and the defense agencies.

(10) To recommend to the Secretary of Defense the establishment and force structure of unified and specified commands.

(11) To review the plans and programs of commanders of unified and specified commands.

b. In discharging the duties above, the JCS prepare the Joint Intelligence Estimate for Planning (JIEP), the Joint Long-Range Strategic Study (JLRSS), the Joint Strategic Objectives Plan (JSOP), the Joint Strategic Capabilities Plan

(JSCP), the Joint Research and Development Objectives Document (JRDOD), and the Joint Force Memorandum (JFM).

c. The Army Staff contributes to the preparation and is a recipient of the documents of the Joint Strategic Planning System.

3-2. Joint Intelligence Estimate for Planning (JIEP). *a.* The JIEP provides the principal intelligence basis for the development of the JLRSS, JSOP, JSCP, JRDOD, and JFM, and is one of the primary intelligence source documents for the development of Army plans.

b. The JIEP consists of three volumes addressing the long-range (Vol I), mid-range (Vol II), and short-range (Vol III) planning periods. Each volume summarizes the general factors likely to affect world power relationships in the pertinent planning period and includes regional intelligence estimates which highlight trends in each region, assesses the likely courses of action of the more important nations in the region, and assesses the future direction and effectiveness of regional treaty organizations.

c. The JIEP is produced annually as indicated in figure 3-1.

3-3. Joint Strategic Objectives Plan (JSOP). *a.* The JSOP provides advice to the President, the National Security Council, and the Secretary of Defense on the military strategy and force structure requirements for attaining the national security objective of the United States. It contains the military strategy, mid-range military requirements, and objective force levels developed by the Joint Chiefs of Staff. The JSOP serves as the mid-range planning guidance for commanders of unified and specified commands.

b. JSOP is produced in two volumes as follows:

(1) *Volume I, Strategy and Force Planning Guidance*, provides a statement of the national security objectives and military objectives and strategy derived therefrom.

(2) *Volume II, Analyses and Force Tabulations*, consisting of 9 books, contains the analysis, rationale, and force level objectives of major US/

Free World forces which form the basis for the recommendations of the Joint Chiefs of Staff to the Secretary of Defense.

c. The JSOP is produced annually as indicated in figure 2.

3-4. Joint Strategic Capabilities Plan (JSCP).

a. The JSCP provides guidance to the commanders of unified and specified commands and to Chiefs of Services for the accomplishment of military tasks, based on projected military capabilities and conditions, for the short-range period. The JSCP contains military strategy, based on projected available forces, to support the national security objective and the military objectives derived therefrom; and it includes planning guidance on forces, logistics, intelligence, and the development of plans.

b. The JSCP consists of two volumes as follows:

(1) *Volume I, Concepts, Tasks, and Planning Guidance*, presents the basic plan and provides a statement of the national security objective and military objectives derived therefrom; presents global and regional appraisals; provides military global and regional concepts; and assigns tasks and provides planning guidance to the commanders of unified and specified commands.

(2) *Volume II, Forces*, identifies the forces for the development of operation plans.

c. The JSCP specifically tasks the Services with the preparation of supporting capabilities plans. The JSCP is produced annually as indicated in figure 2.

3-5. Joint Research and Development Objectives Document (JRDOD). a. The JRDOD translates the broad strategic guidance concerning operational requirements of the JLRSS and the strategic concept, objectives, force level, and functional area requirements of the JSOP into research and development (R&D) objectives in order to provide the Secretary of Defense advice and assistance in developing the DOD R&D program. The JRDOD contains --

(1) R&D objectives which are responsive to the strategy and force recommendations of the JSOP.

(2) R&D objectives required to furnish military forces with the long-range capabilities needed to execute the military role prescribed for them in the JLRSS.

(3) Indicators of relative importance of the R&D objectives considered essential to support the mid-range strategy and military objectives of the JSOP, the needs of the commanders of unified and specified commands, and the needs of the National Command Authorities.

(4) Analyses and rationale to support the R&D objectives recommended.

b. The JRDOD is produced annually as indicated in figure 3-1.

3-6. Joint Force Memorandum (JFM). a. The JFM provides the Secretary of Defense with the views of the Joint Chiefs of Staff on constrained force levels, within major mission and support categories, developed within the parameters of the fiscal guidance issued by the Secretary of Defense. It includes a summary of analyses and assessment of risks associated with the constrained forces as measured against the strategy and military objectives in Volume I, JSOP and the Strategy Guidance Memorandum from the Secretary of Defense. The JFM highlights major force and force related issues which require decisions during the current year, including program costs and associated manpower requirements provided by the Services. It also compares costs of the constrained force levels and the support programs with the cost of the approved Five Year Defense Program (FYDP) baseline.

b. The JFM consists of one volume. It is produced annually as indicated in figure 2.

3-7. Joint Long-Range Strategic Study (JLRSS). a. The JLRSS provides the views of the Joint Chiefs of Staff concerning the role of U.S. military power in the long-range period and outlines broad strategic implications which should be considered in the preparation of studies, estimates, appraisals, policies, plans, and research and development objectives. The JLRSS includes--

(1) A consideration of strategic implications of the major political, ideological, military, socio-economic, and the techno-scientific factors and trends which are expected to influence the world environment over the long term.

(2) A broad outline of the role of military force as an instrument of national power and the capabilities that the U.S. Armed Forces should possess in order to perform this role in the long-range period.

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(3) A consideration of interrelationships between the role of U.S. military power in furtherance of anticipated U.S. national objectives and the development of a Free World community which lends itself to these objectives.

(4) A correlation of the anticipated role of

U.S. military power to major research and development goals in terms of required long-range operational capabilities.

5. The JLRSS is reviewed annually and will be presented at least every 2 years to the JCS for approval and publication as indicated in figure 3-1.

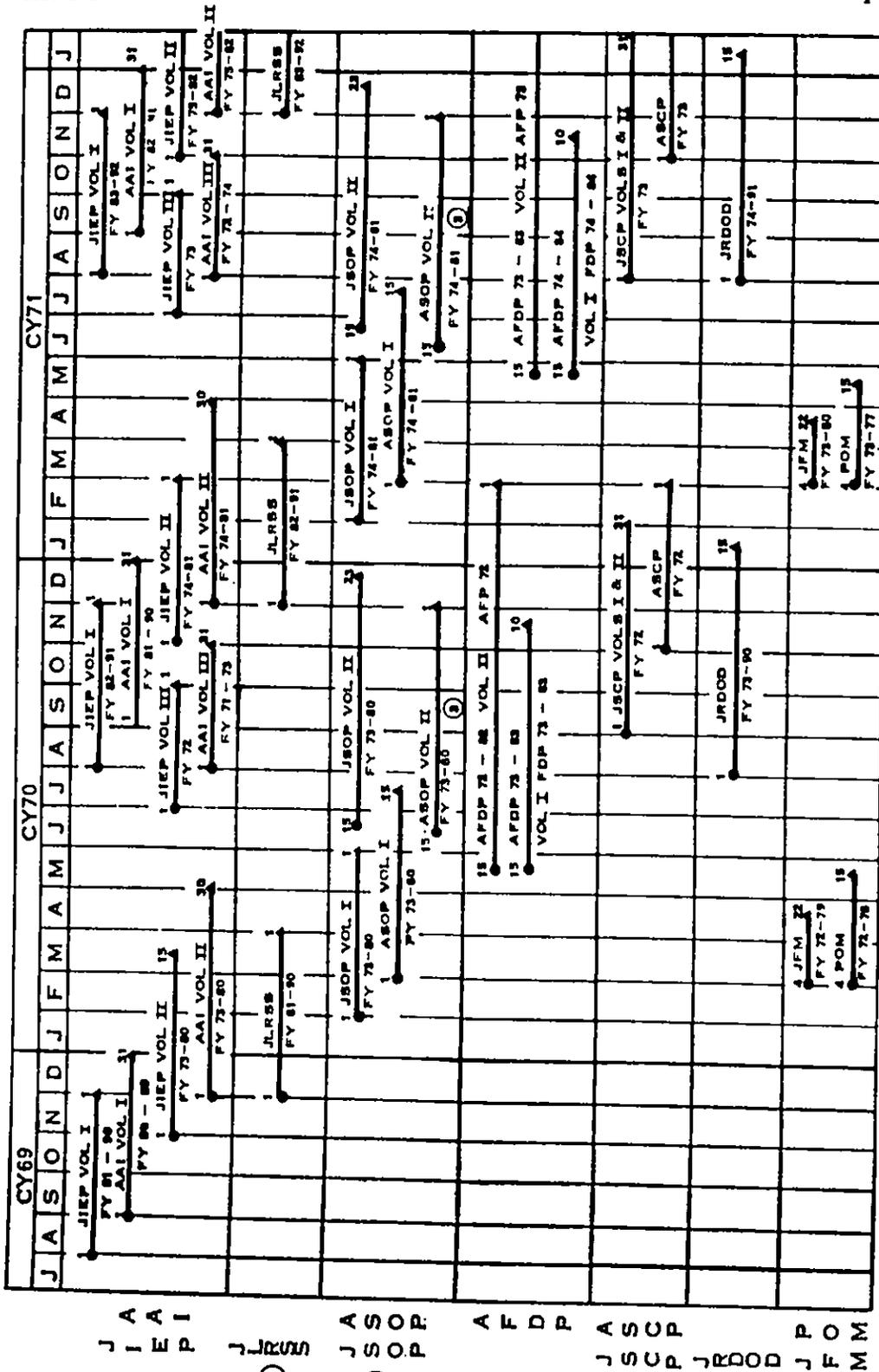


Figure S-1.

CHAPTER 4

THE ARMY PLANNING SYSTEM

4-1. General. The Department of the Army Planning System, including the documents produced by the system, is designed to—

a. Provide an Army analysis of the worldwide threat.

b. Plan the effective utilization of forces and resources currently available and task the appropriate Army commanders with the execution of the plan.

c. Develop the Army objective forces and the resource requirements to support the forces.

d. Structure the approved Army forces and resources to execute the approved strategy and to achieve the military objectives.

4-2. Army Analysis of Intelligence (AAI). *a.* The AAI is the basic threat analysis document for use by the Army Staff and by Army commands worldwide. It presents finished intelligence which is collated, interpreted, adapted, and presented to Department of the Army users in the form required to satisfy their needs. Development of the AAI includes the specialized research, analysis, and recasting necessary to shape national and joint intelligence products to support Army planning.

b. The AAI is structured into three volumes to conform to the periods addressed by the Army Planning System: Volume I (Long-Range), Volume II (Mid-Range), and Volume III (Short-Range). The AAI presents threat analyses based upon the intelligence produced by the national and Defense Intelligence communities. These analyses provide a basis for Army contributions to joint strategic planning as well as a base for the development of Army strategic plans, studies, analyses, and war games. Gaps in the development of intelligence required for Army use are identified, and the intelligence community is requested to produce the intelligence.

c. The Army Staff responsibility for the preparation of the AAI is assigned to the Assistant Chief of Staff for Intelligence. The AAI is updated throughout the planning year as the threat changes and receives a major update annually as indicated in figure 3-1.

4-3. Army Strategic Objectives Plan (ASOP).

a. The ASOP is the basic planning document of

the Army Planning System with regard to strategy and planning for objective force levels and resource requirements. It addresses the mid-range period and provides a source of Army views to joint and unilateral strategy and force requirement planning documents including Volume I, JSOP and related actions within the DOD planning and decisionmaking process.

b. The ASOP is produced in two volumes as follows:

(1) *Volume I, Strategy*, serves as a compendium of strategic concepts and views for use in Army planning. It expresses the national security objective; reflects major national security policies; and provides Army-oriented regional appraisals, strategic concepts, and military objectives to achieve the national security objective. Volume I, ASOP also identifies broad Army tasks for executing the military strategy, provides broad force and resource planning guidance, and discusses alternative strategic concepts and associated risks.

(2) *Volume II, Analyses and Force Tabulations*, contains Army-recommended objective force level, objectives and resource requirements to execute the strategic concepts of Volume I. Volume II, ASOP, contains objective force levels and resource requirements for Army strategic and general purpose forces, the CONUS sustaining base, intelligence and communications, strategic mobility, reserve components, research and development, supply and maintenance, mobilization requirements for varying contingencies, combat developments and modernization, and manpower and cost data. Volume II, ASOP also includes guidelines, justifications, and implications for the objective force level and resource requirements.

c. The Deputy Chief of Staff for Military Operations (DCSOPS) is assigned primary Army Staff responsibility for the preparation of ASOP. The ASOP is reviewed and updated annually as indicated in figure 3-1.

4-4. Army Strategic Capabilities Plan (ASCP).

a. The ASCP provides guidance to Army agencies, Army commands, and Army component commands of unified commands for the employment and/or support of Army forces in the short-range period.

It reflects specific tasks and capabilities attainable within existing programs and budget limitations. The ASCP uses the planning assumptions of, and is an Army complement to, JSCP. It assigns missions to Army major commands not otherwise assigned missions by unified commands. The ASCP—

- (1) Documents the active Army forces available to execute operation plans.
- (2) Presents the mobilization schedule and forces together with planned availability for development of these forces.
- (3) Presents the joint strategic concept and planning guidance.
- (4) Assigns tasks to Army commanders and Army component commanders.
- (5) Assigns Army missions in CONUS and overseas to include expansion, mobilization, and time phased deployments.
- (6) Presents logistics guidance and instructions for Army forces.
- (7) Provides guidance, policies, and instructions for civil disturbance and other operations, with and without mobilization.
- (8) Provides guidance required to plan for mobilization of units and individuals to meet established force requirements in event of the need to expand the active Army.

b. The Army Staff responsibility for the preparation of the ASCP is assigned to the DCSOPS. The ASCP is continually reviewed and formally revised as indicated in figure 3-1.

4-5. Army Force Development Plan (AFDP).

a. The AFDP is the principal Army document for structuring the approved Army force. The objective of the AFDP is to assure the systematic attainment of a balanced force which is capable of executing the approved military strategy and which conforms to projected budgetary and manpower constraints. The AFDP is based primarily upon planning and programing decisions and guidance announced by the Secretary of Defense, Secretary of the Army, and Chief of Staff.

b. The AFDP consists of two volumes as follows:

- (1) *Volume I, Force Development Plan (FDP)*—
 - (a) Structures the Army approved force in detail for the year following the budget year and

gross structures the approved force for four additional years.

(b) Proposes the modernization for the Army for a 10-year period following the budget year.

(c) Develops major materiel and systems modernization plans.

(d) Analyzes the approved baseline force for deficiencies and proposes corrective action concerning organizational changes, modernization, and new doctrine.

(e) Provides a sound analytical base for Army participation in the OSD Planning, Programing, and Budgeting System cycle.

(f) Develops baseline force planning cost data.

(2) *Volume II, Army Force Program (AFP)*—

(a) Structures the Army approved force for the budget year.

(b) Develops the Troop List and Military and Civilian Manpower Programs for the budget year.

(c) Identifies in detail the active Army and Reserve Component force structures.

(d) Develops force programing guidance for the Army Staff and Army operating commands and agencies.

(e) Provides a projection of asset availability and DA capability to support the force.

(f) Presents a schedule of activations, inactivations, deployments, and reorganization.

(g) Supports the Army position at appropriation hearings.

c. The Army Staff responsibility for the preparation of the AFDP is assigned to Assistant Chief of Staff for Force Development. The AFDP is published annually as indicated in figure 8-1.

4-6. Program Objective Memorandum (POM).

a. The POM provides force, manpower cost, and materiel recommendations for the base fiscal year, plus 4 outyears. It includes the rationale for proposed changes to the approved FYDP and JFM, assesses the risk, and indicates the military advantages to be gained by such changes. The POM expresses total program requirements. It is based on Strategy Guidance stated in the Joint Strategic Objectives Plan (JSOP), Volume I, Strategy, as modified by the Secretary of Defense Strategy

Guidance Memorandum. Costs are the programing costs within the scope of the Fiscal Guidance Memorandum issued by the Secretary of Defense. Supporting information is expressed in Program Element terms, except that procurement for other than major weapons systems are provided in procurement listing format.

b. The Army Staff responsibility for the preparation of the POM is assigned to the Assistant Chief of Staff for Force Development. The POM is prepared and submitted annually to the Secretary of Defense as indicated in figure 3-1.

4-7. Relationship of Studies to Army Planning. Studies are closely related to the plans developed by the Army Planning System. Major strategic studies are reflected in the Army Study Program and are planned, initiated, and completed in suffi-

cient time to provide Army planners with accurate, timely, and persuasive rationale to influence the OSD and JCS planning systems. For the most part, requirements studies address the mid-range and long-range planning periods to provide the greatest opportunity for improving the effectiveness of the Army Planning System.

4-8. Schedule for production of Army Planning Documents. The documents of the Army Planning System receive a major update at least annually as reflected in figure 3-1.

4-9. Publication dates. Publication dates of the documents contained in figure 3-1 are subject to change to conform with the Joint Strategic Planning System and to the Office of the Secretary of Defense Annual Calendar of Events.



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The proponent agency of this regulation is the Office of the Deputy Chief of Staff for Military Operations. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications) to Deputy Chief of Staff for Military Operations, ATTN: OPS PL-SM, Department of the Army, Washington, DC 20310.

By Order of the Secretary of the Army:

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