

## Chapter 1

# TRANSITION FROM JOINT NUCLEAR DOCTRINE

### THE NUCLEAR ENVIRONMENT

A nuclear environment exists if either adversary in a conflict possesses nuclear capabilities and if any of the following elements are present:

- There is a capability by a belligerent to deliver weapons of mass destruction.
- A nuclear weapon is in the area of responsibility (AOR).
- There is a possibility of deployment or employment of nuclear weapons into an AOR.

In a nuclear environment decisive battles might be greatly compressed. The course of campaigns could be radically altered or accelerated. The threat of, and the lethal consequences of, nuclear-weapons use can greatly influence military operations and increase the battlefield's complexity. The Army, supported by joint assets, must be capable of conducting all operations in such an environment.

Nuclear operations fall into two basic categories: immediate nuclear support and preplanned nuclear support. Both terms define the use of nuclear weapons against hostile forces in support of friendly air, land, and naval operations (nuclear support). Should the employment of nuclear weapons become necessary, the commander in chief (CINC) and/or joint forces commander, after receiving release permission from the President through the National Command Authorities (NCA), can use either of these two forms of support—

- To alter the balance between firepower and maneuver.
- To affect the tempo and destructiveness of operations.
- To respond to the enemy's use of weapons of mass destruction.

Using nuclear weapons at the proper time and place can create conditions for decisive results. Commanders at corps and above integrate nuclear

weapons into other systems to achieve the greatest operational advantage. Nuclear-weapons use will not change warfare fundamentals. However, it will create conditions that could significantly affect how commanders apply them.

### LEVELS OF WAR

The levels of war—strategic, operational, and tactical—help clarify activities by echelons within the theater across the full range of military operations. They provide a useful framework within which a CINC can order activities within his area of responsibility. The levels of war also help commanders visualize a logical flow of operations, an allocation of resources, and the assignment of tasks. Each level of war is defined by the extent of command authority, scope of perspectives, designated responsibilities, and the intended outcome.

At the strategic level of war, the perspectives are worldwide and long-range. At the operational level of war, military forces attain theater strategic objectives through designing, organizing, and conducting campaigns and major operations. The concern at the tactical level of war is the execution of battles and engagements.

The CINC normally operates at the theater strategic level of war. The corps commander could be the senior Army commander subordinate to the CINC. In this capacity he may operate at the operational or tactical levels. In this situation the corps commander may also be responsible for the nuclear target-nomination process and the nuclear, biological, and chemical (NBC) protection process.

Concerns and views regarding nuclear employment differ at each level of nuclear operations. Battlefield nuclear operations support the operational-level commander's concept and intent. Corps and EAC commanders are normally responsible for nuclear target nominations. Commanders at division and lower levels normally operate at the tactical level of war and are responsible for the NBC defense process.

## DETERRENCE

Although the US military force's overriding mission is to deter war, especially nuclear war, the intent behind the 1991 Presidential Nuclear Initiative (PNI) was to enhance national security through arms reduction while preserving the capability to regenerate selected forces if required. Recent arms control agreements and unilateral initiatives provide for real reductions in the arsenals of nuclear powers. However, even with the most optimistic outlook, the sheer number of remaining weapons is formidable. An increasing number of potentially hostile states are developing or have the capability to develop weapons of mass destruction. Therefore, the US must maintain a modern, reliable, and fully capable strategic deterrent as its number one defense priority.

Deterrence is the product of a nation's military capabilities and that nation's willingness to use those capabilities. The US' policy is to terminate conflict at the lowest possible level of violence consistent with national and allied interests. The ability to conduct operational- and tactical-level nuclear activities enhances US deterrent policy.

The potential employment of nuclear weapons at theater level, when combined with the means and resolve to use them, makes the prospects of conflict more dangerous and the outcome more difficult to predict. The US' position is that it can achieve deterrence if any potential enemy believes the outcome of nuclear war to be so uncertain, and the conflict so debilitating, that he will have no incentive to initiate a nuclear attack. The resulting uncertainty reduces a potential aggressor's willingness to risk escalation by initiating conflict.

At the same time, a credible defensive capability, which would include the threat of employing nuclear weapons, could bolster the resolve of allies to resist an adversary's attempts at political coercion. For example, the US' capability of responding to biological and chemical attacks with nuclear weapons would likely reduce or eliminate such attacks.

Nuclear weapons contribute to but do not by themselves ensure deterrence. To have a credible nuclear deterrent requires a nation to have the means, the ability, and the will to employ nuclear weapons. The nation must also have—

- A reliable warning system.

- A modern nuclear force.
- The capability and flexibility to support a spectrum of response options.
- A deployable defensive system for theater protection.

The threat of nuclear escalation is a major concern in any military operation involving the armies of nuclear powers. Controlling escalation is essential to limiting a rational threat's incentive for nuclear response. Escalation control involves a careful selection of options to convey to the enemy that, although the US is capable of escalating operations to a higher level, it has deliberately withheld strikes.

The US views restraint in the use of nuclear weapons as an important way to control the escalation of warfare. Restraint provides leverage for a negotiated termination of military operations. However, the US cannot assume a potential enemy will view restraint in the same way, or that he will not employ weapons of mass destruction. Therefore, the US must be capable of deploying those forces necessary to defeat aggression, provide coercion, and bring the war to a speedy termination on terms favorable to the US and its allies. Commanders and staffs at all levels must continue to be familiar with nuclear-weapons effects, the actions required to minimize such effects, and the risks associated with using nuclear weapons.

## THE THREAT

The Cold War era's definitive threats to American security were nuclear surprise attack and the possible invasion of Western Europe. The new threat is worldwide regional instability (including the possible regional use of nuclear weapons) coupled with the proliferation of weapons of mass destruction.

Developing countries as well as regional powers are gaining the ability to manufacture nuclear arsenals. The current threat from developing nations primarily consists of short- and intermediate-range ballistic and cruise missiles and aircraft capable of carrying nuclear weapons and other weapons of mass destruction. Other threats, such as terrorists groups, may also possess nuclear weapons.

A nation that has the capability of using ballistic or cruise missiles and high-speed aircraft to deliver weapons of mass destruction at extended ranges

significantly increases those weapons' effectiveness as instruments of terror. Such capability also enhances the possibility of conflict escalation beyond a hostile region's boundaries.

The use of, or the threat of using, weapons of mass destruction within a campaign or major operation can cause large-scale shifts in objectives, phases, and courses of action (COA). Nuclear weapons make it possible to drastically change the effective ratio of regional forces and equipment and to create conditions favorable to a threat's operations. Consequently, if a potential adversary is not successful conventionally, he might consider using weapons of mass destruction.

The most accepted enemy employment methodology to destroy critical targets is surprise. A potential enemy might try to destroy massed units and all other critical targets using various nuclear-weapons burst options (space bursts, air bursts, surface bursts, below-surface bursts). Such attacks might be single attacks or part of a group of massed nuclear strikes. Therefore, retaliation or escalation would result in the likelihood of nuclear use against friendly forces. Or, retaliation or escalation could be used in response to an enemy's first use of weapons of mass destruction.

One element of the commander's critical information requirements (CCIR) is determining if the theater threat is capable of using weapons of mass destruction. The answer dictates future command actions.

## **PROLIFERATION, NONPROLIFERATION, AND COUNTERPROLIFERATION**

Proliferation is the process by which one nation after another comes into the possession of or attains the right to determine the employment of nuclear weapons, each potentially able to launch a nuclear attack upon another nation. Nonproliferation efforts focus on preventing the spread of missiles and weapons of mass destruction through arms and export controls beyond the scope of corps and EAC interest. Counterproliferation strategy focuses on military measures centering both on how to deter or discourage as well as how to defend and attack against the possible use of such weapons.

The Department of Defense's (DOD) counterproliferation initiative recognizes the goal of preventing proliferation of weapons of mass destruction and their associated delivery systems. It also recognizes that the US must continue to expand its efforts to protect forces, interests, and allies. The initiative has two fundamental goals:

- To strengthen DOD's contribution to governmentwide efforts to prevent, or diplomatically reverse, the acquisition of weapons of mass destruction.
- To protect US interests and forces (as those of its allies) from WMD effects by assuring that US forces have the equipment, doctrine, and intelligence needed to confront, if necessary, any future opponent who possesses weapons of mass destruction.

The Department of Defense marshals its unique technical, military, and intelligence expertise—

- To improve arms control compliance.
- To control exports.
- To inspect and monitor the movement of nuclear materials.
- To interdict shipments for inspection during crises.
- To strengthen the norms and incentives against WMD acquisition.

The Department of Defense's acquisition strategy in the areas of command, control, communications, and intelligence (C<sup>3</sup>I), counterforce operations, active defense, and passive defense address the following critical counterproliferation challenges:

- Detecting and destroying WMD capabilities from production through storage to deployment.
- Conducting military operations in a WMD environment.
- Dealing with consequences of WMD use, including medical treatment, clean-up, and recovery.
- Coping with the diffusion of new technologies.

NOTE: This manual concerns the nuclear part of weapons of mass destruction.

Although nuclear weapons are an element of deterrence, potential regional adversaries might or might not understand the deterrence value of the

US' nuclear weapons. If the goals of promoting peace, deterring war, and resolving conflicts fail, deterrence fails. Therefore, fighting and terminating hostilities become paramount. United States doctrine assumes that if the potential foe is capable of using weapons of mass destruction, then US forces must act accordingly.

## **NUCLEAR FORCES**

Nuclear-capable forces (Navy and Air Force) are instruments of national power in regional conflicts. They contribute to theater deterrence or provide a war-fighting option to the NCA.

Because the Army no longer has an organic nuclear capability, the Navy or Air Force will provide nuclear support. The Army can now only nominate nuclear targets, usually at no lower than the corps level. The division normally is limited to NBC protection activities.

The capability of the US to deploy nuclear forces into a theater significantly complicates the enemy's planning process. The alert status of nuclear forces is a function of the world situation at any given time and, thus, enhances their responsiveness.

## **LEADERSHIP**

Battlefield stress in a nuclear environment will be higher than US forces have ever experienced. Only disciplined, well-trained, and physically fit units can function well in such an environment. Commanders who understand this and who provide soldiers with strong, positive leadership; good mental and physical preparation; and clear, comprehensive plans will ensure soldiers are in a better position to survive and win.

Units may have to operate with reduced mutual support and fire support, with degraded electronic communications abilities along extended lines of communications (LOC), and possibly without centralized control or continuous communications. Therefore, to improve command and control (C<sup>2</sup>) leaders must work toward three general goals (which take on added importance in nuclear operations):

1. Instill an aggressiveness in their units that will transcend the shock and stress of the nuclear environment.

2. Train junior leaders to think and operate independently.

3. Develop small-unit cohesion.

Commanders and staffs must fully understand the potential of nuclear-weapons use by both an adversary and by a US joint force. They must also have a working knowledge of—

- Nuclear-weapons effects.
- Employment doctrine.
- Survivability measures necessary to preserve combat power.
- Medical requirements as a result of a nuclear explosion.
- The psychological impact of nuclear warfare on soldiers and units.

As commanders plan and fight successive battles involving actual or possible nuclear operations, they must continually assess their soldiers' psychological and physiological stresses. Commanders must emphasize situations in training, exercises, and leadership which will help soldiers accomplish their missions.

## **TRAINING**

On a nuclear battlefield every soldier will confront new and strange circumstances and be under constant danger of attack. Nuclear weapons will quickly cause many casualties as well as intermediate and long-term radiation effects. Soldiers will be exposed to death and destruction of a magnitude far beyond imagination and may have to operate in widely dispersed, isolated, and semi-independent groups. Everyone must understand and practice survival and mitigation techniques. Such techniques will give soldiers direction and confidence in a confusing, frightening situation.

The large and sudden losses that a nuclear attack will cause will shock and confuse inadequately trained or psychologically unprepared troops. Reaction times will be slower, and the ability to respond to leadership and the desire to perform at peak proficiency may be degraded. The violence, stress, and confusion can easily divert attention from battlefield objectives. Extraordinary discipline and leadership are vital to overcoming distractions,

maintaining the mission's focus, and pressing the fight.

Training, the cornerstone of success, technically and psychologically prepares soldiers for the nuclear environment. Successful nuclear operations require expanded combat training that includes—

- Mitigation techniques against nuclear effects.
- Radiation monitoring.
- Decontamination techniques.
- Operations exploiting nuclear-weapons use.
- Recovering and regrouping after an attack.
- Handling mass casualties.
- Having to use degraded resources to accomplish the mission.
- Nominating nuclear targets.

Soldiers will fight as well or as poorly as they have been trained. Clear, concise policies and guidelines provide control and direction. Commanders must emphasize the fact that aggressive maneuver, even by relatively small units, will have a high probability of success in the confused aftermath of a nuclear attack.

NOTE: See FM 25-50 for in-depth discussions of these topics.

## SUMMARY

This chapter describes the transition of joint nuclear doctrine to Army-oriented nuclear doctrine. A nuclear environment exists if either adversary in the conflict possesses nuclear capabilities. The levels of war clarify simultaneous activities Army forces conduct in the theater. Each level supports the next higher level of war.

The overall mission of military forces is to deter war—especially nuclear war. If deterrence fails, the US must be capable of deploying the forces necessary to defeat aggression, provide cohesion, and bring war to a speedy termination on terms favorable to the US and its allies.

The threat is worldwide regional instability (including possible use of nuclear weapons) coupled with the proliferation of weapons of mass destruction. Proliferation occurs when nations acquire and have the ability to use nuclear weapons against another nation. Nonproliferation activities attempt to prevent the spread of weapons of mass destruction. Counterproliferation centers on how to deter, defend, and attack against possible use of nuclear weapons.

In the event of either friendly or enemy nuclear-weapons use, commanders must provide soldiers with strong positive leadership, good mental and physical preparedness, and clear comprehensive plans. Positive leadership will ensure soldiers survive and win. Training is the cornerstone for success.