Context for U.S. Navy Capstone Strategies and Concepts

Peter M. Swartz
with Karin Duggan

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December 2011

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Approved for distribution: December 2011

Dr. W. Eugene Cobble, Jr.
Director, Strategic Initiatives Group

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US Navy capstone documents of the 1970s

- 1970  Project SIXTY
- 1974  Missions of the U.S. Navy
- 1975  Strategic Concept for the U.S. Navy
- 1977  NWP 1: Strategic Concepts of the U.S. Navy
- 1978  NWP 1: Strategic Concepts of the U.S. Navy (Rev. A)
- 1978  Sea Plan 2000
- 1979  CNO Strategic Concepts & The Future of U.S. Sea Power

1970s: The world, the nation & the Navy

<table>
<thead>
<tr>
<th>Year</th>
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### Comparing national economic power (1970-1980)

#### Ranked by Gross Domestic Product (GDP). Also percent share of world GDP*

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<td>Italy</td>
<td>China</td>
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<td>Italy</td>
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<tr>
<td>25%</td>
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<td>8</td>
<td>6</td>
<td>5</td>
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*Source: World Bank. + Excludes USSR.

### Growth of world maritime trade (1970-1980)

![Graph showing growth of world maritime trade from 1970 to 2010](image)

Source: UNCTAD (with 2010 data added)

Ranked by reported defense expenditures*

<table>
<thead>
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<tr>
<td>1980</td>
<td>USA</td>
<td>USSR</td>
<td>UK</td>
<td>FRG</td>
<td>France</td>
<td>S. Arabia</td>
<td>China</td>
<td>Japan</td>
<td>Italy</td>
<td>Iran</td>
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</tbody>
</table>


1970s: Global Trends in Armed Conflict*

Magnitude of warfare in the world

- Warfare totals
- Societal warfare
- Interstate warfare

*Center for Systemic Peace, Center for Global Policy, George Mason University
1970s: Global trends in armed conflict

- Chart based on a rating scale developed at Center for Systemic Peace, Center for Global Policy, George Mason University
- Societal warfare the predominant mode of warfare since the mid-1950s
  - Increased during the 1970s
- Low level of interstate warfare since World War II
  - Moderate increase began in late 1970s
- Steep rise in number, lethality of terrorism incidents throughout the decade

1970s: Natural disasters reported

![Graph showing the number of disasters reported from 1970 to 1980](chart.png)
1970s: The world (I)

- Growing international system
- Interstate security competition dominated global affairs
- Bi-polar international system: US & USSR
  - Two large alliance & economic systems: “1st & 2nd worlds”
  - Superpower political, military & economic enmity & rivalry throughout the world, including the global commons (sea, air, space) & especially in “3rd world”
  - Leonid Brezhnev led USSR (since 1964)
- Cold War continuing; detente in early-mid 70s
- Increasingly violent world; # of autocratic gov’ts grew
- Non-Proliferation Treaty (NPT) (1970)
  - But 1st Indian test of nuclear weapons (1974), 1st S. African test (1979), Pakistani nuclear weapons development

1970s: The world (II)

- US increasingly connected economically w/ rest of world (ROW)
- “Group of Six” (G-6) formed as key global economic leadership forum (1975)
  - US, UK, FRG, France, Italy, Japan
- Became “Group of Seven (G-7) (1976)
  - Canada
- Low Soviet economic integration w/ ROW
  - Negligible trade with US
1970s: The world (III)

- Significant growth in world seaborne trade volume
- 50% of world’s ships built in Far East; Western Europe share fell from 40% to 25%; US share in single digits
- World shipbuilding soared till 1973 oil shock, then plummeted
- Oil prices soared throughout the decade (from 1973)
  - Oil price spikes: 1973-4 & 1979-80
- Insignificant # of reported piracy incidents
  - No central data collection point
- NGO at-sea anti-nuclear testing, anti-whaling ops (from 1971)
  - Don’t Make a Wave Committee, later Greenpeace, Sea Shepherd

1970s: The world (IV)

- Suez Canal closed by Egypt (1967-1975)
- Many coastal states claimed vast territorial seas
- US tanker Manhattan NW Passage cruise sparked Canadian Arctic sovereignty concerns (1969)
- IMO international Convention for the Safety of Life at Sea (SOLAS) (1974)
- Number of reported climatic & other natural disasters in the world triples
- World food crisis (1972-74)
  - Shortages, price hikes led to famines, unrest
1970s: The world (V)

- USN the world’s dominant seapower; but increasing global Soviet Navy capabilities
  - Dramatic Soviet Navy expansion & modernization under ADM Gorshkov (CinC since 1956)
    - Coherent Soviet peacetime naval diplomacy & wartime sea denial/strategic nuclear force strategies developed
    - Small, fast, automated, titanium alloy deep-water Alfa-class SSNs (since 1969)
    - Improved TU-22 Backfire w/ AS-4 ASUW missiles (from 1969)
    - New Delta-class SSBNs w/ long-range SLBMs (from 1972)
    - Kiev-class carriers (1975)
    - 1st quiet SOVNAV SSN (Victor III) (1979)
    - Anti-USN RORSAT & EORSAT space surveillance (from 1974)
    - Increased Soviet Navy access to overseas facilities, e.g.: Guinea (1970), Cam Ranh Bay (1979)
    - But lost access to Egypt (1976), Somalia (1977)

1970s: The world (VI)

- NATO strategy of “flexible response” (since 1968)
- France outside NATO military command structure (since 1966)
  - US military no longer stationed in France
  - France deployed her own SSBNs (from 1971)
- Most NATO allies denied US bases & airspace to resupply Israel during Yom Kippur War (1973)
- Greek-Turk Cyprus War (1974)
  - Fall of Greek military junta regime (1967-74)
  - Ethnic partition of Cyprus; Turks occupied north
1970s: The world (VII)

- UK defense drawdown, including Royal Navy
  - Forward-deployed Royal Navy (RN) forces withdrawn from “East of Suez” (Bahrain, Singapore) (1971)
    - Also Simon’s Town, South Africa (1975)
  - Fleet carriers retired; replaced by VSTOL ASW carriers
    - Fleet carrier show of force off Guatemala, in support of British Honduras (1972)
  - RN forward stations replaced by occasional Group Deployment six-month cruises
    - But Beira Patrol vs. oil for Rhodesia maintained (until 1975)
    - Armilla Patrol established in Arabian Sea (1979)

1970s: The world (VIII)

- PRC, PLA postured vs. Soviet invasion
  - PLAN coastal defense posture vs. Soviet amphibious ops
  - Emerging “near seas defense” capabilities and strategy
- PRC Great Proletarian Cultural Revolution (GPCR) raged, then ended (1966-1976)
- PRC occupied Paracel Islands; PLAN defeated VNN in South China Sea naval battle (1974)
- PRC deployed 1st SSNs (from 1974)
- Death of PRC leader Mao Ze-Dong (1976)
- Emergence of Deng Xiao-Ping as PRC leader (from 1978)
- PRC self-sufficient in energy
1970s: The world (IX)

- Taiwan industrializing under KMT dictatorship of Chiang Kai-Shek & son Chiang Ching Kuo
- Vietnam War raged, then ended (1975)
  - Vietnamese Communist regime aligned with USSR
  - Vietnam invaded PRC-aligned Communist Cambodia; set up new regime there (1978)
- Deterioration of PRC-Vietnamese relations
  - PRC incursion across Vietnam border (1979)
  - Soviet Navy deployed off Vietnamese coast

1970s: The world (X)

- Soviet-supported Stalinist Kim Il-Sung dictatorship in North Korea
- Muslim armed rebellions in Mindanao, S. Philippines
- Five Power Defense Arrangements (FPDA) signed by UK, Australia, New Zealand, Malaysia, Singapore (1971)
- Japan regained Okinawa, other occupied islands, from US (1972)
1970s: The world (XI)

- Middle East transformed by Arab-Israeli wars (1967, 1973)
- Baath Party control in Iraq, supported by USSR (from 1968)
  - Saddam Hussein President (1979)
  - Treaty of Friendship & Cooperation – including military assistance – with Soviet Union (1972)
- Anti-US Qadhafi coup vs. Libya king (1969)
  - Wheelus AFB closed (1970)
  - Soviet Union delivered Foxtrot-class submarines (1978-80)

1970s: The world (XII)

- Anwar Sadat succeeded Gamal Abdel Nasser as President of Egypt (1970)
- Jordan-PLO-Syria war, crisis (1970)
- Yom Kippur War (1973)
  - Battle of Latakia
    - 1st naval battle in history between surface-to-surface missile-equipped boats, & using electronic deception
- Oil shock: Saudis, others refused to sell oil (1973)
- Egypt changed patrons (US vice USSR) (1972-6)
- Lebanon civil war (from 1975)
- Egypt-Israel Peace Treaty (1978)
  - Camp David Accords (1978)
1970s: The world (XIII)

- Indian Ocean issues became salient
  - British withdrew from East of Suez
    - British Indian Ocean territories (BIOT) created (1965)
    - UK forces left now-independent Bahrain, Qatar, UAE (1971)
    - UK patronage of Shah of Iran diminished
    - Last Royal Navy fleet carrier decommissioned (1978)
  - Increased US Navy, Soviet Navy presence, basing
    - SOVINDRON deployed (since 1968)
    - Increased Soviet influence in South Yemen (Aden)
  - Pro-western Iranian, Saudi military build-ups
    - Shah ruled Iran, w/ strong US support, until ousted (1979)
    - Iran invaded, seized Persian Gulf islands from UAE (1971)
  - Efforts by Sri Lanka, others to create “Indian Ocean Zone of Peace”
  - US-Soviet Indian Ocean Arms Limitation Talks (1977)

1970s: The world (XIV)

- Close Soviet-Indian security relations
    - Soviets began massive arms transfers to India
  - Indians developed, tested nuclear device
  - Soviet Navy assisted Indian Navy in clearing mines from Bangladeshi ports (1971-2)
  - U.S. ally Pakistan reeling from 1971 war w/ India, loss of Bangladesh. Began to develop nuclear weapons
  - Political turmoil throughout the decade in Afghanistan, leading to Soviet invasion (1979)
1970s: The world (XV)

- Decolonization & “Wars of National Liberation” ending
  - Portuguese revolution (1974) & freeing of colonies
  - Indonesia invaded, annexed Portuguese East Timor (1975)
  - Rhodesia free as Zimbabwe (1980)
- Pro-US government in Sudan under Gaafar Numeiri (1969-1985)
- Soviet Navy surface and air operations out of Conakry, Guinea (from 1970) and Luanda, Angola

1970s: The world (XVI)

- US-USSR “Proxy Wars” in Africa
  - Between Angolan factions (1975-6)
    - Soviet/Cuban interventions in Angola, Zaire, Somalia
  - Military control in Somalia under Gen. Siad Barre (since 1969)
    - Soviet ally through late 1970s
    - “Ogaden War” with Soviet-backed revolutionary Ethiopia (1977-8)
  - US ally from late 1970s on
  - Soviet Navy lost access to port of Berbera (1977)
1970s: The world (XVII)

- Communist Cuban government continued in power (since 1958)
  - 125K fled Cuba in “Mariel Boatlift” to Florida (1980)
- Emerging power of violent drug cartels, anti-government insurgents in Columbia
- “Baby Doc” dictatorship in Haiti (from 1971)
- Leftist Chilean President Allende overthrown, replaced by military dictatorship (1973)
- Marxist Sandinistas seized power from Somoza family in Nicaragua (1979)
- Leftists insurgency began in El Salvador (1980)

1970s: The world (XVIII)

- Rise in number of terrorist acts (but very few at/from the sea)
  - Palestinian terrorist Israeli beach landings (1970s)
  - Palestinians attacked Israelis at Munich Airport (1970)
  - Palestinians hijacked 3 airliners to Jordan (1970)
  - Japanese Red Army attacked Lod Israel airport (1972)
  - Palestinians seized Israelis at Munich Olympics (1972)
  - Terrorists attacked, hijacked airplane in Rome (1973)
  - Palestinian terrorists sank cruise ship in Beirut (1973)
  - Puerto Ricans bombed Fraunces Tavern NYC (1975)
  - German radicals, Palestinians forced airplane to fly to Entebbe. Israeli commandos freed passengers (1976)
  - Iran students seized US embassy, hostages (1979)
  - Islamic terrorists seized Mecca Grand Mosque (1979)
  - IRA terrorists bombed Lord Mountbatten’s yacht (1979)
1970s: Significant non-USN operations

- Lebanon civil war
- Yom Kippur War
- China-Vietnam War
- India-Pakistan War
- CIA Project Azorian
- UK-Iceland "Cod Wars"
- “Cod Wars”
- Portugal-African COIN wars
- Cyprus War
- Beira Patrol
- Chilean coup
- Horn of Africa wars
- Mindanao Insurgency
- Aceh insurgency
- E. Timor invasion
- RN Guatemala show of force
- Angola civil war
- Soviet Afghan invasion
- RN withdrawal ops
- RN Armilla Patrol
- RN Beira Patrol
- Greenpeace, Sea Shepherd global anti-nuclear, pro-environment ops

1970s: The Nation (I)

- Nixon (Republican) administration (1968-74)
  - Re-elected for 2nd term
  - Watergate scandal (1972) & Nixon resignation
- Ford (Republican) administration (1974-77)
  - Failed to be elected to 2nd term
- Carter (Democrat) administration (1977-81)
  - Failed to be elected to 2nd term
- Democrats controlled both houses of Congress
  - Congressional Budget Office (CBO) created (1975)
1970s: The Nation (II)

- US domestic consensus on foreign & national security policy, especially interventions, frayed
- Congress repealed 1964 Gulf of Tonkin Resolution, de-legitimizing Vietnam War (1971)
- Military well-regarded by US public (Gallup polls)

1970s: The Nation (III)

- Congress put new restraints on Presidential executive branch national security powers
  - War Powers Resolution (passed over President Nixon veto) (1973)
  - Prohibitions on U.S. military action in support of allies in Indochina
  - Embargo on US military aid to Turkey, after Cyprus invasion (1974)
  - Prohibition of US assistance to Angolan anti-Cuban/Soviet forces
  - Expanded oversight & control over intelligence activities
  - Freedom of Information Act amendments (passed over President Ford veto) (1974)
- Etc.
1970s: The Nation (IV)

- US the world’s largest economy
- A decade of stagflation
  - High unemployment & high inflation
- Frequent recessions:
  - Carter administration: 1980 (short & mild)
- High U.S. government deficit spending in most years
- Slowing US economic growth

1970s: The Nation (V)

- US global economic dominance eroded
  - President Nixon terminated post-World War II Bretton Woods system of fixed exchange rates
  - Deteriorating economic relations with Europe & Japan
- Soaring US inflation & unemployment rates
- Trade and currency crises
- US domestic oil production peaked (1970)
- Spike in world, US oil prices (1973)
- US dependence on imported oil rose sharply, then fell somewhat
- Foreign trade doubled in value as % of US GDP across the decade, due in large part to oil price increase
### 1970s: US economy & defense spending

<table>
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<th>YEAR</th>
<th>President</th>
<th>ECONOMY</th>
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<td>1970</td>
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* Source: % of GDP & TOA: FY 12 DOD "Green Book"

### 1970s: U.S. popular views on U.S. defense spending*

<table>
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<td>1980</td>
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</tbody>
</table>

* Gallup poll data
International security relationships dominated US grand strategy

Focus on one over-arching global threat

Grand strategy: Containment (since late 1940s)
- Main goal: Contain & balance Soviet Union & allies
- Initial Nixon administration means: New parallel, coordinated rapprochement policy with Soviet Union & China
- Vietnam War seen as demonstration of limits of American power

New détente w/ Soviets (ended w/ Afghan invasion)
- Goal: Equilibrium & stability in US-Soviet relations
- Cienfuegos Soviet sub base crisis defused (1970)
- Four Power Agreement on Berlin (1971)
- Arms control & confidence-building: Talks and agreements
  - SALT I (1972): Ceiling on SLBM #s (& therefore on SSBNs)
  - Mutual & Balanced Force Reductions (MBFR) talks begun (1972)
  - SALT II (1979): Ceiling on SLBM launcher #s
  - ABM Treaty (1972); INCSEA Agreement; TTBT & PNET signed
  - Treaty barring nuclear weapons on ocean floor
- BMD policy: Arms control and R&D
- But . . .
  - USCG returned merchant seaman defector to Soviet ship (1970)
  - CIA Project Azorian to raise sunken Soviet SSBN (1969-74)
  - US vs. adding USN systems in conventional arms control talks
  - Soviets deployed SS-20 missiles in Europe (1977)
Other important US national security goals

- Build up and rely more on allied/proxy capabilities
  - “Nixon Doctrine” (Guam, 1969)
- Vietnamize, end Vietnam War; accept less than victory
- Avoid “another Vietnam”
- Deter & plan against N. Korean attack on South
- Maintain Arab-Israeli Middle East peace
  - Balanced support for Israel, key Arab states
- Ensure western access to Gulf oil, stability in Gulf
- Constrain Soviet influence in Middle East & Africa
- Prevent another Communist regime in LATAM
  - Especially in Chile
- Prevent Greek-Turkish war

Declining, then somewhat rising US defense budgets

- Declining % of US GDP devoted to defense
  - Slight uptick at end of decade
- Equivalent shares among the services (“1/3-1/3-1/3”)
  - Department of the Navy somewhat higher than others
  - Department of the Army somewhat lower
- No dominant service
  - But DOD focus on ground forces in/to Europe & SWA
1970s: US national security policies (V)

- Continued centrality of nuclear deterrence
  - US capable of overwhelming, devastating nuclear retaliation vs. Soviets
  - Required “triad” of ICBMs, SSBNs, bombers
  - US nuclear systems survivable, esp. SSBNs
  - US nuclear weapons targeted what Soviets held dear: Leadership, military, industry targets
  - US nuclear forces deterred conventional & nuclear attacks on US allies as well as US (“extended deterrence”)
  - Decline in size of US nuclear warhead stockpile

1970s: US national security policies (VI)

- Successive evolving nuclear strategies
  - US-Soviet strategic nuclear weapons parity by mid-1970s
  - New Nixon-Kissinger strategy of “nuclear sufficiency” vice “nuclear supremacy”
  - US goal: Nuclear sufficiency vice supremacy
  - Limited & focused counterforce strikes (as well as massive counter-value (counter-city) strikes)
  - Search for range of options
  - MIRVing of US strategic nuclear forces, including Poseidon SLBMs (since 1971); Trident C-4 development
1970s: US national security policies (VII)

- U.S. rapprochement with PRC (from 1971-2)
  - New Nixon-Kissinger opening to PRC (1971-2)
  - Progressive normalization of US relations with PRC throughout the decade
  - Cessation of much US military planning vs. PRC
  - Continued treaty commitment to defend Taiwan (till 1979)
  - Carter Administration pursued cooperation with PRC
  - Diplomatic relations announced (1978)
  - Taiwan Relations Act (1979)

1970s: US national security policies (VIII)

- Ending the Vietnam War
  - US forces in combat in Vietnam (since 1964)
  - Nixon “Vietnamization” policy (1969-74)
  - Steady withdrawal of US troops (incl. USN) (1969-73)
  - US-NVN negotiations leading to 1973 Paris Agreement
  - US “secret bombing” of VC Cambodian sanctuaries (1969-70)
  - US & RVNAF forces invasion of Cambodia (1970)
  - N. Vietnamese “Easter Offensive” taking northern provinces of South Vietnam (1972)
    - US, RVNAF forces prevented more serious losses
  - US “Christmas bombing” of Hanoi & Haiphong (1972)
  - Treaty w/ N. Vietnam, accepting less than victory (1973)
  - Withdrawal of all US forces from South Vietnam (1973)
  - N. Vietnam final offensives, victory over South (1975)
1970s: US national security policies (IX)

- NATO, Spain, Japan, Korea, Philippines, ANZUS alliances held
  - Greece left NATO military command structure (1974-80)
- US withdrew from Libya Wheelus AFB (1970)
- Some Asian alliances unraveled
  - SEATO alliance dissolved (1977)
  - CENTO alliance dissolved (1979)
  - Taiwan alliance abrogated (1979)
- India viewed as Soviet surrogate
- Treaty (1977) gave Canal & Zone to Panama (1979)
- Limited sanctions imposed on Chile over human rights violations (1979)

1970s: US national security policies (X)

- Post-Vietnam War US force level & defense budget “peace dividend” decline, then modest post-détente military buildup
- From “2 ½ war” to “1 ½ war” force sizing construct (i.e.: no war with China)
- US reconsidered, valued role of conventional forces in war with Soviets
- Ascendancy of “NATO Contingency” as DOD force sizing basis; primacy of Central Europe theater
- Less US direct 3rd world intervention & counter-insurgency (“Vietnam syndrome”)
- Shift of security concerns from the Pacific
1970s: US national security policies (XI)

- Emergence of SWA & Gulf as important operational theater
  - Ensure western access to Gulf oil, Gulf stability
  - Build up Shah of Iran & Saudi Arabia to defend Gulf
- Carter Administration initiated US-Soviet “Indian Ocean Naval Arms Limitation Talks” (1977-78)
- Soviet Afghan invasion, overthrow of Shah increased US focus on power projection, incl/ USN, to SWA (1979)
- “Carter Doctrine” (from 1980)
  - Gulf oil a US vital interest
  - US will tolerate no outside control of Gulf region
- Increased concerns re: terrorism
  - State Dept. designated Iraq, Libya, South Yemen, Syria as state sponsors of terrorism

1970s: US national security policies (XII)

- DOD roles, missions & functions governed by:
  - National Security Reorganization Act of 1958
    - Took SECNAV & CNO out of formal operational chain of command to CINCs & Naval Component Commanders
    - Continued CNO role as member of JCS, chief NCA naval advisor
    - Continued CNO influence over Naval Component Commanders through admin chain
  - DOD Dir 5100.1 *Functions of the Armed Forces and the Joint Chiefs of Staff* (Dec 1958; revised Jan 1980)
- Joint doctrine
  - Sparse & non-standardized
  - Little on joint command & control
1970s: US national security policies (XIII)

- SECDEF McNamara-instituted Planning, Programming & Budgeting System (PPBS) in place as central process of DOD headquarters (since 1961-2)
  - Focus on generating outputs vice merely counting inputs
  - Analysis played a salient role in decision-making
- Fitzhugh Commission report advocated DOD acquisition reforms
- Increased centralized DOD civilian & joint C2 capabilities
- US societal stresses reflected in military
  - Racial tensions, drug abuse, working women
- All Volunteer Force (1973)

1970s: US national security policies (XIV)

- 4 Republican SECDEFs in 8 years (1969-77)
  - Retained SECDEF McNamara PPBS, developed during Kennedy & Johnson (Democratic) administrations (1961-9)
  - Advocated & practiced “participatory management” & decentralization
  - Restored much service secretary & service chief program & budget authority & autonomy
    - Salient role of analysis shifted from OSD to the Services
  - Advocated incr. defense spending, incl. US Navy, in face of post-Vietnam “peace dividend” policies
- OSD Office of Net Assessment (NA) created (1973)
  - Director: Andrew Marshall
1970s: US national security policies (XV)

♦ SECDEF Brown (1977-81)
  ♦ Democratic Carter Administration
  ♦ Partial return to centralized “McNamara-style” OSD analyses and direction
  ♦ Reduced service secretary & service chief program & budget authority & autonomy
  ♦ First 2½ years: Sought to constrain Navy, in order to improve US Army & other capabilities in Europe
  ♦ Last 1½ years: Advocated increased naval power projection capabilities, for Southwest Asia contingencies

1970s: US national security policies (XVI)

♦ Leading security policy critics outside the government
  ♦ Military reform movements blossomed
    ♦ Bill Lind, etc.
  ♦ Retired RADM Gene Laroque formed Center for Defense Information (CDI) (1972)
    ♦ Joined by retired RADM Eugene Carroll (had been OPNAV Op-06B) (1980); retired VADM John J. Shanahan (had been Zumwalt-era OPNAV OP-60)
  ♦ “Team B” assessment of Soviet threat (1976)
  ♦ Committee on the Present Danger (CPD) revitalized (1976)
    ♦ Incl. former SECNAV Nitze, future SECNAV Lehman, etc.
1970s: US planned & actual adversaries

- Deter/plan vs. USSR, W. Pact, forward Soviet naval forces, Cuba
  - USN-Soviet Navy standoffs, incidents at sea (e.g.: Med (1973))
- Deter/plan vs. N. Korea. Incidents. Deter PRC/plan Taiwan defense
- Increased planning vs. state- & non-state sponsored terrorists
- Viet Nam combat (until 1973); Cambodia (Mayaguez) incident (1975)
- Hostage raid into Iran (1980) ("Desert One")

1970s: America’s armed conflicts

- Vietnam War 1964-73
  - Mayaguez Incident 1975
- Cold War
- Eagle Claw abortive Iran hostage rescue 1980
1970s: Combatant & component commands (I)

- PACOM
  - PACFLT
- SOUTHCOM
  - USNAVSO (to 1975)
- LANTCOM
  - LANTFLT
- EUCOM
  - NAVEUR
- STRICOM/MEAFSA (to 1971)
- REDCOM (from 1972)
- CONAD (to 1975)
- ALCOM (to 1975)
- ADCOM (from 1975)
- SAC
- MAC (from 1977)

1970s: Combatant & component commands (II)

- World ocean generally divided between LANTCOM & PACOM
  - Entire Atlantic Ocean & almost entire Pacific Ocean area considered unified maritime theaters of war
  - Arctic Ocean divided between LANTCOM & PACOM
  - SE Pacific Ocean assigned to LANTCOM (1972)
  - Indian Ocean divided between LANTCOM & PACOM; then all assigned to PACOM (1976)
  - Both commands historically headed by US Navy officers

- Exceptions:
  - Mediterranean & Baltic Seas assigned to USEUCOM
    - Navy specified command in Mediterranean disestablished (1963)
  - Red Sea & Persian Gulf assigned to MEAFSA, then to EUCOM (1972).
1970s: Combatant & component commands (III)

- Nuclear deterrent triad divided
  - SSBNs assigned to LANTCOM & PACOM (Navy-commanded unified commands)
  - Bombers & ICBMs assigned to SAC (Air Force-commanded specified command)
- No unified transportation command
  - MAC became USAF specified command, under UCP (1977)
  - Military Sealift Command (MSC) remained a Navy command, outside UCP
    - Had been Military Sea Transport Service (MSTS) (1949-1970)

1970s: US defense directives & reports

<table>
<thead>
<tr>
<th>Year</th>
<th>President</th>
<th>National Document</th>
<th>SECDEF</th>
<th>CJCS</th>
<th>SECDDEF Document</th>
<th>CNO</th>
<th>USN Capstone Document</th>
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<td>Nixon</td>
<td>Shanghai Communiqué, INCSEA, SAL T I, ABM Treaty</td>
<td>Richardson</td>
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</table>
1970s: Nixon & Ford Administration directives

- National Security Study Memoranda (NSSM)
- National Security Decision Memoranda (NSDM)
  - Nixon:
    - NSDM 242: Policy for Planning the Employment of Nuclear Weapons (Jan 1974)
  - Ford:
    - NSDM-344, Navy Shipbuilding Program (Jan 1977)

1970s: Carter Administration directives & reports

- Presidential Review Memoranda (PRM)
  - PRM-10, Comprehensive Net Assessment and Military Force Posture Review (Feb 1977)
- Presidential Directives (PD)
  - PD-62, Modifications in U.S. National Strategy (Jan 1981)
- SECDEF, Contingency Planning Guidance (Annual)
- DOD DIR 5100.1 Functions of the Department of Defense and its Major Components (Jan 1980)
### 1970s: USN dollars, numbers, capabilities

<table>
<thead>
<tr>
<th>YEAR</th>
<th>CNO</th>
<th>CAPSTONE DOCUMENT</th>
<th>DON TOA FY 12S</th>
<th>NEW SHIPS</th>
<th>BATTLE FORCE SHIPS</th>
<th>ACTIVE PERSONNEL</th>
<th>NEW CAPABILITIES INTRODUCED</th>
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<td>Zumwalt</td>
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<td>AMCM, A-6E, EA-6B, Poseidon SLBM, RIM-7 Sea Sparrow</td>
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<td>MK 48 Torpedo, OSIS, SOSUS upgrade, FLTCORGRUs</td>
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<td>F-14 AAW a/c, S-3A ASW a/c, TACAMO a/c, AIN-54 Phoenix</td>
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<td>Njap-Term Proposioned Ships Cimarron-class AO, EA-6B ICAP II Yellowstone-class AG</td>
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Sources: TOA & Pers: FY 12 DOD “Green Book” Ships: Congressional Research Service

### 1970s: USN active ship force levels

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<tr>
<th>YEAR</th>
<th>Carriers</th>
<th>Cruisers</th>
<th>Destroyers</th>
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<th>Submarines</th>
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<th>Mine Warfare</th>
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<td>110</td>
<td>530</td>
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</tbody>
</table>

Source: Naval History & Heritage Command website (Oct 2011)
1970s: USN capstone documents & force goals

USN largely sized, shaped to fight Soviet Union
Massive fleet obsolescence & retirements
1970-75: Fleet drops from >700 to <500 ships
1975-1980: Fleet stays at <500 ships
OPNAV used CNO Program Analysis Memoranda (CPAMs) as program planning framework to determine force goals
Drafted in OP-96 (Systems Analysis Division)
Based on computer-assisted campaign analyses, mathematical models & net assessment techniques
Supplemented by war gaming & fleet exercise reconstruction
1970s: USN force goals (II)

- Emergence of a “600-ship Navy” force goal
  - Zumwalt initial “high-low mix” goal: 770 ships
  - 1974: Zumwalt HASC recommendation: 600 ships
  - 1974: Holloway HASC recommendation: 600 ships
  - 1974: DEPSECDEF HASC statement: 575-600 ships
  - 1975: SECDEF Schlesinger goal: 575 ships
  - 1977: NSDM 344: About 600 ships in mid-1990s
  - 1977: Outgoing SECDEF Rumsfeld: “closer to 600 than to the present 485 ships” by mid-1990s
  - 1977-8: SECDEF Brown goal: 425-500 ships
  - 1978: Seaplan 2000: 3 options: 439; 535; 585 ships
  - 1979: Hayward HASC testimony: 600 ships
  - 1980: Republican Party platform: 600 ships

1970s: USN deployment strategy

- 2 combat-credible forward deployed fleets (6th & 7th)
  - 7th Flt forward-based (from 1972)
- 2 home fleets (2nd & 3rd) (from 1973)
- Routine intermittent Indian Ocean carrier presence
- Small Persian Gulf squadron (MIDEASTFOR)
- Aggressive SSN ops; SSBNs within target range
1970s: US Navy operations & exercises

- Diplomatic port visits
- Pre-deployment exercises
- PASSEXes
- JLOTS

1970s: State of the Navy (I)

- USN the world’s dominant sea power; strong challenge from Soviet Navy
- Growing sense of parity between USN & SOVNAV
- Walker Family espionage ongoing (1967-1985)
- High global OPTEMPO, experience, expertise
- USN saw combat inshore & against the shore
- Minimal USN combat experience at sea
- LANTFLT increasingly larger than PACFLT
  - 1970: 51/49 split (4% larger)
  - 1980: 55/45 split (22% larger)
1970s: State of the Navy (II)

- Declining, then fluctuating, DON budgets
  - Procurement accounts particularly hard hit
- USN force levels plummeted; then rose a bit
  - Block obsolescence of WWII/Korea/Vietnam-era warships
  - Exacerbated by high utilization & deferred maintenance & repair during Vietnam War
- Increasing Navy operating costs per ship

1970s: State of the Navy (III)

- Continued extensive, varied, global ops, exercises (I)
  - Forward SS/SSN, P-3/EP-3 ISR ops for I&W
  - SSBN deterrent patrols
  - Vietnam War ops (to 1973)
    - South Vietnam: In-country combat, advisory ops
    - Vs. North Vietnam: Strikes, harbor mining & mine clearance
  - Indian Ocean ops; face-offs with Soviet Navy (1971-2)
  - Hospital ship humanitarian assistance deployment (1973)
  - Israeli reinforcement ops; Mediterranean Soviet Navy face-off (1973)
  - Taiwan Strait Patrol (to 1979)
1970s: State of the Navy (IV)

- Continued extensive, varied, global ops, exercises (II)
  - Vietnam/Cambodia War evacuation operations (1975)
  - Mayaguez incident & amphibious raid (1975)
  - Korean waters surge after tree-cutting incident (1976)
  - USN, inter-allied exercises in North Atlantic, Caribbean, Mediterranean, Pacific, Indian Oceans
  - Formal Freedom of Navigation challenge ops (FONOPS) (from 1979)
  - Failed Iran hostage rescue attempt (1980)

1970s: State of the Navy (V)

- Greatly-improving USN capabilities in strategic deterrence, strike warfare, ASW, ASUW, AAW, EW, amphibious warfare, IO, ISR throughout the decade
- Major new systems, tactics introduced into fleet
  - New classes of carriers, attack submarines, cruisers, destroyers, frigates, patrol hydrofoils, amphibious assault and command ships, aircraft & weapons types
  - Fleet slowly gaining real confidence in using them
- Also, continued introduction of older systems
  - E.g.: Sturgeon-class SSNs, Knox-class FFs, Anchorage-class LSDs, Newport-class LSTs, Kilauea-class AEIs, Wichita-class AORs, F-4J Phantom & A-7E Corsair aircraft
- New precision weapons under development
1970s: State of the Navy (VI)

- Fleet developed, implemented Composite Warfare Commander (CWC) concept
- Debates re: sea control vs. power projection priorities
- USN strike capability concentrated in carrier air wings
- High deployment length variability (5-9 months)
- 4-5 carriers deployed at a time
  - Down from 7-10 during and since Korean War

1970s: State of the Navy (VII)

- SS & SSN roles primarily ASW & ISR for I&W
- Long-standing SS/SSN, SOSUS, P-3 “barrier” strategy vs. Soviet subs, esp. G-I-UK Gap
- Emphasis on
  - Passive sonar for long-distance submarine detection
    - Esp. SOSUS arrays, ACINT
  - Quiet USN submarines
    - Esp. 37 Sturgeon-class SSNs (1966-1975)
- Increasing USN concerns re: future Soviet threat
  - New long-range Soviet SLBMs could be launched by new Delta-class SSBNs from Soviet home waters; no need to transit thru SOSUS arrays
  - Quieter Soviet submarines (Victor III SSN: 1978)
- USN ASW superiority potentially waning
1970s: State of the Navy (VIII)

- USN contribution to US strategic deterrent ramped up sharply
  - Greatly increased number of SLBM nuclear warheads, both absolutely & relative to USAF ICBM & bomber warheads
- Global SSBN deployments, including Med (for NATO)
- SSBN/SLBM Polaris, Poseidon force optimized for counter-value (anti-city) not counter-force ops (not highly accurate)
- USN carrier-based nuclear strike aircraft phased out of SIOP; retain other nuclear roles

1970s: State of the Navy (IX)

- Global USN ocean surveillance information system (OSIS) deployed vs. Soviet Navy
- Amphibious Beach Jumper Units transformed into Fleet Composite Operational Readiness Groups (FLTCORGRUs), to conduct cover & deception information ops vs. Soviet space-based and other surveillance & targeting systems (1972)
  - Soviets deployed 1st Radar Ocean Reconnaissance Satellites (RORSAT) & ELINT Ocean Reconnaissance Satellites (1974-5)
1970s: State of the Navy (X)

- "Top Gun" advanced USN fighter training at NAS Miramar (since 1969)
- Specialized USN ASW carriers disappeared
  - CVA/CVAN/CVS → CV/CVN
  - CVWs transformed from 2 specialized air wing types to one general multi-mission model
- New fleet battle organization (1977)
  - CVTF/CVTG → CVBF/CVBG
- Internal & external carrier & aircraft design & force structure debates
  - Culmination: 1978-9 Executive-Legislative Branch battles over CV-71 funding

1970s: State of the Navy (XI)

- USN surface ship reclassifications (1975)
  - Brought USN "frigate" nomenclature in line with international practice
  - Eliminated perceived USN-Soviet Navy "cruiser gap"
  - Eliminated USN surface combatant "escort" terminology
    - CG/CLG → CG
    - DL/DLG → CG or DDG
    - DD/DDG → DD/DDG
    - DE/DEG → FF/FFG
    - PF → FFG
- CNO ADM Holloway decision to halt CGN procurement
1970s: State of the Navy (XII)

- Combat/advisory ops/ turnovers to VN Navy continue in Vietnam (till 1973)
- Drawdown, then atrophy of USN riverine, coastal forces (post-1973)
  - Remaining riverine forces reoriented to Naval Special Warfare support missions
- Collaboration with NGOs in Vietnam
  - World Vision, Operation Helping Hand Foundation, etc.

1970s: State of the Navy (XIII)

- Serious USN personnel problems
  - Low re-enlistment rates (1970<10%)
  - Racial unrest, riots throughout the fleet (1972-5)
  - Zumwalt, Holloway personnel programs addressed
- USN women to sea duty
  - *USS Sanctuary* (AH-12) planned dependent support ship w/ mixed-gender crew (1972-5)
  - 1st women USNA midshipmen (1976)
  - Women assigned to USN tenders, other auxiliaries (from 1978)
- Increasing US Navy officer corps technical & platform specialization
Growing concern for Soviet North Atlantic, North Pacific, Arctic buildups

- New Delta-class SSBNs w/ long-range SLBMs (1972)
  - Soviet SSBNs no longer needed to deploy far forward & transit GIUK & other barriers to reach CONUS targets
- Backfire-B bomber with air-to-surface missiles (1972)
  - To keep US carrier aviation beyond striking range of Soviet targets
- Growing concern at increased Soviet “out of area” deployments: E.g.: Indian Ocean
- Soviet global naval exercises: Okean 70 & 75
- SACLANT/CINCLANT/CINCLANTFLT ADM Train plans to shift convoy routes south, to free up USN & other NATO escort forces for forward northern ops

Growing concerns re: the Med in crises & war

- 2 USN CVBGs, ARG, etc. routinely deployed in Med
- Soviet Med, Crimea naval buildup, esp. Backfire-B
- Concerns over “battle of the 1st salvo”
- Egypt 6-Day War Styx ASM use shock (1967)
- Periodic crises, wars, NEOs drove fleet movements
- Middle East war Med crisis (Oct 1973)
  - At sea confrontations with Soviet Navy
  - Worldwide DEFCON 3 alert
  - Operation Nickel Grass support
- Little SACEUR/USCINCEUR interest in naval issues
- USN CNE/C6F plans to stand & fight in C., E. Med
- NATO CINCSOUTH ADM Turner plans to move CVBGs west during times of tension & war (1975-7)
1970s: State of the Navy (XVI)

- Concern for US Pacific Fleet roles after Vietnam
  - Communist regimes accepted in VN, Cambodia, Laos
  - “No more Vietnams” sentiment in US
  - Rapprochement with PRC & need to reassure, support
  - Gradual distancing from Taiwan commitments
  - NATO desires for PACFLT forces to “swing” to LANT
  - Unthreatened, pro-US governments in most of SE Asia
  - South Korean commitment
  - Modest requirements in Indian Ocean (till 1979)
  - Growth of Soviet Pacific Fleet & Far East air force
  - Remaining post-VN USN PACFLT forces less numerous, less capable than LANT
  - New 7th Flt/PACFLT plans to take offensive vs. Soviets

1970s: State of the Navy (XVII)

- Continued bifurcation & compartmentalization of USN strategic thinking vs. Soviets
  - Other aspects of anti-Soviet naval warfare still decoupled from anti-SSBN warfare
  - Anti-Soviet SSBN warfare still discussed only at highest levels of classification, & within only a few USN communities (submarines, NAVFACs, intelligence, etc.)
  - Deployment of Soviet Delta-class SSBNs w/ long-range SLBMs to bastions, however, starting to force a blurring of the lines
    - 1st Global War Game played anti-SSBN ops (1979)
1970s: State of the Navy (XVIII)

- Intermittent USN CV/CVN presence in Indian Ocean (IO) (1971-9)
  - USS *Enterprise* (CVN-65) in IO during India-Pakistan War (1971)
  - USS *Constellation* (CV-64) entered Gulf (1974)
  - Permanent carrier presence after Iran hostage crisis (1979)

1970s: State of the Navy: (XIX)

- OP-06 (DCNO for Strategy, Plans & Policy) office struggled for strategy & policy influence w/in OPNAV in face of OP-090 & OP-96 program planning process domination
  - OP-60 billet held by a senior RADM
  - OP60B held by a new RADM (lower half)
  - Many officers w/ IR MAs, Ph.D.s assigned to OP-60
- 1st USN Fellows assigned to civilian think tanks (1972)
- NAS NRC Naval Studies Board created (1974)
- Unofficial “Commanders Cabal” DC-area officer discussion group (late 1970s)
  - Convener: CDR Norm Mosher (OP-965)
1970s: State of the Navy: (XX)

- ADM Hyman Rickover headed Naval Reactors office
  - Since 1948
  - VADM since 1958; ADM in 1973
  - Held both USN & AEC (since 1977 DOE) positions simultaneously
  - Strong influence on increased Navy officer technical education & specialization

1970s: State of the Navy: (XXI)

- Significant growth in NAVWARCOL capabilities & external reputation (I)
  - “Turner Revolution (1972-4)”
    - Transformed curriculum, esp. Strategy & History (later Strategy & Policy) Course
    - Study of strategy stressed over other areas
    - Initial change in curriculum emphasis from current affairs to history; pendulum then swung back over the decade
    - Increased use of war gaming by students
    - Established advanced research department
    - Build-up of top-notch civilian faculty, esp. strategy
1970s: State of the Navy: (XXII)

- Significant growth in NAVWARCOL capabilities & external reputation (II)
  - 1st Naval War College Press monographs published (1975)
  - Center for Advanced Research (CAR) created (1975)
  - ONI "Newport Detachment" created (1977)
  - Global War Games instituted (1979)
  - But:
    - NAVWARCOL presidency downgraded from VADM to RADM (1979)
    - Quantity, quality of Navy officer students declined

1970s: State of the Navy: (XXIII)

- Robust USN program to educate thoughtful operationally-adept officers in political science, international relations
  - Civilian universities: Masters & doctorate levels
  - Especially Fletcher School of Law & Diplomacy
  - Also University of Washington, others.
  - Later assigned/re-assigned to key OPNAV billets
- Strong community management of Navy pol-mil/strategic planning sub-specialists by successive OP-60 flag officers
  - Strong cadre of talented, educated, experienced Navy strategy action officers built up in OP-603
1970s: State of the Navy: (XXIV)

- Strong cadre of talented officers assigned to Systems Analysis Branch (OP-96) as well
  - Under SECDEF Laird & successors, salient role of analysis in supporting program and budget decision-making continued, but shifted from OSD to the Services, incl/ USN
  - CNO ADM Zumwalt enhanced power, prestige, role of OP-96
    - CNO ADM Zumwalt had been 1st OP-96
    - Placed aggressive, trusted, brilliant subordinate there
      - RADM Stansfield Turner (1971-2)
    - New OP-96-led CNO Program Analysis Memoranda (CPAM) process dominated Navy PPBS intellectual foundations (from 1971)
    - Extended Planning Branch (OP-965) stocked with Navy IR SMEs, including Ph.D.s

1970s: State of the Navy (XV)

- Systems in development &/or construction
  - Ships
    - Nimitz-class CVN
    - Kidd-class DDG
    - CG-47 Aegis cruiser
    - FFG-7
    - Los Angeles-class SSN
    - Ohio-class SSBN (Had been ULMS)
    - Patrol hydrofoil (PHM)
    - NTPF & MPF ships
    - T-AGOS
    - LCAC
    - SCS (never built)
    - DDH (never built)
    - CVV (never built)
    - CSGN (never built)
  - Aircraft
    - F-14A
    - S-3A
    - F/A-18A
    - SH-60 LAMPS III
  - Weapons & systems
    - Harpoon Anti-ship missile
    - Phalanx CIWS
    - Trident I SLBM
    - TACTAS
    - Tomahawk SLCM
    - VLS
    - CAPTOR mine
    - TENCAP
    - Submarine towed arrays
### 1970s: DCNOs for Plans, Policy & Operations

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* OPNAV OP-06  
** DCNO for Plans & Policy

### 1970s: Directors for Strategy, Plans & Policy

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* OPNAV OP-60  
** Director for Strategic Plans & Policy  
*** Director for Strategic Plans, Policy & Nuclear Systems  
**** Director for Strategic Plans, Policy, Nuclear Systems & NSC Affairs
1970s: OPNAV Strategy & Concepts heads

- c1971 CAPT Fred Stalder*
- c1972 CAPT R.C. Allen*
- c1974 CAPT C. F. Horne*
- c1976 CAPT Peter Easton*
- 1976 CAPT Paul Skarlatos*
- 1978 CAPT Robert Kennedy**
- 1979 CAPT Craig Campbell**
- 1979 CAPT William Garrett**
- 1980 CAPT Elizabeth Wylie**

* Strategic Concepts Section (OP-605C)
** Strategy & Concepts Branch (OP-603)

1970s: Naval policy & strategy literature (I)

- Overview
  - Contemporary and Cold War history, policy & strategy
  - World & US naval history, policy & strategy
  - New focus on naval presence and diplomacy
  - U.S intra-governmental bureaucratic politics & civil-military relations
  - Naval arms control and its effects
  - Rising Soviet Navy
1970s: Naval policy & strategy literature (II)

- Contemporary & Cold War history, policy & strategy (I)
  - George Quester (ed.), *Sea Power in the 1970s* (1975)

1970s: Naval policy & strategy literature (III)

- Contemporary & Cold War history, policy & strategy (II)
  - Richard K. Smith et al., *Cold War Navy* (Lulejian) (Mar 1976)
  - ADM Elmo R. Zumwalt, Jr., *On Watch* (1976)
  - Paul Nitze, Leonard Sullivan et al., *Securing the Seas: The Soviet Naval Challenge and Western Alliance Options* (1979)
1970s: Naval policy & strategy literature (IV)

- World and U.S. history, policy & strategy

1970s: Naval policy & strategy literature (V)

- New focus on naval presence & diplomacy
  - Ken Booth, *Navies and Foreign Policy* (1977)
1970s: Naval policy & strategy literature (VI)

- Focus on U.S intra-governmental bureaucratic politics & civil-military relations (USN often cited as exemplar)
  - I.M. Destler, *Presidents, Bureaucrats and Foreign Policy* (1972)
  - Francis Rourke, *Bureaucracy and Foreign Policy* (1972)
  - Richard Betts, *Soldiers, Statesmen and Cold War Crises* (1977)

1970s: Naval policy & strategy literature (VII)

- Focus on naval arms control & its effects
1970s: Naval policy & strategy literature (VIII)

- Focus on the rising Soviet Navy (I)
  - Michael McCGwire (ed.), *Soviet Naval Developments: Capability and Context* (1973)

1970s: Naval policy & strategy literature (IX)

- Focus on the rising Soviet Navy (II)
  - Michael McCGwire et al. (ed.), *Soviet Naval Policy: Objectives and Constraints* (1975)
1970s: Public USN intelligence documents

*Understanding Soviet Naval Developments* (2nd ed.) (1975)
*Understanding Soviet Naval Developments* (3rd ed.) (1978)

1970s: US Navy basing (I)

- Large world-wide USN basing network
- Large basing network in-country in South Vietnam (1965-73)
  - NSA Danang & detachments supported all US forces in I Corps
  - NSA Saigon & detachments supported USN coastal & riverine forces in II, III, IV Corps
- “Seafloat” afloat river base in Cua Lon River, South Vietnam (1969-70)
  - Replaced by “Solid Anchor” shore base (1970)
- All USN NSA Danang & Saigon bases & detachments closed or turned over to VNN (1970-1973)
1970s: US Navy basing (II)

- USN Okinawa bases now on Japanese sovereign territory (1972)
- USN takeover of RN facility in Bahrain (1971)
  - Bahrain newly independent; British forces gone
  - Leases, negotiations, status changes with Bahrain
  - Bahraini threats to terminate lease (1973-7)
- New forward USN base on BIOT island of Diego Garcia
  - Base negotiations with UK (1960s)
  - USN Seabee construction (from Mar 1971)
  - Runway operational (1973)
  - NAVCOMMSTA activated (1973)
- USN gained access to Omani airfields (c1979)

1970s: US Navy basing (III)

- “Overseas homeporting” of major Fleet units
  - C6F flagship at Gaeta, Italy, from France (from 1966)
  - Bahrain: Permanently forward deployed COMIDEASTFOR flagship (AGF) upgraded from converted seaplane tender (USS Valcour AVP-55) to converted amphibious transport dock (USS LaSalle LPD-3) (1972)
  - Naples: PGs & AGP (short-term success) (1972-77)
  - Athens: 6-ship DESRON (unsuccessful) (1972-5)
    - USS Sanctuary (AH 17) dependent support ship plan & preparation (1971-5)
    - CV & air wing homeporting planned for 1974; never deployed
  - Japan: CVBG & ARG (long-term success) (1973- )
    - NAF Misawa opened (1975)
  - La Maddalena, Sardinia: Med sub tender (long-term success) (1973-2007)
1970s: US Navy basing (IV)

- CONUS base closures (Boston MA, Quonset Point RI, Newport RI, Bainbridge MD, Albany GA, Kodiak AK)
- USN took over USAF Kindley Field in Bermuda (Renamed NAS Bermuda) (1970)
- NAVSTA Sangley Point, Philippines closed (1971)
- New CONUS SSBN base development (1970s)
  - Kings Bay GA & Bangor WA
- Icelandic threat to close NAS Keflavik (1973)
- Culebra Island, Puerto Rico gunnery & bombing range closed, after local protests. Ops moved to Vieques Island (1975)
- Last USN facilities in Morocco closed (1978)
- SSBNs, AS withdrew from Rota, Spain (1979)

1970s: US Navy basing (V)

- Ocean Surveillance Information System (OSIS) facilities established
  - Initially in Mediterranean (Rota 1970)
  - Other global nodes (1971)
- Underwater sound surveillance technology advances allowed NAVFAC closures, consolidation (from 1970)
  - NAVFACs San Salvador, Punta Borinquen, Nantucket, Barbados, Eleuthera, & Grand Turk disestablished
- NAVCOMMSTAs closed (1977)
  - Kagnew Station Asmara, Eritrea, Ethiopia
  - Londonderry, Northern Ireland, UK
- US Vice Presidents took over CNOs’ house at US Naval Observatory, Washington DC (1974)
1970s: US Navy basing changes

- US strategic sealift planning & operations encompassed US government-owned, subsidized private civilian US-flag, & foreign-flag ships
- Decline of both US government owned & available private commercial sealift fleets
- Containerization & rail-truck-water intermodalism revolutionizing world shipping
  - New Roll-on/Roll-off “Ro-Ros” ideal for surge sealift
  - Containerships useful for sustainment shipping
- Plans for & creation of new prepositioning fleet, at end of decade
Organizational background:
- Military Sea Transportation Service (MSTS) stood up (1949)
- Took over Army Transport Service (ATS) (1950)
- Prior to that, sea transport of Army troops had usually been a War Department responsibility
- MSTS re-designated Military Sealift Command (MSC) (1970)
  - MSC remained USN (not joint “specified”) command


MSC increasingly taking on new non-sealift roles
- Civilian mariner (CIVMAR) crewing of fleet support Naval Fleet Auxiliary Force (NFAF) ships (created in 1972)
  - Freed up USN Combat Logistics Force (CLF) crews to serve on combatants
  - Increased effectiveness at lower cost
  - Initially oilers; then tugs, combat stores ships, ammunition ships
1970s: State of the Navy: Military sealift (IV)

- MSC nucleus fleet declined
- Increased MSC use of long-term US civilian commercial charters & contract mariners (CONMARS)
- US joint war plans relied on MSC, National Defense Reserve Fleet (NDRF), US commercial fleet, Effective U.S.-Control (EUSC) ships flying “flags of convenience”, allied merchant fleets
  - NDRF created in 1946; Much of NDRF obsolete by 1970s
  - Panama, Liberia domestic events called validity of “effective control” concept into question
  - Poor Vietnam War & Yom Kippur War EUSC experience (1973)
    - Several ships’ mariners would not deliver to war zone
    - Allies not always allied on all US actions

1970s: State of the Navy: Military sealift (V)

- US Department of Commerce Maritime Administration (MARAD) National Defense Reserve fleet (NDRF) ship #s plummeted
  - 172 NDRF ships activated during Vietnam War
- New NDRF subset created: Quick-response Ready Reserve Fleet (RRF) of modern ships (1976)
  - Navy-MARAD Memorandum of Agreement
  - Old World War II-vintage NDRF ships aging, hard to activate
  - USN funded new purchase of used, militarily useful civilian ships
  - Planned for 10-day deployability by MSC
  - Activation dependent on US contract mariner (CONMAR) availability
1970s: State of the Navy: Military sealift (VI)

- **Sealift Readiness Program (SRP)**
  - Standby contractual arrangement between MSC & US commercial ship operators for US military use of US civilian ships
  - Derived from US Merchant Marine Act of 1936: Shipowners committed $\frac{1}{2}$ their capacity to the military in wartime in return for peacetime DOD business & operating subsidies
  - Vietnam War-era program: Commercial Sealift Augmentation Program (CSAP) (1967)
  - Renamed Sealift Readiness Program (SRP) (1971)
  - Maritime Appropriations Act directed SRP participation by all US government-subsidized commercial shipping (1978)

1970s: State of the Navy: Military sealift (VII)

- *Mayaguez* incident & amphibious raid (1975) triggered by Khmer Rouge capture of contract mariners (CONMARs) from US civilian container ship
- Germany (REFORGER), Korea (Team Spirit) reinforcement exercises to test, maintain US sealift surge capabilities (from 1976)
- NIFTY NUGGET worldwide DOD mobilization & deployment command post exercise (1978)
  - Exposed weaknesses in joint inter-modal integration, including sealift
  - Led to Joint Deployment Agency (JDA) establishment (1979)
1970s: State of the Navy: Military sealift (VIII)

- MSC planned & deployed 7-ship Indian Ocean Near-Term Prepositioning Force (NTPF) (1980)
  - USMC (5), USAF (1), USA(1) SWA contingency gear
  - Some government-owned; some chartered
  - Plans for replacement by more, more-capable ships
  - Had roots in US Army Floating Depot program in WESTPAC (1963-6)
  - Concept resurrected largely as part of US response to Southwest Asia crises: Iranian revolution & hostage crisis, Soviet invasion of Afghanistan (1979)

1970s: US-flag Merchant Marine (I)

- US-flag private commercial Merchant Marine
  - In continuing decline, but still world’s #8 carrier (in tons)
  - Ocean-going ships (1000 gross tons & over)
  - Dropped from 8% to 4% of world tonnage
  - Carried only 4-5% of US international trade
  - Remaining ships less suitable for military cargo
  - World shipping depression (1973-late 80s)
  - # of non-government US civilian commercial merchant mariners also dropped
    - Pre-VN War: 48,000  1975: 20,500  1980: 19,600
  - U.S. Maritime Administration (MARAD) administered US gov’t assistance programs for US private merchant ship-owners (since 1950)
    - Under Department of Commerce

- Military Cargo Preference Act of 1904 in force
  - Only US-flag ships can carry US-owned military items
- Merchant Marine Act (“Jones Act”) of 1920 in force
  - Only US-flag ships can carry cargoes between US ports
  - US domestic shipping tonnage surpassed international shipping tonnage to & from the US
  - But new highways, pipelines led to inter-coastal fleet decline
- Merchant Marine Act of 1936 in force
  - To help sustain international US Merchant Marine
  - Provided commercial ship-owners with Operating Differential Subsidies (ODS)
- Cargo Preference Act of 1954 in force
  - Private US-flag ships must carry 50-75% US government-sponsored cargoes, e.g.: food aid
  - USN had strongly opposed, since prohibited MSC ship use
1970s: US-flag Merchant Marine (IV)

- US ship owners continued to “flag out” ships
  - Lower regulation, oversight, costs, taxes
- Symptom of larger world, US trends
  - US industry overseas movement
  - Global shipping movement to “flags of convenience”
- Effective US Control (EUSC) fleet increased
  - But 1975 tax law dis-incentivized US investment in foreign-flagged US-owned shipping
- Increased foreign competition
  - E.g.: Japan, West Germany, South Korea

1970s: US-flag Merchant Marine (V)

- Seatrain introduced container “land bridge” across US, competing with seaborne commerce (1971)
- U.S. private ship-owner Sea-Land began to receive European-built SL-7s (Fastest containerships in the world) (1972)
  - But commercially unviable by end of decade
- President Ford vetoed Energy Transportation Act, which would have required 30% of US oil imports be carried on US flag tankers (Dec 1974)
- American Export Lines bankruptcy (1978)
- Pacific Far East Line bankruptcy (1978)
1970s: US shipbuilding industrial base

- US Navy warship shipbuilding down, then up
  - 1971: 33  1975: 3  1979: 16
- US civilian merchant marine shipbuilding modest, fluctuating
- World (incl/ US) commercial shipbuilding boom from late 1960s through 1973
- Oil shock of 1973 precipitated 13-year shipbuilding recession, affecting all shipbuilding nations, incl US
- Increased international competition
  - E.g.: Japan, West Germany, South Korea
  - USN shipyards now focused on modernization & repair

Source: MARAD & Tim Colton.
1970s: US shipbuilding: Government policies (I)

- Jones Act (1920) still in place
  - Sea trade between US ports must be in US-built ships
- Merchant Marine Act (1936) still in place
  - Federal Ship Financing Guarantee Program to assist US shipbuilders
    - Amended to guarantee commercial debt obligations (1972)
  - Construction Differential Subsidies (CDS)
- Active & favorable Nixon Administration policies toward US commercial shipbuilding industry
- Ford & Carter Administrations generally continued Nixon policies
- Large number of tankers built to move Alaskan oil to CONUS, under Jones Act

1970s: US shipbuilding: Government policies (II)

  - New version of traditional US subsidy policies
    - Amended Merchant Marine Act of 1936
  - Goal: stimulate building of 300 US-flag ships over 10 years through subsidies
    - To reduce US defense dependence on foreign-flag carriers
    - Triggered by foreign flag ship refusal to carry cargo to Vietnam
  - Subsidized bulk carriers, tankers as well as liners
  - Subsidized ships need not be suitable for national defense
  - US commercial shipbuilding boomed, but goal never reached
  - Failed to stem decline of US commercial shipbuilding & merchant marine
    - World shipping & shipbuilding depression (from 1973)
    - Shipyards more focused on naval shipbuilding technology
1970s: US government naval shipyards

- # of US gov’t naval shipyards cut from 10 to 8
  - Closed (*New York Navy Yard* (Brooklyn NY) (1966))
    - San Francisco (Hunters Point CA) (1974)
    - Boston (Charlestown MA) (1975)
  - Retained
    - Charleston (SC)
    - Long Beach (CA)
    - Mare Island (Vallejo CA)
    - Norfolk (Portsmouth VA)
    - Pearl Harbor (HI)
    - Philadelphia (PA)
    - Portsmouth (Kittery ME)
    - Puget Sound (Bremerton WA)
1970s: Comparing military department TOA$\textsuperscript{CNA}$

![Graph showing military department TOA for the 1970s.]

TOA = Total Obligational Authority  
Source: FY 12 DOD "Green Book"

1970s: Comparing active duty personnel

![Graph showing active duty personnel for the 1970s.]

Source: FY 12 DOD "Green Book"
1970s: USN-USMC relations

- Era of constrained service budgets
  - Ramping back up at end of decade
- Mostly fought separate wars in Vietnam
- Vietnam War end brought 2 services closer together
- Introduction of new amphibious ship types
- Refocus on deterring, fighting NATO-Warsaw Pact war
- Increasing focus on Southwest Asia (SWA)
- USMC often in subordinate relationship to USN
  - But USMC status & autonomy increasing
1970s: Context for USN-USMC relations

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</table>

1970s: USMC nomenclature

- “Amphibious” vs. “expeditionary”
  - USMC task organizations styled “amphibious” vice “expeditionary” (from late 1960s)
    - MAUs, MABs, MAFs vice MEUs, MEBs, MEFs
    - Vietnamese sensitivities to negative French concept
  - But USMC ops in Vietnam more expeditionary than amphibious
  - USMC amphibious expertise atrophied during Vietnam War
  - Post-Vietnam USN-USMC return to amphibious focus
1970s: USN type commander organization

- USN eliminated autonomous Amphibious Force 3-star type commanders (TYCOMS)
  - COMPHIBLANT & COMPHIBPAC disestablished (1975)
  - Consolidation of Amphibious, Cruiser-Destroyer and Service forces into new Surface Forces under COMNAVSURFLANT & COMNAVSURFPAC)
  - Driven by post-Vietnam War requirement to downsize USN, including flag officer billet & staff cuts
- USMC perceived USN downgrading of amphibious mission status

1970s: Operations: Vietnam

- Continued USN logistic support of remaining USMC operations in Vietnam (I Corps) (to 1973)
- Some USN operational support of USMC ops
  - Naval Gunfire Support
  - Air support
  - Riverine operations
- But overall, USN, USMC fought separate VN wars
  - North Vietnam air operations
    - Central USN aviation focus
    - USN coordinated mostly with USAF, not USMC
  - South Vietnam (“in-country”) operations
    - USN coordinated mostly w/ US Army, Vietnamese forces
    - USMC largely provided its own organic air support
Operations: Deployments & bases

- Continued routine & crisis-response USMC forward deployments on USN ships
  - Marine Amphibious Units (MAUs) on amphibious ships
  - Marine Detachments (MARDETs) on non-amphibious ships
- Marine Corps security forces ashore at US Navy bases

1970s: Operations

- CNO ADM Zumwalt initiative to deploy USMC air squadrons in USN carrier air wings (1970+)
- USMC AV-8 aircraft helped USN validate “sea control ship” concept on USS Guam (LPH-9) as Interim Sea Control Ship (ISCS) (1972-74)
- USMC helos replaced air wing, deployed on USN CV USS Hancock for Saigon evacuation (1975)
- USMC pilots flew USN helos into Iran in ill-fated Operation Eagle Claw (1980)
1970s: Ships, craft & aircraft

- New 20-kt amphibious USN ships enhanced USN-USMC relations
  - LCCs, LPHs, LKAs, LPDs, LSDs, LSTs (1960s-70s)
  - 5 LHAs commissioned (1976-1980)
  - But amphibious command ships (LCCs) began to be used as numbered fleet flagships (from 1979)
- LVT-7 tracked landing vehicle entered USMC service (1972) (still serving as AAV-7A1 in 2010)

1970s: Force structure differences

- USN concerns re increasing USMC lift requirements
  - Ships, craft, troops, square, cube, helo spots, etc.
- USMC concerns re: big USN surface ship #s cuts
  - Decline in amphibious % of active fleet
    - 1960s: 15%  1970s: 13%
  - Plummeting naval gunfire support (NGFS) ship inventory
- USN-USMC aviation divergences
  - USN needed F-14 aircraft for outer air battle (OAB); USMC declined
  - USMC needed AV-8 aircraft for close air support (CAS); USN declined
Drastic cuts in amphibious ship #s early in the decade

Stabilization of amphibious ship count after 1973 (about 65)

Necking down of # of individual amphibious ship types

Reduced USMC lift goals over the decade

1970s: USN amphibious ships/USMC goals

<table>
<thead>
<tr>
<th>Year</th>
<th>Actual amphibious ship force levels</th>
<th>Actual troop lift (in MAFs)</th>
<th>Amphibious lift goals</th>
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<tbody>
<tr>
<td>1969</td>
<td>153 (LFR/LKA/LPA/LPD/LPH/LPR/LPSS/LSD/LST)</td>
<td>1.9</td>
<td>1 MAF + 2 MABs (AEs)</td>
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<tr>
<td>1970</td>
<td>97 (LCC/LKA/LPA/LPD/LPH/LPSS/LSD/LST)</td>
<td>1.3</td>
<td>4 MABs (AE)</td>
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<tr>
<td>1971</td>
<td>95</td>
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<tr>
<td>1972</td>
<td>77</td>
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<td>1973</td>
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<td>1.0</td>
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<td>1974</td>
<td>65</td>
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<tr>
<td>1975</td>
<td>64 (LCC/LKA/LPA/LPD/LPH/LPSS/LSD/LST)</td>
<td>1.0</td>
<td>1 MAF + 1 MAB (AEs)</td>
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<td>1976</td>
<td>65 (LCC/LHA/LKA/LPD/LPH/LPSS/LSD/LST)</td>
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<tr>
<td>1977</td>
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<tr>
<td>1980</td>
<td>63</td>
<td>---</td>
<td>1.15 MAF (AE)</td>
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</tbody>
</table>
1970s: Post-Vietnam planning (I)

- Both USN & USMC refocused away from Vietnam air & ground ops (from 1973)
- Increased USMC focus on NATO flank roles
  - CMC Gen Wilson initiatives
  - Result of USMC assessment of directions to move
  - Decision & planning for Norway Air-Landed Marine Expeditionary Brigade (NALMEB)
- Soviet Motorized Rifle Divisions seen as threat
- USMC began to “heavy up” its formations

1970s: Post-Vietnam planning (II)

- Some USMC interest in NW Pacific plans & ops
  - FMFPAC integrated into CINCPACFLT ADM Hayward “Sea Strike” plans vs. Soviets (1977)
- USMC interest in emerging Southwest Asia (SWA) roles (1979-)
  - USMC enthusiasm for Near-Term Prepositioning Force (NTPF) at Diego Garcia (1979-80)
  - USMC gear on 5 of 7 NTPF ships deployed (1980)
- Less USN enthusiasm for SWA
1970s: USN-USMC relations

- Major differences in service outlooks
  - Naval warfare roles
  - Changing USMC status

1970s: USN re: USMC naval warfare role

- USN saw USMC amphibious role as merely one component of one-among-many naval warfare tasks
  - AAW, ASW, ASUW, Strike, Amphibious warfare, special warfare, mine warfare, electronic warfare
- Little USN interest in USMC non-amphibious expeditionary roles
- Major public, internal USMC debates on USMC future
1970s: Changing USMC status

- Increasing USMC co-equality with USN within Navy Department & joint command structure
  - Commandant of the Marine Corps (CMC) became full member of Joint Chiefs of Staff (JCS) (1978)
    - USN Chief of Naval Operations (CNO) ADM Hayward supported; unlike US Army, USAF
  - Gen P.X Kelley USMC = 1st Commander, Rapid Deployment Joint Task Force (COMRDJTF) (1980-1)
    - Under USCINCRED in peace; under SECDEF in war
    - USN-USMC differences on RDJTF command relations
  - But no USMC CINCs, components, or war college
  - And USMC Fleet Marine Force commanders subordinate to USN fleet commanders

1970s: Amphibious doctrine

- Agreed Doctrine for Amphibious Operations
  - “Multi-service,” not “joint”
  - Published separately by Departments of the Navy, Army, Air Force (2 Aug 1967)
    - US Navy NWP 22(a)
    - US Marine Corps LFM 01
    - US Army FM 31-11
    - US Air Force AFM 2-53

- Resolved decades of inter-service disagreement
- USN-USMC Commander, Amphibious Task Force/Commander, Landing Force (CATF/CLF) doctrine divided sea service operational command & control (C2) at the water’s edge
USN “capstone” documents
- Project SIXTY (1970)
- Missions of the U.S. Navy (1974)
- Strategic Concept for the U.S. Navy (1975)
- Sea Plan 2000 (1978)
- CNO Strategic Concepts & The Future of U.S. Sea Power (1979)
- No CNO-CMC co-signed capstone documents
- Little mention of USMC in most USN capstone documents, except Seaplan 2000
  - Study team leader = former USMC 1stLT Francis “Bing” West
- Little emphasis on its own capstone documents within the Marine Corps

1970s: USN-USCG relations
### 1970s: Context for USN–USCG Relations

<table>
<thead>
<tr>
<th>World Events</th>
<th>Year</th>
<th>Administration</th>
<th>SECNAV</th>
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### 1970s: US Coast Guard status

- **USCG in new Department of Transportation (created 1967)**
- **Commandant of Coast Guard both service chief & senior operational commander**
- **USCG cutter returned Lithuanian merchant seaman defector to Soviet merchant ship (1970)**
- **Poor inter-agency procedures**
- **USCG ramped up counter-drug ops**
  - President Nixon declared “War on Drugs” (1971)
  - 1st USCG-controlled drug seizure at sea (1973)
- **USCG deployed all US icebreakers**
  - 5 USN icebreakers transferred (1965-6)
- **US 200-mile fishery zones created (1976)**
  - Increased USCG enforcement responsibilities
1970s: USN-USCG relationships

- USCG well-integrated into USN in-country Vietnam War effort (1965-1973)
  - Cutters, WPBs, LORAN, port security, etc.
  - USCG LORAN stations remained (1973-5)
- USCG cutters & PSUs integrated into USN component commanders war plans
- USN funded USCG defense hardware for:
  - WHECs, WPBs, & PSUs
- USCG shifted from USN-style uniforms (1972)
- USCG began Deck Watch Officer (DWO) exchanges with USN
1970s: USN-USAF Relationship: Bottom Lines

◆ Both cooperation and rivalry persisted
◆ Continued Navy resistance to subordination to USAF operational commanders
◆ Rise of Soviet Navy led to renewed USAF interest in counter-sea ops and cooperation with USN, and increased USN acceptance of USAF roles
◆ Internal budgetary pressures and outside stimuli drove the Navy to continue to cede to the USAF primacy in important support programs
  ◆ Space systems and operations
  ◆ Airlift

1970s: Context for USN–USAF Relations

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1970s: The U.S. Air Force (I)

- USAF post-Vietnam War deployment strategy:
  - USAF tactical aircraft (TACAIR) in ready forward Europe/WESTPAC garrisons
  - Strategic forces in ready continental United States (CONUS) garrisons
  - Frequent alerts, surges and other exercises
- Heavy and increasing USAF purchases of newly-developed F-15 Eagles, F-16 Fighting Falcons, A-10 Warthogs
- E-3A Sentry Airborne Warning and Control System (AWACS) aircraft introduced (1977)

1970s: The U.S. Air Force (II)

- Continued heavy influence of strategic bomber pilots within USAF
- Shift in USAF analytical focus from East Asia to Central Europe
  - Increasing attention to AirLand ops with US Army
- CSAF Gen David Jones created Air Staff “Checkmate” division (1976)
  - Analysis of Soviet thinking and ops, and optimal use of US airpower vs. Soviets at operational level of war
  - Focus on centralized management of air battlespace
- No US Air Force officers assigned to command regional joint unified commands
1970s: U.S. Air Force Basic Doctrine (I)

- Succession of basic USAF doctrinal pubs
- Air Staff drafted
  - Strategic nuclear warfare = highest USAF priority
  - Non-nuclear conflicts required sufficient general purpose forces capable of rapid deployment and sustained ops
  - USAF to support Special Operations
  - No specific mention of support to other ground ops
  - Discussed role of Air Forces in Space

1970s: U.S. Air Force Basic Doctrine (II)

- Evolution
  - *United States Air Force Basic Doctrine* (AFM 1-1) (1975)
    - Continued primacy of strategic nuclear warfare
  - *Functions and Basic Doctrine of the United States Air Force* (AFM 1-1) (1979)
    - Primacy of “strategic aerospace offense”
1970s: U.S. Navy Capstone Documents

- Little or no mention of USAF contributions, capabilities, or limitations in USN capstone strategy, policy and concept documents of the decade.

1970s: USN-USAF Staff Relationships

- DoD-wide “Total Force Concept” instituted (1970)
  - Greater Reserve/Guard participation in service missions
  - Based on successful USAF concept
  - Navy had opposed; maintained most Navy missions required active forces only

- Limited but path-breaking USN-USAF Memoranda of Agreement (MOAs)
  - Mostly re: Strategic Air Command (SAC) B-52 mine laying, air refueling, anti-surface warfare, surveillance ops

- CNO ADM Elmo Zumwalt initiative to qualify USAF units on USN carriers (1972)
1970s: USN-USAF Operational Relationships

♦ De-conflicted but not integrated or centralized USN & USAF air operations over Vietnam (through 1973)
  ♦ Same “route package” system used in Korea
  ♦ USN-USAF inter-service relations less bitter than Korea
  ♦ More mutual respect & deference
  ♦ USAF still chafed at lack of unity of command
♦ USN 6th Fleet supported USAF Operation Nickel Grass resupply of Israel during Yom Kippur War (1973)
♦ USAF helicopters replaced air wing, operated from USN carrier USS Midway during evacuation of Saigon (1975)
♦ USN-USAF-USMC SS Mayaguez rescue op (1975)

1970s: USN-USAF Operational Relationships

♦ B-52 Indian Ocean & Gulf maritime surveillance ops from Guam (1979)
  ♦ USN carrier fighter escort in Gulf of Oman
♦ Coordinated USAF, USN Southwest Asia (SWA) deployments (1979)
  ♦ USAF F-15s, E-3 AWACS, USN carrier Constellation to Saudi Arabia and Persian Gulf, to demonstrate US support to Saudis in response to war in Yemen
♦ Disastrous joint “Desert One” Iran hostages failed Operation Eagle Claw rescue operation (1980)
  ♦ Included USN (some with USMC aircrew) and USAF aircraft
  ♦ USN-USMC helicopter/ USAF aircraft fatal collision
1970s: USN-USAF Operational Relationships

- Near Term Prepositioning Force (NTPF) support for USAF Tactical Fighter Squadron (TFS) deployments in Southwest Asia (SWA) contingencies
  - 1 ship of 7 deployed to Diego Garcia (1980)
- Continued USN MSC operation of missile range instrumentation ships (AGMs) in support of USAF missile test data-gathering programs
  - Former SLBM test ship USNS Observation Island (AG-154) re-designated (AGM 23) (1977)
- Continued USN at-sea astronaut recovery ops (1961-1975)

1970s: Exercise and Training Relationships

- USAF sea surveillance & attack exercises
  - USAF “Busy Observer” surveillance ops began (1975)
  - USAF B-52 Stratofortress mine-laying tests (1978)
- USAF Tactical Air Command (TAC) F-111 & RF-4 “Sea Flirt” surveillance program
- Fighter training
  - Unsatisfactory USN and USAF Vietnam War air-to-air experiences
  - USN “Top Gun” Fighter Weapons School (1969)
    - Used USAF T-38s, then F-5Es as aggressor aircraft
  - USAF followed suit (1975)
    - “Red Flag” advanced aerial combat training exercise
- Navy-USAF pilot exchanges: Squadron and flight instructor duty and test pilot schools, war college exchanges
1970s: Tactical Aviation Relationships

- US naval aviation continued to refine its capabilities and Tactics, Techniques and Procedures (TTP) for autonomous strike, anti-air warfare (AAW) campaigns
  - De-confliction as necessary with USAF
    - Vietnam War “route packages” policy
- USAF frustration with Vietnam War air ops command divisions (including naval aviation operational autonomy)
  - But less than frustration after Korean War
  - And less than frustration with USAF command and control arrangements with other services within Vietnam

1970s: Electronic Warfare Relationships

- Electronic warfare (EW) aircraft jam enemy radars and enable Suppression of Enemy Air Defenses (SEAD)
- USN introduced EA-6B Prowler (1971)
  - Replaced EKA-3B Skywarrior
  - Continually upgraded throughout the decade
- USAF flying EB-66 Destroyer (through 1976)
  - Based on Navy A-3 Skywarrior design
- USAF invested heavily in low-observable, reduced signature “stealth” technology for its future tactical and strategic combat aircraft
  - Could reduce the need for EW aircraft
1970s: Aerial Refueling Relationships

- Incompatible USN, USAF air refueling systems
  - USN, USAF TAC “probe and drogue” (flexible, multi-aircraft)
  - USAF “flying boom” (Hi fuel flow rate to SAC bombers)
  - Successful limited USAF KC-135 Stratotanker “probe and drogue” support of USN TACAIR in Vietnam (1960s-70s)
- SECDEF Schlesinger directive that USAF SAC tankers refuel USN, USMC transoceanic aircraft flights (1975)
- USN-USAF Aerial Refueling Systems Advisory Group (ARSAG) created (1978)

1970s: Strategic Nuclear Relationships (I)

- US strategic nuclear triad included both USAF and USN forces
  - Centralized targeting (JSTPS)
  - No unity of command
    - SAC (specified command) had OPCON over bombers, ICBMs
    - LANTCOM & PACOM (unified commands) had OPCON over SSBNs
  - Service perspectives differed
    - Strategic nuclear deterrence the primary USAF mission
    - Strategic bomber community dominated USAF policy
    - Strategic nuclear deterrence one of several USN missions
      - No dedicated strategic force community
      - Carrier aviation nuclear weapons no longer in Single Integrated Operational Plan (SIOP)
      - Same USN Submarine Force manned SSNs as SSBNs
1970s: Strategic Nuclear Relationships (II)

- Navy Ocean Surveillance Information System (OSIS) fed offshore Soviet Yankee SSBN threat data to SAC

1970s: Airlift Relationships

- USN kept a land-based intra-theater airlift role
  - SECDEF Schlesinger sought to consolidate all service Operational Support Aircraft (OSA) under USAF (1974)
  - Congress overruled the administration
  - CNO designated Chief of Naval Reserve (CHNAVRES) as Navy Executive Agent for Navy airlift (1977)
- Unified Command Plan designated MAC as a Specified Command (1977)
  - USN had opposed
- Joint Deployment Agency (JDA) created (1979)
1970s: Space Relationships

- Change in DOD space policy (1970)
  - All services allowed to develop new space systems
  - USAF had had sole responsibility (since 1961)
  - USAF still predominant US service in Space
- USN pushed forward immediately to develop ocean surveillance, tactical FLTSATCOM and TIMATION systems
  - Joint USAF-USN FLTSATCOM program (1971)
    - Inter-service relationships sometimes stormy
    - 1st FLTSAT launched (1978); all launched by 1980
  - TIMATION placed under USAF-led GPS effort (1973)
- High USN use of USAF space systems
  - E.g., “Slow Walker” use of USAF Defense Support Program (DSP) satellites to track closing Soviet aircraft
  - Modest USN funding of some USN space systems

1970s: Systems Relationships

- USAF Tactical Air Command (TAC) flying USN-developed A-7 Corsair II, F-4 Phantom II aircraft
- USAF Light Weight Fighter Program spawned 2 competitive designs (YF-16 & YF-17)
  - USAF selected YF-16, to become F-16 Fighting Falcon
  - USN later developed YF-17 into F/A 18 Hornet
- USN adapted USAF-developed AGM-65 Maverick air-to-ground missile
1970s: Basing Relationships

- USN took over USAF Kindley Field in Bermuda (Renamed NAS Bermuda) (1970)

1970s: USN-US Army relations
1970s: Context for USN–US Army relations

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<tr>
<th>Year</th>
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<td>Deng leads China</td>
<td>Camp David Accords</td>
<td>Shah of Iran falls</td>
<td>Taiwan Relations Act</td>
<td>Soviets Invade Afghanistan</td>
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1970s: USN-US Army relations (I)

- Vietnam War spawned several close joint Army-Navy interactions in-country, specialized & ad hoc
  - Mobile Riverine Force, advisory teams, close air support, joint staffs & activities, joint training, PSYOPS, etc.
- Generally little interaction between the two services, once Vietnam war ended.
  - Occasional coordination; little integration
  - Operated mostly in different mediums in different theaters
- Post-Vietnam War, US Army re-focus on Soviet threat in Germany
  - 6 active Army ready divisions on the ground in SW Germany
  - Steady increase in Army Germany force levels during decade
- Army also forward on the ground in Korea
1970s: USN-US Army relations (II)

- Central Army premise: Heavy combat forces will provide decisive defeat
- Army became avowedly & emphatically doctrine-based
  - US Army Training & Doctrine Command (TRADOC) established (1973)
  - Revised Army field manual FM 100-5 Operations ("active defense") (1976)
    - Previous edition: 1968
  - Emphasis on defensive operations & the first battle
- Army’s National Training Center (NTC) opened at Fort Irwin CA (1980)

1970s: USN-US Army relations (III)

- Army weapons acquisition & modernization programs:
  - Focus on “Big Five” plus MLRS
    - M1A1 Abrams tank
    - M2/M3 Bradley infantry fighting vehicle
    - AH-64 Apache attack helicopter
    - UH-60 Blackhawk utility helicopter
    - Patriot air defense system
    - Multiple-launch rocket system (MLRS)
- Army force structure changes
  - Only 13 active combat divisions (1973)
  - Creation of 3 additional Army combat divisions (1976)
    - Accomplished through plans to use Army Reserve and National Guard “round-out” brigades to “round out” active duty divisions in times of crisis or war
- Influence of Arab-Israeli Yom Kippur War on Army operational & tactical thinking (from 1973)
1970s: USN-US Army relations (IV)

- Army TOA significantly higher than DON during Vietnam War; significantly lower after 1973
- Clash of USA/USN post-Vietnam War strategic visions
  - US Army re-focus almost solely on defending against heavy USSR ground threat in Germany
  - USN had more offensive & global view of war with USSR, & encompassing entire spectrum of operations & war
- After 1973, both services largely ignored counterinsurgency, low-intensity conflict, “nation building,” psychological operations
- Similar US Army & USN internal debates
  - Hi-lo mix; Army on cusp of new family of systems
  - Defensive vs. offensive operational concepts
  - “Battle of the 1st Salvo” analysis vs. campaign analyses

1970s: USN-US Army relations (V)

- Army requirement for USN sealift & prepo
  - Desire to focus USN solely on convoy escort ops
  - NTPF support for Army in SWA contingencies
    - 1 ship of 7 deployed to Diego Garcia (1980)
- Army planned for infantry, air defense reinforcement of forward islands
  - Iceland, Azores, Aleutians
- USN adopted Army-developed Blackhawk H-60 airframe for new family of helicopters
- Army bought 7 USN Navy-designed LCUs
- Army-Navy Joint Logistics Over-The-Shore (JLOTS) exercises
- Demise of USN troop transport mission
  - Last MSC troop transports retired (1973)
1970s: USN-US Army relations (VI)

- Army scarcely mentioned in Navy capstone documents of the 1970s
  - Mentioned in passing in *Project SIXTY, NWP 1 Strategic Concepts for the U.S. Navy*

1970s: USN-foreign navy relations
1970s: USN-foreign navy relations (I)

- USN focus: Increasing capabilities of US allies & friends to counter Soviets & allies
- Coordination, not integration, with allied forces
- Division of labor: Allied expertise encouraged in:
  - NCAPS, convoy escort, mine & coastal warfare, forward basing support, port security
- Security fears limited classified info exchanges
- Interoperability through LIMDIS NATO pubs
- Exercises, education & training, tech transfer
  - A few international meeting & staff talks
  - NATO, Korea wartime integrated command structures
  - Few real-world multilateral ops (E.g.: Suez MCM)
- OPNAV, fleet commanders drove USN policy

1970s: USN-foreign navy relations (II)

- International Seapower Symposia (ISS) on-going biennially at NavWarCol Newport RI (from 1969)
- NAVWARCOL curricula for foreign officers
- New international NAVWARCOL junior Naval Staff Course (1972)
- International Surface Warfare Officers School program launched (1972)
1970s: USN-foreign navy relations (III)

- Other foreign navy education & training in US
- Arms & technology transfers (both ways)
- Intel & communications collaboration
  - AUSCANZUKUS
- Expanding bi-lateral Navy staff talks programs
- USN Personnel Exchange Program (PEP) created
- USN Country, Area & Regional Specialist/ Specialty Officer (CARS/CARSO) programs established
  - Programs did not create or use the cadres as anticipated
- USN Intercultural Relations (ICR) teams established (from 1971)
  - Naples, Athens, Rota, La Maddalena, Yokosuka, etc.

1970s: USN-foreign navy relations (IV)

- CNO ADM Zumwalt initiative to encourage more allied contributions to wartime anti-Soviet sea control (1970+)
- Multilateral Suez Canal mine clearance ops (1974)
  - Facilitated by prior NATO interoperability programs
- Worldwide Naval Control & Protection of Shipping (NCAPS) network
  - USNR participates for USN
- International oceanographic cooperation
1970s: USN-foreign navy relations (V)

- NATO relationships
  - Command structures, staffs, plans & exercises
    - NATO LANT, Med commands headed by USN admirals
    - USN SSBNs assigned to NATO MNCs
    - “Swing” of USN Pacific forces a contentious issue
    - STANAVFORLANT routinely deployed (since 1968)
  - Conceptual differences: Strike fleets, convoy escort, “swing” of USN Pacific forces
  - Rationalization, standardization, interoperability
    - STANAGs, ATPs
    - Successful cooperative NATO SeaSparrow Surface Missile System development & deployment
  - Carter-era NATO initiatives included some naval
  - Intra-NATO issues: UK-Iceland “Cod Wars;” Cyprus War

1970s: USN-foreign navy relations (VI)

- Royal Navy relationships (examples)
  - RN F-4 instructors in USN F-4 Replacement Air Group (RAG), NAS Miramar
  - RN carrier work-up using USN ranges (1971)
  - USN bought 3 British-built Edenton-class salvage ships (1971-2)
  - RN deployed US Polaris SLBM missiles as UK strategic deterrent, with USN assist
    - US assisted UK “Chevaline” program to improve penetration of UK SLBM warheads (1970s)
  - RN paid off last fleet carrier (1978)
**1970s: USN-foreign navy relations (VII)**

- French Navy flying USN-developed F-8E *Crusader* fighters (since 1964)
- USN installed Italian 76mm Oto Melara guns on Perry-class frigates, USCG cutters, Pegasus-class hydrofoils other ships (from 1977)

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**1970s: USN-foreign navy relations (VIII)**

- Bilateral JMSDF, ROKN, ROCN, RTN, RAN, RNZN relationships continue
  - US 7th Fleet forward basing in Japan facilitates close operational ties with JMSDF
- RIMPAC exercises (from 1971)
  - Initially AUSCANUKUS
- Quadripartite US-UK-AUS-NZ Navy staff talks
- S. Vietnamese Navy relationships (till 1973)
  - Advisors, assistance, combined ops, training
  - Accelerated Turnover to the Vietnamese (ACTOV)
  - “Pigs & chickens” programs
  - Personal Response (PR) Program
1970s: USN-foreign navy relations (IX)

- CENTO MIDLINK annual exercises (till 1979)
  - US, UK, Iran, Pakistan
- US-fostered buildup of Imperial Iranian, Royal Saudi navies in Gulf
  - 79 F-14As to IIAF (1976-8); 4 DDGs to IIN (planned)
  - P-3F Orions & SH-3D Sea King helos to IIN

1970s: USN-foreign navy relations (X)

- Latin American navy relationships
  - UNITAS exercises (since 1960)
    - USN SSN participation (since mid-1970s)
    - European navy participation (from 1979)
    - Amphibious exercise introduced (Brazilian Marines) (1980)
  - Inter-American Naval Conf (IANC) (since 1960)
  - Inter-American Naval Telecommunications Network (IANTN)
    - Secretariat established in Balboa, Panama (1972)
    - Secretariat incorporated Latin American naval officers (1976)
  - US sanctions on Chile precluded US arms sales, invitation for Chilean Navy to participate in UNITAS (1979)
1970s: USN-foreign navy relations (XI)

- USN WATC exercises with West African navies
- INCSEA Agreement with Soviet Navy (1972)
  - Annual USN-Soviet Navy INCSEA meetings
- 1st USN-Soviet Navy reciprocal port visits (1975)

End of the 1970s: State of Navy

- Navy leadership ended decade with low morale
  - Concerns over increasing Soviet naval threat
  - Concerns over US national defense strategy
  - Concerns over USN capabilities & readiness
  - Concerns over declining ship numbers
- Some bright spots
  - New systems in fleet showing great promise
  - New institutions spawning renaissance of naval strategic, operational thinking (OP-603, NWC, etc.)
  - Fleet commanders energetically trying to devise new strategies, operations, tactics
  - Soviet aggressiveness alarming many, including post-mid-1979 Carter Administration
  - New internal USN consensus on USN rationale growing
CNA studies on U.S. Navy strategies and their context


