



# НАЦИОНАЛЬНЫЕ ВОЕННЫЕ СТРАТЕГИИ США

# **НАЦИОНАЛЬНЫЕ ВОЕННЫЕ СТРАТЕГИИ США**

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В Электронном издании «Национальные военные стратегии» представлены тексты Национальных военных стратегий США.

Документы размещены в хронологической последовательности.

*Сборник  
«Национальные военные стратегии США»  
опубликован в форме электронного издания  
с целью ознакомления с важнейшими историческими документами,  
отражающими деятельность руководства США  
в сфере политики национальной безопасности.*

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# ПРЕДИСЛОВИЕ

Национальные военные стратегии США являются дополнением к Стратегиям национальной безопасности США – одному из важнейших документов в сфере внешней и оборонной политики США, в части касающейся национальной безопасности. Стратегия национальной безопасности США представляет собой документ, в котором обозначаются приоритетные направления внутренней и внешней политики США, а также указываются основные угрозы безопасности страны и ее национальным интересам за рубежом, вследствие чего, она имеет общий директивный характер<sup>1</sup>. Впоследствии ее конкретизируют другие документы – в первую очередь Национальные оборонные стратегии и Национальные военные стратегии.

Национальная военная стратегия США (*National Military Strategy, NMS*) – это концептуальный документ, который разрабатывается Объединенным комитетом начальников штабов (ОКНШ) на основе Стратегии национальной безопасности, утверждаемой Президентом США.

В отличие от Стратегий национальной безопасности США, Национальные военные стратегии США появляются гораздо реже. В течение 1992-2015 гг. было разработано 6 Национальных военных стратегий США: в период президентства Дж. Буша («Национальная военная стратегия Соединённых Штатов» (1992 г.)), Уильяма Дж. Клинтона («Национальная военная стратегия Соединённых Штатов Америки. Стратегия гибкого и избирательного взаимодействия» (1995 г.), («Национальная военная стратегия Соединённых Штатов Америки. Формирование, реагирование, подготовка: Военная стратегия для новой эры» (1997 г.)), Дж. Буша-младшего («Национальная военная стратегия Соединённых Штатов Америки. Стратегия на сегодня; Видение завтрашнего дня» (2004 г.)), Б. Обамы («Национальная военная стратегия Соединённых Штатов Америки Переосмысление военного лидерства Америки» (2011 г.), «Национальная военная стратегия Соединённых Штатов Америки. Вклад военных Соединенных Штатов в национальную безопасность» (2015 г.)).

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В Электронном издании «Национальные военные стратегии США» представлены тексты Национальных военных стратегий США.

Документы размещены в хронологической последовательности.

В настоящей версии Электронного издания «Национальные военные стратегии США» представлена подборка наиболее важных документов на английском языке.

Представленные документы представлены в полном объеме.

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Сборник «Национальные военные стратегии США» опубликован в форме электронного издания с целью ознакомления с важнейшими историческими документами, отражающими деятельность руководства США в сфере политики национальной безопасности.

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<sup>1</sup> См.: Стратегии национальной безопасности США / Сост. Д.В. Кузнецов. – Б.м.: Б. изд., 2018. – 680 с.



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# 1992

## **Национальная военная стратегия Соединённых Штатов (Вашингтон, январь 1992 г.)**

NATIONAL MILITARY STRATEGY OF THE UNITED STATES  
January 1992

### **THE NATIONAL MILITARY STRATEGY of the UNITED STATES**

The community of nations has entered into an exciting and promising era. Global war is now less likely and the US national security strategy reflects that fact. The National Military Strategy reflects this new world and guides US military planning.

The Goldwater-Nichols Reorganization Act of 1986 charges the Chairman, Joint Chiefs of Staff, with the responsibility of assisting the President and the Secretary of Defense in providing strategic direction for the Armed Forces. This document provides my advice in consultation with the commanders of the unified and specified commands and the other members of the Joint Chiefs of Staff. It implements the Defense Agenda of the President's National Security Strategy and Secretary of Defense policies spelled out in the Defense Planning Guidance and in the Annual Report to the President and the Congress. This new strategy is built upon the four key foundations of the National Defense Strategy: Strategic Deterrence and Defense, Forward Presence, Crisis Response, and Reconstitution.

For most of the past 45 years the primary focus of our national military strategy has been containment of the Soviet Union and its communist ideology — we met that challenge successfully. Over the short span of the past 3 years, the Berlin Wall fell; the Warsaw Pact dissolved; Germany reunified; democracy took hold in Eastern Europe and grew stronger in Latin America; an international coalition successfully reversed Iraqi aggression; and the Soviet Union ceased to exist as communism collapsed as an ideology and as a way of life.

Certain realities remain — the United States is looked to for world leadership; we have enduring cultural, political, and economic links across the Atlantic, the Pacific, and within the Western Hemisphere; and vast quantities of modern nuclear and conventional forces still exist in the Commonwealth of Independent States and its constituent republics.

Future threats to US interests are inherent in the uncertainty and instability of a rapidly changing world. We can meet the challenges of the foreseeable future with a much smaller force than we have had in recent years. Our force for the 1990s is a Base Force — A Total Force - A Joint

Force — a carefully tailored combination of our active and reserve components. Ships, planes, tanks, and, most importantly, trained soldiers, sailors, airmen, and marines, and the leadership to make the force work in joint and combined operations cannot be created in a few days or months. This strategy provides the rationale for a reduced yet appropriate military capability — a capability which will serve the Nation well throughout the remainder of the 1990s.

COLIN L. POWELL  
Chairman Joint Chiefs of Staff

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## INTRODUCTION

This national military strategy contains a number of departures from principles that have shaped the American defense posture since the Second World War. Most significant is the shift from containing the spread of communism and deterring Soviet aggression to a more diverse, flexible strategy which is regionally oriented and capable of responding decisively to the challenges of this decade. Our military strategy implements the new, regionally focused defense strategy described in the President's National Security Strategy of the United States and builds upon the Annual Report to the President and Congress provided by the Secretary of Defense.

## STRATEGIC LANDSCAPE

The Cold War is over and a host of powerful forces is shaping a new international order with major implications for US national security policy and military strategy. We are at the end of a period of history that began with World War I. The intervening seventy-five years witnessed the rise and fall of both fascism and communism. Fascism was defeated across the globe in 1945, and today, Communism has ended in the former Soviet Union and in Eastern Europe. Communist ideology is in retreat in every corner of the globe.

However, the old international order was familiar, tangible, and it provided a focal point for Free World policies. Now that focus has been blurred by a whirlwind of historic change.

By far, the most consequential change is occurring within the former Soviet Union. The hammer and sickle no longer flies in Moscow, having been replaced by the Russian tricolor. While our relationship with Russia, the other republics, and the Commonwealth of Independent States (CIS), will continue to evolve over time, we are heartened, encouraged, and optimistic about the future.

Closely related is the revolution in Eastern Europe which led to German unification, the dissolution of the Warsaw Pact, and the rebirth of independence for over a half-dozen states.

Other significant forces impacting the security environment include:

- The proliferation of nuclear, chemical, and biological weapons, combined with the means to deliver them.
- The continuing struggle to improve the human condition throughout the world, particularly in lesser developed countries.
- Dmg trafficking and associated problems.
- The march toward democracy in Eastern Europe, Latin America, and many other parts of the world.

□ The intensification of intractable conflicts between historic enemies now less constrained since the collapse of communist regimes.

□ A momentum toward increased political, economic, and military cooperation in Europe, the Pacific, and other regions.

#### **REALITIES**

inhibits the maintenance and effective employment of this equipment on a global scale.

In the midst of the dramatic changes which have occurred and continue to occur, there are basic realities which guide our military planning.

#### **Russia - Other Republics - Commonwealth of Independent States**

The United States is greatly encouraged by its evolving relationship with the newly formed Commonwealth of Independent States (CIS), composed of most of the republics of the former Soviet Union. While we are optimistic about this relationship, there is concern with the potential volatility of these historic events.

Uncertainty surrounds the eventual disposition of the nuclear weapons and technicians of the former Soviet Union. Russia is certain to remain a nuclear power with modern, diverse and survivable forces. There is the additional possibility of some nuclear capability in other republics and of proliferation to countries outside the Commonwealth.

The inventory of conventional military equipment in Russia and the other nations which comprise the Commonwealth is both vast and modern. The military potential inherent in this equipment will continue to be a major factor on the Eurasian landmass. Offsetting this capability in the near term is the economic and political turmoil in the republics which severely

#### **US World Leadership**

As a nation which seeks neither territory, hegemony, nor empire, the United States is in a unique position of trusted leadership on the world scene. Old friends view us as a stabilizing force in vitally important regions, new friends look to us for inspiration and security. We serve as a model for the democratic reform which continues to sweep the globe.

The United States has enduring cultural, political, and economic links across the Atlantic, the Pacific and within the Western Hemisphere. Though geography provides the United States a defensive shield not shared by many other nations, our national security is critically linked to events and access overseas. The United States must maintain the strength necessary to influence world events, deter would-be aggressors, guarantee free access to global markets, and encourage continued democratic and economic progress in an atmosphere of enhanced stability.

#### **Across the Atlantic**

Much of our heritage and economic well being are tied to Europe, the Mediterranean, the Middle East, Africa, and Southwest Asia.

Although the massive military threat to Western Europe has significantly diminished, continuing political and economic instabilities

in eastern Europe and within the new Commonwealth of Independent States (CIS) are causes for concern. Centuries-old fears and competing claims have emerged, rekindling historic antagonisms which again threaten European stability and integration.

Iraq has been ejected from Kuwait, but the Middle East and Southwest Asia still face an uncertain future. Continued Iraqi belligerence, Iran's support for historically radical groups, nationalism, religious fanaticism, the Arab - Israeli issue, water rights, and the continuing rift between rich and poor contribute to instability. Dissolution of the Soviet Union raises the possibility of new regional coalitions, particularly among the former Soviet Islamic republics and other nations in Southwest Asia. Historic disputes, fueled by arsenals of modern weapons, will continue to challenge regional stability for the foreseeable future and keep us actively engaged in this region.

#### **Across the Pacific**

The East Asian economic miracle has made the Pacific Basin America's principal overseas trading area, a situation that shows every evidence of continuing. Throughout the Pacific, the surge

of democracy and economic growth and an accompanying improvement in the military capabilities of our friends and allies have eased the US security burden. China, one of the world's largest countries, is also one of the last bastions of communism. The Korean peninsula remains divided in stark contrast with the end of the Cold War in Europe. Logic dictates that change is inevitable, but the transition period is likely to be fraught with great risk.

We must remain engaged across the Pacific, providing - where necessary — support, counsel, military reinforcement, and most important of all, stability.

#### Western Hemisphere

We share the Western Hemisphere with nations whose heritage is closely linked to our own. The advance of democracy within this region is the hard-won result of the combined efforts of the United States and its neighbors. The problems of drug trafficking, illegal immigration, the environment, lingering insurgency, and slow economic development are of concern to all. The United States must remain engaged in support of the developing democracies and in economic and social progress throughout the region. In the Western Hemisphere, Cuba remains as the last foothold of the failed communist experiment, a situation which will eventually succumb to the rising tide of democracy.

#### The Threat

The decline of the Soviet threat has fundamentally changed the concept of threat analysis as a basis for force structure planning. We can still point to a North Korea, a weakened Iraq, and perhaps even a hostile Iran as specific threats for which we must maintain forces. There may be one or two others that might be added to such a list without straining credulity.

But the real threat we now face is the threat of the unknown, the uncertain. The threat is instability and being unprepared to handle a crisis or war that no one predicted or expected.

Our recent wars were not fought by forces put in the structure because we saw the threat in time. For World War II, for Korea, and for Vietnam, we used our neglected pool of General Purpose Forces until we could rebuild a warfighting force. Even in Panama and Desert Storm, we used General Purpose Forces, and in the case of Desert Storm, we also used forces that were brought from Germany where they had been deterring the Red Army.

While the end of the Cold War has signalled a dramatic improvement in the prospects for peace, security, and economic progress, we still live in a very troubled world with danger, uncertainty, and instability in many regions. It is a world where crises, war, and challenges to US vital interests will continue to be very real possibilities.

Throughout our history, when our vital interests or those of our friends and allies have been threatened, often with very little warning, the US military has been called upon to both demonstrate US commitment and, when necessary, to fight.

It is certain that US military forces will be called upon again, but predicting the time, place, and circumstances will be difficult, as graphically demonstrated by recent political and military crises in Liberia, Kuwait, Somalia, Iraq and Ethiopia, as well as natural disasters in Bangladesh and in the Philippines.

Into the foreseeable future, the United States and its allies, often in concert with the United Nations, will be called upon to mediate economic and social strife and to deter regional aggressors. As the only nation with the military capability to influence events globally, we must remain capable of responding effectively if the United States is to successfully promote the stability required for global progress and prosperity.

#### US Domestic Needs

The momentous changes in the international environment are occurring during a period of US budget and trade deficits and urgent domestic needs. This military strategy, which places a premium on efficiency without compromising effectiveness, is designed to be implemented within a significantly reduced defense budget.

### NATIONAL INTERESTS AND OBJECTIVES IN THE 1990s

The broad, enduring national security interests and objectives, articulated by the President in his National Security Strategy of the United States, provide guidance for the development of our National Military Strategy. The national interests and selected objectives include:

- ★ The survival of the United States as a free and independent nation, with its fundamental values intact and its institutions and people secure.
- . Deter any aggression that could threaten the security of the United States and its allies and - should deterrence fail -- repel or defeat military attack and end conflict on terms favorable to the United States, its interests and its allies.
- . Effectively counter threats to the security of the United States and its citizens and interests short of armed conflict, including the threat of international terrorism.
- . Improve stability by pursuing equitable and verifiable arms control agreements, modernizing our strategic deterrent, developing systems capable of defending against limited ballistic-missile strikes, and enhancing appropriate conventional capabilities.
- . Foster restraint in global military spending and discourage military adventurism.
- . Prevent the transfer of militarily critical technologies and resources to hostile countries or groups, especially the spread of chemical, biological, and nuclear weapons and associated high-technology means of delivery.
- . Reduce the flow of illegal drugs into the United States by encouraging reduction in foreign production, combatting international traffickers and reducing demand at home.
- ★ A healthy and growing US economy to ensure opportunity for individual prosperity and resources for national endeavors at home and abroad.
- . Ensure access to foreign markets, energy, mineral resources, the oceans, and space.
- ★ Healthy, cooperative and politically vigorous relations with allies and friendly nations.
- . Strengthen and enlarge the commonwealth of free nations that share a commitment to democracy and individual rights.
- . Strengthen international institutions like the United Nations to make them more effective in promoting peace, world order and political, economic, and social progress.
- ★ A stable and secure world, where political and economic freedom, human rights, and democratic institutions flourish.
- . Maintain stable regional military balances to deter those powers that might seek regional dominance.
- . Aid in combatting threats to democratic institutions from aggression, coercion, insurgencies, subversion, terrorism, and illicit drug trafficking.

#### FOUNDATIONS AND PRINCIPLES

The fundamental objective of America's armed forces will remain constant: to deter aggression and, should deterrence fail, to defend the nation's vital interests against any potential foe. Deterrence remains the primary and central motivating purpose underlying our national military strategy.

The strategy is founded on the premise that the United States will provide the leadership needed to promote global peace and security. Improvements in East-West relations have shifted our focus away from the threat of global war to regional threats of consequence to US vital interests.

While we emphasize multinational operations under the auspices of international bodies such as the United Nations, we must retain the capability to act unilaterally when and where US interests dictate. This new strategy is, in many ways, more complex than the containment strategy of the Cold War era.

#### FOUNDATIONS

It is essential that the United States retain the capability to detect and respond decisively to tomorrow's challenges. To accomplish this, the President articulated a new, regionally oriented, national defense strategy in his Aspen, Colorado speech on August 2, 1990.

Codified in the National Security Strategy of the United States and further developed by the Secretary of Defense, this strategy is built upon the four foundations of Strategic Deterrence and Defense, Forward Presence, Crisis Response, and Reconstitution.

#### **Strategic Deterrence and Defense**

Recent arms control agreements and unilateral initiatives provide for real reductions in the arsenals of nuclear powers. Even with the most optimistic outlook for nuclear reductions, the sheer number of remaining weapons is formidable. The former Soviet Union, which retains thousands of nuclear weapons, is confronted by significant political and security instabilities and faces an uncertain future. In light of this situation and the threat posed by the increasing number of potentially hostile states developing weapons of mass destruction, maintenance of a modern, fully capable, and reliable strategic deterrent remains the number one defense priority of the United States. A credible deterrent requires a reliable warning system, modern nuclear forces, the capability and flexibility to support a spectrum of response options and a defensive system for global protection against limited strikes.

The threat posed by global ballistic-missile proliferation and by an accidental or unauthorized launch resulting from political turmoil is on the rise. Because of these trends, the SDI program has been redirected to pursue a system providing Global Protection Against Limited Strikes (GPALS). GPALS offers many potential advantages: the United States would be protected against limited strikes by ballistic missiles; our forward deployed forces would be better defended against missile attacks; and our allies, many of whom are near troubled areas, could also be better protected. GPALS will be based on technologies pioneered by SDI, but would be both smaller and less expensive than the initial deployment originally projected for SDI.

#### **Forward Presence**

Over the past 45 years, the day-to-day presence of US forces in regions vital to US national interests has been key to averting crises and preventing war. Our forces deployed throughout the world show our commitment, lend credibility to our alliances, enhance regional stability, and provide a crisis-response capability while promoting US influence and access. In addition to forces stationed overseas and afloat, forward presence includes periodic and rotational deployments, access and storage agreements, combined exercises, security and humanitarian assistance, port visits, and military-to-military contacts. Although the numbers of US forces stationed overseas will be reduced, the credibility of our capability and intent to respond to crises will continue to depend on judicious forward presence. Forward presence is also vital to the maintenance of the system of collective defense by which the United States works with its friends and allies to protect our security interests, while reducing the burdens of defense spending and unnecessary arms competition.

#### **Crisis Response**

The capability to respond to regional crises is one of the key demands of our strategy. Regional contingencies we might face are many and varied, and could arise on very short notice. US forces must therefore be able to respond rapidly to deter and, if necessary, to fight unilaterally or as part of a combined effort. This response might range from a single discriminate strike to the employment of overwhelming force to defeat a regional aggressor. Our strategy also recognizes that when the United States is responding to one substantial regional crisis, potential aggressors in other areas may be tempted to take advantage of our preoccupation. Thus, we can not reduce forces to a level which would leave us or our allies vulnerable elsewhere.

#### **Reconstitution**

As we reduce the size of our military forces in response to the demise of the global threat, we must preserve a credible capability to forestall any potential adversary from competing militarily with the United States. This "Reconstitution" capability is intended to deter such a power from militarizing and, if deterrence fails, to provide a global warfighting capability. Reconstitution involves forming, training, and fielding new fighting units. This includes initially drawing on cadre-

type units and laid-up military assets; mobilizing previously trained or new manpower; and activating the industrial base on a large scale. Reconstitution also involves maintaining technology, doctrine, training, experienced military personnel, and innovation necessary to retain the competitive edge in decisive areas of potential military competition.

#### **STRATEGIC PRINCIPLES**

We employ a set of Strategic Principles - described in the following paragraphs - to build upon the National Defense Foundations. These principles capitalize on our enduring strengths, capture the key lessons learned from our victory in Desert Storm, and allow us to exploit the weaknesses of those who might challenge United States interests.

READINESS

COLLECTIVE SECURITY

ARMS CONTROL

MARITIME & AEROSPACE SUPERIORITY

STRATEGIC AGILITY

POWER PROJECTION

TECHNOLOGICAL SUPERIORITY

DECISIVE FORCE

Readiness

As the size of the US military is reduced, it must never be allowed to become a "Hollow Force," one that is under-manned, under-trained, and not prepared for immediate deployment.

Deterrence and crisis response dictate that we maintain a force which can respond quickly, prepared to fight upon arrival. This requirement demands joint teamwork at all levels, an appropriate mix of active and reserve forces, sufficient skilled personnel to man units fully, full bins and magazines, accurate and timely intelligence, and intense training. In peacetime, officers and noncommissioned officers must acquire the skills and develop the confidence and initiative necessary to conduct complex joint and combined operations. Leadership skills are the most important, yet they are the most difficult to develop. While professional schools are fundamentally important, the military, is a hands-on profession and most learning by leaders at all levels is accomplished while participating in unit training and operations. Hence, realistic, demanding, and objectively measured training and exercises are a must.

Collective Security

Increasingly, we expect to strengthen world response to crises through multilateral operations under the auspices of international security organizations. In the 1991 Gulf War, the United Nations played a role envisioned by its founders - orchestrating and sanctioning collective resistance to an aggressor. The new international order will be characterized by a growing consensus that force cannot be used to settle disputes and when the consensus is broken, the burdens and responsibilities are shared by many nations. While support of formal alliances such as NATO will continue to be fundamental to American military strategy, the United States must be prepared to fight as part of an ad hoc coalition if we become involved in conflict where no formal security relationships exist. We must also retain the capability to operate independently, as our interests dictate.

Arms Control

We have engaged in arms control not as an end in itself but as a means to enhance our national security. As we enter the final decade of this century, it is apparent that arms control is beginning to bound uncertainty and reduce nuclear, chemical, biological, and conventional arsenals in many meaningful and lasting ways.

In September 1991, the President directed a range of unilateral nuclear initiatives including elimination of the entire worldwide inventory of US ground-launched, short range, theater nuclear weapons. We will withdraw and destroy all of our nuclear artillery shells and short range nuclear ballistic missile warheads, while preserving an effective air-delivered nuclear capability. The US will also withdraw all tactical nuclear weapons from aircraft carriers, surface ships, attack

submarines, and those associated with land-based naval aircraft. We have taken all of our strategic bombers off of alert status for the first time since the 1950s. It is clear that we have entered an entirely new era in the arms control process - for the first time nations with major arsenals are reducing, relocating, and restructuring stockpiles unilaterally, in realistic anticipation of corresponding measures from others. The era of prolonged and painstaking negotiations by mutually distrustful adversaries may be evolving into a much different arms control environment.

We will continue to seek to reduce military threats to our national interests, inject greater predictability into military relationships, and channel force postures - iii more stabilizing directions, while retaining vital military capabilities. Y

#### **Maritime and Aerospace Superiority**

Achieving and maintaining preeminence in the air, in space, and at sea is key to our continued success as a global leader. In peace, maritime and aerospace superiority enhance our deterrent capabilities. In war, they are critical to the conduct and successful termination of conflict. Extended supply lines demand the unimpeded flow of assets. The ability to quickly establish control of the air, sea, and space both en route and in the theater of operations provides for increased combat effectiveness, fewer losses, and efficient employment of combat power where it is needed most.

#### **Strategic Agility**

The force needed to win is assembled by the rapid movement of forces from wherever they are to wherever they are needed. US forces stationed in CONUS and overseas will be fully capable of worldwide employment on short notice.

#### **Power Projection**

Our ability to project power, both from the United States and from forward deployed locations, has strategic value beyond crisis response. It is a day in and day out contributor to deterrence, regional stability, and collective security. It becomes an even more critical part of our military strategy since overseas presence will be reduced and our regional focus has been enhanced.

#### **Technological Superiority**

The United States must continue to rely heavily on technological superiority to offset quantitative advantages, to minimize risk to US forces, and to enhance the potential for swift, decisive termination of conflict. In peace, technological superiority is a key element of deterrence. In war, it enhances combat effectiveness and reduces loss of personnel and equipment. Our collective defeat of Iraq clearly demonstrates the need for a superior intelligence capability and the world's best weapons and supporting systems. We must continue to maintain our qualitative edge. Therefore, advancement in and protection of technology is a national security obligation.

#### **Decisive Force**

Once a decision for military action has been made, half-measures and confused objectives extract a severe price in the form of a protracted conflict which can cause needless waste of human lives and material resources, a divided nation at home, and defeat. Therefore, one of the essential elements of our national military strategy is the ability to rapidly assemble the forces needed to win — the concept of applying decisive force to overwhelm our adversaries and thereby terminate conflicts swiftly with a minimum loss of life.

#### **PLANNING AND EMPLOYMENT**

Hie President and the Secretary of Defense crafted a national defense strategy firmly based on the four foundations of Strategic Deterrence, Forward Presence, Crisis Response, and Reconstitution. The National Military Strategy implements the defense strategy using the strategic principles outlined in the previous section. The nature of the forces required and how they are to be employed are described below.

#### **REGIONAL FOCUS**

Because of the changes in the strategic environment, the threats we expect to face are regional rather than global. We will, of course, deter and defend against strategic nuclear attacks as we have for the past forty years. We will also retain the potential to defeat a global threat, should one

emerge. However, our plans and resources are primarily focused on deterring and fighting regional rather than global wars.

The growing complexity of the international security environment makes it increasingly difficult to predict the circumstances under which US military power might be employed. Hence, forward presence and crisis response are fundamental to our regionally oriented strategy.

In peacetime our forward presence is the "glue" that helps hold alliances together, builds cooperative institutions, and helps regional countries work together, including some with historical antagonisms. Forward presence helps to reduce regional tensions, to deter potential aggressors, and to dampen regional arms competitions.

During peacetime our forces train with allies and friends, building relationships, developing standard operating procedures, and demonstrating US commitment to both friends and potential aggressors. Such operations contribute to readiness and the quality of our forces, thus further enhancing deterrence. Our forward presence is also the leading edge of our crisis response capability.

Crisis response gives us the ability to project power and decisively use military force when and where the national leadership determines it is needed. There remain potential threats - countries with substantial or growing military capability - that, coupled with a trigger such as an age old antagonism, could erupt into crisis as happened in the summer of 1990 when in a very short period Iraq invaded Kuwait. We don't know whether one of today's potential threats will become the next crisis or if some new threat will evolve to create a crisis in the coming years. Thus, we are focusing our planning efforts on regions of potential conflict. We must be able to project power to Europe, the Middle East, and Asia rapidly and in sufficient strength to defeat any aggressor who has not been deterred by our forward presence. Plans for contingencies in these regions are developed such that they can be readily adapted to a range of crises that could occur.

By examining and anticipating the potential for instability or crisis, the regional CINCs develop plans for the employment of military assets (as well as examining the complementary economic, diplomatic, and political options). These options, used singly or in various combinations, can be carried out with the intent of deterring or averting crisis. They vary widely from large joint and combined operations and the deployment of task forces to small mobile training teams and low level military to military contacts. Forward presence forces in Europe, Asia, Central and South America, and at sea, though reduced in size, are fundamental to this concept.

#### ADAPTIVE PLANNING

To meet our unilateral and alliance responsibilities, the United States needs a diverse spectrum of military options. A smaller total force requires flexibility in planning, training, and employment, placing an even greater premium on maintaining and enhancing technological superiority and the high quality of our total-force.

The end of the Cold War and profound changes in Eastern Europe and the Soviet Union call into question many of the traditional warning assumptions used for planning. Warning time, or available response time, is far more likely to be exploited by key decisionmakers if they have a menu of options from which to choose. These options need to be pre-planned and gauged to a wide range of crises. This fundamental change to our military strategy is reflected in an adaptive planning process, through which planners develop multiple options keyed to specific crises.

Adaptive planning provides a range of preplanned options, encompassing all the instruments of national power (diplomatic, political, economic and military) to clearly demonstrate US resolve, deter potential adversaries, and, if necessary, to deploy and employ force to fight and win, quickly and decisively.

The spectrum of available options confronts any opponent's leadership with uncertainty and risk should it contemplate aggression of any kind to include the use of nuclear, chemical, or biological weapons.

The military strategy provides a framework within which the combatant commanders — the commanders in chief of the unified and specified commands (CINCs) - plan the use of military forces in their areas of responsibility and communicate their recommended military options for decision by the National Command Authorities in times of crisis. There are four general categories of operations combatant CINCs must plan for and be prepared to execute. These operations are broadly explained below and expanded in the subsequent sections.

☆ Employ strategic nuclear forces and strategic defenses to deter and respond to a nuclear attack.

☆ Actively employ resources on a day to day basis to build military and alliance readiness; foster stability; promote peace, democracy, human rights, and the rule of law; protect lives and property; help our friends, allies, and those in need of humanitarian aid. This includes evacuation of non-combatants, such as the 1990 operations SHARP EDGE in Liberia and EASTERN EXIT in Somalia.

☆ Deploy and employ forces to deter and if necessary, to rapidly and decisively resolve a regional military conflict. The 1989 Operation JUST CAUSE in Panama and the 1990-1991 Operation DESERT SHIELD / DESERT STORM in Southwest Asia are recent examples. Also in this category are more limited combat operations in support of national policy objectives. The 1986 raid on Libya, Operation EL DORADO CANYON, and Operation URGENT FURY in Grenada are examples.

☆ Deploy and employ reconstituted forces to counter the emergence of a global threat and to defeat any that should arise.

Planning is decentralized to the CINCs to the maximum possible extent. Broad policy and strategy guidance, mission assignment, and final plan review are provided by the Secretary of Defense. The assumptions, the concepts of operations, and specific forces to be employed are determined by the CINCs and approved by the Chairman, Joint Chiefs of Staff, in close coordination with the Services and defense agencies.

The end of the Cold War marks the beginning of a new era, an era that demands responses and plans which can be readily adapted to the unforeseen and unexpected. We are now in the process of developing adaptive operational plans. This framework provides continuity of planning from peace through the use of nuclear forces.

#### **NUCLEAR WEAPONS**

The purpose of nuclear forces is to deter the use of weapons of mass destruction and to serve as a hedge against the emergence of an overwhelming conventional threat. The need for nuclear deterrence is a continuing one whether the nation is at peace or our troops are responding to a contingency in some region of the world. Detailed target planning is done to enhance responsiveness and to provide options. Specific target selection and the alert status of the force are functions of the world situation at any particular point in time. The President's September 1991 nuclear force initiative was intended to enhance our security through arms reductions while preserving the capability to regenerate selected forces if required.

#### **FORWARD PRESENCE OPERATIONS**

Forward presence operations of US forces demonstrate our commitment, foster regional stability, lend credibility to our alliances, and enhance our crisis response capability. In addition to traditional activities such as exercises, deployments, port visits, military-to-military contacts, security assistance, countering terrorism and protecting American citizens in crisis areas, in the new security environment, our military forces may be called upon to execute less traditional operations. These include newly defined roles for the military in the war on drugs and in providing humanitarian assistance.

#### **Operational Training and Deployments**

As our forces conduct regular overseas deployments, port visits, and participate in joint and combined training exercises overseas, they continue to show our commitment to alliances and

contribute to regional stability throughout the world. These operations reinforce our capability to participate in coalition and combined warfare with the military units of other nations, as well as strengthen relations with allied military personnel and civilians alike. As we draw down our permanently stationed forces overseas, it becomes even more important to preserve access agreements and basing rights which prove so vital to responding to crises overseas. Forward presence forces conducting operational and training deployments are often the most responsive in cases of natural disaster or regional crisis.

#### **Security Assistance**

The bonds of collective security can be strengthened greatly, particularly with lesser developed nations, through programs designed to aid friends and allies to meet the needs of their countries. Through security assistance, the United States can demonstrate commitment, reinforce alliance cohesion, build upon bilateral relations, and provide a moderating influence vital to regional stability and cooperation. The use of US equipment, training, and professional military education can increase US influence, foster interoperability, and build relationships which help create the sympathetic global infrastructure crucial to effective crisis response.

#### **Protecting US Citizens Abroad**

US military forces have traditionally been called upon when US lives and property are threatened abroad. Our uniformed military have frequently conducted short-notice evacuation missions, of Americans and non-Americans alike. Not only must our forces provide responsive and capable evacuation lift, they must be prepared to conduct those operations in the midst of armed conflict.

In recent decades, these traditional protection responsibilities have included deterring and countering the threat of international terrorism to American citizens and property abroad. This requires international cooperation and coordination, and a military force prepared to monitor terrorist activities, anticipate terrorist acts, protect vulnerable targets, and other measures to counter terrorist threats.

#### **Combatting Drugs**

The detection and significant reduction of the production and trafficking of illegal drugs is a high priority national security mission of our armed forces. The President and the Secretary of Defense have directed that we deal with this threat as a danger to our security. Under the President's National Drug Strategy, we are charged to help lead the attack on the supply of illegal drugs from abroad.

A comprehensive program for attacking the flow of drugs - at the source and in transit - has been established. In the United States proper, the military will support local, state, and federal agencies as permitted by law. The US military is fully committed to this effort. We have established an effective communications network for federal, state and local law enforcement agencies. The military will continue to enhance its detection and monitoring capabilities, and will encourage and assist other nations to develop aggressive efforts and capabilities necessary to stem the flow of drugs. This mission will require the sustained employment of properly trained and equipped forces for the foreseeable future.

#### **Humanitarian Assistance**

Increasingly, US forces will be called upon to provide humanitarian assistance and disaster relief both at home and abroad. As one of the few nations in the world with the means to rapidly and effectively respond to disaster, many nations depend on us for assistance. Not only must our forces be prepared to provide humanitarian aid, but as seen recently in Northern Iraq, in some cases they must also be prepared to engage in conflict in order to assist and protect those in need.

#### **CONFLICT RESOLUTION**

The precise nature of a US response to a crisis will be predicated on the criticality of US interests at stake, our commitments to the nations involved, the level and sophistication of the threat, and the capabilities of US and allied forces. Prior to committing US forces to combat it must

be determined that US vital interests are at risk and that political, diplomatic, and economic measures have failed to correct the situation or have been ruled out for some other reason. Our strategy is to resolve any conflict in which we become involved swiftly and decisively, in concert with our allies and friends. While striving to contain conflict to the region of origin and to limit conflict to conventional means, we must plan measures to deter or defend US interests and take other actions as necessary outside the region.

There are cases where the swift and effective application of force such as a preemptory or retaliatory measure can defuse a crisis before it develops into a situation requiring the deployment of large formations. Key to the success of these and all other combat operations are clearly stated, measurable, and attainable military objectives. The military force is then tailored to the particular circumstances and to accomplish the specific tasks assigned.

#### PLANNING FOR A GLOBAL CONFLICT

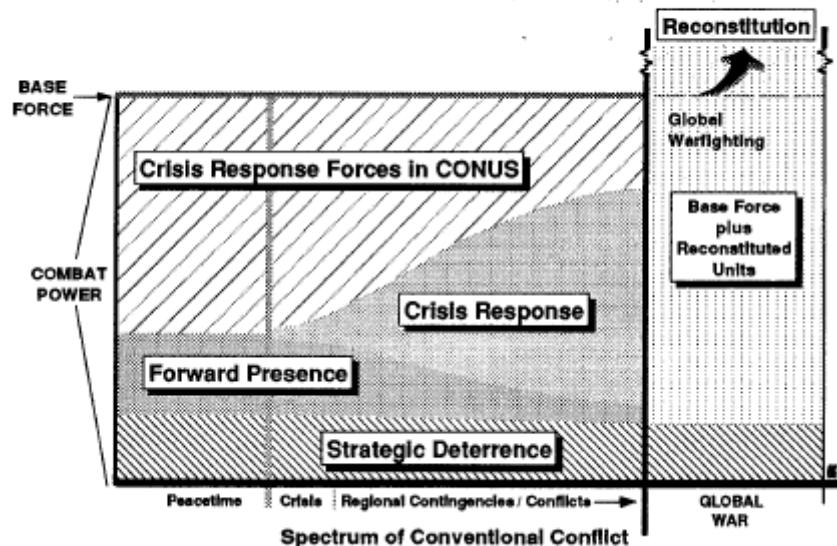
While there is no longer a proximate threat of a global war, our superpower status carries with it the responsibility for leadership in the free world should the potential for global conflict emerge as it has three times in this century. We will not retain the forces required for a global conflict. However, we must know what it takes to build up to the necessary levels and to effectively employ the forces. Reconstitution can take on different forms depending upon the assessed time available to prepare the forces and equipment. CINCs must plan for this eventuality but as a last priority.

Classic military strategy matches the ends to be achieved with the means to achieve the ends - an ends, ways, and means approach. The uncertain world we face requires us to deal effectively with the unknown and unexpected, and we have done so with flexible options and adaptive plans. The forces then are derived from the strategy - the forces needed to execute the strategy - a base force.

#### THE BASE FORCE - A TOTAL FORCE

As we reduce and restructure our armed forces in recognition of the realities of the 1990s, it is important to preserve a core capability to deter aggression, provide meaningful presence abroad, respond to regional crises, and rebuild a global warfighting capability. As portrayed in the diagram below, this force must be prepared to meet these demands throughout a spectrum of environments, from peace through the occurrence of multiple regional crises. In each case, the force must be flexible enough to adapt to the changing circumstances while preserving those core capabilities so necessary to deter and defend. This force is the Base Force.

#### The Base Force Supports the Strategy



In peacetime, those forces not dedicated to strategic deterrence will primarily be charged with responsibilities of forward presence and preparing for crisis response. The portions dedicated to presence are largely driven by interests in various regions of the world, as well as commitments to allies and formal collective security agreements. Those forces earmarked for crisis response train for regional contingencies and often serve in the forward presence role as they participate in deployments and joint and combined exercises in various regions of the world. This carefully managed blend of highly ready forces engaged in peacetime activities at diverse locations provides the nation with the global strength to deter would-be aggressors, influence world events, and to encourage continued democratic and economic progress and respect for human rights in an atmosphere of enhanced stability.

As the nation is called upon to respond to crises, regional CINCs will form appropriately tailored joint task forces, the "crisis response" portion of the diagram. These joint task forces will include an increasing number of both forward presence and crisis response forces as the intensity of regional crises grows. Such task forces may require maritime prepositioned supplies and equipment in regions where land-based prepositioning is not feasible. In each situation, however, it is crucial that a portion of the force continues to deter would-be aggressors in other regions, and to support alliance commitments elsewhere. In other words, we do not plan to commit 100% of the force to any one crisis.

While the nation downsizes and restructures its military forces in response to the changing environment, those elements and assets necessary to rebuild our global warfighting capability must be preserved. During the period of expanded warning time, these resources would be used to create new units, expand defense production, and begin the long-term mobilization necessary to respond to a global challenge.

In brief, the National Military Strategy provides for our enduring defense needs. The Base Force is the force needed to execute the National Military Strategy and to maintain an acceptable level of risk.

Substantially smaller than the forces of the 1980s, the Base Force is a future force which anticipates continued progress and improvement in the security environment. Designed to provide us with the capabilities needed to deal with an uncertain future, the Base Force is dynamic and can be reshaped in response to further changes in the strategic environment. The plan for downsizing and reconfiguring our forces to the Base Force level is both prudent and fiscally attainable. Faster reductions risk the danger of destroying the cohesion, morale, and military effectiveness of today's forces.

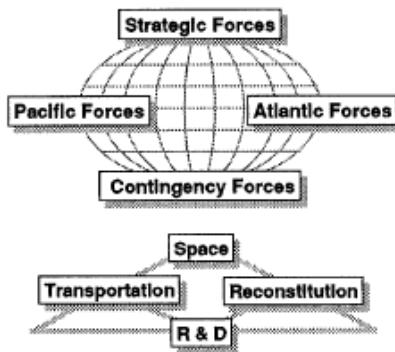
#### **COMPOSITION OF THE BASE FORCE**

The Base Force acknowledges the changing world order, domestic fiscal constraints, and the needs of our new military strategy. It maximizes the capabilities of each component and integrates active and reserve forces from each of the services into an effective military force capable of responding across the spectrum of conflict. Founded upon the capabilities of historical, current, and potential adversaries, the Base Force also acknowledges the support of friends and allies.

Forward presence forces are predominantly drawn from the active component of all services. For regional crises, our forces will also be drawn in large part from the active components, with essential support from the reserve components. If these crises become larger or more protracted, we will increasingly rely upon the reserve components.

#### **THE BASE FORCE FRAMEWORK**

The Base Force is subdivided into four conceptual force packages and four supporting capabilities. This is a force sizing tool and not a blueprint for a new command structure.



While some forces are oriented on specific geographic areas to include forward stationing, all forces are available for worldwide employment. The Base Force is not today's force. It is the much smaller force we intend to have in 1995.

FORCE COMPOSITION		
	FY 91	BASE FORCE
<b>STRATEGIC</b>		
Bombers	B-52 + B-1	B-52H + B-1 + B-2
Missiles	1000	550
SSBNs	34	18
<b>ARMY</b>		
Active	16 Divisions	12 Divisions
Reserve	10 Divisions	6 Divisions
Cadre		2 Divisions
<b>NAVY</b>		
Ships	530 (15 CVBGs)	450 (12 CVBGs)
Active	13 Air Wings	11 Air Wings
Reserve	2 Air Wings	2 Air Wings
<b>USMC</b>		
Active	3 MEFs	3 MEFs
Reserve	1 Division / Wing	1 Division / Wing
<b>AIR FORCE</b>		
Active	22 FWE	15 FWE
Reserve	12 FWE	11 FWE

CVBG: Carrier Battle Group   MEF: Marine Expeditionary Force   FWE: Fighter Wing Equivalent

#### FOUR MILITARY FORCE PACKAGES

##### Strategic Forces

- To deter the threat of nuclear aggression - as we have for the past 40 years - we must continue to maintain a credible triad of modern, flexible, and survivable systems. The 18 ballistic missile submarines in the force are all Tridents. The bomber leg, consisting of the B-1, B-52, and B-2, will provide us with both nuclear and conventional capability. 500 Minuteman III and 50 Peacekeeper land-based ICBMs round out the strategic triad. The reserve components accomplish the majority of air defense interceptor missions and will comprise a significant portion of the air refueling fleet.

Our strategic force structure complies with START and the President's unilateral nuclear initiative and could get even smaller depending on the results of discussions with Russia, Ukraine, Belarus, and Kazakhstan. However, the sheer size of the old Soviet arsenal means the requirement for nuclear deterrence will be with us for years to come. Also, the number of nations possessing nuclear, chemical, and biological weapons and long "range delivery systems will likely increase. SDI efforts have been refocused to develop and field a global protection against limited strikes (GPALS) on our deployed forces, friends and allies, and the United States.

##### Atlantic Forces

US interests in the Atlantic Regions - including Europe, the Mediterranean, the Middle East, Africa, and Southwest Asia - require a continuing commitment. The United States will maintain forward stationed and rotational forces, a capability for rapid reinforcement from within the Atlantic region and from the United States, and the means to support deployment of larger forces when needed.

- Forward Presence -

The end of the Cold War has significantly reduced the requirement to station US forces in Europe. Yet, the security of the United States remains linked to that of Europe, and our continued support of the Atlantic Alliance is crucial. Our stake in long-term European security and stability, as well as enduring economic, cultural, and geo-political interests require a continued commitment of US military strength.

Our forward presence forces in Europe must be sized, designed, and postured to preserve an active and influential role in the Atlantic Alliance and in the future security framework on the continent. We are committing an Army corps, Air Force wings, and naval forces to support the new NATO strategy. The Army corps is the foundation of a US-led multinational corps and provides the US division committed to a German-led multinational corps as well as forward based elements of the Allied Command Europe Rapid Reaction Forces.

The corps is the fundamental Army unit capable of credible theater warfighting, possessing organic logistics, communications, and intelligence infrastructure. It can conduct combat operations in Europe, project viable power elsewhere, and support the arrival of reinforcing units from the CONUS should the continental situation change. A corps, with two divisions, is the minimum Army force suitable to serve this purpose.

Air Force fighter wings have the flexibility to meet the wide range of theater commander tasks. They can gain air superiority, suppress enemy defenses, and strike tactical and strategic targets with precision. In addition, the Air Force in Europe provides the core basing, command and control, and mobility infrastructure to facilitate the receipt of reinforcing units. Three to four wings are required to meet these forward presence demands.

Carrier battle groups and Marine amphibious forces provide meaningful forward presence and crisis response capabilities from the North Atlantic throughout the Mediterranean, the Red Sea, and the Arabian Gulf. Providing stability and security in these densely travelled and potentially volatile seas, naval forces can establish and maintain control of open ocean and littoral areas, deliver forces by sea, land Marine amphibious forces, and support a land engagement with carrier air and cruise missiles. Two carrier battle groups and amphibious ready groups (from both Atlantic and Pacific Forces) are required to support US interests throughout this region, providing the full range of naval subsurface, surface, and air power.

The 1990-1991 Gulf crisis tested our capability to respond rapidly to a severe threat in Southwest Asia. Today, almost a year after the defeat of Iraq, about 25,000 US servicemen and women remain in the Persian Gulf, many times our presence before Desert Shield. This heightened level of presence in the Gulf is not permanent — it's there to reassure our friends, to chill our adversaries, and to discourage other adversaries from emerging. Presence can be reduced as the potential for crisis decreases. The long term strategy includes a mix of maritime deployments, a capability to rotate selected air forces, pre-positioned materiel, and combined exercises involving each of our military components.

#### - Crisis Response -

In times of crisis, we must have the capability to reinforce our forward presence forces while still maintaining our commitments in other regions. These requirements underscore the need to preserve the strength of US-based heavy Army forces capable of prevailing against a similarly armed opponent; naval forces capable of establishing and maintaining sea control and projecting power ashore; amphibious forces capable of conducting forcible entry operations; and air forces that can strike an enemy's vital centers of gravity, achieve air superiority and conduct other missions to achieve theater commander objectives.

Active forces based in the US, tailored principally to respond to crises in the Atlantic region, include: a reinforcing heavy Army corps with three divisions, each with a reserve roundout brigade; two Air Force fighter wings; one Marine Expeditionary Force; and four carrier battle groups. In addition, US elements of the Belgian Tri-national Corps will come from the CONUS.

Across the Atlantic, potential adversaries still have large, modern, and capable armies and air forces. Although available for world-wide employment, six Army reserve divisions and eleven Air Force fighter wings are, therefore, focused on this area.

#### Pacific Forces

US interests in the Pacific, including Southeast Asia and the Indian Ocean, require a continuing commitment. Because the forces of potential adversaries in the Pacific are different than in the Atlantic, and due to the maritime character of the area, US military forces in this vast region of major importance differ from those in the Atlantic arena.

- Forward Presence -

The presence of US forces serves as a stabilizing influence in this economically important area. The geography, US interests, and the nature of potential threats dictate the need for joint forces similar to but smaller than those present today. Forward presence forces will be principally maritime, with half of our projected carrier and amphibious force oriented toward this area including one forward deployed carrier battle group along with a Marine Expeditionary Force. We plan to keep one aircraft carrier battle group and an amphibious ready group homeported in Japan and have developed new forward options not dependent upon our former bases in the Philippines. The improving military capability of South Korea has enabled our Army forces to be trimmed to less than a division. Air Forces can be reduced to 2 to 3 fighter wing equivalents in Korea and Japan. The pace of the reductions is gauged to shifting to a supporting role in Korea and modulated by North Korea's actions and nuclear cooperation. In addition, we retain forward presence forces in both Alaska and Hawaii.

- Crisis Response -

Forces oriented toward the Pacific must be sufficient to demonstrate the United States will continue to be a military power and remain vitally interested in the region. The North Korean threat remains and still requires reinforcing US forces for the Korean peninsula. As South Korea continues to improve its military capabilities, we expect to be able to reduce our ground and air presence. Crisis response forces focused on the Pacific region include forces in Hawaii, Alaska, and CONUS. These include 1+ division, 1 fighter wing, and 5 carrier battle groups.

Contingency Forces

Our strategy for the "come-as-you-are" arena of spontaneous, often unpredictable crises, requires fully-trained, highly-ready forces that are rapidly deliverable, and initially self-sufficient. Therefore, such forces must be drawn primarily from the active force structure and tailored into highly effective joint task forces that capitalize on the unique capabilities of each service and the special operations forces. In this regard, the CINC must have the opportunity to select from a broad spectrum of capabilities such as: airborne, air assault, light infantry, and rapidly deliverable heavy forces from the Army; the entire range of fighter, fighter-bomber, and long range conventional bomber forces provided by the Air Force; carrier-based naval air power, the striking capability of surface combatants, and the covert capabilities of attack submarines from the Navy; the amphibious combat power of the Marine Corps, particularly when access ashore is contested; and the unique capabilities of our special operations forces. Additionally, certain reserve units must be maintained at high readiness to assist and augment responding active units. Reserve forces perform much of the lift and other vital missions from the outset of any contingency operation. Contingency forces include forward stationed and deployed Army, Navy, Marine, and Air Forces; special operations forces; and US-based units.

- US-Based Contingency Forces -

Each CINC can choose what is needed for crisis response either from assigned forces, or from US-based contingency forces, and special operations forces. US-based contingency forces include an Airborne Corps headquarters, 5 Army divisions, 7 Air Force fighter wings, and 1 Marine Expeditionary Force. These forces are carefully balanced to provide both light and heavy ground forces with a forced entry capability by air or sea, and a fighter and attack capability from Air Force wings or Navy carriers. Also, the locations of the bases for air, sea, and land contingency forces facilitate joint training and enable early, rapid movement to rail terminals, airports, and seaport facilities.

US-based Army contingency forces provide an airborne division that can be air-dropped or air-landed on short notice; an air assault division providing the unique helicopter capabilities exploited with great success in Desert Storm; two full-up, all-active, heavy divisions ready to be the first heavy units to arrive from the US; and a light infantry division capable of being transported

rapidly to a crisis. Air Force wings provide a full spectrum of air combat capability to include air superiority, strategic attack, mobility, air refueling, and support of surface forces. Selected forces are organized into composite wings — Air Force multi-aircraft organizations specifically tailored for rapid power projection abroad and support of air-land operations. A Marine expeditionary force provides an amphibious forcible entry capability and the ability to employ Maritime

Prepositioning Squadrons positioned in strategic areas around the world.

The contingency forces must be maintained at the highest possible readiness levels to respond in a moment's notice to crisis around the world. They complement our forward deployed assets; can provide an initial response capability where we have no forward deployed forces; facilitate joint training and the development of joint doctrine, tactics, techniques, and procedures; and enhance joint force employment since these forces will routinely train together.

#### FOUR SUPPORTING CAPABILITIES

##### Transportation

Regional focus, flexible/adaptive planning, and reduced forward presence have all combined to significantly increase our reliance on strategic mobility. The United States requires sufficient strategic mobility to rapidly deploy and sustain overwhelming combat power in any region where US national interests are threatened. Pre-positioned materiel, either ashore or afloat, can contribute to strategic mobility by reducing the requirements for early heavy lift at the time of crisis. Any weak link along this complex chain can disrupt or even halt a deployment.

##### Space

Effective employment of Strategic, Atlantic, Pacific, and Contingency forces requires an extensive space capability. Early warning, intelligence, weather, surveillance, navigation, and C3 requirements dictate the need for a wide variety of space systems, including the means to provide information to field commanders in a timely manner. Increasing demands for strategic defense and treaty monitoring, as well as emerging tactical needs, require effective spacecraft and infrastructure. Space forces must be able to accomplish four tasks: space control (combat against enemy forces in space and their infrastructure); force application (combat against enemy land, sea, air, and missile forces); force enhancement (support for land, sea, and air forces); and space support (satellite control and launch capability). More than ever before, space is the "High Ground" that we must occupy.

##### Reconstitution

Preserving the potential for expansion of air, ground, and maritime forces will require extraordinary foresight and political coinage to lay away infrastructure, stockpile critical materials, protect the defense industrial base, sustain a cadre of quality leaders, and invest in basic science and high-payoff technologies. Reconstitution also requires important decisions based on early strategic warning.

A key element in responding to this challenge is Graduated Mobilization Response. This national process integrates actions to increase our emergency preparedness posture in response to warning of crisis. These actions are designed to mitigate the impact of a crisis and to reduce significantly the lead time associated with responding to a full scale national security emergency.

##### Research and Development (R&D)

Beyond the requirement for a reconstitution capability, is the compelling need for continued and significant R&D in a wide spectrum of technologies, applications, and systems. As with the training and overall readiness of our military forces, there can be no false economies in this critical area. Product improvement, modernization, and technological innovation all flow from research and development, and, if properly protected, have dramatic impacts on battlefield effectiveness and on our ability to reconstitute fighting forces in the future. Since we currently have the most technologically advanced systems in the world, our future investment choices may require a different acquisition strategy than we have followed in the past. For example, full scale production may not always follow prototyping. We need to protect the capability to produce the world's most technologically advanced weapons systems, but only if required.

#### CONCLUSION

The world has changed in dramatic ways. This national military strategy reflects those changes with a shift in focus to adaptive regional planning providing more options for decisionmakers. Forces, ready to move either from CONUS or forward deployed locations to the scene of a crisis, have the strategic agility to mass overwhelming force and terminate conflict swiftly and decisively. The strategy recognizes the very positive developments in the former Soviet Union and acknowledges the changes brought about through the arms control process.

The strategy has evolved as profound changes continued throughout the world and reflects a vision of the coming decade. The distinguishing feature of this new strategy is that it focuses more on regional threats and less on global confrontation. The recent conflict in the Gulf followed the new directions charted by this strategy. Examples include:

- ★ Effective coalitions are possible and desirable in countering regional conflicts;
- ★ High-technology weapons, combined with innovative joint doctrine, gave our forces the edge;
- ★ The high quality of our military men and women made an extraordinary victory possible;
- ★ In a highly uncertain world, sound planning, forces in forward areas, and strategic air and sea lift are critical for developing the confidence, capabilities, international cooperation, and reach needed in times of trouble; and
- ★ It takes a long time to build the high-quality forces, systems, leadership, and doctrine that make success possible.

While we learned valuable lessons from Desert Shield and Desert Storm, it would be unwise to assume that future regional conflict will be similar in either circumstance or response.

This strategy provides our national leadership with the ways and means to achieve national security objectives and facilitates United States global leadership in a rapidly changing world — an unprecedented opportunity to influence peaceful change.

#### WHAT HAS REALLY CHANGED IN US MILITARY STRATEGY?

Regional Orientation

Threat of the Uncertain and Unknown

A Smaller Total Force — The Base Force

CINCs Drive the Planning Process

Adaptive Plans

Strategic Agility

Decisive Force

The United States has been the world's leading power twice before in our history, in 1918 and 1945, and many saw no dangers then. In the 1950s and in the 1970s, some said we would never again become involved in any new regional conflicts. If we choose to do nothing ~ to merely hope fledgling international cooperation and democratic ideals will take root - to stagnate and weaken in our isolation — we assuredly sow seeds for future conflicts.

Winston Churchill is quoted as having said just before World War I...

"War is too foolish, too fantastic to be thought of in the Twentieth Century.... Civilization has climbed above such perils. The interdependence of nations..., the sense of public law...have rendered such nightmares impossible."

After stating this popular position, Churchill added, "Are you quite sine? It would be a pity to be wrong."

We have paid the price of being wrong before. It is far cheaper in the long run, and far safer, to pay the price that readiness requires ~ even in this safer world that our past efforts have made possible.



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# 1995

## **Национальная военная стратегия США Стратегия гибкого и избирательного взаимодействия (Вашингтон, 1995 г.)**

National Military Strategy of the United States of America 1995  
A Strategy of Flexible and Selective Engagement

CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
WASHINGTON, D.C. 20318-9999

The dramatic events comprising the end of the Cold War and the demise of the Soviet Union, as well as longer-term economic, demographic, environmental, and technological developments, have profoundly altered the international security environment. The security challenges of a largely bipolar world have been replaced with more ambiguous and, in some cases, equally dangerous problems.

Our strategy for meeting these challenges is described by the President in A National Security Strategy of Engagement and Enlargement. Under this national strategy we will enhance our security by maintaining a strong defense capability, promoting cooperative security measures, working to open foreign markets and spur global economic growth, and promoting democracy abroad.

This new national military strategy, derived from the national security strategy and the defense framework outlined in the Bottom-Up Review, describes the critical role which the Armed Forces will play in helping to achieve our Nation's objectives. This is a strategy of flexible and selective engagement required to support our Nation's interests. Reflecting the ambiguous nature of our security challenges, the strategy emphasizes full spectrum capabilities for our Armed Forces.

The fundamental purpose of the Armed Forces must remain to fight and win our Nation's wars whenever and wherever called upon. With worldwide interests and challenges, the United States must maintain its capability to deal with more than one major crisis at a time. For this reason, our Armed Forces must maintain the capability to fight and win two nearly simultaneous regional contingencies, even as we continue to restructure and reduce the size of the force.

The challenge of the new strategic era is to selectively use the vast and unique capabilities of the Armed Forces to advance national interests in peacetime while maintaining readiness to fight and win when called upon. This new national military strategy describes the objectives, concepts, tasks, and capabilities necessary in the near term to adapt the Armed Forces' proven capabilities to meet this challenge.

/Signed/

JOHN M. SHALIKASHVILI

Chairman of the Joint Chiefs of Staff

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Components of the Strategy

Peacetime Engagement Military-to-Military Contacts / Nation Assistance / Security Assistance / Humanitarian Operations / Counterdrug and Counterterrorism / Peacekeeping

Deterrence and Conflict Prevention Nuclear Deterrence / Regional Alliances / Crisis Response / Arms Control / Confidence-Building Measures / Noncombatant Evacuation Operations / Sanctions Enforcement / Peace Enforcement

Fight and Win Clear Objectives - Decisive Force / Wartime Power Projection / Fight Combined and Fight Joint / Win the Information War / Countering Weapons of Mass Destruction / Two Major Regional Contingency Focus / Force Generation / Win the Peace

Military Capabilities

Posture and Size

Force Building Foundations Quality People / Readiness / Enhancements / Modernization / Balance

Conclusion

Executive Summary

A Strategy of Flexible and Selective Engagement

Introduction

In formulating national military strategy, the Chairman of the Joint Chiefs of Staff derives guidance from the national security strategy articulated by the President and from the Bottom-Up Review conducted by the Secretary of Defense. The National Security Strategy of Engagement and Enlargement emphasizes worldwide engagement and the enlargement of the community of free market democracies. In turn, this new national military strategy calls for flexible and selective engagement, involving a broad range of activities and capabilities to address and help shape the evolving international environment.

The International Environment

Challenges to our global interests did not disappear with the end of the Cold War. Today we face a world in which threats are widespread and uncertain, and where conflict is probable, but too often unpredictable. The strategic landscape is characterized by four principal dangers which our military must address: regional instability; the proliferation of weapons of mass destruction; transnational dangers such as drug trafficking and terrorism; and the dangers to democracy and reform in the former Soviet Union, Eastern Europe, and elsewhere.

Many ethnic, religious, territorial, and economic tensions, held in check by the pressures of the bipolar global competition, erupted when the constraints posed by the Cold War were removed. Regional instability also results when regional powers such as Iraq, Iran, and North Korea pursue aggressive policies in attempts to dominate their neighbors militarily, politically, or economically.

Despite progress, the process of economic and political reform in the successor states to the Soviet Union is subject to reversal. Moreover, Russia will continue to retain large numbers of nuclear weapons and associated delivery systems. Thus, it is important for us to work with Russia and the other newly independent states to stem the proliferation of all types of weapons of mass destruction and to support the process of democratic reform.

#### National Military Objectives

##### Guarding against threats to mass destruction; transnational

United States' interests requires the use of appropriate military capabilities in concert with the economic, diplomatic, and informational elements of our national power. Our Armed Forces are engaged worldwide on a continual basis to accomplish two national military objectives — promoting stability and thwarting aggression.

We anticipate a considerable period before stability returns to our strategic environment. Our peacetime efforts to counter regional instability, impede the proliferation of weapons of mass destruction, reduce the impact of transnational threats, and support democracy and reform are important for promoting stability and deterring aggression during the post-Cold War transformation process.

#### The Strategy

Our military forces must perform three sets of tasks to achieve the military objectives of promoting stability and thwarting aggression. These three components of the strategy are peacetime engagement, deterrence and conflict prevention, and fighting and winning our Nation's wars. Accomplishing the specific tasks of the strategy is facilitated by the two complementary strategic concepts of overseas presence and power projection.

#### Strategic Concepts:

Overseas presence takes the form of both permanently stationed forces and forces temporarily deployed abroad. Thus, we maintain overseas presence not only through forces permanently stationed overseas but also through a broad program of routine air, ground and naval deployments, various contingency operations, and global prepositioning of equipment. Overseas presence helps to keep important infrastructure available and ready in times of crisis. Although the size of our permanent overseas presence has decreased significantly in recent years because of changes in the international environment, the importance of these forces has not diminished. They provide visible proof of our commitment to defend American interests and those of our allies and friends.

With fewer US forces permanently stationed overseas, we must proportionately increase our capability to project forces abroad. The existence of a credible power projection capability complements our overseas presence in acting as a deterrent to potential adversaries. It further provides our national leaders greater flexibility in employing military force.

#### Components of the Strategy:

Peacetime engagement describes a broad range of noncombat activities undertaken by our Armed Forces that demonstrate commitment, improve collective military capabilities, promote democratic ideals, relieve suffering, and enhance regional stability. The elements of peacetime engagement include military-to-military contacts, nation assistance, security assistance, humanitarian operations, counterdrug and counterterrorism, and peacekeeping.

In concert with the other elements of US national power, our military capabilities serve to deter aggression and prevent conflict by convincing potential adversaries that their objectives will be denied and that their aggression will be decisively defeated. Deterring nuclear attack against the United States remains a critical task for our military. This second component of the strategy is a product of many concepts and programs which include nuclear deterrence, regional alliances, crisis

response, arms control, confidence-building measures, noncombatant evacuation operations, sanctions enforcement, and peace enforcement.

Being ready to fight and win the Nation's wars remains our foremost responsibility and the prime consideration governing all our military activities. This ability serves as the ultimate guarantor of our vital interests and is the fundamental reason that our Nation has raised and sustained its military forces.

In war, the employment of US forces will follow these principles:

- (1) set clear objectives and apply decisive force;
- (2) project the necessary power to the theater of operations;
- (3) fight combined with allies and friends and fight jointly, integrating the required capabilities from each of the Services;
- (4) help dominate combat operations by winning the information war.
- (5) counter weapons of mass destruction through deterrence and improved capability to operate in contaminated environments;
- (6) initiate force preparations to handle a second major regional contingency at the outset of the first conflict to deter potential aggressors;
- (7) generate the required forces by withdrawing from lower priority missions and mobilizing critical Reserve forces; and
- (8) begin plans to win the peace at the outset of the conflict.

#### Military Capabilities

The US Armed Forces are now in their eighth year of drawdown. As we reduce the force, we are also restructuring it for the challenges of the next century. This smaller, restructured force will be improved through enhancements and selected modernizations, enabling it to execute our new strategy, fully prepared for the challenges of a new era.

The core requirement of our strategy as laid out in the Bottom- Up Review is a force capable of fighting and winning two major regional conflicts nearly simultaneously. While this requirement most challenges the force structure, other needs, such as forces to provide adequate overseas presence, space capabilities to support a wide range of activities in peace and war, and secure nuclear forces for deterrence, have also been taken into account.

The combat forces and supporting capabilities are built on five fundamental foundations. The first is the high quality men and women who comprise our military forces. There is no greater factor for our military success which is why we are working hard to recruit and retain quality people through realistic training and a good quality of life.

The second foundation is readiness. Maintaining high readiness of our forces is a prerequisite to deterring aggression and responding to crises. Today we are placing increased emphasis on joint readiness by strengthening joint doctrine and education, developing joint readiness measures, and improving joint and coalition training.

The third foundation consists of various force enhancements. Improvements are already underway to our strategic mobility capability, including airlift, sealift, and prepositioning. Continued improvements are also required in battlefield surveillance, our global command and control system, and the ability to employ precision weapons.

The fourth foundation is modernization, which is vital to preserve the essential combat edge that US forces now possess and to ensure future readiness. Due to budget constraints, major new investments will be pursued only where there is a substantial payoff. Existing weapons systems and platforms will continue to be updated to take advantage of rapid technological advances.

The fifth force-building foundation is balance. Despite its smaller size, our military must retain an appropriate mix of forces and capabilities to provide the versatility to handle today's challenges and to provide a hedge against unanticipated threats. Combat forces must be balanced with capable supporting forces, active duty forces must be balanced with appropriate Reserve capabilities, and force structure must be balanced with infrastructure.

### Conclusion

The national military strategy of flexible and selective engagement addresses the challenges and opportunities of the next century. US global responsibilities require global capabilities, despite a regional focus in implementing the strategy. We must apply all our strengths and work with allies and friends to assure stability in a troubled and complex world. This means our smaller forces must be made stronger and more versatile but remain built on the same strong foundation of outstanding people.

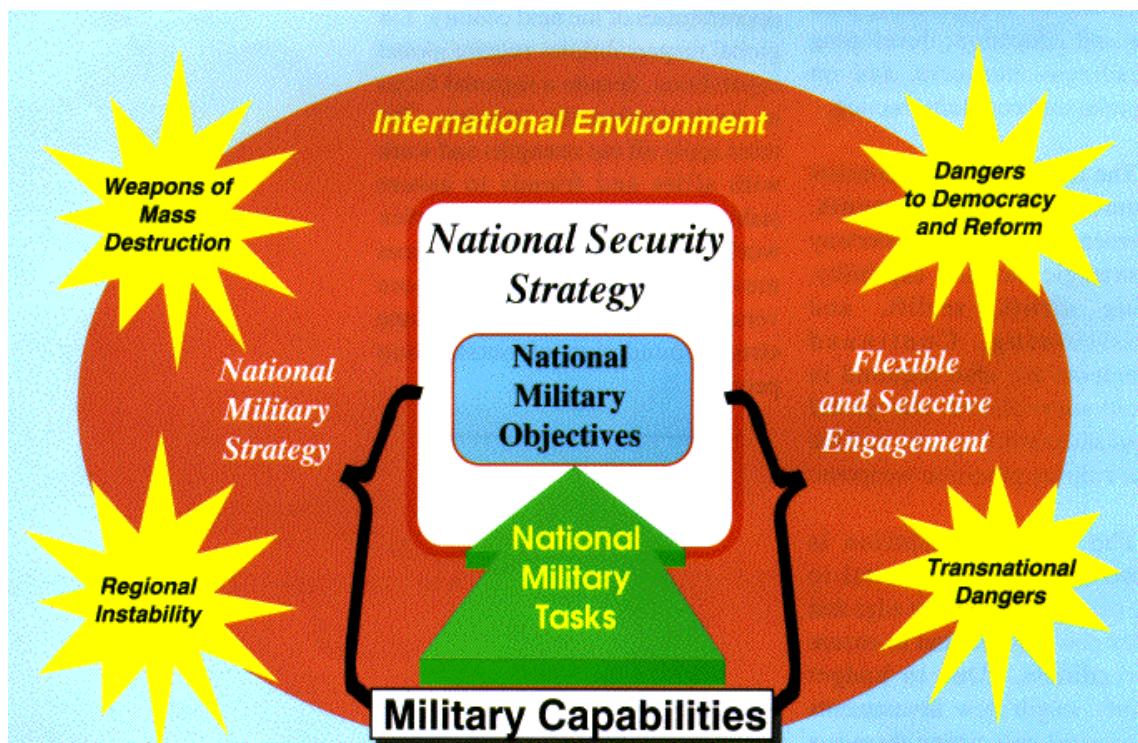
### Introduction

With the end of the Cold War, international relations have entered a new era. New democracies are evolving within the former Soviet Union and Europe; old rivalries are being transformed. For the United States this unsettled period provides both opportunities and risks as we seek to promote our values and protect our interests worldwide.

In A National Security Strategy of Engagement and Enlargement the President described our security objectives and provided the Armed Forces the guidance to shape our military strategy. Drawing also from the guidance developed in the Bottom- Up Review, this military strategy outlines how best to use US military capabilities to help achieve national goals. This military strategy of flexible and selective engagement prescribes a selective employment of military capabilities in peace and the use of decisive military force in war to achieve our national military objectives in this new international environment.

National military strategy addresses the main dangers which threaten US security interests, identifies the national military objectives, determines the military tasks we must accomplish to achieve these objectives, and examines the capabilities and forces required.

This is a strategy which applies day-to-day to guide our activities in the near term, even when we are at peace. But let there be no doubt about one fundamental fact: military forces exist—are organized, trained, and equipped — first and foremost to fight and win America's wars. Within this overriding requirement, this strategy also embodies a number of associated priorities.



International Environment

We have recently passed from a longstanding bipolar order to a still unsettled multipolar world. This was a welcome development, bringing promising opportunities to advance our interests and values but also ushering in new and diverse challenges.

Today the United States faces no immediate threat to its national survival. However, global interdependence and transparency, coupled with our worldwide security interests, make it difficult to ignore troubling developments almost anywhere on earth. In fact, in the 5 years since the fall of the Berlin Wall we have deployed our forces to assist in security or humanitarian crises about 40 times—a far greater pace than in the preceding 20 years. This level of activity, a measure reflective of these unsettled times, suggests a continuing need for flexible and robust military capabilities.

It is also true that the intentions of other nations can change, sometimes very rapidly, and thus our national military strategy must account for the military capabilities of other nations as well as their current intentions.

In surveying the international environment, the national security strategy as articulated by the President recognizes four principal dangers which our military, in combination with other elements of national power, must address: regional instability, the proliferation of weapons of mass destruction, transnational dangers, and the dangers to democracy and reform in the former Soviet Union, Eastern Europe, and elsewhere.

#### **REGIONAL INSTABILITY**

Regional instabilities are, and will remain, a recurring challenge, from nations that explode into internal conflict, as happened in Yugoslavia, Somalia, and Rwanda, to attacks against neighboring states, as we saw when Iraq invaded Kuwait. Many antagonisms that were buried by the frozen relationships of the Cold War have now surfaced, adding to those that carried over from that era.

The revival of age-old religious, ethnic, and territorial quarrels, in many cases compounded by the more contemporary tensions stemming from the disintegration of the Soviet Union, may present an even wider threat: the risk that they may engulf neighboring states. Among the former Soviet republics, in the Balkans, in the Maghreb, and throughout Africa, dangerous instabilities litter the landscape. Additional challenges are posed by Iraq, Iran, and North Korea, each of which is an imminent threat to the security of its neighbors and region.

#### **WEAPONS OF MASS DESTRUCTION**

The threat of nuclear attack against the American homeland today has diminished but there are still thousands of nuclear warheads and strategic delivery systems in the world. Despite the internal political and economic changes underway in the states of the former Soviet Union, we must remain mindful of these capabilities. For as long as these weapons exist, they will remain a threat to our security.

Especially troubling is the prospect that some of these weapons or their component materials might be stolen or otherwise acquired by third parties. Thus, the security and accountability of all nuclear warheads, weapon systems, and materials remain a grave concern.

Indeed, the proliferation of weapons of mass destruction — nuclear, chemical, and biological — is one of the most troubling dangers we face. The ongoing efforts to obtain such weapons by a number of countries present great and growing risks for the United States and its allies. The continuing diffusion of missile delivery technology is increasing the risks we face. Even the prospect of a hostile regional power or terrorist group gaining access to nuclear, chemical or biological weapons contributes to regional insecurities and increases the difficulty of settling disputes peacefully.

#### **TRANSNATIONAL DANGERS**

Increasing global interdependence has made every nation more vulnerable to growing transnational threats. Spreading diseases, fleeing refugees, international crime syndicates, and drug lords are several of the more serious transnational threats that bleed across our own and other nations' borders. What gives these threats unique character is that combating them lies beyond the

reach of any single government. But the damage they might inflict on our health, children, prosperity, and societies could be significant.

#### DANGERS TO DEMOCRACY AND REFORM

The community of democratic nations and free-market economies is growing throughout the world — a trend consistent with important US interests. The United States is committed to supporting nations transitioning into this community and therefore will assist in efforts to defend against threats to democratic and economic reform in the former Soviet Union, Eastern Europe, and elsewhere. However, the transition process in these emerging democracies remains susceptible to setbacks and reversals. The failure of democratic reform in the newly independent states, and particularly in Russia itself, would not necessarily return us to the bipolar standoff that characterized the Cold War, but it would in all likelihood adversely affect the United States and its interests.

#### National Military Objectives

Since the birth of the Nation our military strategy has been anchored to the same core purpose: to protect our Nation and its interests, while maintaining fundamental American values intact. Throughout the latter half of the century this has required a strategy of global engagement. This engagement is no less required today, even though our national military strategy has continued to evolve.

In addressing the four dangers discussed earlier, US military strategy must be intrinsically constructive, proactive, and preventive, helping to reduce the sources of conflict and at the same time blocking the effective use of force by potential adversaries. In military terms, we have translated these purposes as two complementary objectives: promoting stability and thwarting aggression.

#### PROMOTE STABILITY

We must not expect an easy transition to the stable, multipolar world we seek. The last transition of such magnitude, at the end of World War II, took years and saw numerous conflicts; and the form of that stability posed a threat to our Nation for nearly 40 years.

A primary thrust of our strategy must be to promote a long-term stability that is advantageous to the United States. There is ample historical precedent in this century that regional instability in military, economic, and political terms can escalate into global conflict. Our strategy further promotes stability in order to establish the conditions under which democracy can take hold and expand around the world. We intend to use the daily, peacetime activities of the Armed Forces to pursue this effort. US forces stationed overseas, as well as those temporarily deployed, participate with allies at all levels in cooperative and defensive security arrangements that help preclude conflict and foster the peaceful enlargement of the community of free market nations.



This is a period of great promise but also of great uncertainty ... Without our leadership and engagement aboard, threats will fester and our opportunities will narrow.

#### A National Security Strategy of Engagement and Enlargement

In carefully selected cases, where our interests so dictate, we must be prepared in peacetime to use our vast capabilities to transport, communicate, support, assist, and manage to address our regional security needs and counter emerging instabilities. When more significant interests are at stake and our capabilities would make a difference, we must also be prepared to deploy forces, usually in conjunction with allies and friends, but alone if we must.

#### THWART AGGRESSION

The most serious measure of engagement is our commitment to protect US extended interests and our allies. We will be prepared to respond promptly in the Persian Gulfarea, in Northeast Asia, and other regions where US interests or allies are threatened. Through this preparation we seek to prevent conflict and reassure allies and friends of our commitment and capabilities.

Should war nevertheless occur, our forces, in concert with those of our allies and friends, must be capable of defeating any potential adversary and establishing the decisive conditions which lead to long-term solutions.

Because the United States has important national interests throughout the world, we must avoid any situation in which a hostile power in one region might be tempted to take advantage when US forces are heavily committed elsewhere. Consequently, we must have forces of sufficient size and capabilities, in concert with regional allies, to defeat potential enemies in major conflicts that may occur nearly simultaneously in two different regions. Maintaining this capability also provides a hedge against the emergence of a hostile coalition or a more powerful or resurgent adversary.

#### Strategy

The end of the Cold War has further tightened the close, complementary relationship that must exist between military activities and other elements of US national power. The President's national security strategy describes this relationship and prescribes a set of integrated regional approaches to meet US interests in different parts of the globe. The strategic military objectives described above will thus be achieved in concert with other elements of power and by military activities which may vary from region to region depending on US interests and particular conditions.

This strategy offflexible and selective engagement comprises three sets of tasks: remaining constructively engaged in peacetime; acting to deter aggression and prevent conflict; and fighting and winning our Nation's wars when called upon. To facilitate performing these tasks, we continue to refine the two fundamental and complementary strategic concepts of overseas presence and power projection. Our strategy for accomplishing our national military objectives is best understood by examining these two strategic concepts and the three components of the strategy: peacetime engagement, deterrence and conflict prevention, and warfighting.

#### Strategic Concepts

##### OVERSEAS PRESENCE

Overseas presence forces, including some tailored for specific missions, perform a variety of activities that promote stability and prevent conflict. Additionally, through overseas presence we maintain mobile, combat-ready forces capable of responding to a wide range of threats throughout the world. US forces overseas provide visible proof of our commitment to defend American interests with our allies and friends worldwide. Overseas presence is not a crutch for friends who refuse to bear their share of the burden; rather it is an essential mechanism to support our fundamental interests in forward regions where the support of these interests can best be developed.

Overseas presence takes the form of permanently stationed forces and forces temporarily deployed, some on a regular, rotational basis. In addition, we maintain an overseas presence through a broad program of routine air, ground, and naval deployments, as well as various contingency operations.

In accordance with our security needs, the bulk of our overseas presence forces are deployed in Western Europe, Japan, and South Korea, with smaller capabilities elsewhere in the Pacific, the Middle East and Southwest Asia, and Latin America. Approximately 100,000 US military members serve in Europe in ground forces consisting of substantial elements of two Army divisions along with a corps headquarters, associated corps troops, and other supporting elements; in air forces consisting of about two and one-third fighter wings; and in a Mediterranean naval ashore presence sufficient to support a carrier battle group and an amphibious ready group.

In Northeast Asia we also retain close to 100,000 troops. In South Korea they serve in one Army division and one wing of combat aircraft. In Japan we maintain a Marine Expeditionary Force, an Army special forces battalion, one and one-half wings of combat aircraft, and forward deploy an aircraft carrier, amphibious assault ship, and their support ships.

In the Middle East we maintain only a small presence. The bulk of our overseas presence commitment in this area, as well as in Southwest Asia, is reflected in the significant periodic deployments of forces, to include participation in contingency operations. Our forces deploy to Africa to participate in humanitarian or peace operations as national interests dictate. In Latin America small numbers of our Armed Forces help to promote democratic growth in many countries and work to halt the import of drugs into our country.

Our overseas presence helps to keep important infrastructure available and ready. Permanently stationed forces maintain support and basing that are vital for receiving reinforcement and for throughput and onward movement in time of crisis and conflict.

Although the size of our forces permanently stationed overseas and the size of some deployments have decreased in recent years, and in Europe dramatically, their importance has not diminished. They signal our commitment to the region in which they are deployed and are a visible reminder to those who would threaten our interests.

#### **POWER PROJECTION**

With fewer US forces permanently stationed overseas, we must increase our capability to project forces abroad. Credible power projection capability complements our overseas presence in acting as a deterrent to potential adversaries. Effective power projection capabilities also provide greater flexibility in employing military force. Coupled with overseas forces, the ability to project tailored forces through rapid, strategic mobility gives national leaders additional time for consultation and increased options in response to potential crises and conflicts.

Our ability to rapidly project power worldwide depends on four strategic mobility enhancements: increased airlift capability, additional prepositioning of heavy equipment afloat and ashore, increased surge capacity of our sealift, and improved readiness and responsiveness of the Ready Reserve Force.

Power projection is essential for performing the required tasks of all components of the strategy, however, it is most critical in the deterrence and conflict prevention and warfighting portions of our military strategy.

#### **Components of the Strategy**

#### **PEACETIME ENGAGEMENT**

Overseas presence and power projection provide the basis for executing the tasks required by our strategy. The first group of these tasks, peacetime engagement, describes a broad range of non-combat activities undertaken by our Armed Forces that demonstrate commitment, improve collective military capabilities, promote democratic ideals, relieve suffering, and in many other ways enhance regional stability. On any given day, tens of thousands of the men and women of our Armed Forces are engaged worldwide across the range of peacetime engagement activities.

#### **Military-to-Military Contacts**

Military-to-military contact programs are one of the most effective instruments in our efforts to create a more stable security order. Today there are opportunities to forge new and more cooperative security relationships both with former adversaries and with formerly nonaligned

nations. Moreover, there has been a vast increase in our participation in multinational operations whose members include many nontraditional allies, as we saw in the Gulf War and in recent humanitarian and peace operations such as in Haiti.

The success of these operations hinges on mutual trust, effective communications and interoperability, and doctrinal familiarity, precisely the results we seek from ongoing military-to-military contacts.

These programs are also a platform for imparting influence and democratic values to militaries in reforming or newly democratic nations. The militaries of Central and Eastern Europe are a particular priority. US military-to-military Joint Contact Teams are at work in twelve of these countries today and we are expanding this program to other regions this year.

Combined training exercises provide particularly useful military-to-military contacts. Their benefits are many: combined training, joint readiness and interoperability, and military professionalism. Our sponsorship of such exercises also helps to shape our basing, prepositioning, logistic support, and security agreements.

We also maintain an active exchange program between military units and regularly assign individual personnel to work for limited periods with other armed forces. Exchanges of personnel, both as students and teachers, at military academies and professional military schools foster understanding between our respective military establishments.

#### Nation Assistance

Our forces participate selectively in a variety of activities to assist friendly nations as they combat lawlessness, subversion, and insurgency. These efforts are carefully orchestrated to reinforce the host nation's developmental programs. Specific activities that involve our Armed Forces include bilateral and multilateral exercises, civil-military operations, intelligence and communications sharing, and logistic support.

#### Security Assistance

Security assistance involves the selective use of cooperative programs with allied and friendly armed forces that furnish these countries with the means to defend themselves from aggression and to fight alongside US forces in a coalition effort. Providing vital training and US-manufactured weapons systems increases the access and influence of the US military and improves the interoperability of potential coalition members. In addition, these contacts help to build and solidify relationships with emerging democracies and security partners. Security assistance also deters aggression in unstable regions and provides a cost-effective alternative to maintaining larger US forces in the region.

A very important avenue for interaction between US military personnel and their foreign counterparts is the International Military Education and Training (IMET) program. Last year, students from more than 100 foreign countries studied at US military schools, learning not only technical skills but also gaining a broader appreciation for American values and perspectives.

Our regional commanders-in-chief are unanimous in stating that security assistance programs, along with military-to-military contacts, produce gains that far exceed their costs and we seek to reenergize and expand these important programs.

#### Humanitarian Operations

Our Armed Forces stand ready to participate in humanitarian and disaster relief operations at home and abroad. The US military can offer unique capabilities in terms of logistics (transport, supply, and distribution), communications, and security. Often, our greatest contribution to these operations resides in our ability to rapidly respond when more traditional relief agencies are overwhelmed. After these organizations are "up and running," military forces can be withdrawn. A prime example of this concept is the recent US assistance operation in Rwanda.

#### Counterdrug and Counterterrorism

The Armed Forces, working in close cooperation with law enforcement agencies, will use all means authorized by the President and the Congress to halt the flow of illegal drugs into this

country. We will also act both unilaterally and in concert with security partners to fight international terrorism.

#### Peacekeeping

We remain prepared to support traditional peacekeeping operations on a case-by-case basis. When warranted by circumstances and national interests, this support may include participation of US combat units. When appropriate, we prefer to share the burden of peacekeeping with allies and friends.

When the United States does participate, we will follow the guidelines of Presidential Decision Directive 25, to include seeking a clear delineation of the objectives of each operation, ensuring an unbroken chain of command to the President, and ensuring rules of engagement to protect our forces and permit the proper execution of assigned tasks. The capabilities we provide will be carefully tailored, usually to reinforce and supplement the resources of our international partners. We recognize that peace operations are often different from traditional military operations in the tasks and capabilities they require of our Armed Forces. We are continuing to develop appropriate doctrine and training for these operations.

Reserve component elements will take on increased responsibility for participating in and supporting peacekeeping missions.

#### DETERRENCE AND CONFLICT PREVENTION

Deterrence and conflict prevention, the second component of the strategy, is a combination of efforts to deter threats to our security and interests as well as a series of other actions we can take to restore stability, security, and adherence to international law. Our military strategy envisions vigorous efforts in each of the following tasks in order to secure our interests and reduce the potential for conflict.

##### Nuclear Deterrence

The highest priority of our military strategy is to deter a nuclear attack against our Nation and allies. Our survival and the freedom of action that we need to protect extended national interests depend upon strategic and nonstrategic nuclear forces and their associated command, control, and communications.

We have recently concluded a comprehensive Nuclear Posture Review that looked into the next century and validated those systems we will need for the foreseeable future. Though we are continuing to pursue reductions under the Strategic Arms Reduction Treaty (START) I and II, we still need to maintain a survivable triad of strategic delivery systems. This serves both to deter still very powerful strategic arsenals and to convince possible adversaries that any attempt to seek a nuclear advantage would be futile. We still need to maintain a mix of forward deployed and deployable nonstrategic nuclear weapons, both to provide deterrent coverage over our allies, and because extended deterrence, in many cases, is a decisive factor in our nonproliferation efforts.

##### Regional Alliances

Our regional strategies, and the global strategy of which they are a part, are built on the foundation of strong and effective alliances. Our goal of a stable, multipolar world hinges on both the ability to preserve and adapt our existing alliances to challenges we confront today and anticipate tomorrow and on the capacity to develop new relationships as necessary.

American forces in Europe continue to demonstrate a strong commitment to this area of significant national interests. In addition, we provide NATO with key leadership, critical intelligence and communications support, and much of the nuclear force that guarantees European security. Our capability to conduct military operations is sustained through frequent exercises and interoperability training that ensures the effectiveness of coalitions both in and beyond the treaty area.

The end of the Cold War has seen NATO's military focus evolve from deterring aggression by the Soviet-led Warsaw Pact to dealing with today's diverse security challenges. The Alliance has embraced a new strategic concept that recognizes the changes in the geostrategic environment and

is adjusting its missions, command arrangements, and forces accordingly. Implementing the Combined Joint Task Force concept will facilitate NATO's participation in non-traditional, out-of-area operations such as peace operations, sanctions enforcement, and humanitarian assistance. It will also enable NATO to provide timely operational support to other bodies such as the United Nations and the Western European Union.

Today, many of our former adversaries have expressed a desire to join NATO — an indicator of NATO's success in adapting to meet new security challenges. More than 20 nations, including Russia and other former Soviet republics, have already joined NATO's Partnership for Peace program. These countries seek to align their defense programs and policies more closely with NATO's — and to forge stronger ties to the West. The United States fully supports and participates in the Partnership for Peace initiative which both fosters regional stability and is essential to the eventual enlargement of the NATO alliance.

Five of the seven US mutual defense treaties are with partners in the Asia-Pacific region, helping to underpin the relative stability of an area that is home to the world's fastest growing economies. We will remain engaged with the Association of Southeast Asian Nations, the sponsor of the largest security forum (involving 18 countries) in that region.

In Northeast Asia our bilateral security relationship with Japan remains fundamental to US security. Our forces in Japan are a visible demonstration of our commitment to the peace and stability of the entire region and are available for short-notice deployment throughout the theater. Frequent combined US and Japanese military exercises continue to enhance professional interaction between our militaries.

The defense of the Republic of Korea (ROK) will remain a key element of US strategy in this region. Our forward stationed forces there represent an unambiguous demonstration of that commitment. We will continue to conduct a vigorous exercise program with ROK forces to ensure that we are ready and able to work together and to reinforce the theater, if necessary.

In Southwest Asia, we must remain alert to the dangers posed by a still aggressive Iraq and a revolutionary Iran that continues to fan the flames of social, political, and economic dissent among neighboring states. US commitment to peace and security in the critical Persian Gulf region is demonstrated through bilateral defense cooperation agreements, security assistance, prepositioning, forward presence, and combined exercises. These activities in a region vital to US and global security and prosperity assist our friends in improving their self-defense while deterring aggression.

We will continue to support the deepening of democracy throughout the Western Hemisphere. We are strengthening our relationships with Latin America and Mexico and are working with the Organization of American States to promote stability and mutual security.

#### Crisis Response

Should our resolve to protect vital national interests be challenged, we must be able to respond rapidly through a wide spectrum of deterrent options and preventive measures. We intend to respond initially to crises using our forces stationed and deployed overseas but will be prepared to deploy all necessary forces to threatened areas as we demonstrated in October 1994 when Saddam Hussein once again moved forces south and threatened Kuwait. Critical to such reinforcement requirements are sea- and land-based prepositioned equipment sets, enhanced airlift, and sealift capabilities, and air refueling forces. Rapid power projection, from the United States to overseas areas and between regions, remains key to crisis response.

#### Arms Control

Arms control efforts contribute significantly to our security by limiting and reducing the number and types of weapons that can threaten us and by reducing regional arms buildups that can raise tensions and risks. Among the fundamental arms control agreements are the Anti-Ballistic Missile Treaty, START I and II, the Treaty on Intermediate-Range Nuclear Forces (INF), and the Nuclear Nonproliferation Treaty. The Treaty on Conventional Armed Forces in Europe is a

landmark agreement that has significantly reduced conventional forces for the first time in our generation and has greatly enhanced security in this area vital to US interests.

Recognizing the contributions that arms control agreements can make to national security, we seek to broaden the range of arms control efforts to address chemical and biological weapons. When implemented, the Chemical Weapons Convention will mandate the destruction of all chemical weapons and their production facilities.

#### Confidence-Building Measures

Our military forces will continue to be directly involved in confidence-building efforts to foster openness and transparency in military affairs. Implementation of Vienna Document 1994 is a concrete example of such efforts which include information exchanges, exercise limits and observations, and demonstrations of military capability. Agreements governing Dangerous Military Activities and regional initiatives, such as the Open Skies regime that permits aerial overflight of participating nations' territories, directly support our goal of preventing conflict.

#### Noncombatant Evacuation Operations

The US Government is responsible for protecting the lives and safety of its citizens abroad. Often, that task falls to our Armed Forces. When conditions of violence or disorder in foreign countries threaten American lives, US forces, in support of the Department of State, will use all appropriate means to extract American citizens promptly and safely.

#### Sanctions Enforcement

Military forces are increasingly used to enforce economic sanctions resulting from national policy decisions and UN Security Council resolutions. US forces will participate in operations to search, divert, delay, or disrupt transport vessels and to assist in the compliance of guidelines set by either US or UN authorities. Effective enforcement requires efficient coordination of military operations at sea, on land, and in the air and space.

#### Peace Enforcement

On occasion, US forces may be directed to participate in peace enforcement operations or other operations which stand in the gray zone between peace and war. These operations are characterized by the use of force or the threat of the use of force, and are interwoven with diplomatic and economic efforts, often involving both governmental and nongovernmental organizations. Such actions may be undertaken to maintain or restore international peace and security, or to respond to acts of aggression.

We continue to incorporate the lessons learned from our recent experiences in Iraq, Somalia, and the former Yugoslavia. For example, when significant US forces are directed to participate in a major peace enforcement operation likely to involve combat, our guidelines will continue to be to:

- Commit sufficient forces to achieve clearly defined objectives;
- Plan to achieve those objectives decisively; and
- Reassess and adjust, as necessary, the size, composition, and disposition of our forces to achieve our objectives.

Application of these guidelines is clearly exemplified by our Operation Uphold Democracy in Haiti commencing in September 1994.

During peace enforcement operations, command and control arrangements are critical. Ordinarily in such instances, a US command will be established or the mission will be conducted through a competent, established regional organization such as NATO or an ad hoc coalition. The greater the US military contribution and the greater the likelihood of combat, the more inclined we will be to lead the operation. The President, however, will never relinquish command authority over US forces.

#### FIGHT AND WIN

The ability of US Armed Forces to fight and win, the third component of our strategy, serves as the ultimate guarantor of our vital interests. This ability is crucial to deter aggression and prevent conflict, and if challenged, it assures that we will in fact prevail. Being ready to fight and win

remains our foremost responsibility and the prime consideration governing all our military activities. It is for this reason, fundamentally, that our Nation has raised and sustained its Armed Forces.

In war, our use of military force will follow the principles outlined below.

#### Clear Objectives — Decisive Force

In any application of force, military objectives will be clearly defined to support our national political aims in the conflict. We intend to commit sufficient force to achieve these objectives in a prompt and decisive manner.

#### Wartime Power Projection

If we have forces deployed to the threatened area when crisis turns to conflict, these forces will assist our regional allies in creating a viable defense to halt the invasion rapidly and will form the basis for the subsequent buildup of combat power needed to defeat the aggressor decisively. But we anticipate that, for the most part, we will project air, land, and sea forces from the United States and, in some cases, from overseas areas, to augment forward-deployed forces or to establish US presence in the theater of operations. This power projection could ultimately entail the transport of large numbers of personnel and their equipment. Such an effort requires detailed plans to provide the necessary intelligence, logistics, and communications support, as well as capabilities to protect our forces during deployment.

We continue to build on the lessons learned in Operation Desert Storm to strengthen our power projection capabilities. During the September 1994 deployment of forces to Haiti, roll-on/roll-off shipping was proved exceptionally ready and significantly more reliable as a result of post-Gulf War improvements. Early access to combat, combat support, and combat service support capabilities in the Reserve component is also vital to meet our power projection requirements for any major regional contingency. We have demonstrated in recent operations in both Haiti and Kuwait that we have the ability to gain this prompt access to the Reserves, clearly indicating improved wartime capabilities.

#### Fight Combined and Fight Joint

While we maintain the unilateral capability to wage decisive campaigns to protect US and multinational security interests, our Armed Forces will most often fight in concert with regional allies and friends, as coalitions can decisively increase combat power and lead to a more rapid and favorable outcome to the conflict. Combined operations capitalize on our peacetime training, help generate and sustain international support, and enable our forces to provide the high-leverage capabilities required to achieve decisive outcomes against any adversary.

Modern warfare requires US forces to fight as a joint team whether operating unilaterally or as part of an international coalition. Accordingly, each of the Services provides trained and ready forces to support the combatant commanders' warfighting plans and operations. Success in joint and combined military operations requires bringing to bear, at the right times and places, the unique and complementary capabilities of each of the Services.

Each Service has both a role and primary and collateral functions to execute, for which it must train, organize, and equip its forces. Land forces are mainly involved with prompt and sustained combat operations on land; naval and marine forces with operations at or from the sea; air forces with military operations in the air. Each of our Services leverages the benefits of unhindered access to space.

Land forces must be capable of deploying rapidly and, if necessary, executing forcible entry to seize the initiative and close with and destroy enemy forces through synchronized maneuver and precision fire throughout the breadth and depth of the battle area. They must be capable of achieving operational and tactical freedom of maneuver and be sufficiently agile to achieve their objectives before opponents can effect countermeasures. Land forces must possess the capabilities necessary to dominate the land battle. In addition, they must provide the combat support and combat service support necessary to sustain the land battle as well as provide critical elements of support to joint

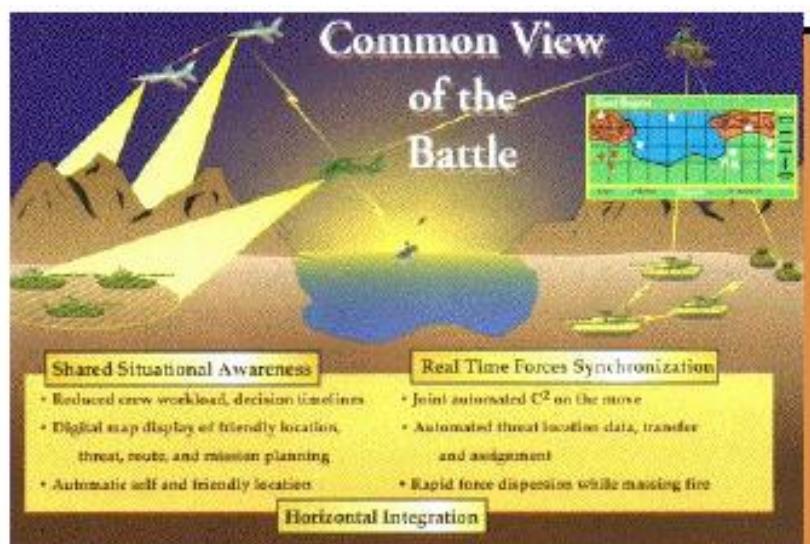
forces deployed in theater. Ultimately, land forces can occupy territory, control populations, and provide on-the- scene assurance that political objectives will be met.

Naval and marine forces must be capable of conducting naval and amphibious warfighting operations. Forward-deployed naval expeditionary forces can respond immediately to a crisis, execute forcible entry or reinforce other forward-deployed elements, and through prompt action help halt an enemy offensive and enable the flow of follow-on ground and land- based air contingents. These forces assist in providing protective cover from air, land, sea, or missile intrusion. By ensuring freedom of the seas and controlling strategic choke points, naval and marine forces provide strategic freedom of maneuver and thus enhance deployment and sustainment of joint forces in theater.

Air forces must be capable of conducting military operations to gain and maintain control of the skies, holding vital enemy capabilities at risk throughout the theater, and helping to destroy the enemy's ability to wage war. Air superiority is essential so we can quickly move forces into theater and attack the enemy at will. Air control provides the joint force numerous operational and tactical advantages while facilitating land and naval maneuver. Air forces provide sustained, precise firepower, reconnaissance and surveillance, critical refueling, and global lift to rapidly deploy and sustain joint forces in theater.

Space forces play an increasingly important role in prosecuting modern warfare. They provide global and battlefield surveillance, ballistic missile warning, precise navigation, secure communications, weather, and intelligence information.

Space assets facilitate effective command and control and enhance the joint utilization of our land, sea, and air forces.



Interactive information sharing is key to modern battlefield success

Special operations forces from all three military departments provide combatant commanders and deployed forces with unique capabilities to conduct direct action, special reconnaissance, unconventional warfare, counterterrorism, psychological operations, and civil affairs activities. Properly employed, special operations forces provide commanders capabilities that extend their vision of the battlefield, increase their flexibility, and enhance their initiative. These forces will be fully integrated into military operations by the combatant commanders.

#### Win the Information War

The remarkable leverage attainable from modern reconnaissance, intelligence collection and analysis, and high-speed data processing and transmission warrants special emphasis. The Services

and combatant commands require such fused information systems. These systems enhance our ability to dominate warfare. We must assure that this leverage works for us and against our adversaries. New doctrine is being developed, and training and control programs are underway, to ensure that advantages, built on the early success in Operation Desert Storm, are being exploited.

#### Countering Weapons of Mass Destruction

Potential adversaries should recognize our capability to dominate any escalation of conflict should weapons of mass destruction be employed against us. In addition, we will maintain and strengthen our defensive capabilities against such weapons. We continue efforts to prevent the use of mass destruction weapons and make preparations to operate effectively in environments marked by biological, chemical, or radioactive contamination.

#### Two Major Regional Contingency Focus

When entering any regional conflict, we will fully apply all the principles addressed above to ensure decisive victory. At the same time, however, we will remain aware that risks and dangers remain in other regions. While projecting forces to one contingency, we will be enhancing the readiness of other assets to handle a challenge elsewhere. Some high-leverage capabilities could be used in one major regional contingency and then reallocated and redeployed to another as conditions permit. Other capabilities essential to fighting and winning the first conflict will remain in the theater where they are committed.

#### Force Generation

We will quickly generate combat power in wartime. Active forces engaged overseas in lower priority missions may be recalled, reorganized, retrained, and redeployed. Normally our Armed Forces will withdraw from operations other than war when the security situation is stabilized and other organizations are prepared to assume responsibility for relief or security. In times of crisis, we will need to accelerate this process. As our first forces react to a major regional crisis, we will begin actions to ensure forces are ready to meet a second contingency should it arise. Activities not involving critical US interests will be turned over to the

United Nations or other responsible regional security organizations while we attend to higher priority taskings.

Substantial Reserve forces will be committed to combat and combat support missions early in any major regional contingency. To backfill active forces elsewhere and to prepare for unforeseen contingencies, some Reserve component forces can expect to be mobilized immediately and to remain on active duty throughout the conflict, even though they are not directly involved in operations.

#### Win the Peace

In the wake of any major theater conflict, our forces will likely encounter numerous demands to attend to the needs of the indigenous population. This may well include activities such as providing humanitarian relief and nation assistance that are included in the peacetime engagement component of our military strategy. Planning for post-conflict operations will begin prior to and continue throughout any conflict. Close coordination and cooperation between military and other governmental and nongovernmental agencies will be particularly critical during the transition period following war as some functions are transferred to non-military organizations and while our forces are being redeployed and reconstituted.

#### Military Capabilities

#### POSTURE AND SIZE

The US Armed Forces are now in their eighth year of drawdown and will continue to be reduced and reshaped in accordance with the Bottom-Up Review. By 1999 total active end strength will reduce to 1,445,000 people, down from 2,130,000 in 1989. Over the next few years, active Army divisions will continue to decline from 18 to 10, active Air Force fighter wings from 24 to 13, and Navy battle force ships from 567 to 346. Active Marine Corps structure will remain at three Marine Expeditionary Forces, but end strength will continue to decline from 197,000 personnel to

174,000. Selected Reserve personnel will decline from 1,170,000 in 1989 to 893,900 in 1999, with a proportionate decline in force structure. The Coast Guard will reduce its active end strength from 44,000 to 36,300.

Nevertheless, the United States will retain formidable forces. While smaller, we must become pound for pound more capable through enhancements and selected modernizations. Our ability to execute this strategy of flexible and selective engagement will be put at risk without these required force upgrades.

The dynamic and unpredictable post-Cold War environment demands that we maintain military capabilities flexible and responsive enough to cope with unforeseen threats. Thus, US forces will be sized and structured to achieve decisive victory in two nearly simultaneous major regional conflicts and to conduct combat operations characterized by rapid response and a high probability of success.

Our military forces are being sized and structured using scenario-based planning and assessments initiated during the Bottom-Up Review. Although no one can predict with certainty where the next conflict will occur, the use of plausible, illustrative scenarios against postulated threat forces enables comparisons and analyses to determine the relative values of different forces and capabilities across a range of circumstances. While the two nearly simultaneous major regional contingency requirement most challenges the force structure, other needs, such as forces to provide adequate overseas presence, space capabilities to support a wide range of activities in peace and war, and secure nuclear forces for deterrence, have also been taken into account.

Combat support capabilities, including transportation, logistics, intelligence, communications, and medical, remain vital to our success and will be strengthened.

#### **FORCE BUILDING FOUNDATIONS**

The combat forces and supporting capabilities must be built on five fundamental foundations. Quality People

The experience of Operation Desert Storm confirmed that there is no substitute for high quality men and women in our Armed Forces. In a smaller force with diverse requirements, quality people provide the fundamental edge over any adversary.

The requirement for quality people is not an abstraction. It reflects the fundamental reality of military operations: despite intense planning and high technology, military operations are nevertheless marked by ambiguity, uncertainty, and chance, and are driven by emotion; they normally continue 24 hours a day, in any conceivable terrain or climate, and in conditions of extreme stress. Under these circumstances, leadership, courage, initiative, flexibility, and skill will remain essential to victory. No foreseeable change in technology will diminish the importance of high quality men and women in our military.

We are working hard to maintain excellence among our recruits. But we must also develop and retain these quality young people in the Armed Forces. Developing this talent requires enlightened leadership as well as realistic and challenging training. Retaining good people requires paying attention to quality of life for our service men and women and their families. This involves not only providing adequate military compensation and family programs but ensuring that our operating tempo and planned deployments are kept within reasonable bounds.

#### **Readiness**

Experience show that crises can emerge quickly and unpredictably. Our forces currently maintain a range of possible postures to meet possible contingencies, from American aircraft aloft on combat air patrol over the Adriatic Sea and elsewhere to large Reserve component forces in the United States.

Our forces must be sufficiently ready - manned, equipped, trained, and sustainable - to meet the deployment requirements our strategy demands and to provide a hedge against uncertainty. They must be ready to fight today. We are working to strengthen readiness through better understanding and prediction of requirements as we restructure the force.

Warfighting plans require us to strengthen joint readiness and to exercise routinely with our allies and friends. Traditional measures of readiness were defined in Service-specific terms. Today we are strengthening joint and allied doctrine and education, developing joint readiness measures, and improving joint and coalition training and exercises.

#### Enhancements

Enhancement of our strategic mobility capability, including airlift, sealift, and prepositioning, is already underway. We have taken delivery of the first 18 of the initial procurement of 40 C-17 advanced transport aircraft. One Army heavy brigade equipment set is prepositioned aboard ships now on station to cover contingencies from Northeast Asia to the Persian Gulf. Our plans call for three additional brigade sets to be prepositioned ashore, two in Southwest Asia and one in South Korea. We are procuring more sealift, including medium-speed roll-on/roll-off ships. In combination, these assets will greatly improve the power projection capability of our forces.

Battlefield surveillance will continue to be upgraded with the integration of systems such as the Joint Surveillance and Target Attack Radar System, the upgraded Airborne Warning and Control System, the RC-135 Rivet Joint intelligence platform, and unmanned aerial vehicles.

Enhancements to provide a robust, globally capable and interoperable communications architecture are also required. These include the jam-resistant MILSTAR satellite communications system and the Global Command and Control System. Additionally, the appropriate mix of US military and commercial space systems will be integrated to reduce costs and optimize support for the warfighter. We must retain a decisive advantage in these areas.

Planned firepower enhancements include the Joint Standoff Weapon, Joint Direct Attack Munitions, sensor-fuzed weapons, ATACMS, and other strike enhancements for early arriving bombers and fighter-bombers.

#### Modernization

We intend to remain the best-equipped force in the world. Modernization programs preserve the essential combat edge that US forces now possess. Through a program of recapitalization, we are consciously retiring certain weapons systems and platforms in order to afford more capable and modern equipment. Modernization programs provide the technological foundation for future capabilities and readiness.

Defense investments during the Cold War have provided us the necessary foundation in terms of platforms, systems, and research and development. We now seek the greatest value added under a more constrained budget. Major modernization programs involving significant investment are being undertaken only where there is clearly a substantial payoff. Continued modernization of existing platforms will take advantage of rapid technological change, particularly in the areas of reconnaissance and information warfare. Operational prototyping will be used to rapidly field small numbers of high leverage systems.

#### Balance

Despite its smaller size, our Armed Forces must retain an appropriate mix of forces and capabilities to provide versatility and a hedge against the unknown. Force structure must support land, sea, air, and space requirements. Combat forces must be balanced with capable supporting forces, active duty forces must be balanced with appropriate Reserve capabilities, and force structure must be balanced with infrastructure.

As roles, missions, and functions are reexamined in an effort to attain greater efficiency, we must ensure that the balance among critical combat, combat support, and other supporting capabilities is retained.

#### Conclusion

This national military strategy builds on its predecessors and continues the evolution from the strategies developed during the Cold War. Despite the breakup of the Soviet Union and the subsequent drawdown of US forces, this is a strategy of continued global engagement. Flexibly and

selectively applied, US military power will remain a fundamental factor in assuring national security.

In keeping with the broad outlines of military strategy developed over nearly halfa century, we see the United States with worldwide responsibilities that require flexible military capabilities. As before, we will stand together with our allies and friends to assure stability in a troubled world. Deterrence and conflict prevention are central elements of our strategy. A balanced force structure, including air, land, naval, and space elements, a strategic nuclear force, and correctly sized overseas presence are essential to maintaining the required deterrent and warfighting capabilities.

The forces to meet our security needs will be largely based in the United States. Even though smaller than before, they will need to remain highly capable. Quality people, readiness, enhancements, selected modernization, and balance will provide the critical edge.

This military strategy is one offlexible and selective engagement, designed to protect US interests throughout the world and to help meet the security needs of our partners in key regions. This strategy requires a ready American military force capable of responding quickly and decisively to protect our Nation's security.

The days of the familiar bipolar competition with the former Soviet Union are now in the past. Security issues are more complex and increasingly regional in nature. Our actions must be appropriate to meet specific needs across a broad range of potential challenges. This requires a high tempo of military activity, including military operations, with a significant risk ofhostile action.

"America has the best military in the world today... able to meet the challenges from Iraq to North Korea to Haiti because America's service men and women are the best-trained, best-equipped, and best-led team, a joint force of extraordinary quality and unwavering commitment...a national treasure, deserving of our admiration, respect, and care."

General John M, Shalikashvili



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# 1997

**Национальная военная стратегия  
Соединённых Штатов Америки  
Формирование, реагирование, подготовка:  
Военная стратегия для новой эры  
(Вашингтон, сентябрь 1997 г.)**

CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
WASHINGTON, D.C. 20318-9999

This document conveys my advice and that of the Joint Chiefs of Staff on the strategic direction of the Armed Forces in implementing the guidance in the President's A National Security Strategy for a New Century and the Secretary's Report of the Quadrennial Defense Review.

We have just completed a year-long assessment of the strategic environment that underscored the continuing importance of robust American military power. While we no longer face the threat of a rival superpower, there are states and other actors who can challenge us and our allies conventionally and by asymmetric means such as terrorism and weapons of mass destruction. The rise of regional powers is leading to a multipolar world that can be either more secure or more dangerous — hence the importance of the President's "imperative of engagement" described herein.

The military has an important role in engagement — helping to shape the international environment in appropriate ways to bring about a more peaceful and stable world. The purpose of our Armed Forces, however, is to deter and defeat threats of organized violence to our country and its interests. While fighting and winning two nearly simultaneous wars remains the foremost task, we must also respond to a wide variety of other potential crises. As we take on these diverse missions, it is important to emphasize the Armed Forces' core competence: we fight. That must be the primary consideration in the development and employment of forces.

The Chiefs and I strongly agree that the force levels recommended by the Secretary in the QDR are the minimum necessary to carry out this strategy at prudent military risk. Further, we must begin to transform them now by exploiting technological advances that are changing warfare. To do this with forces that will remain committed to operational readiness, contingency operations and engagement activities requires a stabilized investment program and a fundamental re-engineering of support infrastructure. It also requires that we sustain the high quality men and women serving in the Armed Forces. They are the indispensable and decisive element in any strategy.

Our best judgment is that this strategy, Shape. Respond. Prepare Now: A Military Strategy for a New Era, and the forces for which it calls, will protect the Nation and its interests, and promote a peace that benefits America and all like-minded nations.

/Signed/

**JOHN M. SHALIKASHVILI**

Chairman of the Joint Chiefs of Staff

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## NATIONAL MILITARY STRATEGY

SEPTEMBER 1997

Executive Summary

Introduction

The National Military Strategy provides the advice of the Chairman of the Joint Chiefs of Staff (CJCS) in consultation with the Joint Chiefs of Staff and the Combatant Commanders on the strategic direction of the Armed Forces over the next three to five years. In formulating the 1997 National Military Strategy, the CJCS derives guidance from the President’s 1997 National Security Strategy and from the Quadrennial Defense Review (QDR) report prepared by the Secretary of Defense.

In both the 1997 National Security Strategy and the QDR report, the President and the Secretary of Defense introduced an integrated strategic approach embodied by the terms Shape, Respond and Prepare Now. The 1997 National Military Strategy is based on these concepts. It builds on the premise that the United States will remain globally engaged to Shape the international environment and create conditions favorable to US interests and global security. It emphasizes that our Armed Forces must Respond to the full spectrum of crises in order to protect our national interests. It further states that as we pursue shaping and responding activities, we must also take steps to Prepare Now for an uncertain future.

### The Strategic Environment

The United States has entered a period that presents both opportunities and challenges. Our nation is at peace and much of the world embraces the democratic ideals we cherish. The threat of nuclear war has diminished and diplomatic efforts continue to reap benefits in creating a more stable and peaceful world. Nonetheless, there remain a number of uncertainties, including potentially serious threats to America’s security. Principal among these are regional dangers, asymmetric challenges, transnational threats, and “wild cards.” This uncertain environment would

be even more threatening without the American engagement and leadership that this strategy supports.

### The Strategy

#### National Military Objectives

To defend and protect US national interests, our national military objectives are to Promote Peace and Stability and, when necessary, to Defeat Adversaries. US Armed Forces advance national security by applying military power as directed to help Shape the international environment and Respond to the full spectrum of crises, while we also Prepare Now for an uncertain future.

#### Elements of Strategy

**Shaping the International Environment.** US Armed Forces help shape the international environment through deterrence, peacetime engagement activities, and active participation and leadership in alliances. Critical to deterrence are our conventional warfighting capabilities and our nuclear forces. Deterrence rests on a potential adversary's perception of our capabilities and commitment, which are demonstrated by our ability to bring decisive military power to bear and by communication of US intentions.

Engagement activities, including information sharing and contacts between our military and the armed forces of other nations, promote trust and confidence and encourage measures that increase our security and that of our allies, partners, and friends. By increasing understanding and reducing uncertainty, engagement builds constructive security relationships, helps to promote the development of democratic institutions, and helps keep some countries from becoming adversaries tomorrow.

**Responding to the Full Spectrum of Crises.** The US military will be called upon to respond to crises across the full range of military operations, from humanitarian assistance to fighting and winning major theater wars (MTW), and conducting concurrent smaller-scale contingencies. Our demonstrated ability to rapidly respond and to decisively resolve crises provides the most effective deterrent and sets the stage for future operations if force must be used. Should deterrence fail, it is imperative that the United States be able to defeat aggression of any kind. Especially important is the ability to deter or defeat nearly simultaneous large-scale, cross-border aggression in two distant theaters in overlapping time frames, preferably in concert with allies. The ability to rapidly defeat initial enemy advances short of their objectives in two theaters in close succession reassures our allies and ensures the protection of our worldwide interests. We must also be prepared to conduct several smaller-scale contingency operations at the same time, as situations may dictate the employment of US military capabilities when rapid action is required to stabilize a situation.

**Preparing Now for an Uncertain Future.** As we move into the next century, it is imperative that the United States maintain the military superiority essential to our global leadership. Our strategy calls for transformation of our doctrine and organizations and a stabilized investment program in robust modernization that exploits the Revolutions in Military Affairs (RMA) and Business Affairs (RBA).

#### Strategic Concepts

The National Military Strategy describes four strategic concepts that govern the use of our forces to meet the demands of the strategic environment. Strategic Agility is the timely concentration, employment and sustainment of US military power anywhere, at our own initiative, and at a speed and tempo that our adversaries cannot match.

It is an important hedge against the uncertainty we face. It allows us to conduct multiple missions, across the full range of military operations, in geographically separated regions of the world. Overseas Presence is the visible posture of US forces and infrastructure strategically positioned forward, in and near key regions. Forces present overseas promote stability, help prevent conflict, and ensure the protection of US interests. Our overseas presence demonstrates our determination to defend US, allied, and friendly interests while ensuring our ability to rapidly concentrate combat power in the event of crisis. Power Projection is the ability to rapidly and

effectively deploy and sustain US military power in and from multiple, dispersed locations until conflict resolution. Power projection provides the flexibility to respond swiftly to crises, with force packages that can be adapted rapidly to the environment in which they must operate, and if necessary, fight their way into a denied theater. Decisive Force is the commitment of sufficient military power to overwhelm an adversary, establish new military conditions, and achieve a political resolution favorable to US national interests. Together, these four strategic concepts emphasize that America's military must be able to employ the right mix of forces and capabilities to provide the decisive advantage in any operation.

#### The Joint Force

Our Armed Forces are the preeminent military force in the world, persuasive in peace and decisive in war. To successfully implement our strategy of shaping, responding, and preparing, the forces and capabilities recommended in the QDR report are essential. Equally critical to the success of our strategy are the men and women who comprise our military forces. We must continue to recruit, train, and maintain a high quality force to ensure our nation's security. Our forces must maintain the high state of readiness that is essential to global leadership; thus the means by which we achieve, maintain, and evaluate our readiness demand continued emphasis. Our military must be ready to fight as a coherent joint force — fully interoperable and seamlessly integrated. Capitalizing on technology will also be central to maintaining military superiority. Our modernization effort will focus on those technologies that improve the combat effectiveness of our Armed Forces while enhancing the interoperability and integration of the Total Force. Modernization is not an end in itself, but a means to improve the capabilities of our warfighters across the full range of military operations -- from peacetime engagement activities to war.

#### Conclusion

The National Military Strategy of Shaping, Responding, and Preparing Now addresses the challenges and opportunities that confront us now as well as those that await us as we approach the next century. Working with our allies, partners, and friends, we will promote peace in an increasingly complex and potentially more dangerous world. This strategy will ensure that the US military will remain capable of performing whatever tasks we are called upon to perform around the world in the years ahead.

#### Introduction

The National Military Strategy (NMS) provides advice from the Chairman of the Joint Chiefs of Staff (CJCS), in consultation with the Joint Chiefs of Staff (JCS) and the Combatant Commanders, to the National Command Authorities (NCA) on the strategic direction of the Armed Forces. Based on A National Security Strategy for a New Century, approved by the President in May 1997, and the report of the Secretary of Defense to Congress of the 1997 QDR, the NMS describes the strategic environment, develops national military objectives and the strategy to accomplish those objectives, and describes the military capabilities required to execute the strategy. As an unclassified document, it makes this advice accessible to the widest range of government officials, interested citizens, and foreign leaders.

#### Purpose of the Armed Forces

The President's 1997 National Security Strategy advances the Nation's fundamental and enduring security needs: protection of the lives and safety of

Americans; maintenance of the sovereignty of the United States, with its values, institutions and territory intact; and provision for the prosperity of the Nation and its people. It further establishes as a core objective "to enhance our security with effective diplomacy and with military forces that are ready to fight and win."

The Armed Forces are the Nation's military instrument for ensuring our security. Accordingly, the primary purpose of US Armed Forces is to deter threats of organized violence against the United States and its interests, and to defeat such threats should deterrence fail. The military is a complementary element of national power that stands with the other instruments

wielded by our government. The Armed Forces' core competence is the ability to apply decisive military power to deter or defeat aggression and achieve our national security objectives.

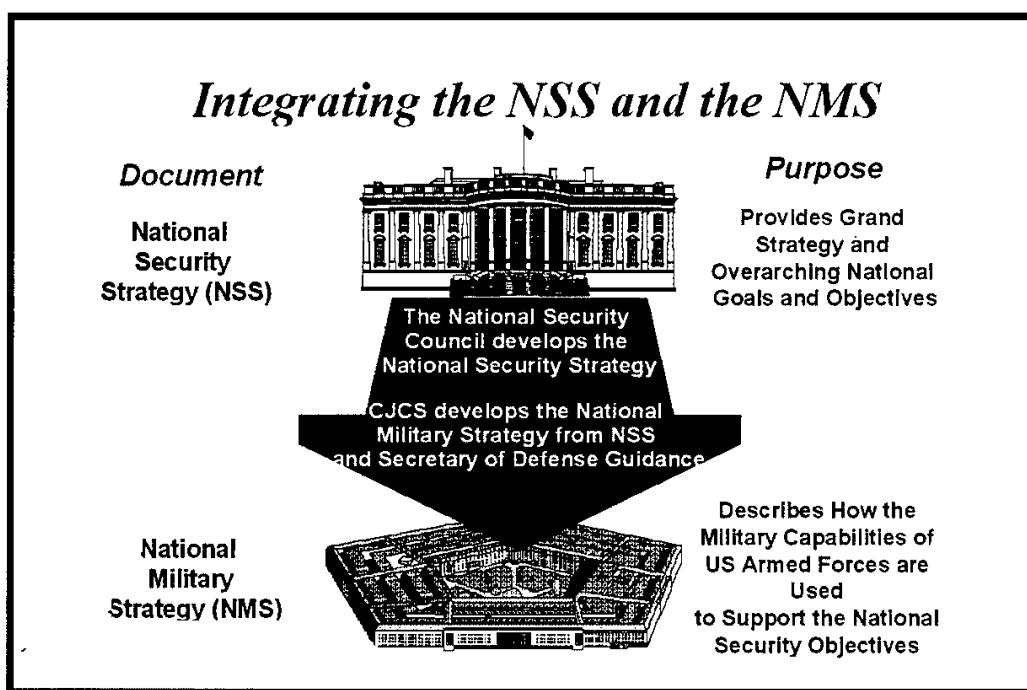
#### Fighting and Winning Our Nation's Wars

Our Armed Forces' foremost task is to fight and win our Nation's wars. Consequently, America's Armed Forces are organized, trained, equipped, maintained, and deployed primarily to ensure that our Nation is able to defeat aggression against our country and to protect our national interests.

#### Protecting US National Interests

US national interests fall into three categories. First in priority are our vital interests — those of broad, overriding importance to the survival, security, and territorial integrity of the United States. At the direction of the NCA, the Armed Forces are prepared to use decisive and overwhelming force, unilaterally if necessary, to defend America's vital interests. Second are important interests - those that do not affect our national survival but do affect our national well-being and the character of the world in which we live. The use of our Armed Forces may be appropriate to protect those interests. Third, armed forces can assist with the pursuit of humanitarian interests when conditions exist that compel our nation to act because our values demand US involvement. In all cases, the commitment of US forces must be based on the importance of the US interests involved, the potential risks to American troops, and the appropriateness of the military mission.

Throughout our history, America's Armed Forces have responded to a variety of national needs other than waging wars. The security environment we face includes threats to our country and to our interests that are not "war" in the classical sense, and yet may call for military forces. Terrorism, weapons of mass destruction (WMD), illegal drug-trafficking, and other threats at home or abroad may exceed the capacity of other agencies and require the use of military forces, depending upon applicable law, the direction of the NCA, and the national interest involved. In addition, military resources will continue to support civil authorities in executing missions such as civil works, disaster relief, and domestic crises.



The Imperative of Engagement

Our global engagement makes the world safer for our Nation, our citizens, our interests, and our values.

The President's National Security Strategy for a New Century stresses "the imperative of engagement" and enhancing our security through integrated approaches that allow the Nation to Shape the international environment; Respond to the full spectrum of crises; and Prepare Now for an uncertain future. Our strategic approach uses all appropriate instruments of national power to influence the actions of other states and nonstate actors, exert global leadership, and remain the preferred security partner for the community of states that share our interests. The Armed Forces play a key role in this effort. The United States' unparalleled military capabilities form the foundation of mutually beneficial alliances and security partnerships, undergird stability in key regions, and buttress the current worldwide climate of confidence that encourages peace, economic growth, and democratization.

#### A Posture of Global Engagement

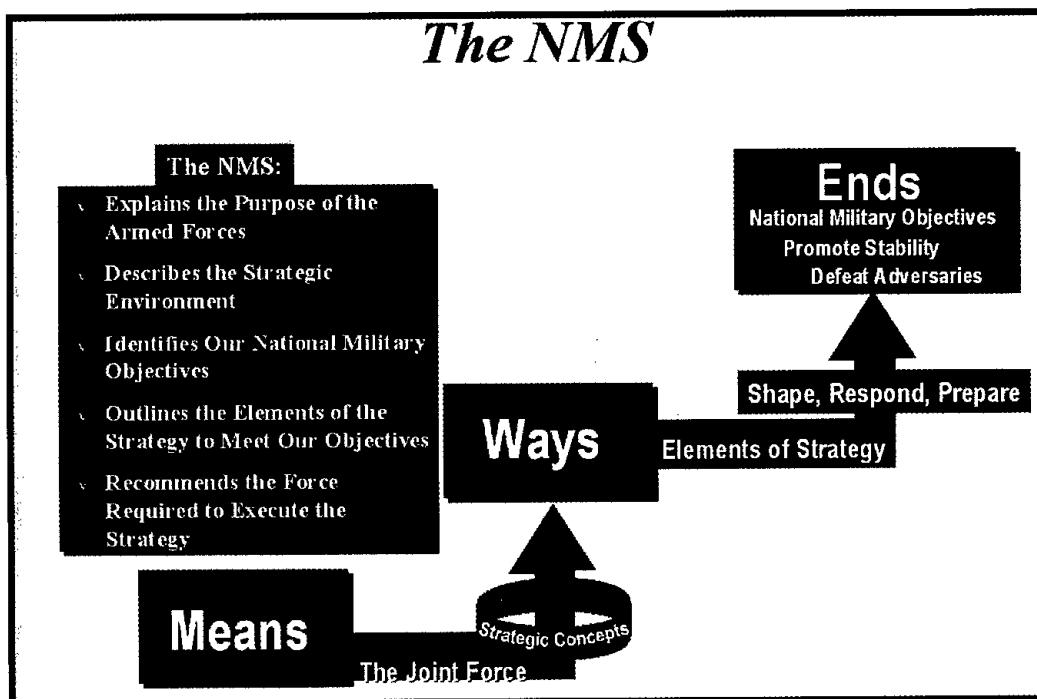
Because America is engaged worldwide, even in peacetime, significant portions of our Armed Forces are present overseas or readily available to deploy overseas, where many of our interests are found. This posture of global engagement and the activities of our forces deployed around the world help shape the international environment by promoting stability and the peaceful resolution of problems, deterring aggression, and helping to prevent conflict. They also preserve our access to important infrastructure, position our military to respond rapidly to emerging crises, and serve as the basis for concerted action with others.

#### Peacetime Military Engagement

Peacetime military engagement encompasses all military activities involving other nations intended to shape the security environment in peacetime. Engagement is a strategic function of all our Armed Forces,

but it is a particularly important task of our forces overseas — those forward stationed and those rotationally or temporarily deployed. Engagement serves to demonstrate our commitment; improve interoperability; reassure allies, friends and coalition partners; promote transparency; convey democratic ideals; deter aggression; and help relieve sources of instability before they can become military crises.

The text that follows describes our strategic ends, ways, and means. After summarizing the near-term strategic environment from a military perspective, it then describes the "ends:" the national military objectives that support the President's national security strategy and the Secretary's QDR defense strategy. Next, it outlines the "ways" by which the military pursues these objectives according to the integrated approaches of Shaping, Responding, and Preparing Now, and the supporting military strategic concepts. Finally, the NMS describes the necessary "means:" the joint forces required to carry out the strategy.



### The Strategic Environment — Opportunities and Challenges

Although the United States currently enjoys relative peace and security, the strategic environment remains complex and potentially dangerous. The threat of global war has receded. Former adversaries now cooperate with us across a range of security issues, and many countries view the United States as the security partner of choice. Our core values of representative democracy and market economics are embraced in many parts of the world, creating new possibilities for enduring peace, prosperity, and cooperation among nations. We are not confronted by a “peer competitor” --a hostile power of similar strength and capability — nor are we likely to be in the near future. Given the United States’ military potential and ability to deploy to any region of conflict, it is also unlikely that any regional power or coalition could amass sufficient conventional strength to defeat our Armed Forces.

We therefore have an unprecedented opportunity to shape the future security environment. We are successfully adapting our military alliances to new realities and building security relationships with new coalition partners. There are, nonetheless, significant challenges. Ethnic, economic, social, and environmental strains continue to cause instability and the potential for violence. Regional conflict remains possible, proliferation of weapons of mass destruction is a major concern, and we face a number of nontraditional, transnational, and unpredictable threats to our security.

#### Regional Dangers

The potential for conflict among states and groups of states remains our most serious security challenge. Despite the best efforts of engagement, it is likely that more than one aspiring regional power will have both the desire and means to challenge the United States militarily. Iran, Iraq, and North Korea currently pose this challenge, with no guarantee that these threats will diminish significantly soon.

Numerous other regional powers have increasing access to wealth, technology, and information, potentially giving them greater military capability and more influence. Some may attempt to become dominant in a region, intimidating US allies and friends, pursuing interests hostile to our own, and developing asymmetric capabilities, including nuclear, biological, and chemical weapons of mass destruction (WMD) and the means to deliver them. With instant global communications, geographically-separated aggressors could easily coordinate hostile actions. Failed

and failing states, and conflict that is not directed against the United States, can also threaten our interests and the safety of our citizens.

#### Asymmetric Challenges

Some state or nonstate actors may resort to asymmetric means to counter the US military. Such means include unconventional or inexpensive approaches that circumvent our strengths, exploit our vulnerabilities, or confront us in ways we cannot match in kind. Of special concern are terrorism, the use or threatened use of WMD, and information warfare. These three risks in particular have the potential to threaten the US homeland and population directly and to deny us access to critical overseas infrastructure. Other challenges include exploiting commercial and foreign space capabilities, threatening our space-based systems, interrupting the flow of critical information, denying our access to strategic resources, and environmental sabotage. Hostile actors may use such means by themselves or in conjunction with conventional military force. Such asymmetric challenges are legitimate military concerns. We must increase our capabilities to counter these threats and adapt our military doctrine, training, and equipment to ensure a rapid and effective joint and interagency response.

#### Transnational Dangers

The security environment is further complicated by challenges that transcend national borders and threaten our national interests. Human emergencies other than armed conflict; extremism, ethnic disputes, and religious rivalries; international organized crime, including illegal trade in weapons, strategic materials or illicit drugs, as well as piracy; massive refugee flows; and threats to the environment each have the potential to put US interests at risk. These challenges can obstruct economic growth and democratic development and lead to conflict. Complicating the situation is the continued blurring of the distinction between terrorist groups, factions in ethnic conflicts, insurgent movements, international criminals, and drug cartels. Failure to deal with such security concerns early in their development may require a more substantial response to a more dangerous problem later.

#### “Wild Cards”

We can never know with certainty where or when the next conflict will occur, who our next adversary will be, how an enemy will fight, who will join us in a coalition, or precisely what demands will be placed on US forces. A number of “wild card” threats could emerge to put US interests at risk. Such threats range from the emergence of new technologies that neutralize some of our military capabilities, to the loss of key allies or alliances and the unexpected overthrow of friendly regimes by hostile parties. While an individual “wild card” may appear unlikely, the number of possible “wild cards” make it more likely that at least one of them will occur with disproportionately high consequences. While asymmetric challenges and transnational dangers are serious in themselves, a particularly grave “wild card” is the combination of several such threats. Acting in collusion with other hostile entities, for example, an adversary might attempt to combine multiple asymmetric means with the seizure of a strategic objective before we could respond. Such an attack — timed to avoid US forces while they are committed elsewhere, and supported by diplomatic and propaganda efforts — could be directed against an important national interest. This could critically undermine US will, credibility, access, and influence in the world.

The strategic environment facing us is complex, dynamic, and uncertain. If the United States were to withdraw from international commitments, forsake its leadership responsibilities, or relinquish military superiority, the world would become more dangerous and the threats to US interests would increase. It is in this environment that US Armed Forces must carry out their tasks to protect America and its interests.

#### The Strategy — Shape, Respond, Prepare Now

Our National Military Strategy depends first and foremost upon the United States remaining secure from external threats. A secure homeland is fundamental to US global leadership; however, it is not the only prerequisite. To protect and promote US national interests, our national military

objectives are to Promote Peace and Stability and, when necessary, to Defeat Adversaries that threaten the United States, our interests, or our allies. US Armed Forces advance national security by applying military power to Shape the international environment and Respond to the full spectrum of crises, while we Prepare Now for an uncertain future.

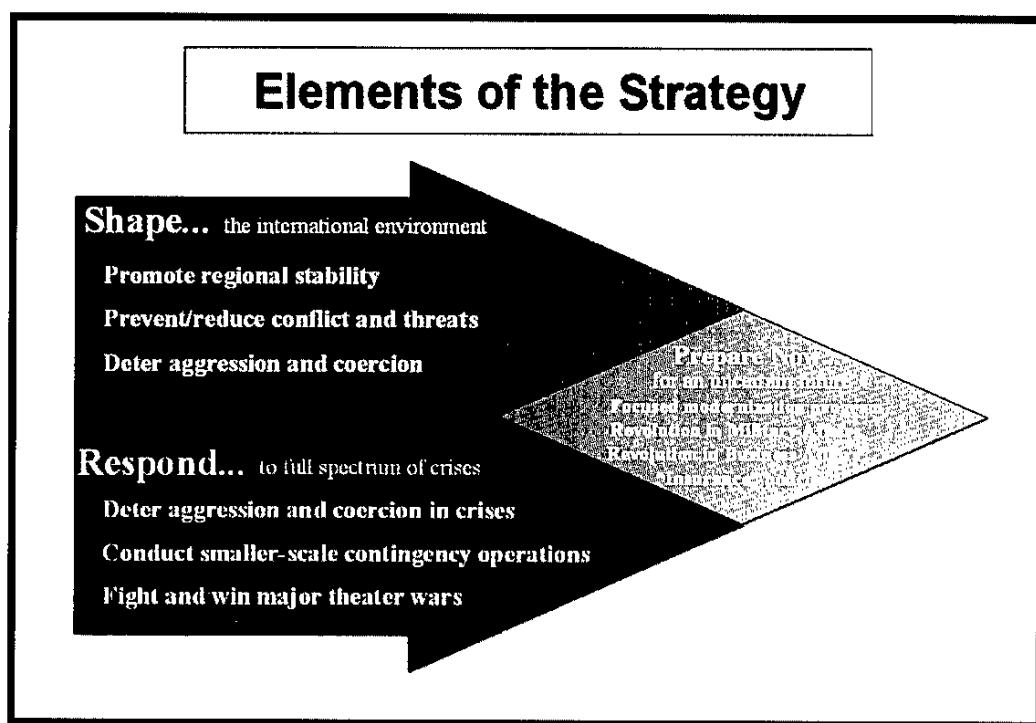
#### National Military Objectives

##### Promote Peace and Stability.

Promoting peace and stability means creating and sustaining security conditions globally, and in key regions, that allow the peaceful pursuit of our interests and the just resolution of international problems through political means. This does not imply a resistance to change; rather, it underscores a desire for peaceful change. Pursuit of this objective supports the President's 1997 National Security Strategy by ensuring that no critical region is dominated by a power hostile to the United States and that regions of greatest importance to the US are stable and at peace. Such stability reduces the likelihood of widespread conflict and allows the pursuit of our interests by other instruments of national power. Where a potential regional hegemon threatens our interests and those of our allies through the buildup or use of armed forces, US military power may be concentrated to assure allies and friends, redress the imbalance, and deter or defeat aggression. Where the risk to peaceful political intercourse stems from other sources, US forces may conduct operations or otherwise contribute to efforts that seek to prevent conflict and reduce threats. Our role as a global leader is underscored by US forces performing tasks that encourage other nations to resolve problems through negotiation and compromise rather than by aggression and intimidation.

Defeat Adversaries. In the event of armed conflict, US Armed Forces will render an adversary incapable

of armed resistance through destruction of his capacity to threaten our interests or by breaking his will to do so. This sets the military conditions for winning the peace. In conducting combat operations, the United States will use all means available, commensurate with the national interest at stake, the risks involved, and international law. We will endeavor to commit decisive force to ensure that we achieve the objectives established by the NCA and conclude hostilities in the shortest time possible and on terms favorable to the United States.



### Elements of the Strategy: Shape, Respond, Prepare Now

US Armed Forces pursue these national military objectives in support of the President's integrated approaches of shaping, responding, and preparing now, which synchronize all elements of national power to achieve our security objectives. Our use of military force should be guided by several considerations. First, military force should be used judiciously and decisively. Military missions must be clearly stated, with achievable military objectives that support national political aims. Second, on most occasions, our forces will operate as a joint team, harmonizing the unique and complementary strengths and capabilities of each of our Services. Third, while retaining unilateral capability, whenever possible we must seek to operate alongside alliance or coalition forces, integrating their capabilities and capitalizing on their strengths. Finally, we must ensure that the conditions necessary for terminating military involvement and withdrawing military forces are clearly established.

**Shaping the International Environment.** US Armed Forces help shape the international environment primarily through their inherent deterrent qualities and through peacetime military engagement. The shaping element of our strategy helps foster the institutions and international relationships that constitute a peaceful strategic environment by promoting stability; preventing and reducing conflict and threats; and deterring aggression and coercion.

**Promoting Stability.** Through peacetime engagement activities, US Armed Forces promote regional stability, increase the security of allies and friends, build coalitions, and ensure a more secure global environment. The commanders-in-chief of our unified commands, based on guidance from the NCA and CJCS, develop plans and employ forces and personnel in peacetime to protect and promote US interests and regional security objectives.



Our international exercise program is one such activity. Exercises enhance interoperability and readiness and demonstrate our ability to form and lead effective coalitions. They demonstrate our capabilities and resolve to friends and potential adversaries alike. They provide realistic conditions for working with the technologies, systems, and operational procedures that will be crucial in times of crisis. International exercises also provide geographic familiarity and foster an understanding of cultures, values, and habits of other societies. Exercises encourage burden sharing on the part of friends and allies, and facilitate regional integration.

Through other engagement activities, such as information sharing and a wide range of contacts between our military and the defense establishments of other nations, we promote trust and confidence and increase the security of our allies, partners, and friends. Partnership for Peace,

**Preventing or Reducing Conflicts and Threats.** Conflict prevention means the reduction, mitigation, or neutralization of the causes of conflict — as it often stems from political, economic, social, and legal conditions that are beyond the core competence of the military to resolve — military forces can provide a degree of fundamental security and use their unique operational and logistical capabilities to help civil initiatives succeed. Such military operations can have important strategic value when they promote the overall stability the US seeks, thus reducing the need for greater military effort later.

The US effort to prevent conflict and reduce threats includes arms control measures as an essential part. Verifiable arms control agreements, as well as confidence building and transparency measures, help reduce tensions and dangers. Military resources are an important component of this effort, particularly in the conduct of reciprocal inspection, verification, and, in some cases, enforcement activities. Bringing worldwide arsenals into conformity with international nonproliferation standards, helps to reduce uncertainty about potential threats, and allows countries to direct resources to safer, more productive relations. The United States remains committed to our obligations under bilateral and international arms control agreements. Expanding arms control efforts to address the use or possession of WMD, the development of WMD technology, and the control and transfer of fissionable materiel are also extremely important to enhancing US security.

**Peacetime Deterrence.** Deterrence means preventing potential adversaries from taking aggressive actions that threaten our interests, allies, partners, or friends. It is the military's most important contribution to the shaping element of the President's strategy. Deterrence rests in large part on our demonstrated ability and willingness to defeat potential adversaries and deny them their strategic objectives. Our deterrence capability gives allies and friends the confidence necessary for normal political discourse and peaceful resolution of differences. The critical elements of deterrence are our conventional warfighting capabilities: forces and equipment strategically positioned, our capability to rapidly project and concentrate military power worldwide; our ability to form and lead effective military coalitions; and our capacity to protect our homeland, forces, and critical infrastructure from the full range of potential threats. Our strategic nuclear forces complement our conventional capabilities by deterring any hostile foreign leadership with access to nuclear weapons from acting against our vital interests. Our nuclear forces may also serve to convince such leaders that attempting to seek a nuclear advantage would be futile.

#### Responding to the Full Spectrum of Crises.

Given the strategic environment, the US military undoubtedly will be called upon to respond to crises across the full range of military operations, from humanitarian assistance to fighting and winning MTWs and conducting concurrent smaller - scale contingencies. US forces must be able to respond to crises from a posture of global engagement. In the event of a major theater war the United States will need to be extremely selective in undertaking substantial engagement activities and smaller-scale contingency operations. More than likely, we would have to disengage from activities and operations not deemed vital in order to better posture our forces to deter or defeat aggression in a second major theater war. A credible US force-in-being, despite multiple demands, is a key stabilizing influence in the world. Responding to multiple concurrent contingencies requires careful consideration to ensure our forces are not dissipated and therefore either unable, or perceived as unable, to respond to more critical threats.

**Deterring Aggression or Coercion in Crisis.** The first response in any crisis normally consists of steps to deter an adversary so the situation does not require a greater US response. This generally involves signaling our commitment by enhancing our warfighting capability in a theater or by making declaratory statements to communicate US intentions and the potential cost of aggression to

an adversary. We may also choose to emphasize our resolve by responding in a limited manner, for example, by enforcing sanctions or conducting limited strikes. The deterrent posture and activities of our armed forces ensure we remain prepared for conflict should deterrence fail.

**Fighting and Winning Major Theater Wars.** As a global power with worldwide interests, it is imperative that the United States be able to deter and defeat nearly simultaneous, large-scale, cross-border aggression in two distant theaters in overlapping time frames, preferably in concert with regional allies. For the time being, we face this challenge in the Arabian Gulf region and in Northeast Asia. However, even should these challenges diminish, this capability is critical to maintaining our global leadership role. Lack of such a capability would signal to key allies our inability to help defend mutual interests, thus weakening our alliances and coalitions. Because such weakness would not escape the attention of potential adversaries, it might make two simultaneous crises more likely. US commitment to one crisis would present the opportunity, otherwise unrealized, for another aggressor to act. Even more dangerous, it could inhibit the United States from responding to a crisis promptly enough, or even at all, for fear of committing our only forces and thereby making ourselves vulnerable in other regions of the world. The capability to fight two major theater wars initiated in rapid succession is of critical importance as it helps deter opportunism, promote stability, and provide the depth and flexibility to deal with unanticipated challenges.

In this regard, a particularly challenging requirement associated with fighting and winning major theater wars is being able to rapidly defeat initial enemy advances short of their objectives in two theaters in close succession, one followed almost immediately by another. Maintaining this capability is absolutely critical to our ability to seize the initiative in both theaters and to minimize the amount of territory we and our allies must regain from aggressors. Failure to halt an enemy invasion rapidly would make the subsequent campaign to evict enemy forces from captured territory much more difficult, lengthy, and costly. Such failure would also weaken coalition support, undermine US credibility, and increase the risk of conflict elsewhere.

**Conducting Multiple Concurrent Smaller-Scale Contingency Operations.** Future challenges to our interests will likely require use of our forces in a wide range of concurrent operations short of major theater war. Swift action by military forces may sometimes be the best way to prevent, contain, or resolve conflict, thereby precluding greater effort and increased risk later. Using some of our unsurpassed capabilities in the pursuit of common interests and values demonstrates leadership and encourages confidence and greater contributions by others, reducing the demand on ourselves in the long run. US military forces provide a full array of capabilities that can be tailored to give the NCA many options in pursuing our interests.

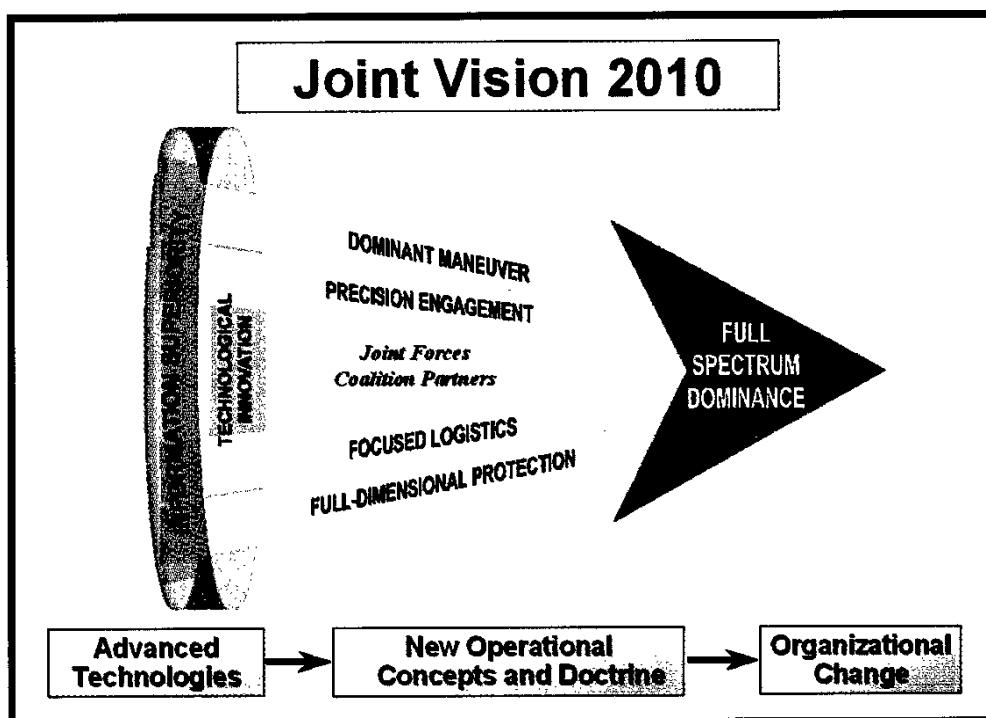
Our capacity to perform shows of force, limited strikes, opposed interventions, no-fly zone and sanctions enforcement operations, interposition or observation operations, and other missions allows us to deter would-be aggressors and control the danger posed by rogue states. US forces can perform peace operations and humanitarian assistance operations, and can evacuate noncombatants from dangerous situations, whether opposed or unopposed. US forces will act unilaterally and in concert with security partners, using all means authorized by the President and the Congress, to counter international terrorism at home and abroad. Unique military capabilities can also support domestic authorities in combating direct and indirect threats to the US homeland, such as the illegal drug trade, especially when the potential for violence exceeds the capability of domestic agencies.

**Preparing Now for an Uncertain Future.** As we move into the next century, it is imperative that the United States maintain the military superiority essential to our global leadership. To be able to respond effectively in the future, we must transform US combat capabilities and support structures, but while we do so, our forces must remain engaged worldwide and ready to fight and win two nearly simultaneous major theater wars. Success demands a stabilized investment program in robust modernization that exploits the RMA. It also requires fundamental reengineering of our infrastructure and streamlining of our support structures through the RBA to realize the cost

efficiencies necessary to recapitalize the force. Though difficult to accomplish, such tasks are essential to reaching new levels of joint warfighting effectiveness.

Joint Vision 2010 is the conceptual template for joint operations and warfighting in the future. It provides the azimuth for the Services' visions, thus ensuring the future interoperability of the joint force. Because we will often act in concert with like-minded nations, as we implement JV 2010, we must also retain interoperability with our allies and potential coalition partners. This vision of future capabilities guides our warfighting requirements and procurement, and focuses technological development. JV 2010's key enablers of information

Joint Vision 2010 superiority and technological innovation will transform the current concepts of maneuver, strike, protection, and logistics into the new operational concepts of dominant maneuver, precision engagement, focused logistics, and full-dimensional protection. Turning these concepts into reality will help us to conduct decisive operations in any environment, a characteristic JV 2010 calls "full spectrum dominance." JV 2010 rests on the foundations of information superiority and technological innovation.



**Information Superiority.** Information superiority is the capability to collect, process, and disseminate an uninterrupted flow of precise and reliable information, while exploiting or denying an adversary's ability to do the same. While it is dependent upon superior technology, systems integration, organization and doctrine, it is not an inherent quality but, like air superiority, must be achieved in the battlespace through offensive and defensive information operations. Information superiority yields battlespace awareness, an interactive, shared and highly accurate picture of friendly and enemy operations as they occur. Information superiority allows our commanders to employ widely dispersed joint forces in decisive operations, engage and reengage with the appropriate force, protect the force throughout the battlespace, and conduct tailored logistical support.

**Technological Innovation.** As we reshape our forces to meet the challenges of a changing world, we will leverage emerging technologies to enhance the capabilities of our servicemen and women through development of new doctrine, organizations, materiel, and training. Development and acquisition of new systems and equipment will improve our ability to conduct decisive

operations and achieve full spectrum dominance. However, they are not a panacea. We must recognize that each includes inherent vulnerabilities; each must be applicable across the range of operations; and each must enhance the human capability of our forces.

**Balanced Evolution.** The fundamental challenge for our Armed Forces is to shape and respond in the current and near-term security environment, while we concurrently prepare for the future. Because our forces are engaged worldwide every day, their transformation to achieve the new capabilities described in JV 2010 is necessarily evolutionary. Through a rigorous process of experimentation, assessment, refinement, and doctrinal development, we can meet our responsibility to maintain ready forces today while taking steps to transform those forces to be superior tomorrow. This transformation of our forces is not a choice between people or technology, but about how to integrate the strengths of both to give the Nation the best possible military capability. It involves much more than the acquisition of new military systems. It means harnessing new technologies to give US forces greater military capabilities through advanced concepts, doctrine, and organizations so that they can dominate any future battlespace.

#### Strategic Concepts

Strategic concepts are key ideas that govern our use of military force and forces as we execute the strategy of Shape, Respond, Prepare Now. These ideas are also important considerations that guide how our forces are trained, equipped, and organized.

**Strategic Agility.** Strategic agility is the timely concentration, employment, and sustainment of US forces at our own initiative, at a speed and tempo that our adversaries cannot match. Our forces must be able to seize and maintain the momentum of operations rapidly to meet multiple demands in an uncertain and complex strategic environment. Strategic agility requires our Armed Forces to be versatile, that is, to conduct military power any-multiple missions simultaneously, across the full range of military operations, in geographically separated regions of the world. This versatility, and the equally important abilities to orchestrate, command, control, and support dispersed joint forces permit the decisive application of our strengths against enemy weaknesses. Strategic agility is essential if we are to remain globally engaged but not find ourselves improperly positioned or otherwise unable to respond to crises.

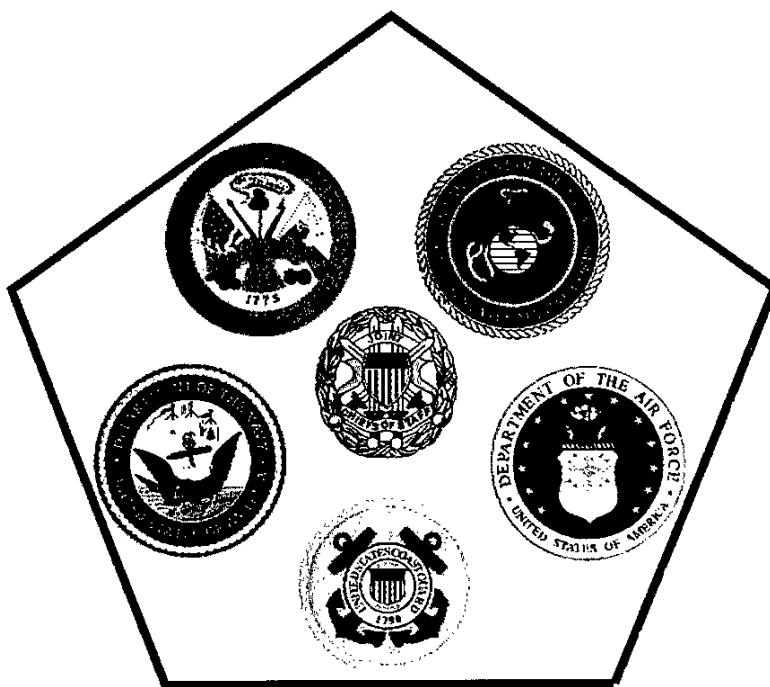
**Overseas Presence.** Overseas presence is the visible posture of US forces and infrastructure strategically positioned forward, in or near key regions. Permanently stationed and rotationally or temporarily deployed forces promote security and stability, prevent conflict, give substance to our security commitments, and ensure our continued access. Overseas presence enhances coalition operations by promoting joint and combined training and encouraging responsibility sharing on the part of friends and allies. Overseas presence contributes to deterrence by demonstrating our determination to defend US, allied, and friendly interests in critical regions while enabling the US to rapidly concentrate military power in the event of crisis. The presence of our forces provides commanders with a flexible array of options to respond promptly to aggression. Overseas presence forces embody global military engagement. They serve as role models for militaries in emerging democracies; contribute uniquely to the stability, continuity, and flexibility that protects US interests; and are crucial to continued democratic and economic development.

**Power Projection.** Power projection is the ability to rapidly and effectively deploy and sustain US forces in and from multiple, dispersed locations. Complementing overseas presence, power projection strives for unconstrained global reach. Power projection assets are tailored to regional requirements and send a clear signal of US commitment. Being able to project power means being able to act even when we have no permanent presence or infrastructure in a region. If necessary, it means fighting our way into a denied theater or creating and protecting forward operating bases. The ability to assemble and move to, through, and between a variety of environments, often while reconfiguring to meet specific mission requirements, is essential to offsetting an adversary's advantages in mass or geographic proximity. Global power projection provides our national leaders with the options they need to respond to potential crises.

**Decisive Force.** Decisive force is the commitment of sufficient military power to overwhelm all armed resistance in order to establish new military conditions and achieve political objectives. In cases not involving armed resistance, decisive force means that US forces will be wholly sufficient to accomplish the full scope of their military tasks. Decisive force in the early stages of a crisis can be critical to deterring aggression. The concept does not promise quick or bloodless solutions to military challenges, but does require that, where the actual commitment of military power is anticipated, such force will be clearly superior to that of any potential adversary.

#### The Joint force

To execute this strategy the United States requires forces of sufficient size, depth, flexibility, and combat power to defend the US homeland; maintain effective overseas presence; conduct a wide range of concurrent engagement activities and smaller-scale contingencies, including peace operations; and conduct decisive campaigns against adversaries in two distant, overlapping major theater wars, all in the face of WMD and other asymmetric threats. This section describes the “full spectrum” forces needed to meet these core requirements, including their three key characteristics; their general size and composition; their overseas posture and readiness; and the capabilities and strategic enablers essential to the execution of this strategy.



#### Characteristics of a Full Spectrum Force

US Armed Forces as a whole must be multi-mission capable; interoperable among all elements of US Services and selected foreign militaries; and able to coordinate operations with other agencies of government, and some civil institutions.

**Multi-Mission Capable.** Our forces must be proficient in their core warfighting competencies and able to transition smoothly from a peacetime posture to swift execution of multiple missions across the full spectrum of operations. They require the correct mix of capabilities between and within the Services, and among conventional, nuclear, and special operations forces. In addition, our armed forces must strike an appropriate balance between the exploitation of advanced technology and the recognition that most military missions remain manpower intensive. The wide range of likely military operations demands that our forces be able to quickly shift from one type of operation to another. They must also retain their ability to operate successfully despite an

adversary's use of asymmetric means. The leadership, discipline, organization, and training inherent in maintaining our core warfighting competencies are the foundation of our ability to adapt readily and efficiently to the challenges peculiar to a wide variety of smaller-scale contingencies.

Joint. Each Service, including the US Coast Guard when assigned, brings its own set of capabilities and strengths to a mission. Some situations demand the unique capabilities of only one Service, but most will call for capabilities from all Services. The skillful and selective combination of Service capabilities into Joint Task Forces provides US commanders great flexibility in tailoring forces to meet national objectives given specific circumstances. As important, it presents an enemy with an overwhelming array of capabilities against which to defend. A fully joint force requires joint operational concepts, doctrine, tactics, techniques, and procedures — as well as institutional, organizational, intellectual, and system interoperability — so that all US forces and systems operate coherently at the strategic, operational, or tactical levels. Joint effectiveness does not mean that individual pieces of equipment or systems are identical, but rather that commanders are not constrained by technical or doctrinal barriers among the components of the joint force, and that the joint force's capability is dramatically enhanced by the blending of complementary Service capabilities.

Interoperable. All elements of US joint forces must be able to work together smoothly. Success on the battlefield will depend on the operational and tactical synergy of integrated, agile Service forces. Although we must retain the capability to act unilaterally, we prefer to act in concert with our friends and allies. Laying a solid foundation for interoperability with our alliance and potential coalition partners is fundamental to effective combined operations. We remain committed to doctrinal and technological development with our key allies and to combined training events and exercises that contribute to interoperability.

It is imperative that our Joint Forces also enhance their ability to operate in consonance with other US government agencies, and with Non-governmental Organizations (NGOs), International Organizations (IOs), and Private Voluntary Organizations (PVOs) in a variety of settings. The specialized access and knowledge these organizations possess can facilitate prompt, efficient action to prevent conflict, resolve a crisis, mitigate suffering, and restore civil government upon conflict termination. Achieving interagency and civil interoperability through the continuing development of our doctrine and interagency participation in our training exercises is important to the unity of effort upon which success in many missions depends.

#### Today's Force

The Total Force. The Total Force requires the unique contributions of its Active and Reserve Components and its civilian employees. All elements of the Total Force must be appropriately organized, modernized, trained, and integrated.

As described in the QDR report, the Total Force required to carry out the President's 1997 National Security Strategy and this supporting military strategy at prudent military risk includes:

Army - Four active corps with ten active divisions (six heavy, two light infantry, one airborne, and one air assault); and two active armored cavalry regiments; fifteen National Guard enhanced separate brigades; the capability provided by appropriately restructured National Guard combat divisions; and other appropriate forces.

Navy - Twelve aircraft carriers, eleven air wings, twelve amphibious ready groups, 116 surface combatant ships, 50 attack submarines, and augmentation forces of the Naval Reserve.

Air Force - A total fleet of 187 bombers, just over 12 active fighter wing equivalents, eight reserve component fighter wing equivalents, and four National Guard dedicated continental air defense squadrons (other forces will be used to handle the US air sovereignty mission) together with the currently programmed tanker and airlift fleets.

Marine Corps - Three active Marine Expeditionary Forces (MEF) each comprised of a command element, a division, an aircraft wing, and a service support group. The active force will continue to be augmented and reinforced by one Reserve division/wing/service support group.

Coast Guard - Approximately 50,000 active and reserve personnel and 43 medium- and high-endurance cutters.

Civilians - Approximately 640,000 men and women whose support is essential to the maintenance of our readiness. From depot workers to senior-level leaders, they work together to perform functions ranging from policy direction to maintenance of our total force.

Special Operations Command - A joint special operations force consisting of approximately 47,000 Army, Navy and Air Force active and reserve personnel.

**Reserve Components.** The Reserve Components, in addition to being essential participants in the full range of military operations, are an important link between the Armed Forces and the public. Mobilization of the Reserve Components has always been an important indicator of the commitment of national will. Guardsmen and reservists are not only integrated into war plans, but also provide critical skills in carrying out contingency operations, as well as augmenting and supporting active units during peacetime. National Guard and other Reserve Component elements also provide the NCA with a strategic hedge against uncertainty and with an organized basis to expand our Armed Forces if necessary. Additionally, they also provide a rotational base to ease the tempo of unit and individual deployments for the Active Component.

**Posture.** Most US forces are based in CONUS but are continuously available for deployment. We will maintain roughly 100,000 military personnel in both the European and Pacific regions. Additionally, we will maintain an appropriate presence in the Arabian Gulf region to deter threats to our interests there. These forces signal our commitment to peace and stability in these regions. They affirm our leadership of important alliances and allow us to help shape allied defense capabilities. They underscore our commitment to remain engaged as a stabilizing influence, reinforce our bilateral relations with key partners, alleviate the potential for destabilizing arms races, underwrite deterrence in key regions and strengthen our voice in international forums.

**Readiness.** The readiness of US military forces to meet the full range of missions has never been more important. Ready forces provide the flexibility needed to shape the global environment, deter potential foes and, if required, to rapidly respond to a broad spectrum of crises and threats, including major theater wars. In addition, readiness instills in our people the confidence needed to succeed in a wide variety of challenging situations. Each Service has a different approach to readiness, due to unique force characteristics, contingency plans, response requirements, peacetime forward deployment levels, the availability of training infrastructure and perishable skills. The Services will maintain readiness sufficient to meet the most demanding deployment requirements while seeking sensible management practices that conserve resources and mitigate the potential negative effects of high operational and personnel tempos.

**Capabilities.** As noted throughout this NMS, the US military must have capabilities that give the national leadership a range of viable options for promoting and protecting US interests in peacetime, crisis, and war. The Joint Force must be able to defeat adversaries in two distant, overlapping major theater wars from a posture of global engagement and in the face of WMD and other asymmetric threats. It must respond across the full spectrum of crises, from major combat to humanitarian assistance operations. It must be ready to conduct and sustain multiple, concurrent smaller-scale contingency operations. In addition to these core requirements, US Armed Forces provide the NCA with several equally important capabilities.

**Strategic Deterrence.** Credible standing nuclear and conventional forces cause potential adversaries to consider the consequences of pursuing aggression. Although most nuclear powers continue to reduce their arsenals, our triad of strategic forces serves as a vital hedge against an uncertain future, a guarantor of our security commitments to our allies, and a deterrent to those who

would contemplate developing or otherwise acquiring their own nuclear weapons. Strategic nuclear weapons remain the keystone of US deterrent strategy. A mix of forward deployable non-strategic nuclear and conventional weapons adds credibility to our commitments. Deterrence is further enhanced by the ability of US forces to attack targets even when access to regional bases may not be feasible or assured. Geography and political constraints on access will not restrict our ability to conduct long range, stand-off attacks against a full range of targets in hostile territory.

**Decisive Operations.** In situations such as an MTW, the Armed Forces must be able to gain the initiative quickly. Our forces must have the capability to halt an enemy; immediately initiate operations that further reduce his capacity to fight; and mount decisive operations to ensure we defeat him and accomplish our objectives. But wresting military initiative from the enemy is not the end of our commitment. From the onset of a crisis or conflict until termination, our forces must be able to conduct and sustain operations that accomplish US objectives, promote post-conflict stability, and prevent the recurrence of conflict.

**Special Operations.** The range of challenges to our security demands an ability to influence certain events with forces that are smaller and less visible than conventional formations, offering the NCA options that do not entail a major military commitment. Special Operations Forces provide this capability and offer unique skills, tactics, and systems for the execution of unconventional, potentially high-payoff missions.

**Forcible Entry.** The United States must be able to introduce military forces into foreign territory in a non-permissive environment. While the United States will pursue the cooperation of other governments to allow US forces access, it must not assume that such cooperation will always be forthcoming. A forced entry capability ensures that the US will always be able to gain access to seaports, airfields, and other critical facilities that might otherwise be denied. It reassures allies that our ability to come to their aid cannot be denied by an enemy. It also allows future joint force commanders to retain operational freedom of action and gives the United States the ability to go anywhere that US interests require.

**Force Protection.** Multiple layers of protection for US forces and facilities at all levels, beginning at home, enable US forces to maintain freedom of action from predeployment through employment and redeployment. Fluid battlefields and the potential ability of adversaries to orchestrate asymmetric threats against our forces require that we seek every means to protect our forces. Comprehensive force protection requires the employment of a full array of active and passive measures. The variety of challenges that we will face may also require less than lethal technology to meet demands at the lower end of the range of military operations. Force protection initiatives must thus address all aspects of potential threats, to include terrorism, WMD, information operations, and theater ballistic and cruise missiles.

**Countering Weapons of Mass Destruction (WMD).** The continued proliferation of WMD, particularly chemical and biological weapons (CBW), has made their employment by an adversary increasingly likely in both major theater war and smaller-scale contingencies. US forces must have a counterproliferation capability balanced among the requirements to prevent the spread of WMD through engagement activities; detect an adversary's possession and intention to use WMD; destroy WMD before they can be used; deter or counter WMD; protect the force from the effects of WMD through training, detection, equipment, and immunization; and restore areas affected by the employment of WMD through containment, neutralization, and decontamination. Since many operations will be conducted as part of an alliance or coalition, we must encourage our friends and allies to train and equip their forces for effective operations in environments where WMD usage is likely.

**Focused Logistics.** Military operations in today's environment require the ability to tailor logistics packages to meet operational and tactical requirements in hours or days. US forces must have the ability to link information, logistics, and transportation technologies together to permit

continuous operations by leaner and more agile forces in any environment, including those contaminated by the effects of NBC agents. Joint sustainment initiatives such as Joint Total Asset Visibility, the Global Transportation Network, and the Global Combat Support System are deployable, automated supply and maintenance information systems that provide in-transit visibility, eliminate redundant requisitions and reduce delays in the shipment of essential supplies. In-transit visibility, in particular, is key to realizing the benefits of focused logistics. Our efficient use of these systems produces a smaller logistics tail that reduces the burden on transportation systems, requires fewer resources to defend, is more difficult for an enemy to detect and target, and enhances our own mobility.

**Information Operations.** Success in any operation depends on our ability to quickly and accurately integrate critical information and deny the same to an adversary. We must attain information superiority through the conduct of both offensive and defensive information operations. Information operations are, however, more than discrete offensive and defensive actions; they are also the collection and provision of that information to the warfighters. Superiority in these areas will enable commanders to contend with information threats to their forces, including attacks which may originate from outside their area of operations. It also limits an adversary's freedom of action by disabling his critical information systems. We are developing joint doctrine for offensive and defensive information operations that assigns appropriate responsibilities to all agencies and commands for assuring committed forces gain and maintain information superiority. This emerging joint doctrine must fully integrate interagency participation allowing us to leverage all existing information systems.

**Strategic Enablers.** A number of assets — strategic enablers — are critical to the worldwide application of US military power and our military strategy.

**People.** Our nation is committed to an All-Volunteer Force. Its people are the most important enabler of our strategy. The quality of this force is critical. Only the most dedicated, well-trained personnel with first class leaders will succeed in the complex and fast-paced environment of future military operations. While modern technology enables our forces to perform their missions more effectively, it cannot substitute for high quality people. To recruit and retain people who meet high military standards, the quality of life of our military personnel must be commensurate with the sacrifices we ask them to make. We must provide challenging career options, continual professional development, adequate compensation, medical care, housing, and a stable retirement system. To ensure the viability of the Reserve Components, we must work to safeguard their employment rights and provide employers with incentives for continued support. We must manage the tempo of operations, deployments and personnel transfers to avoid adverse effects on our people and their families. Sustaining core warfighting competencies while adopting new technologies and operational concepts also requires continuous training and education. Finally, the defense of our country and the lives and welfare of our people should be entrusted only to military leaders of honorable character who prove worthy of their profound responsibilities.

**Robust All-Source Intelligence.** A globally vigilant intelligence system that is able to operate in a complex environment with an increasing number of potential opponents and more sophisticated technology is critical. Our Armed Forces require the timely collection, evaluation, and assessment of a full range of geo-political, socio-economic, and military information throughout the full spectrum of conflict. Our intelligence system must be capable of maintaining its global warning capabilities even while focusing on one or more crises. It must overcome increasingly varied means of deception and protect and secure its information channels. It must respond to the warfighters' needs during compressed decision cycles, and accommodate "smart" and "brilliant" weapons systems that pass targeting information directly to weapons platforms. The technical ability to deliver large quantities of intelligence to all levels without overwhelming commanders and leaders

has enormous promise. However, quality intelligence remains equally dependent upon subjective human judgment, from collection and processing to production and dissemination.

**Global Command and Control.** Robust intelligence and assured information systems are also critical to the command and control of our forces. Global communications must allow for the timely exchange of information, data, decisions, and orders. The ability to gather, process, and disseminate an uninterrupted flow of reliable and precise information under any conditions is a tremendous strategic and military advantage. A secure C4ISR (Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance) architecture must be designed and developed from the outset for rapid deployment and with joint and multinational interoperability in mind.

**Air and Sea Control.** The successful application of military power is dependent on uninhibited access to air and sea. Control of these mediums allows the United States to project power across great distances, conduct military operations, and protect our interests around the world. Our forces will seek to gain superiority in, and dominance of, these mediums to allow our forces freedom to conduct operations and to protect both military and commercial assets.

**Space Control.** As we will continue to do at sea and in the skies, we will also endeavor to maintain our current technological lead in space as more users develop their commercial and military capabilities. It is becoming increasingly important to guarantee access to and use of space as part of joint operations and to protect US interests. Space control capabilities will ensure freedom of action in space and, if directed, deny such freedom of action to adversaries.

**Strategic Mobility.** Robust strategic sealift, air mobility, and ground transportation combined with prepositioned supplies and equipment ashore and afloat, are critical to maintaining strategic agility. In addition our forces will normally require access to US and overseas support infrastructure to maintain our ability to project power in times of crises. Enroute infrastructure will assist our forces in rapidly establishing and positioning themselves to dominate any situation. Keeping pace with evolving technology in the transportation industry guarantees our mobility forces continued global reach. Strategic mobility enhancements like increased airlift capability, additional prepositioning of heavy equipment afloat and ashore, increased sealift surge capacity, and additional material handling equipment (MHE) will ensure strategic agility and facilitate our ability to protect our national interests and assist our allies when needed.

#### Conclusion

This National Military Strategy, building on the foundation of previous editions, supports the strategic agility we will require to meet the challenges we are likely to face.

President's A National Security Strategy for A New Century and the QDR report. It carries forward the theme that US military power is, and will continue to be, fundamental to ensuring our national security.

The United States will remain the world's only global power for the near-term, but will operate in a strategic environment characterized by rising regional powers, asymmetric challenges including WMD, transnational dangers, and the likelihood of wild cards that cannot be specifically predicted. The dangers we could face can be mitigated by military activities that Shape the strategic environment and Respond to the full spectrum of crises, while Preparing our Armed Forces now for an uncertain future. The force structure described in this document and our overseas presence, combined with our ability to rapidly project combat power anywhere in the world, provides the

As we pursue the President's strategy for enhancing our security in this new era, the demand for military capabilities and skills is unlikely to diminish, both to deter and defeat aggression in two distant and overlapping MTWs, and in roles other than traditional warfighting. Our Armed Forces' core competence -- the ability to apply decisive military power to deter or defeat acts of aggression -- must remain the primary consideration in determining the structure, training and employment of our military forces.

We cannot know with certainty who our foes will be or where our forces will be needed in the future. In a time of both uncertainty and promise, this National Military Strategy and our Armed Forces provide our Nation with the means to protect our interests and promote a peace that benefits America and all like-minded nations.



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# 2004

**Национальная военная стратегия  
Соединённых Штатов Америки  
Стратегия на сегодня; Видение завтрашнего дня  
(Вашингтон, май 2004 г.)**

The National Military Strategy of the United States of America  
A Strategy for Today; A Vision for Tomorrow  
2004

CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
WASHINGTON, D.C. 20318-9999

The “National Military Strategy” conveys my message to the Joint Force on the strategic direction the Armed Forces of the United States should follow to support the National Security and Defense Strategies in this time of war.

This document describes the ways and means to protect the United States, prevent conflict and surprise attack and prevail against adversaries who threaten our homeland, deployed forces, allies and friends. Success rests on three priorities:

First, while protecting the United States we must win the War on Terrorism. The attacks of 11 September 2001 demonstrated that our liberties are vulnerable. The prospect of future attacks, potentially employing weapons of mass destruction, makes it imperative we act now to stop terrorists before they can attack again. We must continue to root out transnational terrorist networks, sever their connections with state sponsors, eliminate their bases of operation, counter dangerous proliferation and establish a global antiterrorism environment. This mission requires the full integration of all instruments of national power, the cooperation and participation of friends and allies and the support of the American people.

Second, we will enhance our ability to fight as a joint force. Joint teamwork is an integral part of our culture and focus as we develop leaders, organizations, systems and doctrine. We must continue to strengthen trust and confidence among the Service components that comprise the Joint Force. Enhancing joint warfighting requires the integration of our Active and Reserve Components and our civilian work force to create a seamless total force that can meet future challenges. We must strengthen collaboration among our joint forces, agencies at all levels of government and multinational partners. Key to such collaboration is an improved ability to collect, process and share information.

Third, we will transform the Armed Forces “in stride” - fielding new capabilities and adopting new operational concepts while actively taking the fight to terrorists. Transformation requires a combination of technology, intellect and cultural adjustments - adjustments that reward innovation and creativity. In-stride transformation will ensure US forces emerge from the struggle against terrorism with our joint force fully prepared to meet future global challenges.

The NMS serves to focus the Armed Forces on maintaining US leadership in a global community that is challenged on many fronts - from countering the threat of global terrorism to fostering emerging democracies. In this environment, US presence and commitment to partners are essential. Our Armed Forces, operating at home and abroad, in peace and war, will continue to serve as a constant, visible reminder of US resolve to protect common interests. Our dedication to security and stability ensures that the United States is viewed as an indispensable partner, encouraging other nations to join us in helping make the world not just safer, but better.

RICHARD B. MYERS

Chairman of the Joint Chiefs of Staff

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Executive Summary

Chairman’s Intent

Our challenge for the coming year and beyond is to stay the course in the War on Terrorism as we continue to transform our Armed Forces to conduct future joint operations. We cannot afford to let our recent successes cause us to lose focus or lull us into satisfaction with our current capabilities. The war is not over, and there is still dangerous work to do. To meet this challenge, we continue to focus on three priorities: winning the War on Terrorism, enhancing joint warfighting and transforming for the future.

#### Strategic Guidance

The National Military Strategy is guided by the goals and objectives contained in the President's "National Security Strategy" and serves to implement the Secretary of Defense's "National Defense Strategy of the United States of America."

#### The Role of the NMS

The NMS provides focus for military activities by defining a set of interrelated military objectives from which the Service Chiefs and combatant commanders identify desired capabilities and against which CJCS assesses risk.

##### Key Aspects of the Security Environment

- A Wider Range of Adversaries
- A More Complex and Distributed Battlespace
- Technology Diffusion and Access

##### Principles guiding the development of the Joint Force

- Agility
- Decisiveness
- Integration

##### Military Objectives

The NMS establishes three military objectives that support the National Defense Strategy:

- Protect the United States Against External Attacks and Aggression
- Prevent Conflict and Surprise Attack
- Prevail Against Adversaries.

##### Desired Attributes of the Force

- Fully Integrated
- Expeditionary
- Networked
- Decentralized
- Adaptable
- Decision Superiority
- Lethality

##### Capabilities and Functions

- Applying Force
- Deploying and Sustaining Military Capabilities
- Securing Battlespace
- Achieving Decision Superiority

##### Designing and Sizing the Force

Executing the NMS requires a force able to generate decisive effects in any contingency and sustain multiple, overlapping operations. The force must have the capabilities necessary to create and preserve an enduring peace.

#### Joint Vision for Future Warfighting

Sustaining and increasing the qualitative military advantages the United States enjoys today will require transformation - a transformation achieved by combining technology, intellect and cultural changes across the joint community.

The goal is Full Spectrum Dominance - the ability to control any situation or defeat any adversary across the range of military operations.

#### I. Introduction

The National Military Strategy (NMS) supports the aims of the National Security Strategy (NSS) and implements the National Defense Strategy (NDS). It describes the Armed Forces' plan to achieve military objectives in the near term and provides the vision for ensuring they remain decisive in the future.

#### A. Strategic Guidance

##### 1. The National Security Strategy

The President's NSS affirms the Nation's commitment to "help make the world not just safer but better." This requires victory in the War on Terrorism (WOT) - a victory that is enduring and contributes to defending, preserving and extending the peace. The NSS directs an active strategy to counter transnational terrorist networks, rogue nations and aggressive states that possess or are working to gain weapons of mass destruction or effect (WMD/E).<sup>1</sup> It emphasizes activities to foster relationships among US allies, partners and friends. Such relationships support efforts to strike globally at terrorist organizations and create conditions inhospitable to terrorism and rogue regimes. The NSS highlights the need to retain and improve capabilities to prevent attacks against the United States, work cooperatively with other nations and multinational organizations and transform America's national security institutions.

<sup>1</sup> The term WMD/E relates to a broad range of adversary capabilities that pose potentially devastating impacts. WMD/E includes chemical, biological, radiological, nuclear, and enhanced high explosive weapons as well as other, more asymmetrical "weapons". They may rely more on disruptive impact than destructive kinetic effects. For example, cyber attacks on US commercial information systems or attacks against transportation networks may have a greater economic or psychological effect than a relatively small release of a lethal agent.

##### Objectives

Four Defense Objectives will guide DOD security activities:

- Secure the United States from direct attack.
- Secure strategic access and retain global freedom of action.
- Establish security conditions conducive to a favorable international order.
- Strengthen alliances and partnerships to contend with common challenges.

##### 2. The National Defense Strategy

The NDS supports the NSS by establishing a set of overarching defense objectives that guide the Department's security activities and provide direction for the National Military Strategy. The NDS objectives serve as links between military activities and those of other government agencies in pursuit of national goals. The Department must take action to secure the United States from direct attack and counter, at a safe distance, those who seek to harm the country. The Department must work to secure strategic access to key regions, lines of communication and the "global commons" of international waters, airspace, space and cyberspace. Defense activities must help establish security conditions favorable to the United States and its partners while working to expand the community of like-minded nations. The Department will also work to strengthen alliances and partnerships by helping other nations increase their ability to defend themselves and protect common security interests.

The NDS focuses Department activities on actions that assure allies and friends, dissuade potential adversaries, deter aggression and counter coercion and defeat adversaries. These interconnected activities promote close cooperation with those committed to the principles of freedom, democracy and opportunity. The NDS provides four guidelines for implementing the strategy - create an active defense-in-depth; conduct continuous transformation; adopt a capabilities-based approach; and manage risks. These guidelines will structure strategic planning and decision-making across all segments of the Department.

#### B. The Role of the National Military Strategy

The NMS derives objectives, missions and capability requirements from an analysis of the NSS, the NDS and the security environment. The NSS and NDS provide a broad strategic context for employing military capabilities in concert with other instruments of national power. The NMS

provides focus for military activities by defining a set of interrelated military objectives and joint operating concepts from which the Service Chiefs and combatant commanders identify desired capabilities and against which the Chairman of the Joint Chiefs of Staff assesses risk.

The NSS establishes homeland security as the first priority of the Nation. The Armed Forces' role in homeland security is complex, combining actions overseas and at home to protect the United States. Our first line of defense is abroad and includes mutually supporting activities with US allies to counter threats close to their source. Closer to home, the Armed Forces use their capabilities to secure strategic air, land, sea and space approaches to the United States and its territory. When directed, the Armed Forces employ military capabilities at home to protect the nation, the domestic population and critical infrastructure from direct attack. Protecting the United States also requires integrating military capabilities with other government and law enforcement agencies to manage the consequences of an attack or natural disaster.

The President and Secretary of Defense continue to highlight the increasingly dangerous nature and capabilities of adversaries. The threat posed by adversaries, especially those that possess WMD/E, is so great that the United States must adopt a global posture and take action to prevent conflict and surprise attack. Achieving this objective includes actions to shape the security environment in ways that enhance and expand multinational partnerships. Strong alliances and coalitions contribute to mutual security, tend to deter aggression, and help set conditions for success in combat if deterrence fails. Preventing conflict and surprise attack is not, however, solely defensive. The potentially catastrophic impact of an attack against the United States, its allies and its interests may necessitate actions in self-defense to preempt adversaries before they can attack.

Both the NSS and NDS envision a future environment that is safer and better than today. When called upon, the military must be prepared to contribute to this goal through campaigns to prevail against adversaries. While the Armed Forces' foremost task is to fight and win wars, the character of conflict has changed, necessitating capabilities to defeat a wide range of adversaries - from states to non-state actors. The Armed Force must have the capability to swiftly defeat adversaries in overlapping campaigns while preserving the option to expand operations in one of those campaigns to achieve more comprehensive objectives. Prevailing against adversaries includes integrating all instruments of national power within a campaign to set the conditions for an enduring victory.

#### Campaigns

- Campaigns to “swiftly defeat” the efforts of adversaries are undertaken to achieve a circumscribed set of objectives aimed at altering an adversary’s unacceptable behavior or policies, swiftly denying an adversary’s operational or strategic objectives, preventing attacks or uncontrolled conflict escalation and/or rapidly re-establishing security conditions favorable to the United States and its partners.

- Campaigns to “win decisively” are undertaken to bring about fundamental, favorable change in a crisis region and create enduring results. They may entail lengthy periods of both major combat and stability operations; require regime change, defense, or restoration; and entail significant investments of the nation’s resources and time.

Achieving the objectives of protect, prevent and prevail requires connected joint operating concepts (JOCs) that provide direction on how the joint force will operate and a foundation for defining military capabilities. The JOCs describe how the Joint Force conducts key missions and are supported by functional concepts of force application, protection, focused logistics, battlespace awareness and command and control. The JOCs serve to guide the continuous transformation of the Armed Forces and provide a key linkage to the Armed Forces<sup>2</sup> vision for future joint warfighting. This vision establishes the ultimate goal of the transformed force - the ability to achieve full spectrum dominance across the range of military operations.

<sup>2</sup> The NMS integrates the document formerly known as “Joint Vision.”

Achieving the objectives of the NMS in an uncertain and complex environment requires a capabilities-based approach to force design and planning that focuses less on a specific adversary or

where a conflict might occur and more on how an adversary might fight. This capabilities-based approach uses operating concepts to drive planning and to guide the development of warfighting capabilities. It ensures the joint force can adapt and succeed across a broad range of scenarios. This approach must anticipate and rapidly adjust to changes in the security environment to ensure the United States improves its qualitative advantage over a more diverse set of adversaries - now and in the future.

The objectives of the NMS help define attributes and capabilities that the Joint Force requires and directly contribute to objectives of the NDS. These attributes and capabilities are important in determining the required size and design of the Armed Forces. Protecting the United States, preventing conflict and surprise attacks, and prevailing against adversaries will require forces appropriately sized and shaped in accordance with the NDS force-planning construct. The force must be sized to defend the US homeland while continuing to operate in and from four forward regions to deter aggression and coercion and set conditions for future operations. Even when committed to a limited number of lesser contingencies, the Armed Forces must retain the capability to swiftly defeat adversaries in two overlapping military campaigns. Additionally, when the President calls for an enduring result in one of the two, the force must have the capability and capacity to win decisively.

Combatant commands must consider the effect of their current posture when undertaking new operations. They will operate within a baseline security posture that includes the WOT and other ongoing operations from which they may be unable or unwilling to disengage. Planners must, therefore account for WOT campaign objectives when developing their force requirements.

### C. Key Aspects of the Security Environment

#### Mature and Emerging Challenges

Traditional challenges are posed by states employing recognized military capabilities and forces in well-understood forms of military competition and conflict.

Irregular challenges come from those employing “unconventional” methods to counter the traditional advantages of stronger opponents.

Catastrophic challenges involve the acquisition, possession, and use of WMD or methods producing WMD-like effects.

Disruptive challenges may come from adversaries who develop and use breakthrough technologies to negate current U.S. advantages in key operational domains.

The United States faces a number of dangerous and pervasive threats. Traditional, irregular, catastrophic, and disruptive challenges will require the Armed Forces to adjust quickly and decisively to change and anticipate emerging threats. Three key aspects of the security environment have unique implications for executing this military strategy and will drive the development of concepts and capabilities that ensure success in future operations.

#### 1. A Wider Range of Adversaries

Adversaries capable of threatening the United States, its allies, and its interests range from states to non-state organizations to individuals.

There are states with traditional military forces and advanced systems, including cruise and ballistic missiles, which could seek to control key regions of the world. A few of these states are ‘rogues’ that violate treaties, secretly pursue and proliferate WMD/E, reject peaceful resolution of disputes and display callous disregard for their citizens. Some of these states sponsor terrorists, providing them financial support, sanctuary and access to dangerous capabilities. There are non-state actors, including terrorist networks, international criminal organizations and illegal armed groups that menace stability and security. Even some individuals may have the means and will to disrupt international order. Some of these adversaries are politically unconstrained and, particularly in the case of non-state actors, may be less susceptible to traditional means of deterrence. Adversaries increasingly seek asymmetric capabilities and will use them in innovative ways. They will avoid US strengths like precision strike and seek to counter US power projection capabilities

by creating anti-access environments. Such adversaries will target civilian populations, economic centers and symbolic locations as a way to attack US political will and resolve.

This volatile mix of challenges requires new methods of deterrence and operational approaches to defeat these threats should deterrence fail. Intelligence systems must allow commanders to understand enemy intent, predict threat actions, and detect adversary movements, providing them the time necessary to take preventive measures. Long before conflict occurs these intelligence systems must help provide a more thorough understanding of adversaries' motivations, goals and organizations to determine effective deterrent courses of action. There may, however, be adversaries who remain undeterred. Should they acquire WMD/E or dangerous asymmetric capabilities, or demonstrate the intent to mount a surprise attack, the United States must be prepared to prevent them from striking.

## 2. A More Complex and Distributed Battlespace

Adversaries threaten the United States throughout a complex battlespace, extending from critical regions overseas to the homeland and spanning the global commons of international airspace, waters, space and cyberspace. There exists an "arc of instability" stretching from the Western Hemisphere, through Africa and the Middle East and extending to Asia. There are areas in this arc that serve as breeding grounds for threats to our interests. Within these areas rogue states provide sanctuary to terrorists, protecting them from surveillance and attack. Other adversaries take advantage of ungoverned space and under-governed territories from which they prepare plans, train forces and launch attacks. These ungoverned areas often coincide with locations of illicit activities; such coincidence creates opportunities for hostile coalitions of criminal elements and ideological extremists.

The United States will conduct operations in widely diverse locations - from densely populated urban areas located in littoral regions to remote, inhospitable and austere locations. Military operations in this complex environment may be dramatically different than the high intensity combat missions for which US forces routinely train. While US Armed Forces' will continue to emphasize precision, speed, lethality and distributed operations, commanders must expect and plan for the possibility that their operations will produce unintended 2nd- and 3rd-order effects.

For example, US forces can precisely locate, track, and destroy discrete targets to reduce collateral damage and conclude operations as quickly as possible. Operations that rely on precision may result in large elements of an adversary's military remaining intact and segments of the population unaffected. Commanders must prepare to operate in regions where pockets of resistance remain and there exists the potential for continued combat operations amidst a large number of non-combatants.

This battlespace places unique demands on military organizations and interagency partners, requiring more detailed coordination and synchronization of activities both overseas and at home. Our experiences in Afghanistan and Iraq highlight the need for a comprehensive strategy to achieve longer-term national goals and objectives. The United States must adopt an "active defense-in-depth" that merges joint force, interagency, international non-governmental organizations, and multinational capabilities in a synergistic manner. This defense does not rely solely on passive measures. The United States must enhance security at home while actively patrolling strategic approaches and extending defensive capabilities well beyond US borders. An effective defense-in-depth must also include the capability to strike swiftly at any target around the globe using forces at home as well as forward-based, forward-deployed and rotational forces.

## 3. Technology Diffusion and Access

Global proliferation of a wide range of technology and weaponry will affect the character of future conflict. Dual-use civilian technologies, especially information technologies, high-resolution imagery and global positioning systems are widely available. These relatively low cost, commercially available technologies will improve the disruptive and destructive capabilities of a wide range of state and non-state actors. Advances in automation and information processing will

allow some adversaries to locate and attack targets both overseas and in the United States. Software tools for network-attack, intrusion and disruption are globally available over the Internet, providing almost any interested adversary a basic computer network exploitation or attack capability. Access to advanced weapons systems and innovative delivery systems could fundamentally change warfighting and dramatically increase an adversary's ability to threaten the United States.

Technology diffusion and access to advanced weapons and delivery systems have significant implications for military capabilities. The United States must have the ability to deny adversaries such disruptive technologies and weapons. However, the Armed Forces cannot focus solely on these threats and assume there are not other challenges on the horizon. Ensuring current readiness while continuing to transform and maintaining unchallenged military superiority will require investment. These are not mutually exclusive goals.

The Armed Forces must remain ready to fight even as they transform and transform even as they fight. Adopting an "in-stride" approach to transformation - through rapid prototyping, field experimentation, organizational redesign and concept development - will ensure US military superiority remains unmatched. Such an approach requires effective balancing of resources to recapitalize critical capabilities and modernize some elements of the force to maintain readiness while investing in programs that extend US military advantages into the future.

#### D. Strategic Principles

##### Applying Strategic Principles

Strategic agility, integration and decisiveness allow the Armed Forces to move at great speed and distance to undertake combat operations quickly in sometimes overlapping conflicts. They guide the development of tailored, joint operations concepts that define how the Armed Forces employ capabilities across the range of military operations.

Commanders must develop plans that ensure they retain the agility to contend with uncertainty, apply effects decisively and integrate actions with other government agencies and multinational partners. Combatant commanders should consider these principles when planning and conducting operations. These principles guide the development of joint operations concepts and the capabilities the joint force requires.

##### 1. Agility

It is imperative that the Armed Forces retain the ability to contend with the principal characteristic of the security environment - uncertainty. Agility is the ability to rapidly deploy, employ, sustain and redeploy capabilities in geographically separated and environmentally diverse regions. As commanders conduct operations they must consider the effects of surprise and the possibility that their forces may have to transition from one type or phase of an operation to another quickly, or conduct phases simultaneously, regardless of location. Agility, as a planning principle, allows commanders to conduct simultaneous missions while retaining the ability to respond to emerging crises. Agility is key to quickly seizing the initiative across the range of military operations and ensuring the Armed Forces can act swiftly and decisively to protect US interests.

##### 2. Decisiveness

Decisiveness allows combatant commanders to overwhelm adversaries, control situations and achieve definitive outcomes. Decisiveness requires tailored packages of joint capabilities designed to achieve specific effects and accomplish objectives. Achieving decisiveness may not require large force deployments but rather employing capabilities in innovative ways. Transforming the Armed Forces' capacity to mass effects while retaining the ability to mass forces, if needed, is key to achieving decisiveness. By focusing on decisive outcomes, combatant commanders can more precisely define the effects they must generate and determine the capabilities they require.

##### 3. Integration

Commanders must ensure military activities are integrated effectively with the application of other instruments of national and international power to provide focus and unity of effort. Integration focuses on fusing and synchronizing military operations among the Services, other government agencies, the commercial sector, non-governmental organizations and those of partners

abroad. Integration does not preclude the unilateral use of force, but rather seeks to ensure unity of effort and maximize the contribution of partners. Enabling multinational partners through security cooperation and other engagement activities enhances the ability of the Armed Forces to not only prevent conflict and deter aggression but also supports combatant commanders' plans to quickly undertake operations over great distances and in sometimes overlapping conflicts.

Agility, decisiveness, and integration support simultaneous operations, the application of overmatching power<sup>3</sup> and the fusion of US military power with other instruments of power. These principles stress speed, allowing US commanders to exploit an enemy's vulnerabilities, rapidly seize the initiative and achieve endstates. They support the concept of surging capabilities from widely dispersed locations to mass effects against an adversary's centers of gravity to achieve objectives. Our strategic principles guide the application of military power to protect, prevent and prevail in ways that contribute to longer-term national goals and objectives.

<sup>3</sup> Overmatching power is the precise application of combat power to foreclose enemy options and rapidly seize the initiative to achieve conclusive victories.

## II. National Military Objectives

The NDS establishes four strategic objectives: secure the United States from direct attack; secure strategic access and maintain global freedom of action; establish security conditions conducive to a favorable international order; and strengthen alliances and partnerships to contend with common challenges. The NMS establishes three supporting military objectives: to protect the United States against external attacks and aggression; prevent conflict and surprise attack; and prevail against adversaries. These are the ends of the strategy and help to assure allies and friends, dissuade adversaries and deter aggression and coercion while ensuring the Armed Forces remain ready to defeat adversaries should deterrence and dissuasion fail.

They serve as benchmarks to assess levels of risk and help to define the types and amounts of military capabilities required.

Joint operating concepts (JOCs), currently under development, support each objective and link specific tasks to programmatic actions as well as guide the development of plans and the execution of operations. The current set of JOCs - Homeland Security, Stability Operations, Strategic Deterrence and Major Combat Operations - represent related actions that support all of the NMS objectives. While some of the JOCs may focus on specific elements of the strategy, success requires integrated action and unity of effort across each of the concepts. Although military objectives have enduring elements, the ways to achieve those goals must evolve through experimentation, operational experience, and the development of transformational capabilities.

Several considerations will guide combatant commanders in their planning.

First, NMS objectives are interrelated and require the application of capabilities across the tactical, operational and strategic spectrum. Each of the objectives will generally involve collaborative efforts with other agencies and departments in the US government. Second, commanders will need to develop plans to achieve objectives simultaneously. The ability to conduct simultaneous operations ensures the United States retains its initiative even during multiple operations. Finally, commanders cannot rely solely on reactive measures and a robust defensive posture to accomplish objectives. This strategy requires a posture of anticipatory self-defense, which reflects the need for prepared and proportional responses to imminent aggression. When directed, commanders will preempt in self-defense those adversaries that pose an unmistakable threat of grave harm and which are not otherwise determable.

### A. Protect the United States

Today, our first priority is to protect the United States. Joint forces help to secure the United States from direct attack through military activities overseas, planning and execution of homeland defense and support to civil authorities. Our experience in the WOT reinforces the fact that protecting the Nation and its global interests requires more than passive defensive measures. The threats posed by terrorist groups and rogue states, especially those that gain access to WMD/E, mandate an active defense-in-depth. Achieving this objective requires actions to counter threats

overseas and close to their source; to secure our air, sea, space and land territorial approaches; and at home to defend against direct attacks. When directed, the Armed Forces provide military support to civil authorities, including capabilities to manage the consequences of an attack.

**Countering Threats Close to their Source.** Our primary line of defense remains well forward. Forces operating in key regions are essential to the defense of the United States and to the protection of allies and US interests. Our theater security activities with multinational partners provide access to information and intelligence critical to anticipating and understanding new threats. This access supports the ability of the United States to project power against threats and support the establishment of an environment that reduces the conditions that foster extremist ideologies. Our forces, including those rotationally deployed and those stationed forward, will work cooperatively with other nations to encourage regional partners to eliminate threats and patrol ungoverned space. More directly, deployed military units will work closely with international partners and other US government agencies to take the battle to the enemy - engaging terrorist forces, terrorist collaborators and those governments harboring terrorists.

**Protecting Strategic Approaches.** The JOC for "Homeland Security" includes tasks to protect the United States from direct attack while securing the air, sea, land and space approaches to the United States. We will join the efforts of multinational partners and other US government agencies to form an integrated defense of the air, land, sea and space approaches in and around US sovereign territory. Protecting these strategic approaches requires persistent surveillance that allows the United States to identify, continuously track and interdict potential threats. This integrated defense is essential to securing strategic access and retaining US freedom of action.

**Defensive Actions at Home.** While we will attempt to counter threats close to their source and interdict them along the strategic approaches, we must retain the ability to defend the United States from an attack that penetrates our forward defenses. At home the Armed Forces must defend the United States against air and missile attacks, terrorism and other direct attacks. As necessary, the Armed Forces will protect critical infrastructure that supports our ability to project military power. When directed, the Armed Forces will temporarily employ military capabilities to support law enforcement agencies during special events. During emergencies the Armed Forces may provide military support to civil authorities in mitigating the consequences of an attack or other catastrophic event when civilian responders are overwhelmed. Military responses under these conditions require a streamlined chain- of-command that integrates the unique capabilities of active and reserve military components and civilian responders. Effective defense in the face of adaptive adversaries will also require the exploitation of future technologies to improve capabilities to rapidly detect, assess and interdict WMD/E and emerging threats.

**Creating a Global Anti-Terrorism Environment.** In addition to defending the US homeland and supporting civil authorities, our strategy will diminish the conditions that permit terrorism to flourish. To defeat terrorists we will support national and partner nation efforts to deny state sponsorship, support, and sanctuary to terrorist organizations. We will work to deny terrorists safe haven in failed states and ungoverned regions. Working with other nations' militaries and other governmental agencies, the Armed Forces help to establish favorable security conditions and increase the capabilities of partners. The relationships developed in these interactions contribute to a global antiterrorism environment that further reduces threats to the United States, its allies and its interests. For example, intelligence partnerships with other nations can take advantage of foreign expertise and areas of focus and provide access to previously denied areas. These relationships are essential mission components to protecting the United States, contributing to deterrence and conflict prevention, as well as preventing surprise attacks.

#### B. Prevent Conflict and Surprise Attacks

The United States must prevent conflict and surprise attacks through actions that deter aggression and coercion while retaining the capability to act promptly in defending the nation. Preventing conflict and deterring aggression rely in large part on an integrated overseas presence. Overseas, US forces permanently based in strategically important areas, rotationally deployed

forward in support of regional objectives, and temporarily deployed during contingencies convey a credible message that the United States remains committed to preventing conflict. These forces also clearly demonstrate that the United States will react forcefully should an adversary threaten the United States, its interests, allies and partners. The United States must remain vigilant in identifying conditions that can lead to conflict in anticipating adversary actions and in reacting more swiftly than in the past. The Joint Force will deploy forward with a purpose - on the ground, in the air, in space and at sea - and work with other nations to promote security and to deter aggression. Preventing conflict and surprise attacks requires that the Armed Forces take action to ensure strategic access, establish favorable security conditions and work to increase the capabilities of partners to protect common security interests.

**Forward Posture and Presence.** Increasing the capabilities of partners and their willingness to cooperate in operations that ensure regional security requires an integrated, global view of our long-term strategy and enhancements to our overseas military posture. Combatant commanders, employing a mix of forward stationed, rotational and temporarily deployed capabilities tailored to perform specific missions, improve our ability to act within and across borders, strengthen the role of partners and expand joint and multinational capabilities. Posture and presence enhancements also serve to assure our friends; improve the ability to prosecute the WOT; deter, dissuade and defeat other threats; and support transformation. These changes, developed in anticipation of future threats, help to ensure strategic access to key regions and lines of communications critical to US security and sustaining operations throughout the battlespace. Within the process of adjusting our overseas presence, combatant commanders must develop and recommend posture adjustments that enable expeditionary, joint, and multinational forces to act promptly and globally while establishing favorable security conditions. The value and utility of having forces forward goes beyond winning on the battlefield. Employing forces in instances short of war demonstrates the United States' willingness to lead and encourages others to help defend, preserve and extend the peace.

**Promote Security.** The visible and purposeful presence of US military capabilities is an integral part of an active global strategy to ensure security and stability. Military forces engage in security cooperation (SC) activities to establish important military interactions, building trust and confidence between the United States and its multinational partners. These relatively small investments often produce results that far exceed their cost.

SC complements other national-level efforts to prevent conflict and promote mutual security interests. These activities encourage nations to develop, modernize and transform their own capabilities, thereby increasing the capabilities of partners and helping them to help themselves. SC helps resolve doctrinal employment differences among military counterparts, enhances important intelligence and communication linkages and facilitates rapid crisis response. Active SC contributes to stability in key areas of the world while dissuading potential adversaries from adopting courses of action that threaten stability and security. In this way, we facilitate the integration of military operations with allies, contribute to regional stability, reduce underlying conditions that foment extremism and set the conditions for future success.

**Deterring Aggression.** Deterrence rests on an adversary understanding that the United States has an unquestioned ability to deny strategic objectives and to impose severe consequences in response to hostile or potentially hostile actions. Deterring aggression and coercion must be anticipatory in nature to prevent the catastrophic impact of attacks using biological, chemical or nuclear weapons on civilian population centers in the United States or in partner nations. The Armed Forces have the capability to exercise flexible deterrent options (FDOs) with appropriate combat power to defuse a crisis or force an adversary to reevaluate its courses of action. Combatant commanders build upon the capabilities of early arriving FDOs to support the swift defeat of an adversary when necessary. Moreover, they employ capabilities to establish favorable security conditions in which other, non-military FDOs can succeed.

Effective deterrence requires a strategic communication plan that emphasizes the willingness of the United States to employ force in defense of its interests. Combatant commander participation

is essential in developing a strategic communication plan that conveys US intent and objectives, and ensures the success of the plan by countering adversary disinformation and misinformation. Such strategic communication can help avoid conflict or deescalate tensions among adversaries.

The United States requires a broad set of options to discourage aggression and coercion. Nuclear capabilities continue to play an important role in deterrence by providing military options to deter a range of threats, including the use of WMD/E and large-scale conventional forces. Additionally, the extension of a credible nuclear deterrent to allies has been an important nonproliferation tool that has removed incentives for allies to develop and deploy nuclear forces. Deterring aggression by a wider range of adversaries requires transforming existing US strategic nuclear forces into a new triad composed of a diverse portfolio of capabilities. This new model for strategic deterrence includes non-nuclear and nuclear strike forces, active and passive defenses, as well as infrastructure to build and maintain the force. Improvements and enhancements to non-nuclear strike capabilities, information operations, command and control, intelligence and space forces will contribute to a more robust and effective deterrent capability. Future advances in targeting and precision will provide the capabilities necessary to defeat a wider range of targets while reducing collateral damage.

**Preventing Surprise Attacks.** Military forces can no longer focus solely on responding to aggression. The potentially horrific consequences of an attack against the United States demand action to secure the Nation from direct attack by eliminating certain threats before they can strike. Deterring threats and preventing surprise attacks will place increasing demands on intelligence assets, the agility and decisiveness of the force and the ability to work time-critical issues in the interagency setting. Preventative missions require shared, “actionable” intelligence, and rules of engagement that allow commanders to make timely decisions. This decision making process stresses collaboration, speed and responsiveness - key ingredients required when exploiting time-sensitive opportunities as they arise, especially against mobile, time critical targets. These missions require exacting analysis and synthesis of intelligence gathered by a combination of capabilities, including human and technical collectors. These operations will generally involve coordinated efforts with other agencies and departments in the US government, placing a premium on information sharing, intelligence fusion and collaborative planning.

JOCs for stability operations and strategic deterrence are essential to how combatant commanders employ forces before, during and after conflict. Preventing conflict requires the capability to perform stability operations to maintain or re-establish order, promote peace and security or improve existing conditions. This will involve close coordination with other elements of the US government and multinational partners. Such actions reduce the underlying conditions that foster terrorism and the extremist ideologies that support terrorism. Stability operations create favorable security conditions that allow other instruments of national and international power to succeed. Preventing conflict and surprise attacks is a key element to protecting the United States from direct attack and helps to set the conditions in which the Armed Forces can prevail against adversaries.

### C. Prevail Against Adversaries

When necessary, the Armed Forces will defeat adversaries. Developments in the security environment necessitate a Joint Force that can achieve tactical and operational success and prevail in a manner that establishes favorable security conditions and ensures enduring victories. Terrorist attacks demonstrate that conflict is not limited to geographic borders and that defeating root causes of terrorism requires a total national effort. The United States will constantly strive to enlist the support of the international community and increase the capabilities of partners to contend with common challenges, but will not hesitate to act alone, if necessary.

**Swiftly Defeat Adversaries.** Some operation plans will focus on achieving a limited set of objectives. Commanders’ plans to swiftly defeat adversaries will include options to: alter the unacceptable behavior or policies of states; rapidly seize the initiative or prevent conflict escalation; deny an adversary sanctuary, defeat his offensive capabilities or objectives; and provide support to

post-conflict stability. In each case, the Joint Force must combine speed, agility and superior warfighting ability to generate decisive effects. Moving forces into multiple geographic locations will require assured strategic access as well as strategic and tactical lift systems robust enough to conduct and sustain multiple, simultaneous operations. Swiftly defeating adversaries in overlapping operations will require the ability to quickly reconstitute, reconfigure and redeploy forces to conduct another campaign.

**Win Decisively.** Where necessary, commanders' plans will include options to rapidly transition to a campaign to win decisively and achieve enduring results. The capabilities required for major combat operations must be applicable to the full spectrum of threats ranging from state to non-state adversaries employing traditional and/or asymmetric capabilities. A campaign to win decisively will include actions to: destroy an adversary's military capabilities through the integrated application of air, ground, maritime, space and information capabilities; and potentially remove adversary regimes when directed. Such campaigns require capabilities for conventional warfighting, unconventional warfare, homeland security, stability and post-conflict operations, countering terrorism and security cooperation activities.

**Stability Operations.** Winning decisively will require synchronizing and integrating major combat operations, stability operations and significant post-conflict interagency operations to establish conditions of stability and security favorable to the United States. The Joint Force must be able to transition from major combat operations to stability operations and to conduct those operations simultaneously. At the operational level, military post-conflict operations will integrate conflict termination objectives with diplomatic, economic, financial, intelligence, law enforcement and information efforts. Joint forces will, where appropriate, synchronize and coordinate their operations and activities with international partners and non-governmental organizations. These missions render other instruments of national power more effective and set the conditions for long-term regional stability and sustainable development.

The JOCs for major combat operations and stability operations are complementary and must be fully integrated and synchronized in campaign planning. These concepts allow the Joint Force to conduct sequential, parallel or simultaneous operations throughout the physical and information domains of the global battlespace. The goal of these JOCs is to sustain increased operating tempo, place continuous pressure on the adversary and synchronize military action with the application of other instruments of national power.

### III. A Joint Force for Mission Success

The objectives of protect, prevent and prevail provide the foundation for defining military capabilities and creating a joint force that can contend effectively with uncertainty. They support a capabilities-based approach that focuses on how adversaries will fight in the future rather than on which specific adversaries we may fight. The Armed Forces must have the ability to defeat opponents that possess WMD/E, combine both low-tech and high-tech capabilities and merge traditional and asymmetric capabilities in an attempt to overcome US military advantages.

Defeating adaptive adversaries requires flexible, modular and deployable joint forces with the ability to combine the strengths of individual Services, combatant commands, other government agencies and multinational partners. Joint forces will require new levels of interoperability and systems that are "born joint," i.e., conceptualized and designed with joint architectures and acquisition strategies. This level of interoperability ensures that technical, doctrinal and cultural barriers do not limit the ability of joint commanders to achieve objectives. The goal is to design joint force capabilities that increase the range of options - from kinetic to non-kinetic - available to the President and Secretary of Defense.

#### Joint Force Attributes

##### (Characteristics Describing the Joint Force)

- Fully Integrated—functions and capabilities focused toward a unified purpose.
- Expeditionary—rapidly deployable, employable and sustainable throughout the global battlespace.

- Networked—linked and synchronized in time and purpose.
- Decentralized—integrated capabilities operating in a joint manner at lower echelons.
- Adaptable—prepared to quickly respond with the appropriate capabilities mix.
- Decision superiority—better-informed decisions implemented faster than an adversary can react.
- Lethality—destroy an adversary and/or his systems in all conditions.

#### Joint Operations Concepts

##### A. Desired Attributes

The challenge over the next decade will be to develop and enhance joint capabilities in a time of global war, finite resources and multiple commitments. While the United States enjoys an overwhelming qualitative advantage today, sustaining and increasing this advantage will require transformation - a transformation achieved by combining technology, intellect and cultural changes across the joint community. The Armed Forces must be able to evaluate challenges, leverage innovation and technology and act decisively in pursuit of national goals.

Joint forces operating in this complex battlespace must be fully integrated and adaptable to anticipate and counter the most dangerous threats. They will also require expeditionary capabilities with highly mobile forces skilled in flexible, adaptive planning and decentralized execution even when operating from widely dispersed locations. Operational planning and execution requires decision superiority and the prerequisite authority to take actions and exploit fleeting opportunities. The joint force will use superior intelligence and the power of information technologies to increase decision superiority, precision and lethality of the force. A networked force capable of decision superiority can collect, analyze and rapidly disseminate intelligence and other relevant information from the national to tactical levels, then use that information to decide and act faster than opponents.

A joint force with these attributes requires more than technological solutions. It relies on disciplined, skilled, dedicated and professional service men and women. It also requires informed and empowered joint leaders who combine superior technical skills, operational experience, intellectual understanding and cultural expertise to employ capabilities and perform critical joint functions. A joint force, possessing the attributes described and comprised of highly motivated professionals, will produce creative solutions to the most difficult problems.

##### B. Functions and Capabilities

Inherent in each military objective is a series of functions that the Joint Force must perform. Commanders derive their tasks and define required capabilities through an analysis of these functions and the concepts that describe how the Armed Forces will perform them. Capabilities that allow the Joint Force to perform these functions result from combinations of joint doctrine, organization, training programs, materiel solutions, leadership, personnel and facilities.

###### 1. Applying Force

The application of military force to achieve the objectives of the NMS is the primary task of the Armed Forces. It requires the integrated use of maneuver and engagement to create precisely defined effects. Force application includes force movement to gain positional and temporal advantage to rapidly seize the initiative and complicate an adversary's defensive plans. Force application integrates air, land, sea, special operations, information and space capabilities. It also requires unprecedented levels of persistence that allow commanders, even in a high-threat environment, to assess results against mission objectives, adjust capabilities accordingly and reengage as required.

Applying force requires power projection assets to move capabilities rapidly, employ them precisely and sustain them even when adversaries employ anti-access and counter power projection strategies. Such power projection requires assured access to theaters of operation and enhanced expeditionary capabilities that support operational maneuver from strategic distances. Strong regional alliances and coalitions enhance expeditionary capabilities by providing physical access to host nation infrastructure and other support. They also provide access to regional intelligence that

enables the precise application of military capabilities and allows the United States to focus combat power more effectively at the critical time and place.

Achieving shared situational awareness with allies and partners will require compatible information systems and security processes that protect sensitive information without degrading the ability of multinational partners to operate effectively with US elements. Such information and intelligence sharing helps builds trust and confidence essential to strong international partnerships.

Force application focuses more on generating the right effects to achieve objectives than on generating overwhelming numbers of forces. The application of force against widely dispersed adversaries, including transnational terrorist organizations, will require improved intelligence collection and analysis systems. Effective global strike to damage, neutralize or destroy any objective results from a combination of precision and maneuver and the integration of new technologies, doctrine and organizations. Defeating the most dangerous threats will require persistence in force application that allows strikes against time-sensitive and time-critical targets. Ensuring capabilities are positioned and ready to conduct strikes against these targets requires the ability to sustain operations over time and across significant distances.

## 2. Deploying and Sustaining Military Capabilities

Force application in multiple overlapping operations will challenge sustainment capabilities. Sustaining such operations requires the ability to support forces operating in and from austere or unimproved forward locations. Additionally, the increasing importance of mobility will necessitate more expeditionary logistics capabilities. Focused logistics provides the right personnel, equipment and supplies in the right quantities and at the right place and time. Such focused logistics capabilities will place a premium on networking to create a seamless end-to-end logistics system that synchronizes all aspects of the deployment and distribution processes.

Overlapping major combat operations place major demands on strategic mobility. Achieving objectives in such operations requires robust sealift, airlift, aerial refueling and pre-positioned assets. Strategic mobility that supports these operations also requires supporting equipment to store, move and distribute materiel and an information infrastructure to provide real-time visibility of the entire logistics chain.

Sustainment includes force generation and management activities that ensure the long-term viability of the force. Force generation includes recruiting, training, educating and retaining highly qualified people in the Active and Reserve Components as well as within the DOD civilian and contracted workforce. These personnel must have the right skill sets to apply joint doctrine within their organizations. Force generation requirements must include planning, programming, acquisition, maintenance, repair and recapitalization of equipment and infrastructure to maintain readiness.

Force management contributes to improving readiness levels even during high-intensity operations. It considers the effects of modernization and transformation on unit availability, readiness and integration. Force management policies, including force rotation policies that reduce stress on the joint force, evolve from continuous assessments of operational requirements. They also help to determine appropriate locations, capabilities and associated infrastructure required to support multiple, simultaneous operations. Force management policies help define the right mix of Active and Reserve Component forces and ensure a proper balance of capabilities.

## 3. Securing Battlespace

The Armed Forces must have the ability to operate across the air, land, sea, space and cyberspace domains of the battlespace. Armed Forces must employ military capabilities to ensure access to these domains to protect the Nation, forces in the field and US global interests. The non-linear nature of the current security environment requires multi-layered active and passive measures to counter numerous diverse conventional and asymmetric threats. These include conventional weapons, ballistic and cruise missiles and WMD/E. They also include threats in cyberspace aimed at networks and data critical to US information-enabled systems. Such threats require a

comprehensive concept of deterrence encompassing traditional adversaries, terrorist networks and rogue states able to employ any range of capabilities.

The Armed Forces require new capabilities to detect and interdict a wide range of threats close to their source and throughout the strategic approaches. The availability of intelligence and dual use technology to a wider variety of potential adversaries poses an increasing danger, providing them the ability to interrupt or exploit US information systems. Adversaries may find new and innovative ways to combine capabilities into effective weapons and enhance their ability to threaten the United States. Military forces must have both the means and established rules of engagement to take action ranging from active counter proliferation to military action that supports non-proliferation policies. Securing battlespace will require cooperative activities with other government agencies and multinational partners to deny the use of these capabilities and to counter asymmetric attacks. This requires doctrine, tools and training to more effectively synchronize military capabilities with non-DOD assets.

Consequence management capabilities are essential in the aftermath of an attack, especially an attack with WMD/E. Such capabilities limit damage and casualties and include actions to counter the effects of WMD/E or the intentional or unintentional release of toxic chemicals following military operations. Consequence management helps restore affected areas through actions that contain, neutralize and decontaminate weapon agents. When directed, the Joint Force extends consequence management assistance to allies and other security partners.

Military operations require information assurance that guarantees access to information systems and their products and the ability to deny adversaries access to the same. Securing the battlespace includes actions to safeguard information and command and control systems that support the precise application of force and sustainment activities that ensure persistence across the full range of military operations. Securing battlespace ensures the ability of the Armed Forces to collect, process, analyze and disseminate all-source intelligence and other relevant information that contribute to decision superiority.

#### 4. Achieving Decision Superiority

Decision superiority - the process of making decisions better and faster than an adversary - is essential to executing a strategy based on speed and flexibility.

Decision superiority requires new ways of thinking about acquiring, integrating, using and sharing information. It necessitates new ideas for developing architectures for command, control, communications and computers (C4) as well as the intelligence, surveillance and reconnaissance assets that provide knowledge of adversaries. Decision superiority requires precise information of enemy and friendly dispositions, capabilities, and activities, as well as other data relevant to successful campaigns. Battlespace awareness, combined with responsive command and control systems, supports dynamic decision-making and turns information superiority into a competitive advantage adversaries cannot match.

Persistent surveillance, ISR management, collaborative analysis and on-demand dissemination facilitate battlespace awareness. Developing the intelligence products to support this level of awareness requires collection systems and assured access to air, land, sea and space-based sensors. Human collectors are a critical element in the collection system; they provide the ability to discern the intention of adversaries and produce actionable intelligence for plans and orders. Intelligence analysts operating well forward must have the ability to reach back to comprehensive, integrated databases and to horizontally integrate information and intelligence. The entire system must be supported by effective counterintelligence capabilities that deny an adversary access to critical information.

Battlespace awareness requires the ability to share relevant information with other government agencies and allies. Such information sharing requires multi-level security capabilities that allow multinational partners and other government agencies to access and use relevant information while reducing the probability of compromise. Seamless multi-level security access will empower distributed command and control and provide increased transparency in multinational

operations. Decisions to apply force in multiple, widely dispersed locations require highly flexible and adaptive joint command and control processes. Commanders must communicate decisions to subordinates, rapidly develop alternative courses of action, generate required effects, assess results and conduct appropriate follow-on operations.

The Joint Force requires the ability to conduct information operations, including electronic warfare, computer network operations, military deception, psychological operations and operations security that enable information superiority. Information operations must be adaptive - tailor able to specific audiences and requirements and flexible enough to accommodate operational adjustments. Should deterrence fail, information operations can disrupt an enemy's network and communications-dependent weapons, infrastructure and command and control and battlespace management functions. Information operations, both offensive and defensive, are key to ensuring US freedom of action across the battlespace.

A decision superior joint force must employ decision-making processes that allow commanders to attack time-sensitive and time-critical targets. Dynamic decision-making brings together organizations, planning processes, technical systems and commensurate authorities that support informed decisions. Such decisions require networked command and control capabilities and a tailored common operating picture of the battlespace. Networking must also provide increased transparency in multinational operations and support the integration of other government agencies and multinational partners into joint operations. Force application, sustainment and actions to secure battlespace will rely on these capabilities.

#### IV. Force Design and Size

##### A. Implications for Force Design and Size

The NDS directs a force sized to defend the homeland, deter forward in and from four regions, and conduct two, overlapping "swift defeat" campaigns. Even when committed to a limited number of lesser contingencies, the force must be able to "win decisively" in one of the two campaigns. This "1-4-2-1" force-sizing construct places a premium on increasingly innovative and efficient methods to achieve objectives. The construct establishes mission parameters for the most demanding set of potential scenarios and encompasses the full range of military operations. It does not represent a specific set of scenarios nor reflect temporary conditions. As a result, planners and programmers should take into account the following implications of the construct.

**Baseline Security Posture.** Combatant commanders will perform their missions within a baseline security posture that includes the WOT, ongoing operations and other day-to-day activities to which US forces remain committed and from which they are unlikely to disengage entirely. The extremely demanding circumstances associated with the ongoing WOT are likely to endure for the foreseeable future. Because post-conflict and WOT operations are likely of long duration and will vary in intensity, planners must account for the capabilities required to achieve campaign objectives. Commanders must develop options to achieve success given this baseline security posture and identify capability trade-offs necessary to manage increased risks.

**Adequacy and Presence.** Determining the size of the force requires assessing the adequacy of the force to meet current and future challenges and the optimization of current end strength and force/ capabilities mix. Sizing the force must consider the allocation, location, distribution and support of overseas forces. Sizing must account for sustaining permanently stationed, rotationally and temporarily deployed forward forces; overseas infrastructure; and resources, including the strategic lift and security necessary to project and sustain these capabilities over time. Some crises may prove more difficult than anticipated or may escalate quickly. Reducing this risk and ensuring the ability of the Armed Forces to prevail will require "early-entry" capabilities forward for rapid action, while relying on surge capacity to provide follow-on forces.

**Disengagement.** While the force-planning construct assumes that the United States will disengage from some contingencies when faced with a second overlapping campaign, there may be some lesser contingencies that the United States is unwilling or unable to terminate quickly. There may be forces conducting long-term stability operations to reestablish favorable post conflict

security conditions from which the United States cannot disengage. Under such circumstance some important capabilities may not be readily available at the outset of a subsequent conflict. Combatant commanders must consider this possibility when preparing to undertake operations, as many of the same capabilities critical to campaigns are required to conduct lesser contingency operations.

**Escalation.** Actions to size the force must take into account the fact that lesser contingencies have the potential to escalate to more demanding campaigns.

Providing a wider range of military options during crises requires a force sized for a probable level of commitment across the full range of military operations - while ensuring that continued commitment to such contingencies does not preclude the ability of the United States to conduct major campaigns.

**Force Generation and Transformation.** Force sizing and design must look beyond current operations. The health of the force rests on the ability to generate, sustain and transform capabilities over the long term. Sizing the force must include an appreciation of the force requirements to support ongoing training activities, "in-stride" transformation and other programs that may restrict the availability of forces and capabilities provided to combatant commanders. Assessments of acceptable levels of risk will dictate the type and kinds of capabilities that Armed Forces must possess to surge to meet the most demanding set of requirements.

#### B. Risk and Force Assessments

Given current force levels and appropriate resources, this strategy is executable. While US conventional military capabilities are, and will likely remain, unmatched for the foreseeable future, demands on the Armed Forces across the range of military operations remain considerable. Pursuing the WOT, conducting stability operations in Afghanistan and Iraq, ensuring power projection from the Homeland and sustaining global commitments while protecting the long-term health of the Armed Forces will require actions to mitigate risk. Commanders must develop options to balance demands like transformation, modernization and recapitalization that, if unrealized over the longer-term, could make it increasingly difficult to execute this military strategy.

At present, the Armed Forces remain optimized for high-intensity conflict and combat operations in mature theaters. Our experience in the WOT has provided insights on both the strengths and deficiencies in our concepts for employing military force as well as some of the capabilities the Armed Forces must improve. The Armed Forces remain fully capable of conducting major combat operations and a range of lesser contingencies. While we have adapted these forces successfully in OEF and OIF, success in future operations will require further and more substantive changes. Additionally, changes in the security environment will necessitate adaptations in the Joint Force. These changes include evolution of threats and an assessment of the ability of our allies and partners to contribute capabilities in support of US operational requirements.

#### V. Joint Vision for Future Warfighting

The attributes and capabilities of the Joint Force provide the foundation for the force of the future. They provide the basis for adjustments to organizational design and doctrine as changes and challenges arise. They support the goals of the Department of Defense in ways that complement other instruments of national power. The goal is full spectrum dominance (FSD) - the ability to control any situation or defeat any adversary across the range of military operations.

##### Focusing Transformation

The National Defense Strategy identifies eight capability areas that "provide a transformation focus for the Department."

- Strengthening Intelligence
- Protecting Critical Bases of Operation
- Operating from the Commons: Space, International Waters and Airspace, and Cyberspace
- Projecting and Sustaining US Forces in Distant Anti-Access Environments
- Denying Enemies Sanctuary
- Conducting Network-Centric Operations
- Improving Proficiency for Irregular Warfare

- Increasing Capabilities of Partners - International and Domestic

#### A. Full Spectrum Dominance

FSD is the overarching concept for applying force today and provides a vision for future joint operations. Achieving FSD requires the Armed Forces to focus transformation efforts on key capability areas that enhance the ability of the joint force to achieve success across the range of military operations. FSD requires joint military capabilities, operating concepts, functional concepts and critical enablers adaptable to diverse conditions and objectives.

FSD recognizes the need to integrate military activities with those of other government agencies, the importance of interoperability with allies and other partners and the criticality of transforming in-stride.

FSD will serve to strengthen the trust and confidence that exists among Service components by acknowledging their interdependence and developing concepts that reduce gaps and seams among organizations. It requires a capabilities-based approach that balances near-term capabilities with longer-term requirements and incorporates a global perspective on military and strategic risk. This integrative concept ensures military forces possess capabilities to rapidly conduct globally dispersed, simultaneous operations; foreclose adversary options; and, if required, generate the desired effects necessary to decisively defeat adversaries.

Along with technological solutions to improve joint warfighting, we must also examine our doctrine, organizations, training systems, materiel procurement, leadership preparation, personnel programs and facilities to ensure military superiority. This requires a more holistic approach to countering today's threats and preparing for those likely to emerge in the future. Reducing lead times associated with research, development and fielding of new capabilities must be a priority. Such actions are essential to an in-stride approach to transforming the Joint Force and executing concepts for future joint warfighting. Research and development programs are equally important to FSD, providing a hedge against the more uncertain aspects of the security environment.

#### B. Initiatives

The Services and combatant commands are actively involved in a number of initiatives to ensure military superiority. US Armed Forces must remain superior to any other nation's while engaging in interagency and international efforts that continue to set the conditions to protect the United States and win the WOT. The following initiatives represent some of the ongoing activities that enhance joint warfighting and support transformation.

**Organizational Adaptation.** Adaptive organizations must be more modular and support rapid reconfiguration of joint capabilities for specific missions. Modular forces build on the core competencies of each Service component while enhancing the strength of joint operations. Organizational adaptation will require actions to balance Active and Reserve Components to sustain an appropriate mix of capabilities. Additionally, the creation of Standing Joint Force Headquarters (SJFHQ) will provide the core capability for a Joint Task Force (JTF) Headquarters within each combatant command. SJFHQs facilitate rapid employment of cross-service capabilities to respond to contingencies and crises around the world. Selectively manned, trained, and equipped, these SJFHQs will have the tools to operate effectively in any contingency. At the same time, the creation of a Joint National Training Capability will allow the Joint Force to train and gain experience at the tactical and operational levels of warfare. Once established, it will provide realistic training for joint forces and support battlespace awareness functions. This new training capability will better prepare the Joint Force for asymmetric challenges and a diverse array of threats.

**Interagency Integration and Information Sharing.** Implementing Counter-Terrorist (CT) Joint Interagency Coordination Groups (JIACGs) at five regional and two global combatant commands facilitates interagency integration. The JIACGs are multifunctional elements that have dramatically increased information sharing across the interagency community. Continuing the experimentation process supports the Armed Forces' goal to develop and field a "full spectrum" JIACG that will tap interagency expertise to address the many transnational issues facing the combatant commanders. In the near term the Armed Forces will facilitate information sharing and common situational

awareness between elements of the JIACG with the DOD standard collaboration toolset that enables virtual collaboration. Interagency integration enables a strategic communications plan that includes elements of public affairs and public diplomacy. In addition to military information operations, this strategic communication plan ensures unity of themes and messages, emphasizes success, accurately confirms or refutes external reporting on US operations, and reinforces the legitimacy of US goals. Combatant commanders must be actively involved in the development, execution and support of this strategic communication campaign.

**Global Information Grid.** The DOD is further developing a fully interoperable, interagency-wide global information grid (GIG). The GIG has the potential to be the single most important enabler of information and decision superiority. The GIG supports the creation of a collaborative information environment that facilitates information sharing, effective synergistic planning, and execution of simultaneous, overlapping operations. It will be a globally interconnected, end-to-end set of information capabilities, associated processes, and personnel for collecting, processing, storing, disseminating and managing information on demand to defense policymakers, warfighters and support personnel. Other initiatives include the transformation of battlespace awareness systems to include the Operational Net Assessment (ONA) Concept, the Multinational Information Sharing (MNIS) Transformation Change Package (TCP) and several Advanced Concept Technology Demonstrations (ACTDs). They respectively address information and knowledge for decision-making; technical, policy, and organization issues; and innovative capabilities. These activities are among the ongoing efforts related to improving information sharing among coalition partners.

**Intelligence Campaign Planning.** Achieving decision superiority in a dynamic environment requires the synchronization and integration of all sources of intelligence and information to include those from DOD and non-DOD agencies, law enforcement and multinational partners. Intelligence support must also be continuous across the entire spectrum of conflict, and span the range of all military operations from daily cooperative security and WOT requirements; pre-hostility, crisis, and major combat operations; to post-conflict stability operations. Intelligence operations strategies that support conflict prevention, mitigate against surprise attack, and position intelligence to best answer warfighting needs are an essential element of this support. Intelligence campaign plans implement these strategies by defining the comprehensive intelligence needs for all phases of operations and campaigns, including intelligence all-source analysis and production, multi-discipline collection, processing, and supporting information architecture. Such plans also provide for the widest possible dissemination and sharing of relevant information to ensure national and international unity of effort without compromising security. By addressing all aspects of intelligence operations, these plans focus the intelligence capabilities of the Department and the broader intelligence community on providing the critical information that leads to decision superiority.

**Enhancing Overseas Presence Posture.** An integrated global presence and basing strategy provides the context for actions that enhance warfighting while strengthening and expanding the United States' network of partnerships. Such a strategy provides rationale for adjustments in permanent and rotational presence, prepositioned equipment, global sourcing and surge capabilities that support these goals. Posture adjustments must support winning the WOT while setting the conditions that will ensure an enduring peace. Enhancing US overseas presence and global footprint must improve the ability of regional forces to employ an expeditionary approach in response to regional and global contingencies. They must remain "scaleable," supporting plans to surge forces during crises when and where they are needed. Modifications to US overseas presence and posture must enhance the Armed Forces' ability to deal with uncertainty, enable rapid operations and allow forces to respond with greater speed than in the past. US overseas presence must also improve conditions in key regions and support conflict prevention. An integrated global presence and basing strategy serves to strengthen existing alliances while helping to create new partnerships. Strengthening regional alliances and coalitions helps to create favorable regional balances of power that help bring pressure to bear on hostile or uncooperative regimes. Multinational partnerships expand opportunities for coalition building through combined training, experimentation and

transformation. An integrated global presence and basing strategy will expand the range of pre-conflict options to deter aggression and control conflict escalation while setting the conditions for a sustainable peace.

**Joint Leader Development.** We continue to improve joint professional military education to provide more joint experiences, education and training to warfighters - junior and senior officers and noncommissioned officers. At the senior officer level, a modified capstone course will increase the emphasis on jointness while preparing senior officers to lead joint task forces and other joint operations. For junior officers and noncommissioned officers, incorporating joint education and training early in their careers ensures future leaders will more effectively integrate tactical operations with interagency and multinational components.

#### VI. Conclusion

This strategy focuses the Armed Forces on winning the WOT and enhancing joint warfighting while supporting actions to create a joint, network-centric, distributed force, capable of full spectrum dominance. Achieving decision superiority and generating tailored effects across the battlespace allows the Joint Force to control any situation over a range of military operations. To succeed, the Armed Forces must integrate Service capabilities in new and innovative, reduce seams between combatant commands and develop more collaborative relationships with partners at home and abroad.

The NMS defines specific tasks for the Joint Force that allow commanders to assess military and strategic risk. It guides adjustments to plans and programs to generate, employ and sustain joint capabilities effectively. Additionally, it provides insights on operational matters, institutional issues, force management programs, future challenges and recommends courses of action to mitigate risk.

While engaged in multiple worldwide operations to meet these requirements, the Armed Forces of the United States must maintain force quality, enhance joint warfighting capabilities and transform to meet the challenges of the 21st century. Executing this strategy will require a truly joint, full spectrum force - with a seamless mix of active forces, the Reserve Component, DOD civilians, and contracted workforce - fully grounded in a culture of innovation. It will require the highest quality people - disciplined, dedicated, professional - well trained, well educated, and well led.

#### The Mission of the Armed Forces

In support of the objectives of the NDS the Armed Forces conduct military activities globally to:

- Protect the United States against external attacks and aggression.
- Prevent conflict and surprise attacks.
- Prevail against adversaries.

Appropriately resourced, this strategy will achieve the goals of the NSS and NDS, effectively balancing military and strategic risk over the long term. It will enable us to counter the threats of today and transform the Joint Force to master the challenges of the future.



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# 2011

**Национальная военная стратегия  
Соединённых Штатов Америки  
Переосмысление военного лидерства Америки  
(Вашингтон, февраль 2011 г.)**

National Military Strategy of the United States of America  
2011

Redefining America's Military Leadership

CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
WASHINGTON, D.C. 20318-9999  
08 February 2011

The purpose of this document is to provide the ways and means by which our military will advance our enduring national interests as articulated in the 2010 National Security Strategy and to accomplish the defense objectives in the 2010 Quadrennial Defense Review. The Goldwater-Nichols Reorganization Act of 1986 charges the Chairman of the Joint Chiefs of Staff with the responsibility of assisting the President and Secretary of Defense in providing strategic direction for the Armed Forces. In consultation with the geographic and functional Combatant Commanders and the Joint Chiefs of Staff, we prepared this document to provide my best military advice.

Our vision is a Joint Force that provides military capability to defend our Nation and allies, and to advance broader peace, security, and prosperity. Our military power is most effective when employed in support and in concert with other elements of power as part of whole-of-nation approaches to foreign policy. This strategy is designed to meet the expectations of the American people that their military reflect the best of this great Nation at home and abroad.

This National Military Strategy emphasizes how the Joint Force will redefine America's military leadership to adapt to a challenging new era. It identifies trends in the strategic environment, explains how we will address them, and articulates regional and functional capability priorities. This strategy will serve as the foundation for the annual Chairman's Risk Assessment. While acknowledging that hard near-term choices must be made in light of broader economic constraints, it places a clear priority on our people and their families as they are the truly indispensable elements of any strategy.

This strategy advances three broad themes. First, in supporting national efforts to address complex security challenges, the Joint Force's leadership approach is often as important as the

military capabilities we provide. Second, the changing security environment requires the Joint Force to deepen security relationships with our allies and create opportunities for partnerships with new and diverse groups of actors. And third, our Joint Force must prepare for an increasingly dynamic and uncertain future in which a full spectrum of military capabilities and attributes will be required to prevent and win our Nation's wars.

M. G. Mullen  
Admiral, U.S. Navy  
Chairman, Joint Chiefs of Staff

### I. Introduction.

The ongoing shifts in relative power and increasing interconnectedness in the international order indicate a strategic inflection point. This requires America's foreign policy to employ an adaptive blend of diplomacy, development, and defense. While the strength of our military will continue to underpin national security, we must continuously adapt our approaches to how we exercise power. Leadership is how we exercise the full spectrum of power to defend our national interests and advance international security and stability.

Our Nation's security and prosperity are inseparable. They are sustained by our values and leadership in the international order. In this interdependent world, the enduring interests of the United States are increasingly tied to those of other state and non-state actors. The complexity of this global system and the challenges therein demand that we - the Joint Force - think anew about how we lead.

In support of our civilian-led foreign policy, this strategy acknowledges the need for military leadership that is redefined for an increasingly complex strategic environment. Our leadership will emphasize mutual responsibility and respect.

Accomplishing this strategy will require a full spectrum of direct and indirect leadership approaches - facilitator, enabler, convener, and guarantor - sometimes simultaneously.

Leveraging our capabilities and forward presence, we must play a supporting role in facilitating U.S. government agencies and other organizations' efforts to advance our Nation's interests. In some cases, we will serve in an enabling capacity to help other nations achieve security goals that can advance common interests. As a convener, our relationships, values, and military capabilities provide us, often uniquely, with the ability to bring others together to help deepen security ties between them and cooperatively address common security challenges. Lastly, we will be prepared to act as security guarantor - preferably with partners and allies, but alone if necessary - to deter and defeat acts of aggression. For all of these leadership approaches, we will pursue wider and more constructive partnerships.

Let us not forget, the Nation remains at war abroad to defend against and defeat threats to our homeland. Our foremost priority is the security of the American people, our territory, and our way of life. In the current operational environment, this means each component of our Joint Force will remain aligned to achieve success in our ongoing campaign in Afghanistan and security cooperation efforts with Pakistan, and against violent extremism worldwide. We must continue to prevent attacks against the United States and its allies, strengthen international and regional security, and be prepared to deter and defeat aggression that would undermine international stability as we fight these campaigns.

We must carefully manage the impact of the wars on our military - especially our people - and shape our military for the future. Defense budget projections indicate that leaders must continue to plan for and make difficult choices between current and future challenges. We underestimate at our peril the stresses of sustained combat operations on our equipment and people. Likewise, potential adversaries who underestimate our continued military strength and will to protect our national interests do so at their peril.

### II. Strategic Environment.

**Overview** - The United States remains the world's preeminent power, even as a growing number of state and non-state actors exhibit consequential influence. This changing distribution of power indicates evolution to a "multi-nodal" world characterized more by shifting, interest-driven coalitions based on diplomatic, military, and economic power, than by rigid security competition between opposing blocs. There are global and regional powers exhibiting nationalism and assertiveness that tests our partners' resilience and U.S. leadership.

There exist in Asia two rising global powers and a large number of consequential regional powers. The Middle East features a number of emerging and influential regional powers. Dynamics in Asia and the Middle East, in particular, may challenge regional stability.

**Demographic Trends** - The world will become more populated and urbanized. Global population will increase by approximately 1.2 billion and there will be more than a billion new urban dwellers by 2025. Most population growth will occur in the developing world. Conversely, in Europe and parts of Asia, populations are projected to decline and age with long term impacts to the global share of their economic output. Population growth and urbanization in the Middle East, Africa, and South Central Asia will contribute to increased water scarcity and may present governance challenges. The uncertain impact of global climate change combined with increased population centers in or near coastal environments may challenge the ability of weak or developing states to respond to natural disasters.

**Prosperity and Security** - The United States will remain the foremost economic and military power for the foreseeable future, though national debt poses a significant national security risk. Asia will increase its regional share of global wealth. Though it faces a number of domestic challenges, continuation of China's decades-long economic growth is expected to facilitate its continued military modernization and expansion of its interests within and beyond the region. Other states in Asia, too, are becoming more militarily capable as they grow more prosperous. NATO will remain the most powerful military alliance, though some of its states are reducing defense spending as part of broader austerity measures. These reductions may impact partner nations' contributions to our collective security. Energy-state relationships will intersect geopolitical concerns as state-run companies will control an increasing share of the world's hydrocarbon resources and the persistent challenge of resource scarcity may overlap with territorial disputes.

**Weapons of Mass Destruction** - The intersection between states, state-sponsored, and non-state adversaries is most dangerous in the area of WMD proliferation and nuclear terrorism. In Asia, North Korea's nuclear capability and potentially unstable transition of power poses a risk to regional stability and international non-proliferation efforts. In the Middle East, a nuclear armed Iran could set off a cascade of states in the region seeking nuclear parity or increased conventional capabilities; that could lead to regional conflict. The prospect of multiple nuclear armed regimes in the Middle East with nascent security and command and control mechanisms amplifies the threat of conflict, and significantly increases the probability of miscalculation or the loss of control of a nuclear weapon to non-state actors.

**Global Commons and Globally Connected Domains** - Assured access to and freedom of maneuver within the global commons - shared areas of sea, air, and space - and globally connected domains such as cyberspace are being increasingly challenged by both state and non-state actors. Non-state actors such as criminal organizations, traffickers, and terrorist groups find a nexus of interests in exploiting the commons. States are developing anti-access and area-denial capabilities and strategies to constrain U.S. and international freedom of action.

These states are rapidly acquiring technologies, such as missiles and autonomous and remotely-piloted platforms that challenge our ability to project power from the global commons and increase our operational risk. Meanwhile, enabling and war-fighting domains of space and cyberspace are simultaneously more critical for our operations, yet more vulnerable to malicious actions. The space environment is becoming more congested, contested, and competitive. Some states are conducting or condoning cyber intrusions that foreshadow the growing threat in this globally connected domain. The cyber threat is expanded and exacerbated by lack of international

norms, difficulties of attribution, low barriers to entry, and the relative ease of developing potent capabilities.

**Non-state Actors** - State-sponsored and non-state actors complicate deterrence and accountability by extending their reach through advanced technologies that were once solely the domain of states. They are using technology to coordinate and operate globally to spread extremist ideologies and attack the United States and our allies. States with weak, failing, and corrupt governments will increasingly be used as a safe haven for an expanding array of non-state actors that breed conflict and endanger stability, particularly in Africa and the broader Middle East. Terrorists, criminal networks, and pirates undermine the rule of law, perpetuate and accelerate violence in the international system, and challenge states' ability to respond.

### III. Enduring National Interests and National Military Objectives.

U.S. foreign policy and the international security architecture must continue to adapt to this dynamic security environment. The 2010 National Security Strategy reaffirmed America's commitment to retaining its global leadership role and defined our enduring national interests:

- The security of the United States, its citizens, and U.S. allies and partners;
- A strong, innovative and growing U.S. economy in an open international economic system that promotes opportunity and prosperity;
- Respect for universal values at home and around the world; and
- An international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges.

The 2010 Quadrennial Defense Review (QDR) took an important step towards institutionalizing reform in the Defense Department and rebalancing the urgent needs of today with preparation for future challenges. The QDR also defined the main elements of U.S. force structure and provided a construct for sizing and shaping the Joint Force to accomplish the Nation's defense objectives. The Nuclear Posture Review addressed these areas with respect to nuclear forces.

The NSS and QDR guide the establishment of our National Military Objectives:

- Counter Violent Extremism
- Deter and Defeat Aggression
- Strengthen International and Regional Security
- Shape the Future Force

In pursuing these objectives, America's Joint Force makes critical contributions to U.S. leadership and national security. The United States, allies, and our partners will often compete with others for influence in an environment where persistent tension is the norm. In conjunction with U.S. diplomatic efforts, we seek to prevent this tension from escalating into conflict. This requires America's Joint Force possesses the reach, resolve, and ability to project decisive military power.

However, military power alone is insufficient to fully address the complex security challenges we face. Military power and our Nation's other instruments of statecraft are more effective when applied in concert. Trends in the strategic environment do not suggest this will change. In this multi-nodal world, the military's contribution to American leadership must be about more than power - it must be about our approach to exercising power. And regardless of our leadership approach, we must always demonstrate our core values through the persuasive power of example.

#### A. Counter Violent Extremism.

There are no more vital interests than the security of the American people, our territory, and our way of life. This is why we are at war in South Central Asia, the epicenter of violent extremism. Afghanistan is where al Qaida, given sanctuary by the Taliban, planned the attacks that murdered more than 3,000 innocent people on 11 September 2001. Al Qaida senior leadership remains in Pakistan and intends to continue to attack the United States, allies, and our partners.

The Nation's strategic objective in this campaign is to disrupt, dismantle, and defeat al Qaida and its affiliates in Afghanistan and Pakistan and prevent their return to either country. Success requires the Joint Force to closely work with NATO, our coalition partners, Afghanistan, and

Pakistan. We will continue to erode Taliban influence, work with the Afghan government to facilitate reintegration and reconciliation of former insurgents, continue to strengthen the capacity of Afghan security forces, and enable Pakistan to ultimately defeat al Qaida and its extremist allies.

The threat of violent extremism is not limited to South Central Asia. Groups such as Al Qaida in the Arabian Peninsula, Al Qaida in the Islamic Maghreb, al-Shabaab, Lashkar-e-Tayyiba, and others emanate from Somalia, Yemen, and elsewhere around the globe. Terrorists' abilities to remotely plan and coordinate attacks is growing, sometimes facilitated by global illicit trafficking routes, extending their operational reach while rendering targeting of their sanctuaries more difficult. Undeterred by the complexity of terrorist networks and in concert with our Allies and partners, we will be prepared to find, capture, or kill violent extremists wherever they reside when they threaten interests and citizens of America and our allies.

While such operations disrupt in the short-term, they cannot be decisive and do not constitute a viable long-term strategy for combating extremism. We must continue to support and facilitate whole-of-nation approaches to countering extremism that seek and sustain regional partnerships with responsible states to erode terrorists' support and sources of legitimacy.

Military power complements economic development, governance, and rule of law - the true bedrocks of counterterrorism efforts. In the long run, violent ideologies are ultimately discredited and defeated when a secure population chooses to reject extremism and violence in favor of more peaceful pursuits.

We will strengthen and expand our network of partnerships to enable partner capacity to enhance security. This will help reduce potential safe-havens before violent extremism can take root. We will nest our efforts to build partner capacity with broader national security priorities, consolidate our institutional processes, and improve coordination across agencies. Military-to-military relationships must be reliable to be effective, and persevere through political upheavals or even disruption.

We will adapt deterrence principles to our efforts in countering extremists. Though terrorists are very difficult to deter directly, they make cost/benefit calculations and are dependent on states and other stakeholders we are capable of influencing. When directed, we will provide capabilities to hold accountable any government or entity complicit in attacks against the United States or allies to raise the cost of their support. And we must take further steps to deny terrorists the benefits they seek through their attacks. We will, on order, be prepared to respond to any attack across the full spectrum of military capabilities with an appropriate and measured response at a time and place of our Nation's choosing.

As we conduct this difficult campaign, we will employ military force in concert with other instruments of power and in a precise and principled manner. Precise does not mean perfect, and principled does not mean uncompromising. But we must recognize the inherent complexity in war among peoples. The risk we assume by minimizing collateral damage to innocents is balanced by a reduction of risk to turning even more people against our broader mission. Thus, the disciplined application of force is consistent with our values and international law, increases our chances of strategic and operational success, and more effectively advances national policy.

#### B. Deter and Defeat Aggression.

Preventing wars is as important as winning them, and far less costly. A prosperous and interconnected world requires a stable and secure environment, the absence of territorial aggression or conflict between states, and reliable access to resources and cyberspace for stable markets. Conventional or unconventional conflict between states interrupts commerce and triggers market volatility. Instantaneous information systems and the global economy's interconnectedness exacerbate and amplify these effects. In our role as security guarantor, and in concert with our allies and partners whenever possible, the Joint Force will be prepared to deter and defeat regional aggression that would threaten our national interests.

**Deter Aggression:** The United States seeks the peace and security of a world without nuclear weapons. However, as long as nuclear weapons exist, deterring nuclear attack on the United States,

our allies, and partners will continue to be the fundamental role of U.S. nuclear weapons. In support of the President's vision, we will reduce the role and numbers of nuclear weapons, while maintaining a safe, secure, and effective strategic deterrent. The Joint Force will provide capabilities to deter aggression and assure our allies and partners through our nuclear arsenal and overseas missile defense capabilities. We will continue to lead in advancing Ballistic Missile Defense capabilities against limited attacks and we seek opportunities for cooperation with allies and partners in this area.

We will counter WMD proliferation as it presents a grave and common threat to our Nation and others. Working through institutions, alliances and coalitions, we will dismantle proliferation networks, interdict movement of materials, further improve nuclear forensics capabilities, and secure nuclear, chemical, and biological materials worldwide. We will help allies and partners to develop WMD detection and elimination capabilities to protect their own populations. Combatant Commanders shall conduct prudent planning and be prepared to eliminate sources of WMD, providing the President with an array of options for military action when and where necessary.

We must also maintain a robust conventional deterrent. Deterrence and assurance requires the ability to rapidly and globally project power in all domains. In turn, force posture - both rotational and forward based - shall be geographically distributed, operationally resilient, and politically sustainable through visible partnering efforts.

We will support whole-of-nation deterrence approaches that blend economic, diplomatic, and military tools to influence adversary behavior. Denying an aggressor the benefits of achieving its objectives can be just as effective as in altering its strategic calculus through the threat of retaliation. The most effective deterrence approaches make use of both techniques, while also providing potential adversaries acceptable alternative courses of action.

We must also adapt deterrence principles to 21st century security challenges. We will enhance deterrence in air, space, and cyberspace by possessing the capability to fight through a degraded environment and improving our ability to attribute and defeat attacks on our systems or supporting infrastructure.

**Defeat Aggression:** The core task of our Armed Forces remains to defend our Nation and win its wars. To do so, we must provide capabilities to defeat adversary aggression. Military force, at times, may be necessary to defend our Nation and allies or to preserve broader peace and security. Seeking to adhere to international standards, the United States will use military force in concert with allies and partners whenever possible, while reserving the right to act alone if necessary. Across a wide range of contingencies, military leaders will provide our Nation's leadership with options of how the military can help achieve the Nation's objectives.

Defeating adversary aggression will require the Joint Force to support National approaches to counter anti-access and area-denial strategies. Anti-access strategies seek to prevent our Nation's ability to project and sustain combat power into a region, while area denial strategies seek to constrain our Nation's freedom of action within the region. Defeating these strategies will require Joint Force doctrine to better integrate core military competencies across all domains and account for geographic considerations and constraints. These core military competencies include complementary, multi-domain power projection, joint forcible entry, the ability to maintain joint assured access to the global commons and cyberspace should they become contested, and the ability to fight and win against adversaries.

Joint assured access to the global commons and cyberspace constitutes a core aspect of U.S. national security and remains an enduring mission for the Joint Force. The global commons and globally connected domains constitute the connective tissue upon which all nations' security and prosperity depend. The maritime domain enables the bulk of the joint force's forward deployment and sustainment, as well as the commerce that underpins the global economicsystem. The interlinked domains of air, space, and cyberspace allow for the high-speed, high-volume exchange of people, ideas, goods, information and capital that are equally critical to the global economy.

These collective domains are essential and interdependent mediums for the Joint Force's projection and sustainment of power and ability to deter and defeat aggression.

In support of our Nation's interests, the Joint Force will take a strong role in international efforts to safeguard access, sustain security, provide oversight and accountability, and promote responsible norms in the global commons and cyberspace. The Joint Force will adhere to conventions, laws, and regulations our Nation supports to underpin collective security and govern conduct. We will also facilitate cooperation in the commons and cyberspace with transparent, routine, and predictable practices as part of our theater strategies.

Our ability to operate effectively in space and cyberspace, in particular, is increasingly essential to defeating aggression. The United States faces persistent, widespread, and growing threats from state and non-state actors in space and cyberspace. We must grow capabilities that enable operations when a common domain is unusable or inaccessible. Space and cyberspace enable effective global war-fighting in the air, land, and maritime domains, and have emerged as war-fighting domains in their own right.

- Space - We will support whole-of-nation approaches to establishing and promoting norms, enhancing space situational awareness, and fostering greater transparency and information sharing. We will work with allies and partners to enhance space capabilities enabling coalitions and improving space architecture resiliency. We will also train for power projection operations in space-degraded environments that minimize the incentives to attack space capabilities, and will maintain a range of options to deter or punish such activities.

- Cyberspace - Cyberspace capabilities enable Combatant Commanders to operate effectively across all domains. Strategic Command and Cyber Command will collaborate with U.S. government agencies, non-government entities, industry, and international actors to develop new cyber norms, capabilities, organizations, and skills. Should a large-scale cyber intrusion or debilitating cyber attack occur, we must provide a broad range of options to ensure our access and use of the cyberspace domain and hold malicious actors accountable. We must seek executive and Congressional action to provide new authorities to enable effective action in cyberspace.

### C. Strengthen International and Regional Security.

As a global power, U.S. interests are deeply intertwined with the security and stability of the broader international system - a system of alliances, partnerships, and multi-national institutions. The disposition, strength, and readiness of our Joint Force form a global defense posture that provides unsurpassed capabilities allowing us, uniquely, to lead efforts that strengthen security across all regions. Our approach to leading will differ according to the unique combination of challenges we face. We must address immediate challenges and posture ourselves to account for long-term trends.

Strengthening international and regional security requires that our forces be globally-available, yet regionally-focused. Missions can change rapidly and we will continue to shape our joint force to be able to aggregate capabilities quickly. We will improve synchronized planning and force flow between regional theaters. With partner nation support, we will preserve forward presence and access to the commons, bases, ports, and airfields commensurate with safeguarding our economic and security interests worldwide. We must thoughtfully address cultural and sovereignty concerns in host countries. Global posture remains our most powerful form of commitment and provides us strategic depth across domains and regions.

North America - Our Nation's most vital interests are the safety and security of our people and territory and our way of life. We will defend the homeland and play a critical role in supporting homeland security. We will work with the Department of Homeland Security, particularly the Coast Guard, to improve air, maritime, space, cyberspace and land domain awareness to help secure the approaches to our continent and Nation. In response to an attack, cyber incident, or natural disaster, we will focus on rapidly providing planning, command and control, consequence management, and logistics support to the Department of Homeland Security, state and local governments, and non-

governmental organizations. We will continue to dedicate, fund, and train a portion of the National Guard for homeland defense and defense support of civil authorities.

Working with Canada and Mexico, we will remain prepared to deter and defeat direct threats to our North American homeland.

We will also partner with Canada on regional security issues such as an evolving Arctic, and look to build an increasingly close security partnership with Mexico. As part of our shared responsibility to ensure security on both sides of our border, we shall assist Mexican security forces in combating violent transnational criminal organizations. Efforts to disrupt illicit trafficking sources and transit zones must be coordinated across North, Central and South America, and the Caribbean.

**Caribbean, South and Central America** - Our Nation seeks progress on bilateral, hemispheric and global issues with South America. In support of this, the Joint Force will help build regional security cooperation in South and Central America and the Caribbean to enhance security and stability in the Western Hemisphere. We welcome efforts by Brazil and our other regional partners to establish economic and security mechanisms, such as the South American Defense Council. These efforts can help build interdependence and further integrate partner states into a South American security architecture that will improve regional stability.

**Broader Middle East** - Our Nation has important interests in the greater Middle East. The most significant threat to regional stability remains an Iranian regime that continues to seek the development of nuclear weapons, as well as continuing to provide support to terrorist organizations throughout the broader Middle East. To support and advance our Nation's interests, the Joint Force will pursue security cooperation and help strengthen the defense capabilities of our allies and regional partners. We will support efforts to counter transnational and sub-state militant groups, and combat the spread of WMD and related materials. We will maintain an appropriate presence capable of reassuring partners and allies and preventing Iran from acquiring nuclear arms.

Our Nation seeks a long-term partnership with Iraq, including in security affairs. The Joint Force must continue to transition well as we shift the focus of our assistance from Iraq's internal domestic security to its external national defense. We will help build an Iraqi defense force while carefully considering the interests of all Iraqis as well as Iraq's neighbors. We will help to further strengthen security relations between Iraq and its neighbors.

**Africa** - Our Nation continues to embrace effective partnerships in Africa. The United Nations and African Union play a critical role in humanitarian, peacekeeping and capacity-building efforts, which help preserve stability, facilitate resolutions to political tensions that underlie conflicts, and foster broader development. To support this, the Joint Force will continue to build partner capacity in Africa, focusing on critical states where the threat of terrorism could pose a threat to our homeland and interests. We will continue to counter violent extremism in the Horn of Africa, particularly Somalia and the Trans-Sahel. We will work in other areas to help reduce the security threat to innocent civilians. We must identify and encourage states and regional organizations that have demonstrated a leadership role to continue to contribute to Africa's security.

We will help facilitate the African Union's and the Regional Economic Communities' development of their military capacity, including the African Stand-by Force, to address the continent's many security challenges.

**Europe** - NATO will remain our Nation's preeminent multilateral alliance and continue to drive our defense relations with Europe. The Joint Force will continue to cooperate to combat violent extremism, focusing on our mission in Afghanistan and support to Pakistan. We will also support the new strategic concept including space and cyberspace security, Ballistic Missile Defense, counter-trafficking, and nonproliferation - and pursue mission specialization that contributes to complementary capabilities. We will pay close attention to how this institution adjusts to its members' reductions in defense expenditures to ensure the Alliance maintains the capability for full spectrum operations.

NATO members act as a stabilizing force on its perimeter, which ranges from the Middle East and the Levant, Northern Africa, the Balkans, and the Caucasus. Turkey can play a uniquely critical role in this regard. We will actively support closer military-to-military relations between the Alliance and

#### Redefining America's Military Leadership

Europe's non-NATO nations, some of which have reliably contributed to trans-Atlantic security for decades. As we strengthen our European alliance, we will increase dialogue and military-to-military relations with Russia, building on our successful efforts in strategic arms reduction. We seek to cooperate with Russia on counter-terrorism, counter-proliferation, space, and Ballistic Missile Defense, and welcome it playing a more active role in preserving security and stability in Asia.

**Asia and Pacific** - The Nation's strategic priorities and interests will increasingly emanate from the Asia-Pacific region. The region's share of global wealth is growing, enabling increased military capabilities.

This is causing the region's security architecture to change rapidly, creating new challenges and opportunities for our national security and leadership. Though still underpinned by the U.S. bilateral alliance system, Asia's security architecture is becoming a more complex mix of formal and informal multilateral relationships and expanded bilateral security ties among states.

We expect to maintain a strong military presence in Northeast Asia for decades. We will work with the Japan Self-Defense Forces to improve their out-of-area operational capabilities as the nation adjusts its defense posture. The Republic of Korea has proven a steadfast ally supporting U.S. security efforts around the world; our commitment to the Republic of Korea is unwavering as North Korea remains a provocative threat to regional stability. We will retain operational control over combined forces on the Korean peninsula through 2015 and provide assistance to South Korea as it expands its security responsibilities.

We will continue to work with Japan and South Korea to help improve security ties between them, enhance military cooperation, and preserve regional stability.

As our presence and alliance commitments remain the key to preserving stability in Northeast Asia, we must also invest new attention and resources in Southeast and South Asia. We will look for security opportunities to support our Nation's increased emphasis on its relationship with ASEAN and other multilateral forums. Bilaterally, Australia's leadership in regional security affairs, and our shared values and longstanding historical ties provide the basis for an increasingly important relationship. We will make our alliance a model for interoperability, transparency, and meaningful combined full-spectrum activities.

As military capability and capacity increases in Asia, we will seek new ways to catalyze greater regional security cooperation. Leveraging our convening power, we will expand the scope and participation of multilateral exercises across the region. We seek expanded military cooperation with India on nonproliferation, safeguarding the global commons, countering terrorism, and elsewhere. We will expand our military security cooperation, exchanges, and exercises with the Philippines, Thailand, Vietnam, Malaysia, Pakistan, Indonesia, Singapore, and other states in Oceania - working with them to address domestic and common foreign threats to their nation's integrity and security. This will also help ensure we maintain a sustainable and diversified presence and operational access in the region. Lastly, we strongly encourage the development of security ties and commitments that are emerging among our allies and partners in the region. This helps strengthen regional norms and demonstrates increased responsibility and cooperation in addressing regional security challenges.

Our Nation seeks a positive, cooperative, and comprehensive relationship with China that welcomes it to take on a responsible leadership role. To support this, the Joint Force seeks a deeper military-to-military relationship with China to expand areas of mutual interest and benefit, improve understanding, reduce misperception, and prevent miscalculation. We will promote common interests through China's cooperation in countering piracy and proliferation of WMD, and using its

influence with North Korea to preserve stability on the Korean peninsula. We will continue to monitor carefully China's military developments and the implications those developments have on the military balance in the Taiwan Strait. We remain concerned about the extent and strategic intent of China's military modernization, and its assertiveness in space, cyberspace, in the Yellow Sea, East China Sea, and South China Sea. To safeguard U.S. and partner nation interests, we will be prepared to demonstrate the will and commit the resources needed to oppose any nation's actions that jeopardize access to and use of the global commons and cyberspace, or that threaten the security of our allies.

**Transnational Challenges** - In combination with U.S. diplomatic and development efforts, we will leverage our convening power to foster regional and international cooperation in addressing transnational security challenges. Response to natural disasters and transnational threats such as trafficking, piracy, proliferation of WMD, terrorism, cyber-aggression, and pandemics are often best addressed through cooperative security approaches that create mutually beneficial outcomes. Working to address these threats provides a rough but adaptable agenda Combatant Commanders can tailor to their region and coordinate across regional seams.

**Theater Security Cooperation and Humanitarian Assistance** - The Joint Force, Combatant Commanders, and Service Chiefs shall actively partner with other U.S. Government agencies to pursue theater security cooperation to increase collective security skills with a wider range of partners. We seek to facilitate interagency and enable international interoperability before crises occur. Preparation is indispensable when conditions demand collaboration. In turn, we must plan and exercise extensively across Combatant Commanders' seams of responsibility for full spectrum contingencies to support U.S. diplomatic and development efforts and help mitigate and contain the human and economic impact of crises. Humanitarian assistance and disaster relief activities employ the Joint Force to address partner needs and sometimes provide opportunities to build confidence and trust between erstwhile adversaries. They also help us gain and maintain access and relationships that support our broader national interests. We must be prepared to support and facilitate the response of the United States Agency for International Development and other U.S. government agencies' to humanitarian crises.

**Security Sector Assistance** - Security assistance encompasses a group of programs through which we provide defense articles and services to international organizations and foreign governments in support of national policies and objectives. To improve the effectiveness of our security assistance, our internal procedures need comprehensive reform. To form better and more effective partnerships, we require more flexible resources, and less cumbersome processes. We seek authorities for a pooled-resources approach to facilitate more complementary efforts across departments and programs, integrating defense, diplomacy, development, law enforcement, and intelligence capacity-building activities.

#### D. Shape the Future Force.

Our focus on leadership, not simply power, necessitates that we emphasize our values and our people as much as our platforms and capabilities. The all-volunteer force will remain our greatest strategic asset and the best example of the values we represent. In addition, we must continue to find innovative and affordable ways to provide the full range of capabilities necessary to fulfill this strategy while making difficult tradeoffs between modernization, capacity, capability, posture, and risk.

#### Our People

To shape the future force, we must grow leaders who can truly out-think and out innovate adversaries while gaining trust, understanding, and cooperation from our partners in an ever-more complex and dynamic environment. The enduring challenges we face and the whole-of-nation approaches they require demand leaders that have the qualities of flexibility, agility, and adaptability, and the ability to build unique teams of teams to accomplish missions.

We must think and engage more broadly about the civil-military continuum and the commitments embedded within. Just as our Service members commit to the Nation when they

volunteer to serve, we incur an equally binding pledge to return them to society as better citizens. We must safeguard Service members' pay and benefits, provide family support, and care for our wounded warriors. We will place increased emphasis on helping our Service members master the challenging upheavals of returning home from war and transitioning out of the military back to civilian life. Through the power of their example, the success of our veterans can inspire young Americans to serve. In all these endeavors, we must constantly reinforce our connection to U.S. values and society.

We will maintain the trust and confidence of our elected leaders and the public by providing frank, professional military advice; being good stewards of public resources; and vigorously executing lawful orders. The military's adherence to the ideals comprised in our Constitution is a profound example for other nations. We will continue to affirm the foundational values in our oath: civilian control of the military remains a core principle of our Republic and we will preserve it. We will remain an apolitical institution and sustain this position at all costs.

An all-volunteer force must represent the country it defends. We will strengthen our commitment to the values of diversity and inclusivity, and continue to treat each other with dignity and respect. We benefit immensely from the different perspectives, and linguistic and cultural skills of all Americans. We will develop leaders who are capable of operating in interagency and multi-national environments and providing liaison to other U.S. agencies, allies, and partners.

Our leaders are the strongest advocate for our Nation's commitment to caring for our wounded veterans and their families. We will build greater resilience into our Service members and their families from the first day they enter the military. But we must balance this commitment by better managing the increased costs of health care. We will focus on early preventive actions to diminish the tragic risks of suicide, traumatic brain injury, substance abuse, homelessness, domestic violence, and other challenges. Despite increased attention, suicide remains a severe challenge for every service. Traumatic brain injury and post traumatic stress have become similarly devastating, affecting hundreds of thousands of service members and veterans. In many ways, these issues are the greatest threat to our people and present a strategic risk to our institution.

We must work to end the stigma that prevents our service members, veterans, and their families from seeking help early, and simplify the number and complexity of programs we currently offer to help. This is a difficult, vexing, and complex problem that only leadership can reverse. To do so, we will tap into the capabilities of other government agencies and civil organizations (community, state, and national) to improve care for veterans. We must focus on and expand those programs that work best and eliminate those that do not perform. While we must and will do more, we can only effectively move forward by establishing care that includes public and private partnerships.

We will carefully review legacy personnel systems, particularly whether we have the appropriate balance between uniformed, civilian, and contract professionals, and active and reserve components. The emerging war-fighting domain of cyberspace requires special attention in this regard. The Reserve component, too, is essential as it provides strategic and operational depth to the Joint Force. In turn, preserving it as an accessible, operational force also requires sustained attention.

We have made significant progress in the readiness of our reserve component, and this will remain a key focus area. The missions we undertake are growing more diverse as we work more with our civilian counterparts. In turn, the skills and experiences of our Reserve and National Guard forces have become ever more relevant. To capitalize on the progress made, we must continue to utilize the Reserve Component and National Guard in an operational capacity as a trained, equipped, ready, and available force for routine, predictable deployments.

#### Capabilities and Readiness

Both our Nation and military will face increased budget pressures and we cannot assume an increase in the defense budget. As we adjust to these pressures, we must not become a hollow force with a large force structure lacking the readiness, training, and modern equipment it needs. Instead,

we will maintain a whole, Joint Force that retains quality people, sustains and develops the right capabilities, and maintains a sustainable tempo to effectively mitigate operational, institutional, force management, and future challenges risk. We must continue to maintain our margin of technological superiority and ensure our Nation's industrial base is able to field the capabilities and capacity necessary for our forces to succeed in any contingency. At the same time, we will pursue deliberate acquisition process improvements and selective force modernization with the cost effective introduction of new equipment and technology.

Capabilities - Our strategy, forged in war, is focused on fielding modular, adaptive, general purpose forces that can be employed in the full range of military operations. Joint Forces will improve their ability to surge on short notice, deploy agile command and control systems, and be increasingly interoperable with other U.S. government agencies. Forces will operate with an aptitude for precise and discriminate action and increasingly possess security force assistance expertise. Joint Forces must become more expeditionary in nature and will require a smaller logistical footprint in part by reducing large fuel and energy demands. Additionally, Joint Forces must train and exercise in degraded air, sea, cyber, and space environments.

The Joint Force must ensure access, freedom of maneuver, and the ability to project power globally through all domains:

- Land - Joint Forces will be capable of full spectrum operations, and be organized to provide a versatile mix of tailorable and networked organizations operating on a sustainable rotational cycle.
- Maritime - Joint forces will include an appropriate mix of small, mission-tailored and large, multi-mission capable units, formations and platforms. This will provide the ability to conduct the full range of naval operations across the spectrum of maritime environments.
- Air - Joint Forces will perform full spectrum operations to secure, maintain, and assure unhindered domain access, global strike, rapid global mobility, globally integrated intelligence, surveillance, and reconnaissance (ISR), command and control, and retain the ability to project power into distant, anti-access environments.
- Space - Joint Forces will pursue resilient architectures, space situational awareness, provide options for self-defense and reconstitution, maintain symmetric and asymmetric capabilities to deter adversaries, and train for operations in space-degraded environments.
- Cyberspace - Joint Forces will secure the '.mil' domain, requiring a resilient DoD cyberspace architecture that employs a combination of detection, deterrence, denial, and multi-layered defense. We will improve our cyberspace capabilities so they can often achieve significant and proportionate effects with less cost and lower collateral impact.

Joint nuclear forces will continue to support strategic stability through maintenance of an assured second-strike capability. We will ensure our nuclear forces remain effective, safe, and secure. We will retain sufficient nuclear force structure to hedge against unexpected geopolitical change, technological problems, and operational vulnerabilities.

Joint special operations forces will remain decentralized and flexible, have regional expertise, and maintain a wide range of capabilities to support our Nation's counter-terrorism efforts and other missions that require their unique attributes. We will increase enablers critical for the success of special operations forces.

In today's knowledge-based environment, the weight of operational efforts is increasingly prioritized not only by the assignment of forces, but also by the allocation of ISR capabilities. The ability to create precise, desirable effects with a smaller force and a lighter logistical footprint depends on a robust ISR architecture. Across all domains, we will improve sharing, processing, analysis, and dissemination of information to better support decision makers. We will make our command and control more survivable and resilient through redundancy, and improve human intelligence capabilities. To do so, we must change our mindset from simply increasing the density of ISR capabilities to evaluating our methodologies for employing and integrating ISR assets. Joint Force processes must efficiently employ and allocate all ISR assets from across the Services, and

strengthen the linkage between ISR and cyberspace operations where they leverage each other or operate in the same space.

No other military can match the Joint Force's strike, logistics, strategic mobility, planning, and command and control capabilities. We will explore joint operational concepts leveraging mobile and more survivable bases, sea-borne mobility, and innovative uses of space. We will maintain this superiority and the capacity to extend these competitive advantages to others - our unique capabilities amplify their efforts.

Lending these niche capabilities to partners, or surging them in times of crisis, is the right partnering investment, and builds long-lasting goodwill.

**Readiness** - Readiness, too, must remain a top priority, as our forces, systems, and capabilities will continue to be under extraordinary stress. Readiness is the ability to provide and integrate capabilities required by Combatant Commanders to execute their assigned missions. Restoring readiness will help improve our strategic depth to conduct full-spectrum operations, which has been degraded by sustained combat.

Short term efforts to improve readiness will focus on resetting equipment and reconstituting units, in some cases--most notably rotational and expeditionary forces--this will be in stride. As we reset, we will conduct more full-spectrum joint, combined, interagency, and multinational training, exercises and experimentation. Forward presence and engagement will take on greater importance during this time. Long-term modernization efforts will improve readiness by developing essential capabilities and capacity to outpace emerging threats. A further degradation of readiness for the full range of military operations would undermine our ability to fulfill our national defense objectives - an unacceptable risk.

We will develop more effective ways to assess joint and unit readiness that emphasize "joint" capabilities and concepts. While accounting for missions that require continual readiness, we must develop strategic concepts that measure joint readiness across the services to deter conflict and respond promptly during contingencies. We will streamline the requirements-to- capabilities process, synchronizing force-providers with force-commander needs.

#### IV. Conclusion.

This strategy is derived from a thorough assessment of the strategic environment and how to advance our national interests within it. It describes how the Joint Force will redefine America's military leadership by enabling whole-of-nation approaches to address national security challenges. It calls for a broad portfolio of leadership approaches - facilitator, enabler, convener, and guarantor - to address problems that are truly international in nature. Our leadership approaches magnify the capabilities we possess, making them just as important to assuring favorable outcomes. Our ability to lead will determine how well we advance America's interests through this strategic inflection point.

This strategy also sets a vector toward transition from a force that has been engaged in sustained combat operations to a Joint Force that is shaped for the future. As the challenges we face require a Joint Force that is flexible, agile, and adaptive, it emphasizes people as much as platforms. It recognizes that the unique character of our Service members, working hand-in-hand with other government agencies and in support of public-private partnerships, is a formidable advantage. We must continue to care for Service members and their families, and set conditions for their continued success - in and out of uniform. This will require significant support from Congress, the American people, and a thoughtful, reflective military leadership. By successfully contributing to America's security and prosperity, we will continue to advance our Nation's enduring interests well into the 21st Century.



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# 2015

## **Национальная военная стратегия Соединённых Штатов Америки**

### **Вклад военных Соединенных Штатов в национальную безопасность (Вашингтон, июнь 2015 г.)**

The National Military Strategy of the United States of America  
2015

The United States Military's Contribution To National Security  
June 2015

#### **Chairman's Foreword**

Today's global security environment is the most unpredictable I have seen in 40 years of service. Since the last National Military Strategy was published in 2011, global disorder has significantly increased while some of our comparative military advantage has begun to erode. We now face multiple, simultaneous security challenges from traditional state actors and transregional networks of sub-state groups - all taking advantage of rapid technological change. Future conflicts will come more rapidly, last longer, and take place on a much more technically challenging battlefield. They will have increasing implications to the U.S. homeland.

This National Military Strategy describes how we will employ our military forces to protect and advance our national interests. We must be able to rapidly adapt to new threats while maintaining comparative advantage over traditional ones. Success will increasingly depend on how well our military instrument can support the other instruments of power and enable our network of allies and partners.

The 2015 NMS continues the call for greater agility, innovation, and integration. It reinforces the need for the U.S. military to remain globally engaged to shape the security environment and to preserve our network of alliances. It echoes previous documents in noting the imperative within our profession to develop leaders of competence, character, and consequence.

But it also asserts that the application of the military instrument of power against state threats is very different than the application of military power against non-state threats. We are more likely to face prolonged campaigns than conflicts that are resolved quickly.. .that control of escalation is becoming more difficult and more important.. .and that as a hedge against unpredictability with reduced resources, we may have to adjust our global posture.

Despite what is likely to be a difficult future, we are blessed to be able to count on the young Americans who choose to serve, to live an uncommon life, and to defend their fellow citizens. Our focus must remain that they are the best-led and best-equipped force in the world. The 2015 National Military Strategy of the United States offers a blueprint towards that end.

This 2015 National Military Strategy addresses the need to counter revisionist states that are challenging international norms as well as violent extremist organizations (VEOs) that are undermining transregional security. We are working with allies and partners to deter, deny, and — when necessary — defeat potential state adversaries. Concurrently, we are leading multiple coalition efforts to disrupt, degrade, and defeat VEOs. Central to these efforts is strengthening our global network of allies and partners. This integrated strategy requires us to conduct synchronized operations around the globe, implement institutional reforms at home, and sustain the capabilities, capacity, and readiness required to prevail in conflicts that may differ significantly in scope, scale, and duration.

### I. The Strategic Environment

Complexity and rapid change characterize today's strategic environment, driven by globalization, the diffusion of technology, and demographic shifts.

Globalization is impacting nearly every aspect of human activity. People, products, and information are flowing across borders at unprecedented speed and volume, acting as catalysts for economic development while also increasing societal tensions, competition for resources, and political instability.

Central to globalization is the spread of new technologies that enable a global information environment and empower people to see more, share more, create more, and organize faster than ever before. Individuals and groups today have access to more information than entire governments once possessed. They can swiftly organize and act on what they learn, sometimes leading to violent change. States, meanwhile, are using information sharing to develop advanced capabilities of their own. When applied to military systems, this diffusion of technology is challenging competitive advantages long held by the United States such as early warning and precision strike.

#### KEY FACTORS

- Globalization
- Diffusion of technology
- Demographic shifts

These changes are amplified by shifting demographics. Youth populations are rapidly growing in Africa and the Middle East, regions that face resource shortages, struggling economies, and deep social fissures. Meanwhile, populations in Europe and across northern Asia are set to decline and get older. Around the world, millions of people are flowing from the countryside into cities in search of work where they are exposed to cultural differences, alienation, and disease. They also are moving across borders and seas in growing numbers, accepting great risk and placing strain on nations that receive them.

Despite these changes, states remain the international system's dominant actors. They are preeminent in their capability to harness power, focus human endeavors, and provide security. Most states today — led by the United States, its allies, and partners — support the established institutions and processes dedicated to preventing conflict, respecting sovereignty, and furthering human rights. Some states, however, are attempting to revise key aspects of the international order and are acting in a manner that threatens our national security interests.

While Russia has contributed in select security areas, such as counternarcotics and counterterrorism, it also has repeatedly demonstrated that it does not respect the sovereignty of its neighbors and it is willing to use force to achieve its goals. Russia's military actions are undermining regional security directly and through proxy forces. These actions violate numerous agreements that Russia has signed in which it committed to act in accordance with international

norms, including the UN Charter, Helsinki Accords, Russia-NATO Founding Act, Budapest Memorandum, and the Intermediate-Range Nuclear Forces Treaty.

Iran also poses strategic challenges to the international community. It is pursuing nuclear and missile delivery technologies despite repeated United Nations Security Council resolutions demanding that it cease such efforts. It is a state-sponsor of terrorism that has undermined stability in many nations, including Israel, Lebanon, Iraq, Syria, and Yemen.

Iran's actions have destabilized the region and brought misery to countless people while denying the Iranian people the prospect of a prosperous future.

North Korea's pursuit of nuclear weapons and ballistic missile technologies also contradicts repeated demands by the international community to cease such efforts. These capabilities directly threaten its neighbors, especially the Republic of Korea and Japan. In time, they will threaten the U.S. homeland as well. North Korea also has conducted cyber attacks, including causing major damage to a U.S. corporation.

We support China's rise and encourage it to become a partner for greater international security. However, China's actions are adding tension to the Asia-Pacific region. For example, its claims to nearly the entire South China Sea are inconsistent with international law. The international community continues to call on China to settle such issues cooperatively and without coercion. China has responded with aggressive land reclamation efforts that will allow it to position military forces astride vital international sea lanes.

None of these nations are believed to be seeking direct military conflict with the United States or our allies. Nonetheless, they each pose serious security concerns which the international community is working to collectively address by way of common policies, shared messages, and coordinated action.

As part of that effort, we remain committed to engagement with all nations to communicate our values, promote transparency, and reduce the potential for miscalculation. Accordingly, we continue to invest in a substantial military-to-military relationship with China and we remain ready to engage Russia in areas of common interest, while urging both nations to settle their disputes peacefully and in accordance with international law.

Concurrent with state challenges, violent extremist organizations (VEOs) — led by al Qaida and the self-proclaimed Islamic State of Iraq and the Levant (ISIL) — are working to undermine transregional security, especially in the Middle East and North Africa. Such groups are dedicated to radicalizing populations, spreading violence, and leveraging terror to impose their visions of societal organization. They are strongest where governments are weakest, exploiting people trapped in fragile or failed states. In many locations, VEOs coexist with transnational criminal organizations, where they conduct illicit trade and spread corruption, further undermining security and stability.

In this complex strategic security environment, the U.S. military does not have the luxury of focusing on one challenge to the exclusion of others. It must provide a full range of military options for addressing both revisionist states and VEOs. Failure to do so will result in greater risk to our country and the international order.

## II. The Military Environment

The United States is the world's strongest nation, enjoying unique advantages in technology, energy, alliances and partnerships, and demographics. However, these advantages are being challenged.

For the past decade, our military campaigns primarily have consisted of operations against violent extremist networks. But today, and into the foreseeable future, we must pay greater attention to challenges posed by state actors. They increasingly have the capability to contest regional freedom of movement and threaten our homeland. Of particular concern are the proliferation of ballistic missiles, precision strike technologies, unmanned systems, space and cyber capabilities,

and weapons of mass destruction (WMD) - technologies designed to counter U.S. military advantages and curtail access to the global commons.

Emerging technologies are impacting the calculus of deterrence and conflict management by increasing uncertainty and compressing decision space. For example, attacks on our communications and sensing systems could occur with little to no warning, impacting our ability to assess, coordinate, communicate, and respond. As a result, future conflicts between states may prove to be unpredictable, costly, and difficult to control.

VEOs are taking advantage of emergent technologies as well, using information tools to propagate destructive ideologies, recruit and incite violence, and amplify the perceived power of their movements. They advertise their actions to strike fear in opponents and generate support for their causes. They use improvised explosive devices (IED), suicide vests, and tailored cyber tools to spread terror while seeking ever more sophisticated capabilities, including WMD.

Today, the probability of U.S. involvement in interstate war with a major power is assessed to be low but growing. Should one occur, however, the consequences would be immense. VEOs, in contrast, pose an immediate threat to transregional security by coupling readily available technologies with extremist ideologies. Overlapping state and non-state violence, there exists an area of conflict where actors blend techniques, capabilities, and resources to achieve their objectives. Such “hybrid” conflicts may consist of military forces assuming a non-state identity, as Russia did in the Crimea, or involve a VEO fielding rudimentary combined arms capabilities, as ISIL has demonstrated in Iraq and Syria. Hybrid conflicts also may be comprised of state and non-state actors working together toward shared objectives, employing a wide range of weapons such as we have witnessed in eastern Ukraine. Hybrid conflicts serve to increase ambiguity, complicate decision-making, and slow the coordination of effective responses. Due to these advantages to the aggressor, it is likely that this form of conflict will persist well into the future.

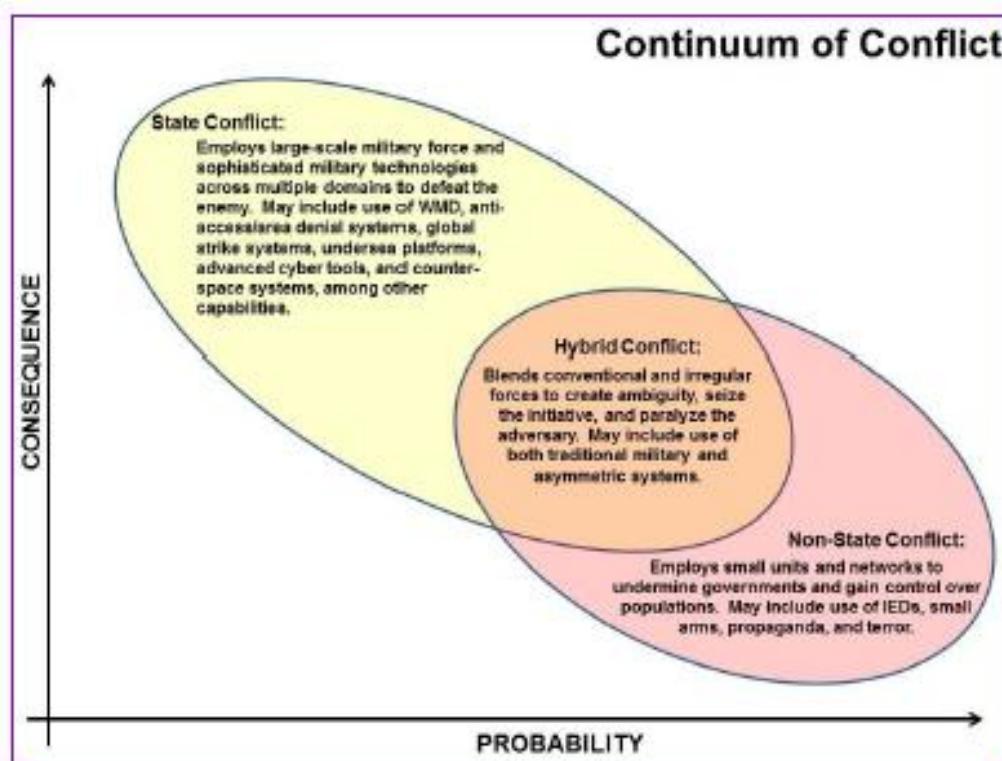


Figure 1. Continuum of Conflict

### III. An Integrated Military Strategy

The U.S. military's purpose is to protect our Nation and win our wars. We do this through military operations to defend the homeland, build security globally, and project power and win decisively. Our military supports diplomatic, informational, and economic activities that promote our enduring national interests. As detailed in the 2015 National Security Strategy, our enduring national interests are: the security of the United States, its citizens, and U.S. allies and partners; a strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity; respect for universal values at home and around the world; and a rules-based international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges.

#### U.S. ENDURING NATIONAL INTERESTS

- The security of the United States, its citizens, and U.S. allies and partners.
- A strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity.
- Respect for universal values at home and around the world.
- A rules-based international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges.

#### NATIONAL SECURITY INTERESTS

- The survival of the Nation.
- The prevention of catastrophic attack against U.S. territory.
- The security of the global economic system.
- The security, confidence, and reliability of our allies.
- The protection of American citizens abroad.
- The preservation and extension of universal values.

#### NATIONAL MILITARY OBJECTIVES

- Deter, deny, and defeat state adversaries.
- Disrupt, degrade, and defeat violent extremist organizations.
- Strengthen our global network of allies and partners.

From the enduring national interests, the U.S. military has derived National Security Interests (NSIs) to prioritize its missions. The NSIs are: the survival of the Nation; the prevention of catastrophic attack against U.S. territory; the security of the global economic system; the security, confidence, and reliability of our allies; the protection of American citizens abroad; and the preservation and extension of universal values. NSIs guide military leaders in providing recommendations on when and where our Nation should use military force, the type and degree of force to employ, and at what cost.

To secure these interests, this National Military Strategy provides an integrated approach composed of three National Military Objectives: to deter, deny, and defeat state adversaries; to disrupt, degrade, and defeat VEOs; and to strengthen our global network of allies and partners. The U.S. military pursues these objectives by conducting globally integrated operations, implementing institutional reforms at home, and sustaining the capabilities, capacity, and readiness required to prevail in conflicts that may differ significantly in scope, scale, and duration.

These NMOs support the force planning guidance prescribed in the 2014 Quadrennial Defense Review. It states that our Nation requires a U.S. military with the capacity, capability, and readiness to simultaneously defend the homeland; conduct sustained, distributed counterterrorist operations; and, in multiple regions, deter aggression and assure allies through forward presence and engagement. If deterrence fails, at any given time, our military will be capable of defeating a regional adversary in a large-scale, multi-phased campaign while denying the objectives of — or imposing unacceptable costs on — another aggressor in a different region.

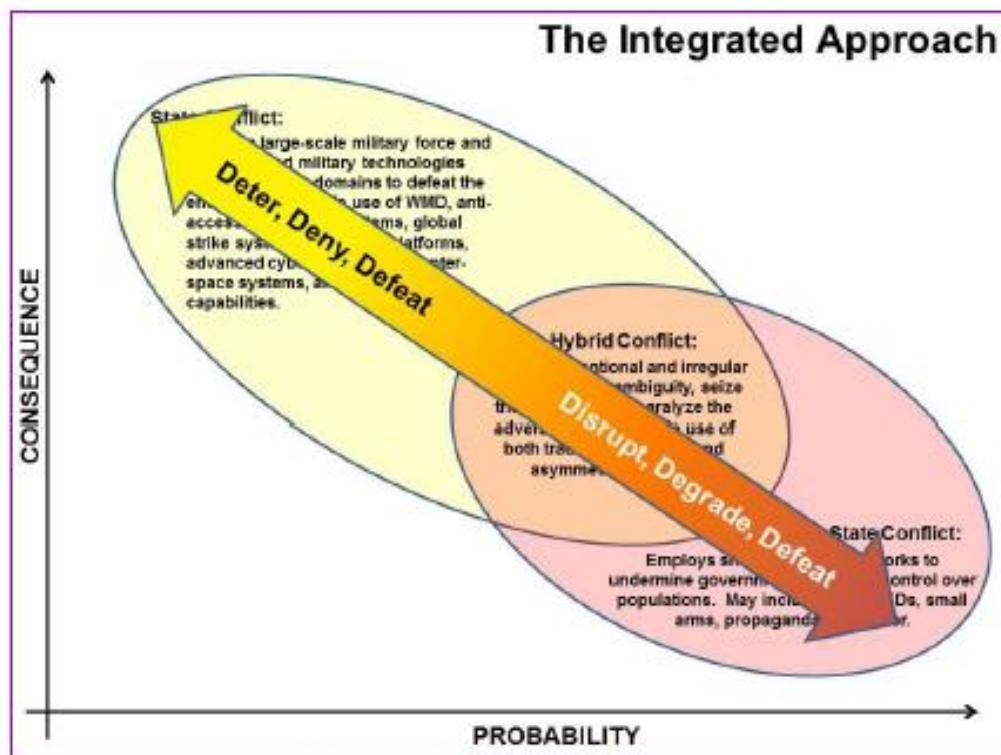


Figure 2. The Integrated Approach

#### A. Deter, Deny, and Defeat State Adversaries

The U.S. military is the world's preeminent Joint Force. It supports the Nation by providing a full range of options to protect the homeland and our interests while assuring the security of our allies. The U.S. military deters aggression by maintaining a credible nuclear capability that is safe, secure, and effective; conducting forward engagement and operations; and maintaining Active, National Guard, and Reserve forces prepared to deploy and conduct operations of sufficient scale and duration to accomplish their missions. Forward deployed, rotational, and globally responsive forces regularly demonstrate the capability and will to act. Should deterrence fail to prevent aggression, the U.S. military stands ready to project power to deny an adversary's objectives and decisively defeat any actor that threatens the U.S. homeland, our national interests, or our allies and partners.

Deterring a direct attack on the United States and our allies is a priority mission, requiring homeland and regional defenses tied to secure conventional and nuclear strike capabilities. Thus U.S. strategic forces remain always ready. U.S. military defenses are enhanced by our North American Aerospace Defense Command Agreement with Canada and close cooperation with the U.S. Department of Homeland Security. These homeland defense partnerships are complemented by growing investments in the cyber realm designed to protect vital networks and infrastructure.

In case of aggression, denying adversaries their goals will be an immediate objective. This places special emphasis on maintaining highly-ready forces forward, as well as well trained and equipped surge forces at home, resilient logistics and transportation infrastructures, networked intelligence, strong communications links, and interoperability with allies and partners. Timely interagency planning and coordination also will be leveraged to develop holistic options that serve to integrate all elements of national power.

Should any actor directly attack the United States or our interests, the U.S. military will take action to defend our Nation. We are prepared to project power across all domains to stop aggression and win our Nation's wars by decisively defeating adversaries. While we prefer to act in concert with others, we will act unilaterally if the situation demands. In the event of an attack, the U.S.

military will respond by inflicting damage of such magnitude as to compel the adversary to cease hostilities or render it incapable of further aggression. War against a major adversary would require the full mobilization of all instruments of national power and, to do so, the United States sustains a full-spectrum military that includes strong Reserve and National Guard forces. They provide the force depth needed to achieve victory while simultaneously deterring other threats.

#### B. Disrupt, Degrade, and Defeat VEOs

Today, the United States is leading a broad coalition of nations to defeat VEOs in multiple regions by applying pressure across the full extent of their networks.

In concert with all elements of national power and international partnerships, these efforts aim to disrupt VEO planning and operations, degrade support structures, remove leadership, interdict finances, impede the flow of foreign fighters, counter malign influences, liberate captured territory, and ultimately defeat them. In support of these efforts, we are widely distributing U.S. military forces and leveraging globally integrated command and control processes to enable transregional operations.

Credible regional partners are vital to sustaining counter-VEO campaigns. The U.S. military contributes select combat forces, enabling technologies, and training in support of local partners that provide the majority of forces necessary to restore and secure their homelands. Timelines for these campaigns generally are long. Therefore, they must be conducted in a politically, financially, and militarily sustainable manner that optimizes the power of coalitions, as we are demonstrating in Afghanistan and Iraq.

In Afghanistan, the United States and our NATO partners are teaming with the National Unity Government to provide security by way of the Resolute Support mission, working toward establishing a long-term counterterrorism partnership. Similarly, in Iraq a broad coalition of over 60 nations is providing security assistance, training, airlift, and strike support in its struggle against ISIL.

Defeating VEOs also requires an appreciation of the nexus between such groups and transnational criminal organizations. A fuller understanding of that relationship will allow us to disrupt illicit funds, weapons, and fighters that are flowing into conflict-ridden regions. Such knowledge also will allow us to work with law enforcement officials to more effectively protect our homeland from terrorists.

Defeating VEOs ultimately requires providing security and economic opportunities to at-risk populations. Thus counter-VEO campaigns demand that our military, in close coordination with other U.S. agencies and international organizations, assist local governments in addressing the root causes of conflict. As part of that effort, the U.S. military regularly contributes to humanitarian assistance and disaster relief endeavors aimed at alleviating suffering and restoring hope.

#### C. Strengthen Our Global Network of Allies and Partners

America's global network of allies and partners is a unique strength that provides the foundation for international security and stability. These partnerships also facilitate the growth of prosperity around the world, from which all nations benefit.

As we look to the future, the U.S. military and its allies and partners will continue to protect and promote shared interests. We will preserve our alliances, expand partnerships, maintain a global stabilizing presence, and conduct training, exercises, security cooperation activities, and military-to-military engagement. Such activities increase the capabilities and capacity of partners, thereby enhancing our collective ability to deter aggression and defeat extremists.

The presence of U.S. military forces in key locations around the world underpins the international order and provides opportunities to engage with other countries while positioning forces to respond to crises. Therefore we will press forward with the rebalance to the Asia-Pacific region, placing our most advanced capabilities and greater capacity in that vital theater. We will strengthen our alliances with Australia, Japan, the Republic of Korea, the Philippines, and Thailand. We also will deepen our security relationship with India and build upon our partnerships with New

Zealand, Singapore, Indonesia, Malaysia, Vietnam, and Bangladesh. Such efforts are essential to maintaining regional peace and building capabilities to provide for missile defense, cyber security, maritime security, and disaster relief.

In Europe, we remain steadfast in our commitment to our NATO allies. NATO provides vital collective security guarantees and is strategically important for deterring conflict, particularly in light of recent Russian aggression on its periphery. U.S. Operation ATLANTIC RESOLVE, our European Reassurance Initiative, NATO's Readiness Action Plan, and the many activities, exercises, and investments contained in them serve to underline our dedication to alliance solidarity, unity, and security. We also will continue to support our NATO partners to increase their interoperability with U.S. forces and to provide for their own defense.

In the Middle East, we remain fully committed to Israel's security and Qualitative Military Edge. We also are helping other vital partners in that region increase their defenses, including Jordan, Saudi Arabia, Kuwait, Qatar, Bahrain, UAE, Egypt, and Pakistan. Additionally, we are working to strengthen institutions across Africa, aimed at fostering stability, building peacekeeping capacity, and countering transregional extremism. And the U.S. military is supporting interagency efforts with Latin American and Caribbean states to promote regional stability and counter transnational criminal organizations.

Combined training and exercises increase the readiness of our allies and partners while enhancing the interoperability and responsiveness of U.S. forces. With advanced partners like NATO, Australia, Japan, and Korea, our exercises emphasize sophisticated capabilities such as assuring access to contested environments and deterring and responding to hybrid conflicts. With other partners, training often focuses on improving skills in counterterrorism, peacekeeping, disaster relief, support to law enforcement, and search and rescue.

Security cooperation activities are at the heart of our efforts to provide a stabilizing presence in forward theaters. These build relationships that serve mutual security interests. They also develop partner military capabilities for self-defense and support to multinational operations. Through such activities, we coordinate with other U.S. agencies and mission partners to build cultural awareness and affirm relationships that increase regional stability.

#### D. Advance Globally Integrated Operations

The execution of integrated operations requires a Joint Force capable of swift and decisive force projection around the world. As detailed in the "Capstone Concept for Joint Operations: Joint Force 2020," globally integrated operations emphasize eight key components: employing mission command; seizing, retaining, and exploiting the initiative; leveraging global agility; partnering; demonstrating flexibility in establishing joint forces; improving cross-domain synergy; using flexible, low-signature capabilities; and being increasingly discriminate to minimize unintended consequences. Such operations rely upon a global logistics and transportation network, secure communications, and integrated joint and partner intelligence, surveillance, and reconnaissance (ISR) capabilities.

In executing globally integrated operations, U.S. military forces work closely with international and interagency partners to generate strategic options for our Nation. In doing so, military commanders use the following prioritization of military missions to advise our national leaders:

Maintain a Secure and Effective Nuclear Deterrent. U.S. strategic forces are kept at the highest state of readiness, always prepared to respond to threats to the homeland and our vital interests. Accordingly, we are investing to sustain and modernize our nuclear enterprise. We continue to implement the 2010 Nuclear Posture Review and 2011 New START Treaty while ensuring our national defense needs are met. Concurrently, we are enhancing our command and control capabilities for strategic and regional nuclear forces.

Provide for Military Defense of the Homeland. Emerging state and non-state capabilities pose varied and direct threats to our homeland. Thus we are striving to interdict attack preparations abroad, defend against limited ballistic missile attacks, and protect cyber systems and physical infrastructure. Key homeland defense capabilities include resilient space-based and terrestrial indications and warning systems; an integrated intelligence collection, analysis, and dissemination architecture; a Ground-Based Interceptor force; a Cyber Mission Force; and, ready ground, air and naval forces. We also are leveraging domestic and regional partnerships to improve information sharing and unity of effort. These capabilities will better defend us against both high technology threats and terrorist dangers.

Defeat an Adversary. In the event of an attack against the United States or one of its allies, the U.S. military along with allies and partners will project power across multiple domains to decisively defeat the adversary by compelling it to cease hostilities or render its military incapable of further aggression.

Provide a Global, Stabilizing Presence. The presence of U.S. military forces in key locations around the world underpins the security of our allies and partners, provides stability to enhance economic growth and regional integration, and positions the Joint Force to execute emergency actions in response to a crisis.

Combat Terrorism. Terrorism is a tactic VEOs use to advance their interests. The best way of sustained pressure using local forces augmented by way to counter VEOs is by specialized U.S. and coalition military strengths such as ISR, precision strike, training, and logistical support. Counterterrorism operations also involve coordinated efforts with other U.S. agencies, working together to interdict and disrupt threats targeting the U.S. homeland.

#### JOINT FORCE PRIORITIZED MISSIONS

- Maintain a secure and effective nuclear deterrent
- Provide for military defense of the homeland
- Defeat an adversary
- Provide a global, stabilizing presence
- Combat terrorism
- Counter weapons of mass destruction
- Deny an adversary's objectives
- Respond to crisis and conduct limited contingency operations
- Conduct military engagement and security cooperation
- Conduct stability and counterinsurgency operations
- Provide support to civil authorities
- Conduct humanitarian assistance and disaster response

Counter Weapons of Mass Destruction. Nuclear, chemical, and biological agents pose uniquely destructive threats. They can empower a small group of actors with terrible destructive potential. Thus combatting WMD as far from our homeland as possible is a key mission for the

U.S. military. Toward that end, we team with multinational and U.S. interagency partners to locate, track, interdict, and secure or destroy WMD, its components, and the means and facilities needed to make it, wherever possible.

Deny an Adversary's Objectives. Denying an adversary's goals or imposing unacceptable costs is central to achieving our objectives. This puts emphasis on maintaining highly-ready, forward-deployed forces, well trained and equipped surge forces at home, robust transportation infrastructure and assets, and reliable and resilient communications links with allies and partners. These capabilities provide the means to curtail crises before they can escalate.

Respond to Crisis and Conduct Limited Contingency Operations. Another form of power projection is teaming with partners to conduct limited contingency operations. Such operations may involve flowing additional U.S. forces and capabilities to a given region to strengthen deterrence,

prevent escalation, and reassure allies. Additionally, the U.S. military sustains ready forces around the world to defend our citizens and protect diplomatic facilities.

**Conduct Military Engagement and Security Cooperation.** The U.S. military strengthens regional stability by conducting security cooperation activities with foreign defense establishments. Such activities support mutual security interests, develop partner capabilities for self-defense, and prepare for multinational operations. Strengthening partners is fundamental to our security, building strategic depth for our national defense.

**Conduct Stability and Counterinsurgency Operations.** The U.S. military also remains ready to conduct limited stability operations when required, working with interagency, coalition, and host-nation forces. Such efforts emphasize unique elements of our forces: civil-military affairs teams, building partner capacity, information support teams, and cultural outreach programs.

**Provide Support to Civil Authorities.** When man-made or natural disasters impact the United States, our military community offers support to civil authorities in concert with other U.S. agencies. As part of that effort, we integrate military and civil capabilities through FEMA's National Planning System and National Exercise Program. During domestic events, U.S. military forces — including National Guard and Reserve units — provide trained personnel, communications capabilities, lift, and logistical and planning support. They work alongside civilian first-responders to mitigate the impact of such incidents and keep our citizens safe.

**Conduct Humanitarian Assistance and Disaster Response.** Over the years, U.S. Soldiers, Sailors, Airmen, Marines, and Coast Guardsmen have quickly and effectively delivered life-sustaining aid to desperate people all around the world. Such efforts sometimes last only a few weeks. At other times, they last much longer. In all cases, taking action to relieve suffering reflects our professional ethos and the values in which we believe.

#### E. Resourcing the Strategy

We will not realize the goals of this 2015 National Military Strategy without sufficient resources. Like those that came before it, this strategy assumes a commitment to projecting global influence, supporting allies and partners, and maintaining the All-Volunteer Force. To execute this strategy, the U.S. military requires a sufficient level of investment in capacity, capabilities, and readiness so that when our Nation calls, our military remains ready to deliver success.

### IV. Joint Force Initiatives

The U.S. Joint Force combines people, processes, and programs to execute globally integrated operations and achieve our National Military Objectives. This requires innovative leaders, optimized decision-making, and advanced military capabilities.

#### A. People and the Profession of Arms: Improving Upon Our Greatest Advantage

Our military and civilian professionals are our decisive advantage. They are the foundation of our operational excellence and our ability to successfully innovate. Therefore, we are dedicated to building creative, adaptive professionals skilled at leading organizational change while operating in complexity. To accomplish this, we are evolving our organizational culture and strengthening our leadership.

##### FOSTERING INNOVATION

- Producing creative, adaptive leaders
- Adopting efficient, dynamic processes
- Developing flexible, interoperable capabilities

As we look to future challenges, the U.S. military will remain ready to meet unanticipated demands. We must prepare our Service members to fight under conditions of complexity and persistent danger, conditions that demand courage, toughness, adaptability, and endurance as well as an abiding commitment to our Nation's values and professional military ethic.

We are prioritizing leader development. To retain our warfighting edge, we are stressing innovative leader development across the All-Volunteer Force — officer, enlisted,

and civilian — through a combination of training, education, broad experience, and opportunity. These elements build the expertise that is the wellspring of innovation. Toward that end, our training increasingly blends physical and virtual experiences to simulate contested environments and operations in denied or degraded conditions. Our military education system also is updating how it selects and incentivizes faculty, rewards critical thought, and promotes our most innovative minds. Continuous, demanding education inspires new ideas and identifies better ways to accomplish our missions.

In developing the Joint leaders of tomorrow, we emphasize six attributes. Our leaders will:

- Strive to understand the environment in which they operate and the effect of applying all instruments of national power
- Anticipate and adapt to surprise, uncertainty, and chaos
- Work to recognize change and lead transitions
- Operate on intent through trust, empowerment, and understanding
- Make ethical decisions based on the shared values of the Profession of Arms
- Think critically and strategically in applying joint warfighting principles and concepts to joint operations

We are adapting our organizational culture. To enhance our warfighting capability, we must attract, develop, and retain the right people at every echelon. Central to this effort is understanding how society is changing. Today's youth grow up in a thoroughly connected environment. They are comfortable using technology and interactive social structures to solve problems. These young men and women are tomorrow's leaders and we need their service. Therefore, the U.S. military must be willing to embrace social and cultural change to better identify, cultivate, and reward such talent.

To do so, we are exploring how our personnel policies and promotion practices must evolve to leverage 21st century skills. We are seeking new ways to attract people with valuable civilian sector experience. We also are experimenting with giving military personnel greater access to civilian innovation practices through flexible career options. In this effort, the Reserve Components provide a critical bridge to the civilian population, infusing the Joint Force with unique skills and diverse perspectives. Also critical to building the best military possible are our efforts to further integrate women across the force by providing them greater opportunities for service.

We are promoting ethical leadership. Ethical leadership is central to protecting and strengthening our military family. This requires cultivating a professional climate that

reinforces our respect for core values, promotes accountability, and appreciates the contributions of every member of our professional community. To help us meet these goals, we are moving forward with a campaign of trust that stresses mutual respect and emphasizes the importance of a positive culture enhanced by quality programs for sexual assault prevention and response, suicide prevention, and high-risk behavior avoidance.

#### B. Processes: Capturing Innovation and Efficiencies

Agile, efficient, and focused processes are means to accomplish our strategic objectives. Such processes include promoting greater interoperability with joint, interagency, and international partners while encouraging action through decentralized execution.

We are conducting resource-informed planning. For nearly a generation, we have consumed readiness as quickly as we have generated it. As a result, our long-term readiness has declined. Therefore, we are taking action to better balance achieving our operational goals with sustaining ready surge forces at home. We are revising operational plans to be more flexible, creative, and integrated across Combatant Commands. We also are providing the Services with time to reset, modernize, and replace vital equipment. Our goal is to strengthen deterrence while ensuring the long-term viability of our full-spectrum power projection capacity. Additionally, we are more fully coordinating requirements, plans, and operational execution at home and abroad to maximize collective capabilities against common concerns. And we are using tailored forces that deploy for

limited timeframes to execute specific missions, recognizing that “campaign persistence” is necessary against determined adversaries.

We are improving our global agility. The ability to quickly aggregate and disaggregate forces anywhere in the world is the essence of global agility. We are striving to increase our agility by improving campaign planning, sustaining a resilient global posture, and implementing dynamic force management processes that adjust presence in anticipation of events, to better seize opportunities, deter adversaries, and assure allies and partners. We also are more fully sharing forces among Combatant Commands to address transregional threats. We are positioning forces where they are most needed, exemplified by our rebalance to the Asia-Pacific region as well as our evolving presence in Europe, the Middle East, Latin America, and Africa. We also are updating international agreements to assure access and provide legal protection for our people. Such agreements allow us to strengthen the relationships that are the foundation of trust.

We are demanding greater effectiveness and efficiencies. In a resource-constrained environment, we are striving to be careful stewards of our resources. Programmatic discipline by the Services has never been more important, as it is vital to generating economic efficiencies. We are working to sustain our industrial base while seeking savings through the Department of Defense’s Better Buying Power 3.0 initiative. We are selectively using contractor support when it best serves the mission. We also are reducing staffs, streamlining functions, eliminating redundancies, and producing more integrated and effective organizations.

### C. Programs: Sustaining Our Quality Edge

Effective programs enable our Soldiers, Sailors, Airmen, Marines, and Coast Guardsmen to fight and win. Delivering next-generation programs on schedule and within cost is vital, as our current systems increasingly are being challenged by adversary capabilities. To win against the diverse range of state and non-state threats confronting us, we must think innovatively, challenge assumptions, and embrace change.

We are improving joint interoperability. We are in the process of defining the next set of interoperability standards for future capabilities. In view of the anti-access/area denial (A2/AD) challenges we increasingly face, our future force will have to operate in contested environments. Key to assuring such access will be deploying secure, interoperable systems between Services, allies, interagency, and commercial partners. Priority efforts in that regard are establishing a Joint Information Environment (JIE), advancing globally integrated logistics, and building an integrated Joint ISR Enterprise. The results of these initiatives — particularly the enhanced connectivity and cybersecurity provided by the JIE — will provide the foundation for future interoperability.

We are investing to enhance decisive advantages. Future capabilities must sustain our ability to defend the homeland and project military power globally. Important investments to counter A2/AD, space, cyber, and hybrid threats include: space and terrestrial-based indications and warning systems, integrated and resilient ISR platforms, strategic lift, long-range precision strike weapons, missile defense technologies, undersea systems, remotely operated vehicles and technologies, special operations forces, and the Cyber Mission Force, among others. We also are improving our global sustainment capabilities and upgrading our command and control infrastructure to better support widely dispersed operations. We are modernizing our nuclear enterprise and working to protect our Nation against asymmetric threats.

To improve institutional agility, we are expanding relations with American businesses, including many of the most innovative companies in the world, to learn their best practices. Further, we are aligning our programmatic efforts to take advantage of insights gleaned from the Defense Innovation Initiative, which is aimed at identifying potential strategic and operational advantages through wargaming, concept development, and a wide array of technology investments.

As we develop new capabilities to counter threats along the continuum of conflict, we also must procure sufficient capacity and readiness to sustain our global responsibilities. This may include evolving traditional platforms. Or it may require developing entirely new systems that are

affordable and flexible. In all cases, our programs must allow us to quickly adapt, to counter adversaries employing unexpected techniques or weapons.

#### V. Conclusion

This 2015 National Military Strategy provides an overview of our strategic challenges and details how we will employ the Joint Force to keep our Nation, allies, and partners safe.

It is a strategy that recognizes the increasing complexity of the global environment, driven by rapid and profound change. It also acknowledges our significant advantages, our commitment to international norms, the importance of our allies and partners, and the powerful allure of freedom and human dignity.

When placed in balance against the challenges before us, these strengths will serve us well and help us achieve a more secure future.



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