

The Army Strategy

I. Introduction – The **Army Strategy** articulates how the Total Army achieves its objectives defined by the Army Vision and fulfills its Title 10 duties. Its primary inputs are the National Security Strategy, National Defense Strategy, and National Military Strategy.

The **Army Mission** – our purpose – remains constant: *To deploy, fight, and win our Nation's wars by providing ready, prompt, and sustained land dominance by Army forces across the full spectrum of conflict as part of the Joint Force.* The Army mission is vital to the Nation because we are the Service capable of defeating enemy ground forces and indefinitely seizing and controlling those things an adversary prizes most – its land, its resources, and its population.

Given the threats and challenges ahead, it is imperative the Army have a clear and coherent vision to retain overmatch in order to deter, and defeat if necessary, all potential adversaries. As such, the **Army Vision** – our future end state – is as follows:

The Army of 2028 will be ready to deploy, fight and win decisively against any adversary, anytime and anywhere, in a joint, combined, multi-domain, high-intensity conflict, while simultaneously deterring others and maintaining its ability to conduct irregular warfare. The Army will do this through the employment of modern manned and unmanned ground combat vehicles, aircraft, sustainment systems, and weapons, coupled with robust combined arms formations and tactics based on a modern warfighting doctrine, and centered on exceptional Leaders and Soldiers of unmatched lethality.

To build the more lethal and effective fighting force outlined in our Army Vision, it is important to understand the key parts of that Vision:

- **Deploy, Fight, and Win** – The Army will remain expeditionary. All Army units will be trained and proficient in their ability to deploy, whether it is a strategic deployment from the United States or an operational deployment within a theater.
- **Joint** – The Army will train and fight as a member of the Joint and Multinational Team. Our doctrine, tactics, and equipment must be complementary to and interoperable with our sister services, allies, and partners.
- **Multi-Domain** – The Army must be able to fight not only in the land, sea, and air using combined arms, but also in all domains, including cyber, space, and the electromagnetic spectrum.
- **High Intensity Conflict** – The Army must be ready to conduct major operations and campaigns involving large-scale combat with Division and Corps-level maneuvers against near-peer competitors.
- **Deter** – The Army will maintain its conventional deterrence capability with a combination of combat-credible forward forces, robust alliances, and a demonstrated ability to reinforce a region rapidly.

- **Irregular Warfare** – The Army will continue to conduct irregular warfare, whether it is counterterrorism, counterinsurgency, or advise and assist operations, and we must train, exercise, and assess these skills to sustain our competence.
- **Modernization** – The Army must build the next generation of combat vehicles, aerial platforms, and weapons systems, and start fielding them by 2028. These systems must be more agile, lethal, resilient, and sustainable on the future battlefield while under constant surveillance and attack. Our systems must also be upgradeable and incorporate robotics, artificial intelligence, and other technologies as they mature.
- **Leadership** – The Army will prioritize development and promotion of smart, thoughtful, and innovative leaders of character who are comfortable with complexity and capable of operating from the tactical to strategic level.

In order to achieve these objectives, we will: build readiness for high-intensity conflict; modernize our doctrine, equipment, and formations; and reform the Army to maximize our time, money, and manpower. The Army will also take care of its people, live the Army Values, and strengthen our alliances and partnerships to sustain long-term success in wartime and peace. This will ensure our Army remains the most lethal ground combat force in history, capable of dominating any adversary on any battlefield.

II. The Strategic Environment – Today, political, economic, social, and technological changes are creating challenges and opportunities for maintaining the Army's land power dominance. Battlefields are expanding across all domains, geographic scale, and types of actors, while at the same time, decision cycles and reaction times continue to be compressed. Furthermore, our Army will operate on congested, and potentially contaminated, battlefields while under persistent surveillance, and we will encounter advanced capabilities such as cyber, counter-space, electronic warfare, robotics, and artificial intelligence. These dynamics are changing the character of warfare for which the Army of 2028 must be prepared to face global competitors, regional adversaries, and other threats.

- A. Great Power Competitors** – Great power competitors, China and Russia, have implemented modernization programs to offset our conventional superiority, and the challenges they present are increasingly trans-regional, multi-domain, and multi-functional. Advanced nations are developing sophisticated anti-access and area denial systems, air and missile defense, cyber, electronic warfare, and counter-space capabilities to disrupt military deployments into operational theaters. Although we may not face near-peer competitors directly, they are using actions short of armed conflict to challenge us. We are also likely to face their systems and methods of warfare as they proliferate military capabilities to others.
- B. Regional State Adversaries** – Regional state adversaries, namely North Korea and Iran, present significant challenges as they seek nuclear, area denial systems, and conventional weapons to gain regional influence and ensure regime survival. Their asymmetric warfare capabilities, weapons of mass destruction, provocations,

and potential for collapse pose a threat to not only regional allies, but also increasingly to the United States and the rest of the world. Additionally, regional state adversaries are using state-sponsored terrorist activities and proxy networks to achieve their objectives.

- C. Other Threats** – Terrorists, trans-national criminal organizations, cyber hackers, and other malicious non-state actors have transformed global affairs with increased capabilities of mass disruption. The Army will likely conduct irregular warfare for many years to come, not only against these non-state adversaries, but also in response to state adversaries who increasingly rely on asymmetric approaches. Terrorism remains a persistent condition driven by ideology and unstable political and economic structures, which could result in failed states, civil wars, and uncontrolled migration forcing our allies and partners to make difficult choices between defense spending and domestic security.
- D. Economic Uncertainty** – The Army made necessary but difficult choices to defer modernization over several years of defense budget uncertainty while engaged in Iraq and Afghanistan. Global competitors are now challenging our conventional superiority as they implement comprehensive modernization programs. While current budgets provide the Army with the resources we need, fiscal uncertainty and decreased buying power will likely be a future reality, threatening our ability to achieve the Army Vision. The Army must pursue reforms and prioritize investments now to minimize the impact of fiscal constraints in the future.
- E. Dynamic International Operating Environment** – Amidst all of these challenges, the international operating environment is becoming increasingly dynamic and complex. As the backbone of the international world order following World War II, the United States helped develop international institutions to provide stability and security, which enabled states to recover and grow their economies. Global competitors are now building alternative economic and security institutions to expand their spheres of influence, making international institutions an area of competition. As a result, we must strengthen our alliances and partnerships, and seek new partners to maintain our competitive advantage.
- F. Assumptions**
- The American people and Congress will support this strategy if presented with a sound case of how it improves U.S. security and exercises good stewardship of taxpayer dollars.
 - Demand for Army forces will not significantly increase for ongoing operations or emergent crises while we execute this strategy through 2028.
 - There will be predictable, adequate, sustained, and timely funding of the Army budget through the duration of this strategy to 2028.
 - Reforms will create efficiencies in time, money, and manpower that can be applied to higher priority programs.

- Research and development will mature in time to make significant improvements in Army capabilities by 2028.
- Adversary modernization programs will attempt to match or exceed U.S. capabilities.
- The Joint Force will make adequate investments in strategic lift and joint forcible entry capabilities to enable the Army to project force into a contested theater and rapidly transition to offensive operations.

III. Strategic Approach – The Army’s central challenge is how to use finite resources to remain ready to fight tonight while simultaneously modernizing and preparing for a fundamentally different future to achieve the Army Vision. The Army Strategy establishes four lines of effort with specific objectives to chart a path of irreversible momentum towards 2028. These lines of effort are **Readiness, Modernization, Reform,** and **Alliances and Partnerships**. The Army Strategy will unfold over the next decade in a series of phases as priorities shift across these lines of effort (See Figure 1). Underpinning this strategic approach is an enduring commitment to take care of our people and live the Army Values in everything we do.

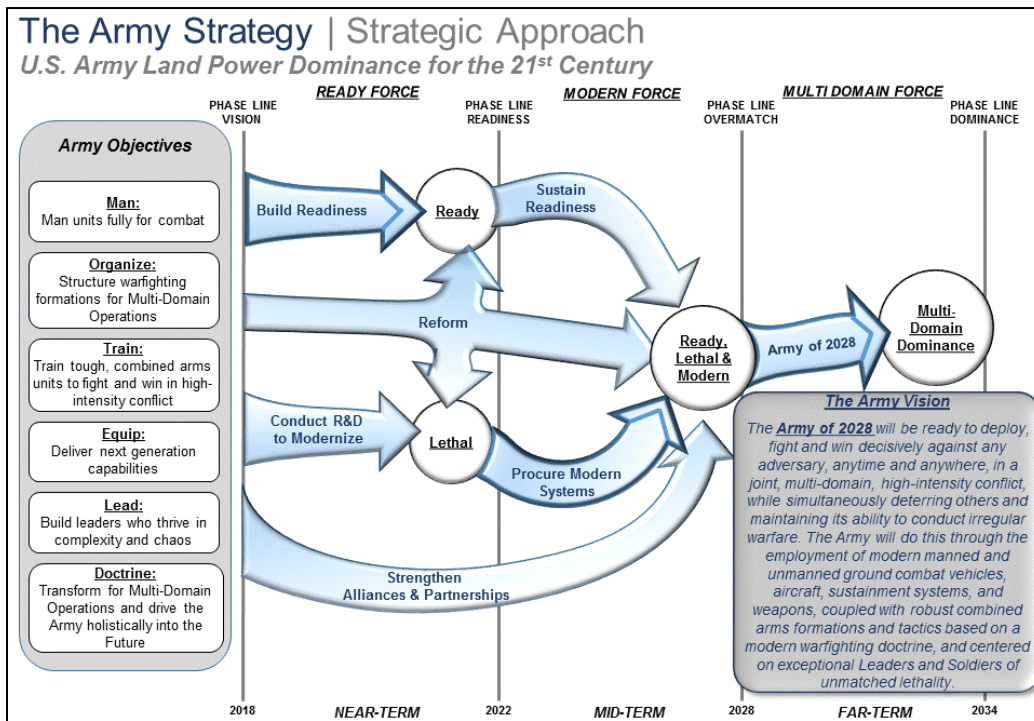


Figure 1: Strategic Approach

A. Prioritization – While we will proceed along all four lines of effort simultaneously, our top priority through 2022 is rebuilding warfighting readiness. As we rebuild readiness, we will also focus research and development on our six modernization priorities. The priority will shift to modernization in 2022 when new technologies are ready to transition to systems for procurement. The Army must also reform institutional processes by 2020 to maximize the use of our time, money, and

manpower. In parallel, we will continue to work with allies and partners to increase interoperability, strengthen relationships, and build capability.

- B. Implementation** – The **Army Campaign Plan** is the governance and assessment process to ensure synchronized implementation of the Army Strategy. The Army Campaign Plan will designate organizational leads for supporting strategic efforts, develop intermediate objectives, track progress, and assess risk.
- C. Lines of Effort** – The following lines of effort (LOEs), implemented through the Army Campaign Plan, are how the Total Army will achieve the Army Vision.
- 1. LOE 1: Build Readiness** – It is the Army’s Title 10 responsibility to generate ready forces that are organized, trained, and equipped for prompt and sustained ground combat. Our main effort through 2022 is building warfighting readiness and lethality to prioritize preparedness for war and other large-scale contingency operations. This includes not only sustainable force generation, but also the ability to deploy units anywhere in the world, at any time, to meet operational requirements.
 - a. Unit Readiness** – Units will have sufficient manning, battle-focused training, capable and reliable equipment, and competent leaders of character.
 - **Unit Manning** – The Regular Army will grow towards an end strength of greater than 500k with associated growth in Guard and Reserve Forces. We will increase combat readiness by manning operating force units to 105% by the end of FY19, prioritizing units required for contingencies, deployments, and other plans. Furthermore, we will reduce non-deployable rates to below 5% and reduce mismatch in military occupation specialties and grade across the force to maximize unit manning. To maintain sufficient unit manning in the operating force, we must also increase the quality and quantity of recruiters, drill sergeants, and instructors in the generating force. We will fill recruiter, drill sergeant, and observer controller/trainer positions to 100% and platform instructor positions to 90% by the end of FY19. This will enable us to recruit and retain the most qualified candidates.
 - **Individual and Collective Training** – Training will focus on high-intensity conflict, with emphasis on operating in dense urban terrain, electronically degraded environments, and under constant surveillance. Training will be tough, realistic, iterative, and battle-focused. We will institute a new physical training regimen and implement the Army Combat Fitness Test by October 2020 to ensure Soldiers across Army formations are more physically prepared for this demanding battlefield environment. We will also produce better-trained Soldiers by extending One Station Unit Training to 22 weeks for Infantry by FY20 and Armor by FY21. By 2021, we will begin fielding the Synthetic Training Environment, which will integrate virtual, constructive, and gaming training environments into a single platform to increase home-station training repetitions in a variety of scenarios.

- **Equipment Readiness** – The Army will ensure strategic equipment readiness by redistributing assets to Focused Readiness Units and maintaining at least a 90% ground equipment readiness rate and 80% aviation equipment readiness rate. We will also modernize Soldier Organizational Clothing and Individual Equipment issue by tailoring it to support deployments and allowing direct exchange of unserviceable items.
- b. Force Projection** – Army units must be able to alert, mobilize, and rapidly deploy into contested environments and operate effectively anywhere in the world. The Secretary of Defense’s Dynamic Force Employment concept in the National Defense Strategy introduces unpredictable, proactive, and scalable options for employing the Joint Force globally. This will have major implications for Army force projection as we remain flexible to support global requirements and develop a lethal, agile, and resilient force posture.
- **Mobilization** – The Army will improve Reserve Component mobilization capacity at Mobilization Force Generation Installations, test their capability through mobilization exercises, and ensure they can deploy through power projection platforms. To support large-scale contingencies, we will plan for national-level mobilization, reconstitution of combat capacity, and defense industrial base expansion.
 - **Deployment** – The Total Army will increase its expeditionary mindset through Emergency Deployment Readiness Exercises (EDRE) across all echelons, to include division level EDREs. We will use prepositioned stocks during exercises to ensure systems and processes are in place to rapidly draw and employ equipment. Additionally, our power projection platforms must have the infrastructure to support large-scale deployment operations.
 - **Set the Theater** – Setting a theater involves significant sustainment, force protection, engineering, communications, and infrastructure development activities. Our forces, footprints, and agreements around the world enable the Army to project and sustain U.S. military power abroad. We will achieve a balanced posture of forward stationed and rotational forces to provide flexibility. The Army must also ensure units conducting Reception, Staging, Onward Movement, and Integration operations, such as port opening or movement control teams, are at a high state of readiness to open the theater and process surge forces in support of Combatant Commander requirements.
- 2. LOE 2: Modernization** – Modernization ensures we will continue to have overmatch in a fundamentally different future environment. While the Army focuses on building readiness in the near term, we will prioritize research and development on our six modernization priorities defined by the Army Modernization Strategy and listed below. This will enable us to procure technologically mature systems when our main effort shifts to modernization in the midterm around 2022. Additionally, new operational concepts will holistically

drive modernization throughout our doctrine, organizations, training, leader development, and facilities in concert with equipment modernization to balance our capabilities. Army Futures Command will reach full operating capability by summer 2019 and will unify our modernization enterprise under one command. Having a single organization dedicated to thinking about the future, developing operational concepts, aligning resources, and delivering modernization solutions will bring efficiencies to the Army's modernization process.

- a. **Concepts and Doctrine Development** – The Army will use modern operational and functional concepts to produce solutions to contemporary challenges. These concepts must then transition into doctrine for implementation across the Army.
 - **Concepts** – Concepts propose new approaches for employing Army capabilities to address emerging challenges. Multi-Domain Operations (MDO) is the Army's foundational concept for establishing overmatch against adversaries, and we will use the MDO concept to drive capability development and force design by 2019 to build a more lethal and capable ground combat force for the future.
 - **Doctrine** – Just as Air-Land Battle anchored the Army's "Big 5" systems in doctrine during the post-Vietnam period, we will codify MDO and lessons learned from field experimentation into doctrinal updates. We will publish MDO 2.0 by October 2019 and incorporate MDO into all levels of Army leadership, training, and education by 2020.
- b. **Capability Development** – We will accelerate upgrades to our current combat systems to reduce risk in the near-term while we innovate, prototype, and begin fielding the next generation of combat vehicles, aerial platforms, and weapons systems by 2028. At the same time, the Army will overhaul the current Acquisition system to accelerate innovation and technology development. The Army will work with defense industry, university, and private sector partners to pursue opportunities for combined research and development on emerging technologies. These efforts will focus on six modernization priorities:
 - **Long Range Precision Fires** – Platforms, capabilities, munitions, and formations that ensure U.S. Army dominance in range, lethality, mobility, precision, and target acquisition.
 - **Next Generation Combat Vehicles** – Combat vehicles that integrate other close combat capabilities in manned, unmanned, and optionally manned teaming that leverages semi-autonomous and autonomous platforms in conjunction with the most modern firepower, protection, mobility, and power generation capabilities.

- **Future Vertical Lift** – A set of manned, unmanned, and optionally manned platforms that can execute attack, lift, and reconnaissance missions on the modern battlefield with greater range, altitude, lethality, and payload.
 - **Army Network** – An integrated system of hardware, software, and infrastructure that is sufficiently mobile, reliable, user-friendly, discreet in signature, expeditionary and able to fight effectively in any environment where the electromagnetic spectrum is denied or degraded.
 - **Air and Missile Defense** – A series of mobile integrated platforms, capabilities, munitions, and formations that ensure our future combat formations are lethal while remaining protected from modern and advanced air and missile delivered fires, to include drones.
 - **Soldier Lethality** – A holistic series of capabilities, equipment, training, and enhancements that span all fundamentals of combat to ensure Soldiers are more lethal and less vulnerable on the modern battlefield. This includes not only next generation individual and squad weapons, but also improved body armor, sensors, radios, and other initiatives to make Soldiers more capable.
- c. **Force Development** – As we implement MDO doctrine, we must also adapt our current organizations and develop new formations to meet emerging challenges.
- **Adapt Organizations** – Organizing for MDO requires resourcing units with added capabilities. We will ensure warfighting formations have sufficient organic infantry, engineer, artillery, and air defense assets. Additionally, units from brigade through corps must have the ability to conduct sustained ground and air intelligence, surveillance, and reconnaissance, electronic warfare, and cyber operations to shape the battlefield across all domains.
 - **Develop New Formations** – By 2020, the Army will activate all six Security Force Assistance Brigades (SFABs) and the Security Force Assistance Command. The SFABs will take the lead on advise and assist missions and can also expand rapidly to a full brigade combat team if needed. Furthermore, the Army will continue to use experimental units such as the Multi-Domain Task Force to test operating concepts and determine the most effective force mix before changing the Army's force structure permanently.
 - **Field New Equipment** – The Army will prioritize modernization and new equipment fielding for the Total Force – Regular Army, National Guard, and Army Reserve – based on operational requirements. Those units who deploy first for war plans, contingencies, or named operations will be modernized and equipped first, regardless of component. It is the Army's intent that all units will eventually be modernized while we maintain readiness, capability, and Total Force interoperability at the same time.

3. **LOE 3: Reform** – The Nation’s fiscal situation will continue to discipline the defense budget, forcing the Army to make difficult choices about how to spend our finite resources. It is imperative we implement aggressive reforms by 2020 to free up time, money, and manpower for our highest priorities and to empower subordinate commanders to make more timely and effective decisions.
- a. **Time** – The Army will focus on its core Title 10 tasks and systematically simplify, reduce, or eliminate activities that consume time that might otherwise be used to build combat readiness and lethality.
- **Reduce Requirements** – We must eliminate or reduce low-value activities that do not build readiness for high-intensity combat operations. This includes eliminating unnecessary training, reporting, inspections, and other requirements across all echelons to give time back to leaders to prepare for combat.
 - **Empower Subordinates** – We will push authorities, responsibilities, and resources to the lowest level of command that is competent and capable of using them to allow for expeditious action and decisions.
- b. **Budget** – The Army will pursue fiscal reforms to improve business processes, organizational structures, and human resources management to generate savings and increase efficiency for higher priorities.
- **Business Processes** – To increase efficiency, the Army will identify business functions to transfer to external agencies, business processes to automate, and procedures to streamline or eliminate. This includes an evaluation of contract management, budget execution, divestiture and consolidation of legacy systems, health care reforms, and auditability of our resources.
 - **Program Management** – We will continue to refine program management through detailed scrutiny and prioritization of every Army program. The Army will also seek commercial-off-the-shelf and low-cost solutions when available for experimentation and demonstrations to inform prototype development as technologies mature. This will ensure we maximize our return on investment and synchronize our Army priorities across the entire Army program.
 - **Fiscal Management** – Commanders and leaders at every level are responsible for ensuring every dollar appropriated to the Army is spent with the aim to build readiness and lethality across the force. This entails implementing a holistic stewardship program at every echelon of command that focuses on eliminating waste and minimizing de-obligations in the areas of supply chain operations, contract management and the transportation of equipment and people.
- c. **Manpower** – We must overhaul our current personnel management system to attract, develop, and retain exceptional Leaders and Soldiers. We will more

effectively manage careers through a new talent management system and we will structure the force appropriately to place talent in the right echelons.

- **Recruiting and Retention** – The Army will conduct an end-to-end evaluation of recruiting, retention, and incentives to attract high-quality Soldiers and Civilians and match their knowledge, skills, behaviors, and preferences with the right jobs across the Total Army.
 - **Talent Management** – The Talent Management Task Force will develop a new talent management strategy and identify additional ways to reform our personnel system by September 2019. The Assignment Interactive Module 2.0 will reach full operating capability by October 2019 and will bridge with the Integrated Personnel and Pay System – Army as the first step towards improving talent management.
 - **Army Structure** – The Army will also update its process for conducting Total Army Analysis to provide a more holistic, enterprise-wide assessment for Army structure decisions to ensure we put the right people, in the right positions at each level of command.
4. **LOE 4: Strengthen Alliances and Partnerships** – The Army will continue to train and fight with allies and partners, and therefore, we must strive to integrate them further into our operations to increase interoperability. Interoperability is the ability to routinely act together coherently, effectively, and efficiently to achieve tactical, operational, and strategic objectives. We will use the U.S. Army Strategic Engagement Campaign to achieve appropriate levels of interoperability with allies and partners and prioritize security cooperation and security assistance resources. This will enable us to strengthen existing alliances and partnerships and seek new strategic partners as the operating environment changes.
- a. **Security Cooperation** – Army security cooperation activities and engagements will support interagency, Department of Defense, and Combatant Command priorities to increase interoperability and build partner capability.
- **Exercises and Collective Training Activities** – We will design combined exercises and collective training in support of Combatant Command plans, and we will integrate allies and partners into training through bilateral and multinational exercises and exchange programs. Through these activities, we will also identify areas for combined capability innovation to increase the effectiveness and compatibility of our systems.
 - **Strategic Engagement** – The Army uses habitual contacts and military-to-military engagements to build relationships and share information with allies and partners. Such engagements include key leader meetings, counterpart visits, Army Staff Talks, personnel exchanges, conferences, and seminars. We will synchronize engagements within our Strategic Engagement Campaign to reinforce other security cooperation activities.


b. Security Assistance – The Army will prioritize security assistance to counter key threats and achieve shared defense objectives with allies and partners.

- **Train and Equip** – Security assistance programs include foreign military sales, foreign military financing, grants, loans, and other train and equip programs that build partner capability. These programs not only provide equipment to partner nations, but also include equipment-specific training so our partners can best use the equipment within their own formations. Training and equipping programs also enhance interoperability, lower our own unit costs, and improve our fielded systems.
- **Professional Military Education** – The Army will continue to use training and education activities to target our most important allies and partners for structured learning opportunities through military schools, broadening programs, mobile training teams, and field training. For example, International Military Education and Training is an effective tool to build lasting relationships and to impart essential skills to select partner nation personnel.

IV. Conclusion – The Army Strategy describes the strategic environment and the lines of effort we will pursue to achieve the Army Vision by 2028. The Total Army will build readiness, modernize concepts and capabilities, reform processes, and strengthen our alliances and partnerships to ensure land power dominance on any battlefield, against any threat, at any time. We will be ready to deploy, fight and win decisively against any near-peer adversary in a joint, multi-domain, high-intensity conflict, while simultaneously deterring others and maintaining our ability to conduct irregular warfare indefinitely. We are confident that the Army Strategy, when implemented with sufficient resources and through a sustained effort, will ensure our Army remains the world’s dominant land force as we achieve our Army Vision.



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