Torchbearer
National Security Report

Key Issues Relevant to

The U.S. Army's Strategic Imperatives

VOLUME I

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Preface

Today's Army is in a period of rapid change. New weapons, concepts and technology are being developed to transform the Army from its current form into a more agile, lethal, deployable and sustainable land combat force. During this time of evolution, it is important both to recognize the enduring value of landpower and to look to the future as new capabilities emerge.

This selection of issue papers highlights some of the most important strategic issues facing today's U.S. Army. We begin with ***The Value of Engagement and Forward Presence***, where we reinforce the value of an engaged and forward-stationed Army for shaping the international environment in support of U.S. interests. The second issue paper looks at one particular engagement program: ***The National Guard State Partnership Program*** paper is a review of an important contribution to the Army's overseas engagement plan, where the citizen-soldier plays a leading role. Next, we examine the role of the Army in assuring U.S. forces have access to overseas theaters: In the ***Contribution of Land Forces to Access Assurance*** we advocate a comprehensive strategy for meeting the anti-access challenge that includes the use of landpower before and during a crisis. Access assurance is an especially important consideration in the Asia/Pacific region where the United States has fewer forward bases for power projection. Finally, in ***U.S. Army Europe: A Forward-Deployed Strategic Platform***, we focus on the recent transformation of forward-deployed U.S. Army troops in Europe from a Cold War, static-defense force into a rapid-deployment, power-projection platform. The soldiers, logistics bases and deployment infrastructure of U.S. Army Europe make it an invaluable tool for projection of U.S. power worldwide.

Although these issue papers cover diverse topics, they carry one central message: A complementary, balanced mix of landpower and other military assets is essential to the protection of the American people and their interests. Despite dramatic advances in technology in recent years, "boots on the ground" still matter. They are essential for shaping the international environment before a crisis, deploying our troops quickly during a crisis, and resolving conflicts in a manner that serves U.S. interests and values.

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ISSUE 1: Value of Engagement & Forward Presence

In a dynamic and unpredictable strategic environment, the U.S. Army provides a full range of choices to the nation and a shield against uncertainty—an essential national asset.

The Value of Engagement

Engagement is an important instrument of foreign policy used throughout the world to achieve national security objectives. The Theater Engagement Plan activities of the warfighting commanders in chief (CINCs) provide direction and common vision for "shaping" the security environment. The Army:

- promotes stability and deters potential aggressors;
- increases regional readiness and enhances coalition capabilities;
- improves the ability of regional partners to defend themselves;
- strengthens security alliances and partnerships; and
- promotes security arrangements suited to the challenges of the 21st century.

Our presence strengthens relations with our hosts and improves our ability to protect ourselves by eliminating suspicion, demystifying intent, opening the door to communication, and denying the closed environment in which terrorists thrive.

General Tommy R. Franks
CINC U.S. Central Command
Congressional Testimony, March 2001

The Value of Forward Presence

Whether the mission calls for compelling or deterring an adversary or for reassuring or supporting an ally, there is no more convincing sign of American commitment than the presence of U.S. soldiers on the ground.

Forward-deployed Army forces are part of the essential "strategic framework" for global security. They are vital to each CINC's overarching theater engagement strategy.

Strategic Value

Forward-deployed Army forces:

- signal U.S. commitment and strategic intent;
- sustain U.S. global leadership by cementing coalition and enabling alliances;
- promote stability, prevent conflict and deter aggression;
- enable strategic responsiveness, access and power projection;
- fulfill treaty obligations and security agreements, thus setting the conditions for peace and security over time; and
- appreciate and continuously influence the operational environment in real time.

We base our power and influence on our values, our economic vibrancy, our desire to be a partner in this critical region, and the forward-deployed forces of the U.S. Pacific Command.

Admiral Dennis C. Blair
CINC U.S. Pacific Command
Congressional Testimony, March 2001

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This is the first in a series of discussion papers on key issues relevant to strategic imperatives for the U.S. Army.

The Value of Forward Presence (continued)

Operational Value

Army forward presence provides:

- trained and ready forces for crisis;
- capability to meet many in-theater requirements;
- enhanced interoperability and strengthened capabilities of allies and potential security partners;
- clear mission focus, culturally and geographically acclimated to potential battlefields; and
- a foundation for rapid and decisive crisis response.

In peacetime, forward presence of naval, land, and air assets provides unparalleled access to countries in transition. In crisis, the forward presence of our forces enables a rapid transition from engagement to response. Forward presence is a critical enabler for USEUCOM activities.

General Joseph W. Ralston
CINC U.S. European Command
Congressional Testimony, April 2001

Tactical Value

On the ground, in-theater Army forces provide immediate warfighting and security forces that enable CINCs to shape activities, assure access and enable speedy reception of follow-on forces. Forward-deployed Army forces reassure allies and deter aggression and adventurism through a clear and unambiguous statement of U.S. commitment.

- Forward-stationed forces (e.g., Germany, Italy, South Korea)
- Forward-presence forces (e.g., Kuwait, Sinai, Balkans)
- Prepositioned equipment (e.g., Diego Garcia, South Korea, Southwest Asia, Europe)

While the U.S. has made great strides in our ability to rapidly project power around the globe, there is still no substitute for some degree of forward presence when faced with limited warning times, and vast distances.

General Thomas A. Schwartz
CINC United Nations Command/U.S. Forces Korea
Congressional Testimony, March 2001

It is physical, not virtual, U.S. presence that brings peace of mind to the democratic nations of the region, and provides tangible deterrence.

General Thomas A. Schwartz
CINC United Nations Command/
U.S. Forces Korea
Congressional Testimony, March 2001

The Army is the essential contributor to CINC Theater Engagement Plans that shape the international environment in support of U.S. national interests.

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ISSUE 2: The National Guard State Partnership Program

The Citizen-Soldier's Role in Global Engagement

The National Guard is already playing a vital role in engagement missions around the world, including participation in stability operations in Bosnia, but that's not all. The National Guard State Partnership Program (SPP) is an ongoing effort to encourage regional stability, respect for democratic values, professionalism, interoperability and mutual understanding between the United States and the military communities in emerging democracies. American National Guard units not only impart their skills and knowledge but also set an example of the kind of "citizen-soldier" these nations wish to develop. This program provides regional U.S. commanders in chief (CINCs) with another tool for their engagement strategies that is low cost, effective, and aimed at the vital relationship between the civilian and military leadership in new democracies.

The SPP links U.S. states and partner countries in support of common national interests. The program seeks, through the National Guard, to establish long-term relationships between the partner state and partner country at all levels of society.

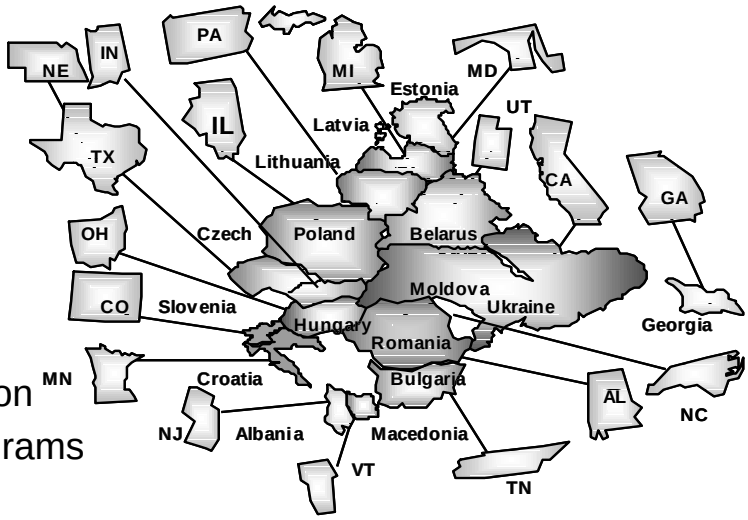
Program Design:

- Aligns U.S. state with foreign nation
- Combines military and civilian contacts
- Focuses on civil–military relationship

Objectives:

- Build democratic institutions
- Promote regional stability
- Foster free-market economies
- Encourage development of partner nation military support to civilian authority programs
- Promote interoperability
- Promote mutual understanding

U.S. European Command Partners:



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This is the second in a series of discussion papers on key issues relevant to strategic imperatives for the U.S. Army.

The National Guard State Partnership Program (continued)

State Partnership Program Activities

- **Military Exchange Program**
  Since 1992, the National Guard State Partnership Program has sponsored exchange visits between partner countries and local National Guard military personnel. These visits expose the military leadership of partner countries to the citizen-soldier model and highlight the primary nature of the civilian authority support mission of American National Guard units.

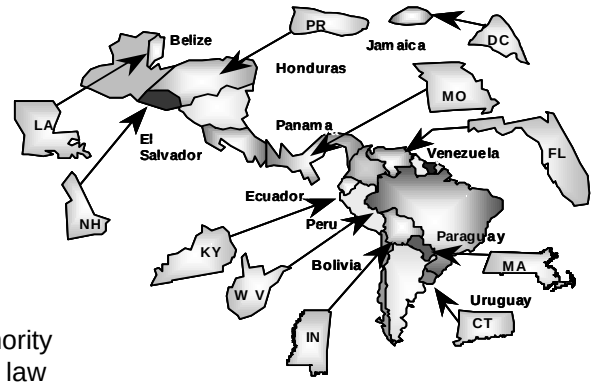
- **Workshops and Conferences**
  The SPP sponsors international conferences that promote military support to civilian authorities and the integration of civil–military institutions. Recent events covering Europe, Asia and Latin America focused on the military's role in disaster-relief operations. Specific topics included support for humanitarian assistance, disaster response, and search-and-rescue operations.

- **Civic Leader Visits**
  Many U.S. states and their partner nations have expanded their military exchange program to include civilian business, academic and medical leaders. In conjunction with the military exchanges, these visits further U.S. interests by encouraging foreign military establishments to view their role as a supporting, rather than competing, institution to local civilian authorities. Projecting the successful U.S. model of military support and subordination to civilian authority will foster regional stability through national stability in partner nations.

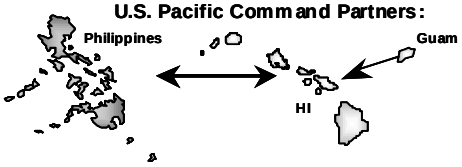
The State Partnership Program in Regional Engagement

U.S. Central Command Partners:

U.S. Southern Command Partners:



U.S. Pacific Command Partners:



The State Partnership Program is designed to work in concert with other CINC engagement programs. Many other engagement efforts focus on traditional military operations. By focusing on the development of military support to civilian authority operations (including disaster relief, emergency management, law enforcement support, and humanitarian aid missions) the SPP complements other programs and helps "round out" the military capabilities of the partner countries.

What's in it for the United States?

- **Building Respect for Democratic Institutions**
  Though taken for granted in the United States, the concept of civilian authority over the military is not a universally held belief. The National Guard State Partnership Program encourages respect for civilian authority in emerging democratic nations. This will contribute to national and regional stability and foster military establishments that will support democratic institutions and human rights.

- **Building a Better National Guard**
  Through participation in this program, National Guard units and individuals gain a better understanding of foreign cultures and the conduct of civil–military affairs in other nations in addition to experience in peacekeeping and multinational operations. This knowledge and experience will assist National Guard units as they are further integrated into the Army's engagement strategy.

The Citizen-Soldier—A Valuable Tool for Global Engagement

Association of the United States Army
Voice for the Army—Support for the Soldier
SEPTEMBER 2001

ISSUE 3: Contribution of Land Forces to Access Assurance

The Army's Role in Access Assurance

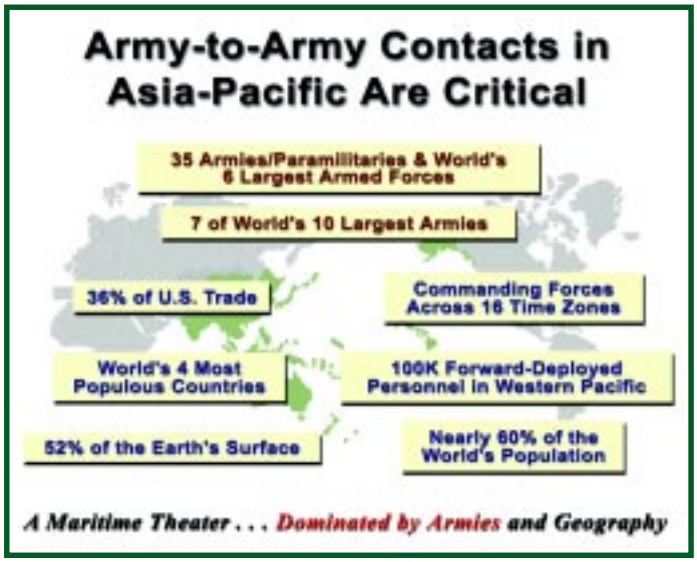
One defining characteristic that makes the United States a superpower is its unmatched ability to project military power. Other nations have large armies, navies and air forces, but none can match the ability of the United States to put troops on the ground, planes in the air and ships off the coast of practically any region or country on the planet in a short period of time. However, this ability to put troops anywhere on the globe is dependent upon **maintaining access** to airfields, bases, ports, prepositioned equipment and other logistics facilities essential to projecting military power. **Assured access** to these facilities and the lines of communication that support them is critical to our national security strategy and our status as a superpower.

Many possible adversaries recognize this potential American vulnerability. While they may not have the military forces to confront the United States head-to-head, they are working to develop a wide array of **Anti-Access (A^2)** strategies to deny these vital points of entry to U.S. forces in any future conflict. These Anti-Access strategies could include long-range ballistic and cruise missile attacks, mining of vital waterways, terrorist incidents, labor strikes and work stoppages, information warfare attacks, and violent political disturbances. If not overcome, these Anti-Access strategies have the potential to severely diminish the ability of the United States to project power.

The potential Anti-Access risk cannot be allowed to limit the National Command Authorities' options or dictate U.S. interests.

To achieve Access Assurance, the United States must:

- work within coalitions to maintain good relations with our **allies** and key **regional organizations;**
- maintain **strong army-to-army contacts** to foster enduring relationships;
- establish strong U.S. **interagency coordination** for effective and unified action;
- move **quickly and early** at signals of potential conflict to deny an enemy the option of blocking the entry of U.S. forces;
- use **multiple deployment points and intermediate staging bases** to mitigate predictable behavior;
- **preposition** equipment (both on land and at sea);
- procure aircraft such as **C-17s** that have the capability to fly into remote areas should access be denied to larger facilities;
- maintain effective **air defense** and force protection capabilities;
- employ the concepts of **focused logistics and en route planning** to provide rapid crisis response and track and shift assets en route when necessary;
- take full advantage of the capabilities of Special Operations forces to conduct **peacetime engagement** and **strategic reconnaissance**. When conflict is imminent, use them to conduct **direct attack operations** to blind adversaries' C^4ISR (command, control, communications, computers, intelligence, surveillance and reconnaissance) and targeting systems.



The strategic response to an adversary's Anti-Access campaign is Access Assurance.

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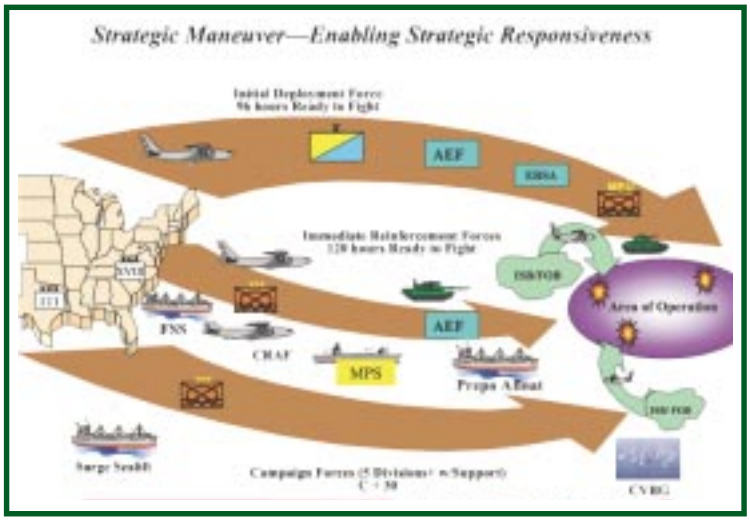
This is the third in a series of discussion papers on key issues relevant to strategic imperatives for the U.S. Army.

The Army's Role in Access Assurance (continued)

Current and emerging Army capabilities to successfully overcome Anti-Access strategies include:

- **Missile Defense**. The Army is developing the follow-on to the famous Patriot air defense missile that helped counter Iraqi SCUD missiles during Operation Desert Storm. The newest version, the PAC-3 (Patriot Advanced Capability-3) will form an integral part of any theater missile defense system of the future.
- **Joint Transport Rotorcraft (JTR), Advanced Tactical Transport (ATT) and High-Speed Shallow-Draft Ships**. These new transport platforms, currently in development, will allow the Army to expand the number of usable airfields and seaports, dramatically increasing the number of locations where U.S. troops and supplies may land. This will, in turn, allow *multiple landings in multiple locations simultaneously*, avoiding U.S. troops' becoming easy targets.
- **Tactically Organized Army Forces.** These can be *loaded and deployed in a distributed manner* by having units disaggregate for deployment into clandestine airfields and ports or over-the-shore landing points, and then reaggregate into combat formations as required for operations.
- **Deep-Strike Systems such as Comanche and the Army Tactical Missile System (ATACMS)**. These can operate as part of a joint "access enabling task force" against enemy missile forces.
- **Strike packages of C-17 deployable assets such as Crusader, Multiple Launch Rocket System (MLRS), radar, etc**. These can provide long-range, all-weather, precision fires that will assist in destroying the enemy's anti-access forces, allowing the deployment of Army maneuver forces.
- **Infantry forces equipped with Land Warrior**, a modular integrated fighting system capable of separating an enemy from a civilian population. There is no known foreign counterpart.
- **Highly trained, rapidly deployable combat units**. U.S. Army forces such as the 75th Ranger Regiment, Special Operations Forces, and the XVIII Airborne Corps provide the essential "kick down the door" capability needed to rapidly seize airfields, ports and other vital deployment facilities.

A Comprehensive Joint Access Assurance Strategy Includes:



AEF = Air Expeditionary Force
CRAF = Civil Reserve Air Fleet
CVBG = Carrier Battle Group
ERSA = Extended Range Strike Aircraft
FOB = Forward Operating Base
FSS = Fast Sealift Ship
ISB = Intermediate Staging Base
MEU = Marine Expeditionary Unit
MPS = Maritime Prepositioning Ships

- shaping the local environment prior to a conflict through engagement strategies including the use of Special Operations Forces to conduct unconventional warfare missions;
- paving the way for deploying U.S. forces by neutralizing or suppressing enemy Anti-Access forces and capabilities;
- dispersing U.S. forces and bypassing airfields and seaports to deny the enemy targets for Anti-Access weapons;
- employing ballistic and cruise missile defenses that deploy early to protect follow-on troops.

The U.S. Army is playing a vital role in Access Assurance.

A strategy of Access Assurance begins and ends with engagement.

Association of the United States Army
Voice for the Army—Support for the Soldier
SEPTEMBER 2001

U.S. Army Europe: A Forward-Deployed Strategic Platform

From 1945 to 1991, the European Theater of Operations was at the heart of the United States' struggle to contain the Soviet Union. Ten years later, only 62,000 Army troops remain—down from a Cold War height of 213,000. But beyond the numbers, **there have been other significant changes**. Recognizing the diminished threat from Russia, **the U.S. Army in Europe has transformed itself into a rapid deployment force** capable of quickly responding to a wide variety of missions over a large geographic area. This new focus, when combined with the mature and highly sophisticated logistics and support infrastructure in Europe, has created a force with true strategic agility that both helps to keep the peace in Europe and is ready to defend American interests anywhere in the world.

Power Projection—Europe is "an ocean closer" to the fight.

The proximity of U.S. forces in Europe to many potential points of crisis in Africa, the Middle East and Southeast and Central Asia means they can **respond and deploy much faster than U.S. troops based in the United States**. In addition, our troops in Europe are stationed within easy reach of multiple high-capacity ports and airfields.

- Use of theater C-130 airlift allows U.S. troops to immediately reach some regions and locations inaccessible to larger strategic lift aircraft.
- Immediate use of theater lift greatly reduces the time required to get U.S. troops on the ground.
- Use of theater lift frees valuable strategic lift assets for transportation of follow-on troops and logistics operations.

As part of their shift in focus, U.S. Army troops in Europe now provide a range of capabilities including **rapidly deployable heavy and light forces** that can be tailored into customized packages based on the mission:

- Quick-reaction light infantry company (130 troops)—deployable in ***24 hours***
- Airborne battalion combat team (800 troops)—deployable in ***36 hours***
- Immediate ready company with M1 tanks and M2 infantry fighting vehicles (80 troops, 10 armored vehicles)—deployable in ***48 hours***
- Mechanized infantry company with command and control, military police, engineer, reconnaissance and logistics support—deployable in ***96 hours***

Once on the ground, U.S. forces must be capable of executing **a wide variety of missions**. U.S. troops in Europe are trained and ready for a range of tasks including:

- *Warfighting Operations*: initial entry, securing a lodgement for follow-on forces, urban operations, full-spectrum combat, and evacuation of civilians;
- *Stability Operations*: humanitarian aid, peacekeeping, support for local forces, refugee assistance, and disaster relief management.

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This is the fourth in a series of discussion papers on key issues relevant to strategic imperatives for the U.S. Army.

U.S. Army Europe (continued)

Power Projection—Joint and Multinational Command and Control

The command and control of joint U.S. deployments will likely include multinational forces from our allies. Transformation of our European forces into a power-projection force includes significant changes to various command and control elements designed to make them more quickly deployable and interoperable with other U.S. services and allied nations.

- As a three-star command, the V Corps headquarters is capable of acting as a Joint Forces Land Component Command (JFLCC) element in future deployments. Having this command element permanently stationed in Europe will enable much more rapid and effective control of U.S. troops deployed to the region. In recent years, V Corps has changed its organization and equipment to ensure it can quickly deploy by air to any point of crisis in Europe, Africa or Southwest Asia.

Power Projection—Logistics, Support Troops and Infrastrucuture

Power projection requires a great deal beyond getting the troops on the ground. **A sustained deployment entails significant logistics support** to provide everything from medical care to supplies of food, fuel, ammunition, spare parts and water to soldier support operations such as mail delivery, laundry and administrative activities. Executing this full range of support operations requires a massive structure of supply depots, materiel handling and distribution equipment, transportation gear, and logistics command, communication and control facilities. Over the past fifty years, U.S. troops in Europe have developed the most extensive supply and logistics support network in the world. This network is a key enabler for U.S. forces deployed in Europe and almost anywhere else in the world.

Deployment Support: Placing and maintaining American forces requires a great degree of knowledge, training and special equipment to run port and airfield operations. Due to recent operations and exercises, U.S. Army support troops in Europe have more experience than anyone in rapidly deploying and sustaining combat power in a variety of locations.

Supply Support: Storing, moving, tracking and distributing the massive amount of supplies needed by U.S. and allied troops is a huge job requiring thousands of trained soldiers and logistics equipment. The Cold War supply network built up in Europe is one of the most extensive anywhere in the world. Today, it sustains U.S. troops in Bosnia and Kosovo as well as American forces stationed in the Middle East. This Europe-based network is an indispensable part of power projection and must be maintained.

Infrastructure: The European theater features some of the finest rail, port and airfield facilities in the entire world. U.S. troops in Europe have trained to use these facilities to rapidly deploy anywhere they are ordered. These numerous and high-quality transportation nodes are an essential component of power projection. Such a highly capable deployment infrastructure is crucial at a time when U.S. troops are deployed worldwide and cannot predict where they will next be sent.

The U.S. Army in Europe continues to support American interests by providing rapidly deployable combat forces and unequaled logistics support capabilities.

Torchbearer Message

AUSA stands firm in the belief that a potent landpower force is an essential part of a balanced and complementary set of military capabilities necessary to guarantee the national security interests of the United States. Landpower, supported by sea- and airpower, is the ultimate determinant of success in war. Only an army can control an enemy's land, infrastructure, resources and people. AUSA believes:

- The United States is a global power with global interests. We cannot build a wall, put our heads in the sand, and hope all of the world's problems will not affect us.

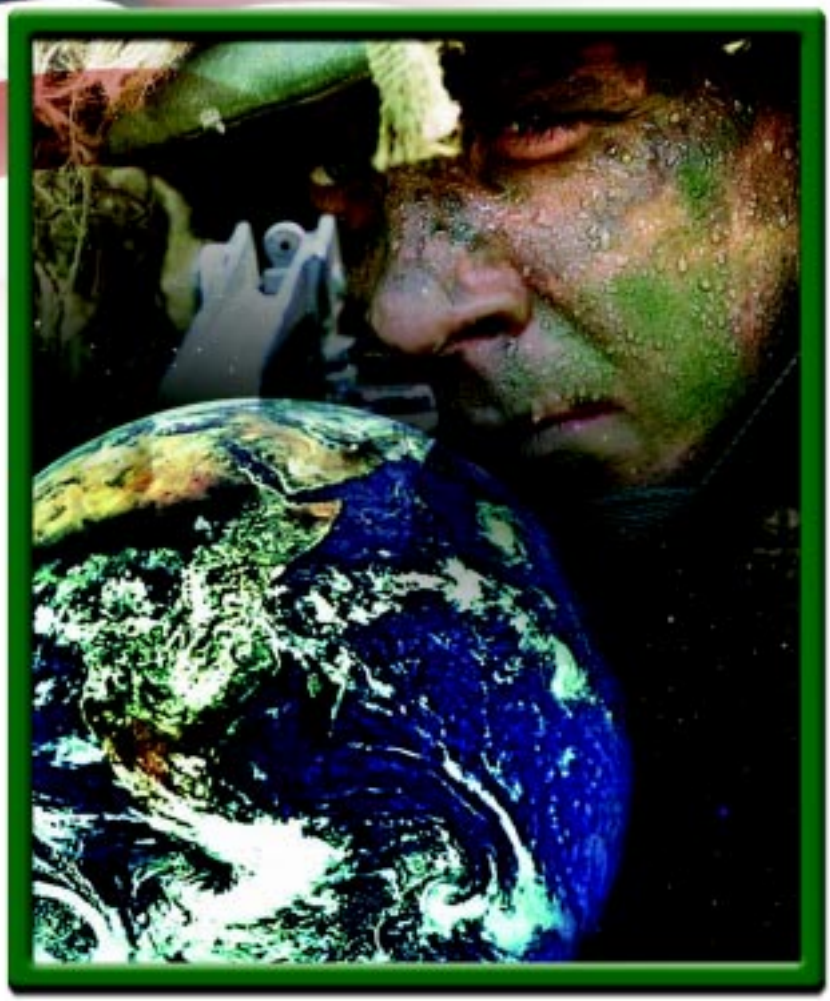
- In order to meet challenges abroad, our forces must pursue engagement strategies in peacetime. Programs like the National Guard State Partnership Program are an especially vital tool for shaping the international environment before a crisis erupts.

- Forward presence still counts. Having forward-deployed forces will allow the United States to project power where and when required. Our U.S. Army forces in Europe are a vital part of this forward presence engagement strategy.

- The Army brings vital tools to the table for confronting the anti-access challenges of the future. A balanced force of land-, air- and seapower is essential for overcoming these efforts to prevent America from defending her interests.

- Ours is a world of uncertainty. The threats to our interests are more complex and diverse than ever before. Therefore, the Army must be a force that is strategically responsive and dominant at every point on the spectrum of operations.

America's security needs are changing and the Army is changing with them.



A potent landpower force . . . an essential part of a balanced and complementary set of military capabilities necessary to ensure the national security interests of the United States.

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