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*AR 1-1

ARMY REGULATION

No. 1-1

HEADQUARTERS
DEPARTMENT OF THE ARMY
WASHINGTON, DC, 8 March 1972

ADMINISTRATION
THE ARMY PLANNING SYSTEM

Effective 15 April 1972

This is a complete revision of AR 1-1 with changes made throughout. Local limited supplementation is permitted but is not required. If supplements are issued, Army Staff agencies and major Army commands will furnish one copy of each to HQDA (DAMO-PLS) WASH DC 20310.

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*This regulation supersedes AR 1-1, 4 November 1970.

CHAPTER 1 GENERAL

1-1. Purpose. This regulation prescribes the Army Planning System which enables 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 maintained as current as practicable; only decisions and guidance resulting in a major force or resource change will necessitate changes to the plans.

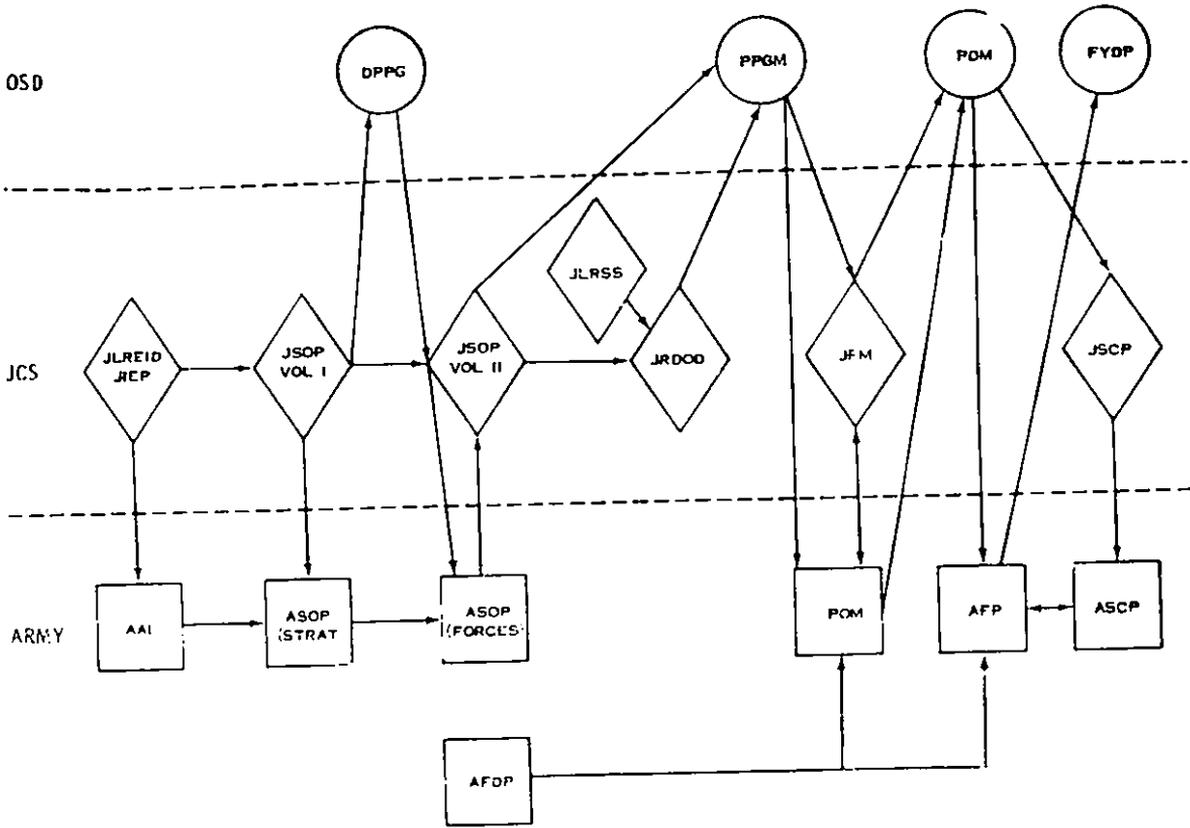
1-5. Primary objectives. The primary objectives of the Army Planning System are to—

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.

RELATIONSHIP OF PLANS



- AAI - ARMY ANALYSIS OF INTELLIGENCE
- AFOP - ARMY FORCE DEVELOPMENT PLAN
- AFP - ARMY FORCE PROGRAM
- ASCP - ARMY STRATEGIC CAPABILITIES PLAN
- ASOP - ARMY STRATEGIC OBJECTIVES PLAN
- DPPG - DEFENSE POLICY AND PLANNING GUIDANCE MEMORANDUM
- FYDP - FIVE YEAR DEFENSE PROGRAM
- JFM - JOINT FORCE MEMORANDUM
- JREP - JOINT INTELLIGENCE ESTIMATE FOR PLANNING

- JLREID - JOINT LONG-RANGE ESTIMATIVE INTELLIGENCE DOCUMENT
- JLRSS - JOINT LONG-RANGE STRATEGIC STUDY
- JRDOO - JOINT RESEARCH AND DEVELOPMENT OBJECTIVES DOCUMENT
- JSCP - JOINT STRATEGIC CAPABILITIES PLAN
- JSOP - JOINT STRATEGIC OBJECTIVES PLAN
- PDAM - PROGRAM DECISION MEMORANDUM
- POM - PROGRAM OBJECTIVE MEMORANDUM
- PPGM - PLANNING AND PROGRAMMING GUIDANCE MEMORANDUM

Figure 1-1

CHAPTER 2

OFFICE OF THE SECRETARY OF DEFENSE PLANNING, PROGRAMING,
AND BUDGETING SYSTEM

2-1. General. The planning and programing system of the Department of Defense is a formalized system. It embodies a number of planning, programing, and decision-making activities directed by the Secretary of Defense and executed by one or more of the Assistant Secretaries of Defense or by the Director of Defense Research and Engineering. The planning and decisions are influenced by the constraints of approved or recommended Department of Defense budgets; however, consideration is given by the Secretary of Defense to the recommendations of the Service Secretaries and the Joint Chiefs of Staff as they relate to strategy, forces, and resources necessary to achieve the national security objective. Global and regional strategies are considered by the Secretary of Defense in reaching his force and resource decisions, and costs and risks are weighed and are reflected in the decision documents. The planning system described in this section is based on the latest information available. The principal documents of the Planning, Programing, and Budgeting System of the Secretary of Defense are—

a. Defense Policy and Planning Guidance Memorandum (DPPG).

b. Planning and Programing Guidance Memorandum (PPGM).

c. Program Decision Memorandum (PDM).

d. Development Concept Papers (DCP).

e. Five Year Defense Program (FYDP).

2-2. Defense Policy and Planning Guidance Memorandum, Planning and Programing Guidance Memorandum, Program Decision Memorandum (DPPG/PPGM/PDM). The DPPG/PPGM/PDM are the principal decision documents of the Secretary of Defense.

a. *Defense Policy and Planning Guidance Memorandum (DPPG).* After review of Volume I, Joint Strategic Objectives Plan (JSOP), the Secretary of Defense issues guidance on policy and planning for comment by the JCS and Services. This guidance memorandum may update and/or enlarge upon the strategy in Volume I, JSOP

based on changes in national security objectives or commitments as provided by the President. The DPPG provides the definitive guidance for DOD Force Planning, including the development of JSOP, Volume II.

b. *Planning and Programing Guidance Memorandum (PPGM).* Annually, after review of Volume II, JSOP, the PPGM is issued to the Secretaries of the Military Departments, JCS, and Defense Agencies. It includes force planning levels, fiscal levels, SEA assumptions, and materiel support planning guidance. This force and fiscal guidance will be used in the formation of the JFM by the JCS and the respective POM's by the Military Departments and Defense Agencies.

c. *Program Decision Memorandum (PDM).* The Secretary of Defense directs an annual staff review of Volume II, JSOP, JRDOD, the JFM, and POM. Based on the review, the Secretary issues appropriate PDM. Within two weeks after receipt of each PDM, the JCS, Military Departments, and Defense Agencies submit comments to the Secretary of Defense. After review, the PDM are modified to incorporate new decisions.

2-3. Development Concept Papers (DCP). *a.* DCP are program summary documents prepared to assist the Secretary of Defense in making decisions on important development and engineering programs and those programs that have a high degree of military or national urgency and/or production investment. DCP are prepared by Defense Research and Engineering or by a Military Department and contain succinct statements and data tables addressing—

(1) Management issues pertaining to initiation of programs, contract definition, program execution, program changes, and factors causing the issues.

(2) Program need.

(3) Technically, economically, and operationally feasible solutions or developmental approaches for the execution of the program.

(4) Resource needs of the program.

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- (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, including the resources (forces, manpower, and funds) allocated for its support. The program includes data for the his-

torical years, the current fiscal year, the base fiscal year, plus 4 outyears for all resources and an additional 3 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 plans 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 Security Assistance Programs and other actions relating to foreign military forces, and to make recommendations to the Secretary of Defense for keeping the Security 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 Long-Range Estimative Intelligence Document (JLREID), 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 Long-Range Estimative Intelligence Document (JLREID). *a.* The JLREID provides the principal intelligence basis for the development of the JLRSS and the long-range period of the JRDOD.

b. The JLREID summarizes factors and trends affecting world power relationships in the long-range planning period, including an intelligence estimate of the likelihood and capabilities of important foreign nations to undertake courses of action which could materially affect the national interests of the United States.

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

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

b. The JIEP consists of two volumes addressing the short-range (Vol I) and mid-range (Vol II) 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.

3-4. 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 provides mid-

range planning guidance to the Chiefs of the Services and to the commanders of the unified and specified commands.

b. JSOP is produced in two volumes as follows:

(1) Volume I, Strategy and Force Planning Guidance, consists of two parts under one cover: Part I. Military Strategy, and Part II. Force Planning Guidance. Part I provides a statement of the national security objective and the military objectives derived therefrom in consideration of US national interests and commitments and the estimate of the threat. In addition, Part I provides military appraisals and strategic concepts on both a worldwide and a regional basis. Part II contains force planning guidance for the development, employment, and support of military forces to serve as a bridge between the strategic concept and the analyses and judgments essential in the planning process continued in the succeeding volume and annexes of the JSOP.

(2) Volume II, Analyses and Force Tabulations, develops the major US force requirements to execute the strategy for coping with global and regional threats in concert with allies as appropriate. In addition, Vol II recommends major US/Free World objective force levels to execute the strategy; appraises the capabilities of major programmed forces to meet the threat and execute the strategy; presents conclusions and recommendations of the JCS regarding mobilization requirements and planning; develops modernization and procurement objectives; and presents JCS-recommended force tabulations for the mid-range period and forces programmed for each fiscal year in the Five Year Defense Program.

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

3-5. 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, Concept, 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 operational plans.

c. The JSCP specifically tasks the Services with the preparation of supporting plans. The JSCP is produced annually as indicated in figure 3-1.

3-6. Joint Research and Development Objectives Document (JRDOD).

a. The JRDOD translates the broad strategic implications of US military capabilities projected in the JLRSS, the strategic appraisal and concept, objective force levels, and functional area requirements of the JSOP into research and development (R&D) objectives, in order to provide advice and assistance to the Secretary of Defense in developing the DOD R&D program.

b. The JRDOD contains

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

(2) R&D objectives, based on broad trends and future technologies, required to furnish military forces with the capabilities needed to execute the military role prescribed for them in the long-range period by the JLRSS.

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

(4) Rationale to support the R&D objectives recommended.

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

3-7. Joint Force Memorandum (JFM).

a. The JFM provides the Secretary of Defense with the views of the Joint Chiefs of Staff on major force and support levels developed in accordance with guidance issued by the Secretary of Defense.

b. It includes a summary of analyses and assessment of risks associated with the constrained forces

as measured against military objectives and strategic concepts in Volume I, JSOP and appropriate guidance 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).

c. The JFM consists of one volume. It is produced annually as indicated in figure 3-1.

3-8. Joint Long-Range Strategic Study (JLRSS). a. The JLRSS is designed to produce a source document including representative environmental projections and useful analyses of trends and relationships. It addresses the strategic implications of worldwide and national economic, political, social, technical, and military trends. It deals with national objectives, policies, and military constraints and relates these to world and regional trends. As a source document, it is intended to stimulate more sharply focused strategic studies and to be useful in developing military

policies, plans, and programs having long-range implications.

b. The JLRSS includes--

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

(2) A consideration of the probable major world power groupings, including alternative power alignments, and a listing of possible conflict situations.

(3) A broad description of the capabilities that the US Armed Forces should possess in order to serve as an instrument of national policy in the long-range period.

(4) A correlation of the anticipated US military capabilities with major research and development goals in terms of required long-range operational capabilities.

c. 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.

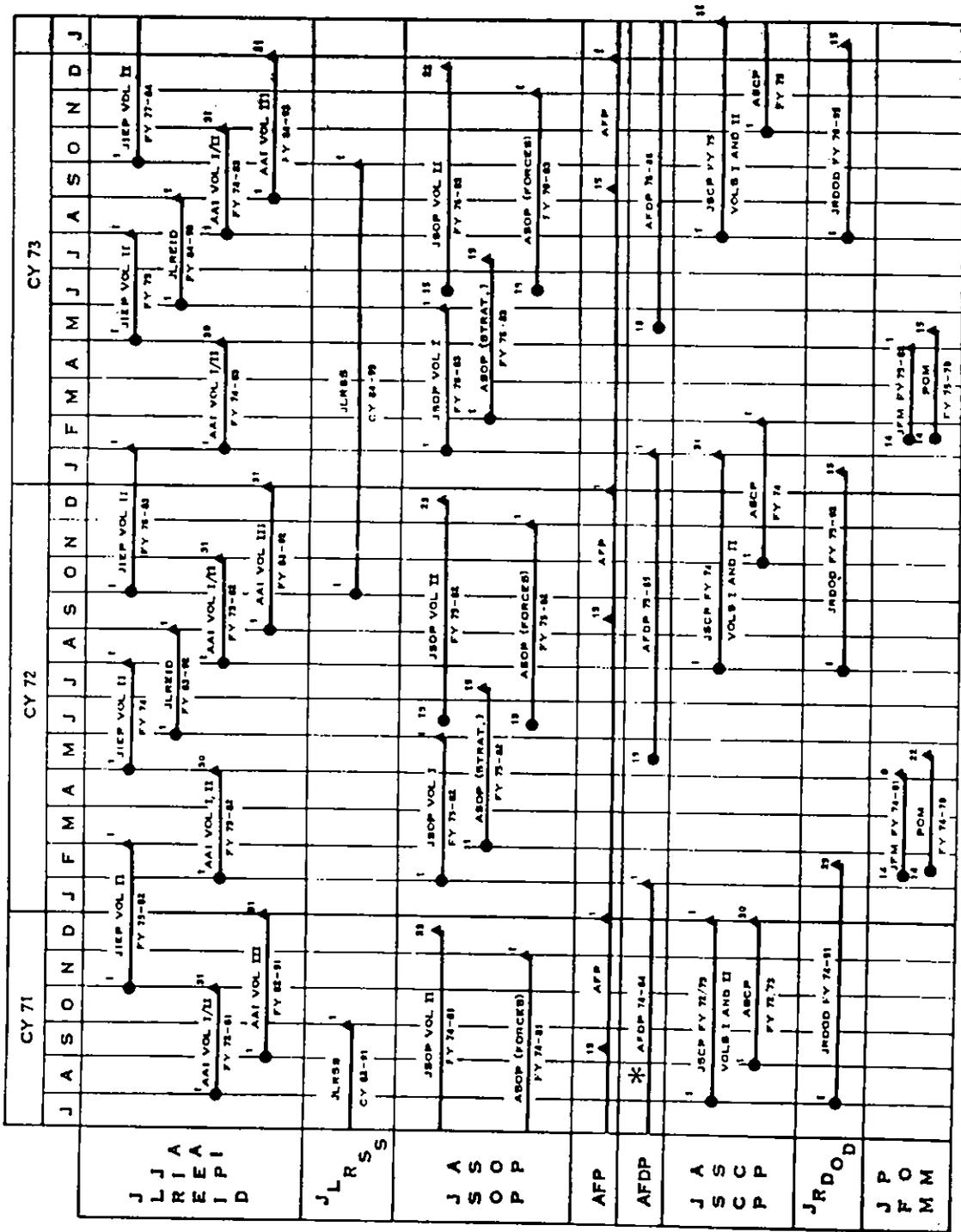


Figure 8-1

* NOT TO BE PUBLISHED

CHAPTER 4

THE ARMY STAFF PLANNING SYSTEM

4-1. General. The Department of the Army Staff 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 two volumes to conform to the periods addressed by Joint and Army Planning Systems: Volume I/II (Short- and Mid-Range) and Volume III (Long-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.

c. The Army Staff responsibility for the preparation of the AAI is assigned to the Assistant Chief of Staff for Intelligence. AAI Volume I/II is updated twice a year and Volume III 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 Army Staff Planning 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 decision-making process.

b. The published ASOP contains—

(1) Strategy, which 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. This portion 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) The Analyses and Force Tabulation portion displays the Army-recommended objective force level and objectives and resource requirements to execute the strategic concepts. It also displays 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. It 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, JSOP. 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 joint strategic concepts.

(4) Assigns tasks to commanders of major Army commands.

(5) Provides personnel, intelligence, and logistic guidance.

(6) Provides guidance for special operations, with and without mobilization.

(7) 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 beyond the budget year. The objective of the AFDP is to assure the systematic attainment of a balanced force which is capable of best 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. The AFDP—

(1) Structures the Army approved force in detail for the year following the budget year and structures the approved force for four additional years.

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

(3) Develops major materiel and systems modernization plans.

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

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

b. The Army staff responsibility for the preparation of the AFDP is assigned to the Assistant Chief of Staff for Force Development. The AFDP is published annually as indicated in figure 3-1.

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, 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 Policy and Planning Guidance Memorandum. Costs are the programing costs within the scope of the Planning and Programing Guidance Memorandum issued by the Secretary of Defense. Supporting information is expressed in format as directed by OSD.

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. Army Force Program (AFP).

a. The AFP develops in detail the Army force structure approved by the Secretary of Defense for the current and budget years. The objective of the AFP is to develop a balanced Army force that can be supported with sufficient resources to permit the attainment of Authorized Levels of Organization (ALO). Approved planning forces from the Army Force Development Plan and POM in conjunction with command troop list submissions form the basis for structuring the programed force. The approved programed force is sent to the field for implementation. Each unit within the Army force structure is displayed and maintained in the Master (M) Force, a component part of the Force Accounting System within ACSFOR. The M Force is based on a continuous force programing procedure, wherein the Force structure is continually kept current in accordance with the latest budget and structure decisions. The AFP—

(1) Establishes the active Army approved force (troop list) for the current and budget years.

(2) Establishes active Army Military and Civilian Manpower Programs for the current and budget years.

(3) Identifies in detail the Reserve Components force structure.

(4) Develops force programing guidance for the Army staff and Army operating commands and agencies.

(5) Provides a projection of asset demands and availability allowing DA to assess its capability to support the force.

(6) Presents a schedule of activations, inactivations, reorganizations, and deployments.

(7) Supports the Army budget request through the entire budget cycle.

b. The Army staff responsibility for the preparation of the AFP is assigned to Assistant Chief of Staff for Force Development. The AFP is continually updated throughout the year. Detailed supporting capabilities analyses are conducted annually, beginning as indicated in figure 3-1.

4-8. Relationship of Studies to Army Planning. Studies are closely related to the plans developed by the Army Staff Planning System. Major strategic studies are reflected in the Army Study Pro-

gram and are planned, initiated, and completed in sufficient 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.

4-9. Schedule for production of Army Planning Documents. The documents of the Army Staff Planning System receive a major update at least annually as reflected in figure 3-1.

4-10. 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.

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) direct to HQDA (DAMO-PLS) Washington, DC 20310.

By Order of the Secretary of the Army:

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*General, United States Army,
Chief of Staff.*

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