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THE UNDER SECRETARY OF DEFENSE

WASHINGTON, D. C. 20301-2000

POLICY

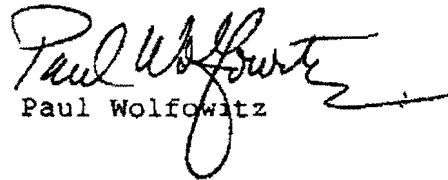
In reply refer to:
I-92/29302

MEMORANDUM FOR THE SECRETARY OF DEFENSE
DEPUTY SECRETARY OF DEFENSE

SUBJECT: Approval Draft of the Defense Planning Guidance
--ACTION MEMORANDUM

Attached for your approval is the Defense Planning Guidance, FY 1994 - FY 1999. The document has been widely reviewed with all major issues resolved.

I recommend you approve the document and sign the memorandum of conveyance that appears next under.


Paul Wolfowitz

Coordination:

Chairman, Joint Chiefs of Staff _____

Prepared by: Dale A. Vesser and Zalmay M. Khalilzad

Unclassified when separated from attachment

Classified by: USD(P)
Declassify on: OADR

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SECURITY CLASSIFICATION APPEALS PANEL.
E.O. 13526, SECTION 5.3(b)(3)
ISCAP No. 2008-003, document 6

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THE UNDER SECRETARY OF DEFENSE

WASHINGTON, D. C. 20301-2000

May 5, 1992

POLICY

MEMORANDUM FOR SECRETARY OF DEFENSE
DEPUTY SECRETARY OF DEFENSE

SUBJECT: Defense Planning Guidance -- Major Comments Received(U)

(U) Attached is the full Defense Planning Guidance (DPG) document in two parts: TAB A is the final review version of the Policy, Strategy and Programming sections, which you have seen before. TAB B is the Illustrative Planning Scenarios Annex on which I still need to work a couple of issues with the Chairman. It is included here because it is an integral part of the DPG and in case you want to do an initial review.

(U) We have incorporated most of the comments we received from the Service Secretaries, Director, Joint Staff, USD(A) and ASDs into the DPG. In the attached draft significant additions and comments not taken are indicated by a footnote with a brief reference to the specific concern and interested party.

(U) There have been relatively few changes to the first half of the draft DPG. It is still a rather hard-hitting document which retains the substance you liked in the February 18th draft. If you have time you might want to read the first nine pages again to assure yourself on this point. (You may want to check the paragraph added on page 6 to meet a Joint Staff concern.)

(U) A few of the additions and issues should be brought to your attention here:

-- (U) SDI. On SDI we have noted that we are proceeding, "with the support of Congress, as reflected in the Missile Defense Act of 1991." (pp.14 and 31)

-- (U) Six Pillars. To help identify our restructured programming priorities, we have shifted from the traditional four pillars of military capability to six pillars of defense resources. At Don Yockey's request we have retitled the two new pillars formed out of the traditional modernization pillar: "Science and Technology" replaces "Research and Development" in the previous draft and "System Acquisition" replaces "Procurement." (pp.29-30)

-- (U) Total Force Policy. The previous draft talked about maintaining military personnel in that component "in which they can effectively accomplish required missions quickly, with minimum casualties, and at the least cost." In partial response to a comment from Steve Duncan and after discussion with General

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Powell, we have changed the text to read, "in which they can most effectively (including with minimum casualties) and most economically accomplish required missions." (p.31)

-- (U) B-2 Orientation. The summary of the Base Force does not list B-2s under nuclear forces but under "conventional bomber capability, including 20 B-2s." Don Rice supports this. (p.31)

-- ~~(S)~~ Navy Base Force. At the Navy's request the statement of its Base Force uses "about 150 major surface combatants and amphibious lift for 2.5 Marine Expeditionary Brigades" instead of the public characterization, "....."(p.31)

-- ~~(S/NE)~~ Army Corps in Europe. At the Army's request and after discussion with the Chairman, we have changed language on a heavy corps in Europe from "retain" to "commit." This provides the Army some flexibility for programming below "....." in Europe after FY 1995. (p.34)

-- ~~(S/NE)~~ SWA Prepositioning. As you will remember from the Mobility Requirements Study, I believe it is important to preserve the option to preposition an additional two heavy brigade sets to counter threats in SWA. The Army's comments indicated a preference for prepositioning on land vice afloat and suggested saying "in "....." Given our difficulty in "....." retained the language "afloat," but edited to continue with, "or, preferably, on land at suitable sites." (p.35)

-- (U) Sealift. Various parties wanted more or less specificity for additional sealift. This draft sticks with the Mobility Requirements Study's designation of some elements of its recommendations as notional and others as minimum criteria. A paragraph was also added to reflect Sean O'Keefe's concerns. (pp.35-6)

-- (U) SOF Guidance. This draft provides for SOF force structure at the end of the Crisis Response section. The proposed language is, "Program to maintain not more than the AC/RC force totals in the FY 93-97 President's Budget." (p.37)

-- ~~(S)~~ Reconstitution. Don Rice feels that rather than keep older aircraft mothballed in support of reconstitution, it is better to use them via FMS to strengthen allies and build influence. We agree FMS is important, and our best information suggests there will be ample aircraft for near-term FMS in addition to the level specified in the draft for "smart layaway" for reconstitution. (p.37-9) In addition, we raise in the strategy section the concept that our reconstitution assets could also prove useful to allies as the basis for a future "lend-lease" type support (although we do not use that term) in the face of a

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large, unanticipated threat. (I am sending you a separate memorandum on this concept). (p.19)

-- (S) Transfer of War Reserve Stocks. Before disposal of current war reserve inventories that prove excess to the new sustainability guidance, we call for consideration of their possible utility for later. (p.42)

-- (U) Sustainability. The previous draft directed the Services to program for the 45 highest consumption days for the two most demanding Major Regional Contingencies (MRC). The current draft specifies MRC-East (Southwest Asia) and MRC-West (Korea) as the two contingencies to use in calculating sustainability for munitions, spare parts, fuel, etc. This responds to a comment from the Director, Joint Staff anticipating Congressional resistance to requirements based on a major contingency in Europe. He prefers to focus analysis on the more likely and more concrete scenarios. Although an MRC in Europe could be more demanding in many respects than MRC-East or West, the great uncertainty about many needed assumptions render it a questionable basis for deriving sustainability programs. (pp.41-3)

(U) I would note that the current guidance marks a considerable advance. Traditional formulations tended to call for 60 days of stocks for the whole force for global war. Our guidance focuses on the specific forces that have been deployed to and engaged for quick decision in the two specific regional contingencies. It also directs consideration of different levels of combat intensity in calculating stockpile size.

(S) David Chu feels we should use more meaningful measures than "days of supply" and would prefer to call for "adequate stocks to meet operational objectives." However, he offered no alternative measure. For threat-oriented munitions we establish a requirement to provide high confidence of destroying 75% of the threat targets. Further, we have adjusted the language to encourage programming for the full operational requirement if resources permit.

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-- (U) MILSTAR. This draft identifies MILSTAR as "a high C3 priority." Both Don Yockey and David Chu questioned mandatory guidance in the previous draft to treat MILSTAR as "the highest C3 priority." (p.48)

Paul W.
Paul Wolfowitz

Scotter and his folks have done a remarkable job. We have never had a Defense Guidance this ambitious before.

Prepared by: David M. Shilling, x44535



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MAY 13 1992

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(U) We have incorporated most of David Addington's comments and those we received from the Service Secretaries, Director, Joint Staff, USD(A) and ASDs. In the attached draft significant additions and comments not taken are indicated by a footnote with a brief reference to the specific concern and interested party.

(U) There have been relatively few changes to the first half of the draft DPG. It is still a rather hard-hitting document which retains the substance you liked in the February 18th draft. If you have time you might want to read the first nine pages again to assure yourself on this point. (You may want to check the paragraph added on page 6 to meet a Joint Staff concern.)

(U) A few of the additions and issues should be brought to your attention here (at TAB C is the earlier memorandum on this subject I sent you last week which includes a longer list):

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-- (U) Six Pillars. To help identify our restructured programming priorities, we have shifted from the traditional four pillars of military capability to six pillars of defense resources. At Don Yockey's request we have retitled the two new pillars formed out of the traditional modernization pillar: "Science and Technology" replaces "Research and Development" and "System Acquisition" replaces "Procurement." (p.30)

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-- (U) SDI. The guidance on SDI directs programming including a number of specific dates. To meet this schedule requires concurrent development which is an exception to the new acquisition approach. We are still working to craft some language recognizing the need for prudent management and discriminating choices if these dates are to be achieved. (p.33)

-- (~~S/NE~~) Army Corps in Europe. At the Army's request and after discussion with the Chairman, we have changed language on a heavy corps in Europe from "retain" to "commit." This provides the Army some flexibility for programming below [] in Europe after FY 1995. (p.34)

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I'm biased, but I think this is an impressive document that faithfully reflects the direction you have set for the Department. Scooter and his troops deserve to be congratulated.