



NEWPORT PAPERS

A Series of Point Papers
from the Naval War College and the
Navy Warfare Development Command
For Senior Leadership
In Response to Critical Issues

Strategy / CONOPS / Doctrine / Decision

United States Naval War College
Navy Warfare Development Command
Newport, Rhode Island

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Newport Paper: 17

**SETTING OUR COURSE IN THE TERROR WAR:
SYMPOSIUM EXECUTIVE SUMMARY**

Purpose: To provide highlights from the Naval War College symposium "Setting Our Course In the Terror War."

Background: The Naval War College conducted a symposium, "Setting Our Course in the Terror War," 29-31 October 2001. The symposium featured a series of speakers and panels, with representatives from Navy, Coast Guard and Joint commands and civilian specialists. An agenda and list of panelists are attached. The full report may be obtained by contacting Dr. Lawrence Modisett, whose contact information appears on the cover of this paper. It is also available on the SIPRNET at www.nwdc.navy.smil.mil.

Executive Summary:

The Naval War College conducted a symposium, "Setting Our Course in the Terror War," 29-31 October 2001. It featured a series of speakers and panels, including representatives from Navy, Coast Guard and Joint commands and civilian specialists. Key observations are highlighted below, by topic.

Continuing value of sea power. Speakers and participants, including the Chief of Naval Operations, ADM Clark, noted that operations in Afghanistan had reaffirmed the enduring contributions of the Navy to U.S. power projection capability, including sovereign platforms, strategic reach, flexibility, and stealth.

Need to balance roles, support USCG. ADM Clark and others underscored the challenge of balancing the continued requirement for forward deployments with the resumption of the Navy's traditional role of homeland defense, now undertaken in support of the Coast Guard. Participants recognized that the resource constraints of the Coast Guard, critical even before 11 September, require significant use of Navy assets. But one participant warned if diversion of assets significantly reduces the ability to operate forward, "we give our enemy a victory." Recommendations included coordinating procurement plans, revisiting the National Fleet concept, and continuing to activate Reserves, especially those with scarce specialized skills.

Maritime intercept operations (MIO). Discussion of operations focused most heavily upon MIO. VADM McGinn, Deputy Chief of Naval Operations for Warfare Requirements and Programs, offered the vision of a 2-3 year campaign that would eliminate the ability of an enemy to use the sea-lanes to attack the United States. Participants saw no significant military challenges to U.S. ability to conduct such operations. Citing a high success rate for container inspections in Rotterdam, they believed proper analytical methods could aid significantly in screening potential targets

for MIO. They also believed ship seizures would lead to greater self-policing. Targets should include not only "floating truck bombs" but illegal trade used to finance terrorist networks. Participants saw ample legal grounds for conducting MIO against suspected terrorists, including Article 51 of the United Nations Charter. Some believed rules of engagement require reevaluation.

Logistics. Participants noted that in the current campaign, the key role of naval forces has been to provide a sea base for tactical air support and special operations. This is likely to remain so, since access to most land bases will remain problematic. Participants called for greater emphasis on "offensive operational logistics" and recommended the Navy consider Army Prepositioned Ships as an alternative platform, as the UK did in the Falklands. The Global 2001 war game demonstrated the value of doing transfers at sea from Maritime Prepositioned Force platforms to high-speed lighterage, but such operations face difficult challenges, including heavy seas, C2 connectivity, and missile defense of logistics assets ashore.

Information operations (IO) and public diplomacy. ADM Clark cited information operations and public diplomacy as areas requiring "new thinking." Participants noted the endurance, signature control, and sovereignty of Navy platforms are advantageous for IO operations and called for a Navy component in U.S. IO strategy. ADM Fallon, Vice Chief of Naval Operations, cited the need to do better in matching IO preparations to expected challenges, such as non-literate audiences. The Honorable Alberto Mora, General Counsel of the Navy, noted parochialism among agencies hampers IO policy.

Intelligence. Discussion of operational issues led to extensive discussion of intelligence requirements and capabilities. Much of it focused on the need to better exploit existing data bases by upgrading data mining tools, improving connectivity among government agencies, expanding exchanges with other nations, and reaching out to sources not traditionally tapped, particularly the commercial sector. Participants also warned, however, that expanded cooperation must be balanced against the need for operations security. Both General Counsel Mora and ADM Blair, Commander-in-Chief, U.S. Pacific Command, noted there has been a relaxation of restrictions on information sharing between law enforcement and intelligence agencies. On collection, participants noted the Navy has given up much of its capability to the Joint world and cannot always count on those assets. They called for improving capabilities for persistent surveillance, using aerostats, Global Hawk, space-based radar, and combined radars. They also cautioned that collection systems built for blue water operations don't work well in the littoral. Participants noted the need to reexamine human source collection and strengthen analysis. Many emphasized the role of special operations forces (SOF) in intelligence collection, and some suggested it may be the primary role of SOF.

International cooperation. Many participants commented on the importance of allies and coalition partners in anti-terror operations. ADM Clark cited the value of international cooperation to the Navy as it attempts to maintain global operations while devoting four aircraft carriers to combat missions. There was a general sense that U.S. policy emphasis had shifted from unilateralism toward coalitions which, in the words of

VADM McGinn, may represent a "convergence of interests" or a "convergence of fears." Several participants cited as a model the "security communities" ADM Blair has fostered, where nations cooperate when they have mutual interests at stake, without making long-term binding commitments. ADM Blair particularly cited advances achieved in international cooperation through security assistance, training, and greater communications interoperability.

Security. The need for security was another overarching theme. Both ADM Fallon and VADM Mullen noted that recent terrorist attacks, particularly on the *U.S.S. Cole* and the Pentagon, had fundamentally changed thinking among naval personnel, heightening the focus on personal and operational security. As threats to combatants, participants cited mines, shore-launched torpedoes, and high speed underwater weapons. They also noted that under-manning of security forces had made land bases more vulnerable, requiring reinforcement by personnel from other specialties.

Continuing budget issues. Participants were not optimistic about future Navy budgets. ADM Fallon, VADM Mullen, and General Counsel Mora cautioned that any funding increases to fight terrorism were unlikely to relieve the long-term shortfalls apparent before 11 September when, in the words of the General Counsel, "managing the Navy was like managing a company in Chapter 11." Congressional Research analyst Ron O'Rourke warned that increased defense funding might not even cover needs arising directly from the current conflict. In allocating future spending, participants stressed the need to find the right balance between homeland defense and forward deployments, and between current operations and long-term investment. ADM Fallon recommended focusing resources on "high-value assets" related to information, engagement, access, and flexibility. One participant urged that cuts fall most heavily on "single-mission assets."

Transformation. Recognition of the challenges posed by anti-terror operations and continuing budget constraints evoked numerous views on naval transformation. VADM Mullen noted a tendency of the Sea Services to resist change, "which is sometimes a good thing and sometimes not." He called for improving command, control, communications, and intelligence (C4I); defense against chemical and biological warfare; and logistics. Mr. O'Rourke argued that the Navy lacks a clear vision for innovation and this shortcoming undercut the DD21 program. Indeed, participants expressed widely diverse views on future surface combatants. They noted the campaign in Afghanistan has validated the utility of aircraft carriers, but they also extolled the performance of unmanned aerial vehicles (UAVs) and called for their wider deployment on a range of platforms. Mr. O'Rourke recommended deploying UAVs on SSGNs as well as surface combatants, acquiring a naval version of the AC-130 gunship, and developing large, deep-penetrating weapons that could be launched from naval platforms. One participant believed increased MIOs would require lighter, faster ships but also affirmed a continuing need for big ships to "send a message." VADM Mullen noted smaller ships would make it easier to maintain forward presence but raise issues of sustainability and force protection, and he called for more investigation of what is technically feasible. ADM Fallon noted "big decks" provide flexibility. Another

participant suggested amphibious groups may replace carrier battle groups as the "universal force package."

Acquisition process. Participants recommended changes in the acquisition process to increase speed in fielding systems, sharing information between systems, and integrating new technologies into existing systems. To speed the fielding of new systems, they recommended the acquisitions community provide contractors general performance requirements, rather than design details. To speed the exchange of information, often hampered by unique proprietary features, a standard interface should be defined. To leverage advancing technology, there should be separate acquisition programs for new classes of platforms, which take 10 or more years for first delivery, and electronic equipment, which advances in 18-month roll-overs. New equipment could then more easily be used to upgrade existing platforms. Participants also considered the possibility of downgrading military specifications and relying more on commercial technology, but they acknowledged such a proposal would have to consider carefully the additional risks.

Deployments. Along with changes in platforms, weaponry, and acquisitions, some participants called for innovation in deployments. VADM McGinn suggested going from 6 to 7 month deployments, and ADM Fallon called for testing a Naval War College proposal for swapping crews and platforms to achieve greater efficiencies.

Setting Our Course in the Terror War

US Naval War College
29-31 October 2001

Notes:

Discussion on the first day will be at the unclassified level through the luncheon address and open to the news media. Beginning with the session at 1400 Monday, discussion will be at the SECRET level (except ADM Blair's unclassified address at 0930 Wednesday).

Day One (Monday 29 Oct)

MORNING PROCEEDINGS UNCLASSIFIED

- 0820 Admin remarks Dr. Lawrence Modisett
- 0830 Introduction RADM Rodney P. Rempt, USN
President, Naval War College
- 0845 Keynote address ADM Vernon E. Clark, USN
Chief of Naval Operations
Naval Missions In the New Strategic Environment
- 0945 Break
- 1000 Panel *Strategy Over the Next Five Years: Threats and Missions*
Moderator: Prof. Bradd Hayes
Scene-setting brief: The Security Environment Over the Next Five Years
(Presenter: Prof. Mack Owens)
Group discussion; general discussion and Q & A
- 1200 Lunch Officer's Club

AFTERNOON PROCEEDINGS SECRET

- 1330 Address VADM Michael G. Mullen, USN
Deputy Chief of Naval Operations for Resources,
Requirements and Assessments, N8
- 1415 Panel *Navy Contributions To Homeland Defense*
Moderator: Dr. Ken Watman
Scene-setting briefs: NWDC Draft Operational Concept;
Lessons from Homeland Security Series (Presenters: CAPT

Tom Crowley, USN, Navy Warfare Development
Command; Dr. Ken Watman)
Group discussion; general discussion and Q & A

1600 Break

1615 Briefing of
Opportunity RDML Michael C. Tracy, USN
Commander, Navy Region Northeast/ Submarine Group
TWO
The Submarine Campaign

1700 Conclusion of Day One

Day Two (Tuesday Oct 30)

0800-1600	War Game	Concepts of Operations [<i>conducted in parallel to groups</i>]
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MORNING PROCEEDINGS SECRET

0800 Admin remarks Dr. Lawrence Modisett

0815 Address Mr. Ron O'Rourke, Congressional Research Service
*Long-Term Implications for the Navy of the Current
Conflict*

0900 Panel *Naval Offensive Counter-Terror Operations*
Moderator: Prof. Barney Rubel
Scene-setting brief: Update on current operations against
Afghanistan (Presenter: CAPT Bruce Carter, USN)
Group discussion; general discussion and Q & A

1045 Break

1100 Report on Panels Summary of First Three Panels
Moderator: Dr. Lawrence Modisett
Prof. Bradd Hayes
Dr. Ken Watman
Prof. Barney Rubel

1130 Remarks ADM William J. Fallon, USN
Vice Chief of Naval Operations

1200 Lunch NWC Café

AFTERNOON PROCEEDINGS SECRET

1400	Panel	<i>Naval Operational Concepts Beyond the Terror War</i> Moderator: Prof. Tom Fedyszyn Scene-setting brief: The QDR and the Terror War (Presenter: CAPT Sam Tangredi, USN) <i>Group discussion; general discussion and Q & A</i>
1600	Break	
1615	Remarks	VADM Dennis V. McGinn, USN Deputy Chief of Naval Operations for Warfare Requirements and Programs, N7
1700		Conclusion of Day Two
1715	Reception	Mahan Rotunda

Day Three (Wednesday Oct 31)

Revised Schedule for Day Three

McCarty-Little Auditorium

0815	Admin remarks	Dr. Lawrence Modisett
0830	War game	Brief-out of Scenario Two (SECRET) Dr. Ken Watman
0915	Break	

Spruance Auditorium

0930	Address	ADM Dennis C. Blair, USN Commander-in-Chief, U.S. Pacific Command (UNCLASSIFIED)
1030	Break	
1045	Summary Brief	Analytic Over-View (SECRET) Dr. Ken Watman
1100	Remarks	Hon. Alberto Mora General Counsel of the Navy
1130	Concluding remarks	RADM Rodney P. Rempt, USN (SECRET) President, Naval War College



Setting our Course in the Terror War

US Naval War College
29-31 October 2001

Panel Members

Panel 1

Strategy Over the Next Five Years: Threats and Missions

Moderator: Prof. Bradd Hayes

Scene-setting brief: The Security Environment Over the Next Five Years

(Presenter: Prof. Mack Owens)

Members:

Mr. Hank Gaffney, CNA

Prof. Ahmed Hashim

Prof. Peter Liotta

Prof. Mack Owens

Dr. Harvey Sapolsky, MIT

Mr. Steve Schlaikjer, CNO/POLAD

Panel 2

Navy Contributions To Homeland Defense

Moderator: Dr. Ken Watman

Scene-setting briefs: NWDC Draft Operational Concept;

Lessons from Homeland Security Series

(Presenters: CAPT Tom Crowley, USN; Dr. Ken Watman)

Members:

RADM Michael F. Lohr, USN, N3/5L, NJAG

RADM Robert F. Duncan, USCG

RDML Miles Wachendorf, USN, N51

Mr. George Heavey, U.S. Customs Service

CAPT Tom Crowley, USN, NWDC

CAPT Bruce Stubbs, USCG (ret), Anteon

Panel 3

Naval Offensive Counter-Terror Operations

Moderator: Prof. Barney Rubel

Scene-setting brief: Update on current operations against Afghanistan (CAPT Bruce Carter, USN)

Members:

RADM Harry W. Whiton, USN, Commander, Naval Security Group

RADM Steve Smith, USN, SECNAV/OPA

RADM Charles L. Munns, USN, Commander, Submarine Group EIGHT

RADM Daniel S. Mastagni, USN, SEVENTH FLEET

RDML Charles Johnston, USN, NAVAIRSYSCOM

RDML Miles Wachendorf, USN, N51

RDML Michael C. Tracy, USN, Commander, Navy Region Northeast/ Submarine Group TWO

RDML (sel) Robert T. Moeller, USN, CINCPACFLT N3/5/7

Mr. Ron O'Rourke, Congressional Research Service

CAPT Ronald W. Brinkley, USN, SWOS

CAPT Dave Jones, USN

Panel 4

Naval Operational Concepts Beyond the Terror War

Moderator: Prof. Tom Fedyszyn

Scene-setting brief: The QDR and the Terror War
(Briefer: CAPT Sam Tangredi)

Members:

RADM Steve Smith, USN, SECNAV/OPA

RADM Daniel S. Mastagni, USN, SEVENTH FLEET

RDML John C. Harvey, USN, N12

RDML Paul Sullivan, USN, NAVSEA

RDML Christopher M. Moe, USN, N71

Mr. Hank Gaffney, CNA

Dr Edward Liszka, ONR

CAPT Don Inbody, USN, OSD C3I

CAPT Sam Tangredi

CAPT Scott Thomas, USN, N421

CDR John Dickman, USN, SSG