

Naval Doctrine Publication 1

Naval Warfare

April 2020

It follows then as certain as night succeeds the day, that without a decisive naval force we can do nothing definitive, and with it everything honorable and glorious.

George Washington

Foreword

The United States Navy, the United States Marine Corps, and the United States Coast Guard collectively form the nation's Naval Service. We have worked, fought, and sacrificed side by side since the earliest days of our Republic to defend and protect our national interests. Our people, Active and Reserve, and the civilians who support them, are our greatest resource. Together we provide integrated, complementary, and unique capabilities to protect America from attack, promote American prosperity, and preserve America's strategic influence.

Naval Doctrine Publication (NDP) 1, Naval Warfare, provides the doctrinal foundation governing our pursuit of excellence in the art and science of naval warfare. It provides our philosophy of warfighting to guide our activities in the preparation for, and execution of, naval warfare. Based on experience and history, it is designed to be an enduring publication that guides how we organize and employ integrated forces as part of a joint or combined force.

The intent of this publication is to provide for mutual understanding and alignment within the Naval Service, institutionally and individually. Institutionally, it forms the doctrinal foundation for subordinate publications, subject to more frequent revision, that provide specific details regarding various aspects of naval operations. Individually, it informs all naval personnel about the distinctiveness of operations in the maritime domain and the unique roles they fulfill as part of the Naval Service. The intended audience is all naval personnel, those in uniform and the civilians who support them.

This publication is about naval warfare—the ultimate execution of our sworn duty to support and defend the Constitution of the United States of America. It describes who we are, what we do, and how we fight as an integrated naval force.

Like all doctrine publications, NDP 1 is authoritative but not prescriptive, and requires judgment in application. It is grounded in our nation's reliance on our ability to prevail in naval warfare to protect our national interests.

Command of the seas is the strategic condition of free and open access and usage of the seas necessary for our nation to flourish. Command of the seas is a fundamental strategic pillar of our nation, necessary for the security and prosperity of our citizens.

Command of the seas is secured by the Naval Service's sea power—the influence exerted by our ability to impose conditions from and within the maritime domain in support of our national objectives.

Sea power is secured by our warfighting excellence across all areas of naval warfare—the tactical means to destroy enemy forces and the capabilities that would seek to undermine our operations.

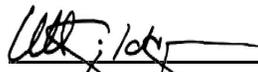
Our warfighting excellence is secured by the combat readiness of our naval forces. Our combat readiness is a direct result of the efforts that Sailors, Marines, Coast Guard men and women, and civilians apply every day towards their command missions and operations.

Whether we are preparing for war or fighting, naval warfare is our purpose.

NDP 1 informs and aligns our efforts to meet this vital national need, now and in the future. Every member of the Naval Service should read, discuss, and understand its contents.



David H. Berger
General, U.S. Marine Corps
Commandant of the
Marine Corps



Michael M. Gilday
Admiral, U.S. Navy
Chief of Naval Operations



Karl L. Schultz
Admiral, U.S. Coast Guard
Commandant of the
Coast Guard



From skill and doctrine flows the initiative of the subordinate. Give the subordinate a proper understanding of the mission and proper training, and he may be relied upon to act correctly in an emergency when orders or instructions from higher authority are not available.

LCDR Harry E. Yarnell

**CDR Ernest E. Evans, USS *Johnston* (DD 557),
and the Battle off Samar**



The small boys of Task Unit 77.4.3 (call sign Taffy Three) defend their unit's carriers by attacking a far-superior enemy surface force in the Battle off Samar.

25 October 1944: As the light grew, the pagoda-like superstructures of 4 Japanese battleships, 8 cruisers, and 11 destroyers appeared over the horizon. *Johnston's* task unit, dubbed Taffy Three, were all that stood between the Japanese force and the American landing force and their ships in Leyte Gulf.

Without waiting for orders, CDR Ernest E. Evans, commanding officer of *Johnston*, gave the command to commence a torpedo run against the enemy:

*"All hands to general quarters.
Prepare to attack major portion of the Japanese fleet.
All engines ahead flank.
Commence making smoke and stand by for a torpedo attack."*

Johnston steered toward her target, an enemy cruiser, veering and fishtailing toward enemy shell splashes in the belief that "lightning doesn't strike twice." Evans closed to less than 10,000 yards before loosing a spread of torpedoes. Several of them blew the bow off the Japanese cruiser.

For more than 3 hours, *Johnston* engaged the enemy. Evans' aggressiveness, along with that of other American destroyermen and aviators from Taffy Three, led the Japanese to believe they were facing a much larger force and caused them to turn away. Although severely wounded early in the battle, Evans pressed the attack until he vanished when his ship went down. For his valiant fighting spirit, he was posthumously awarded the Medal of Honor.

Naval Historical Center and
James D. Hornfischer, *The Last Stand of the Tin Can Sailors*



I can see plenty of changes in weapons, methods, and procedures in naval warfare brought about by technical developments, but I can see no change in the future role of our Navy from what it has been for ages past for the Navy of a dominant sea power—to gain and exercise the control of the sea that its country requires to win the war, and to prevent its opponent from using the sea for its purposes. This will continue so long as geography makes the United States an insular power and so long as the surface of the sea remains the great highway connecting the nations of the world.

ADM Raymond A. Spruance

I

Who We Are—

The Nature of the Naval Service

Naval power is the natural defense of the United States.

President John Adams

The United States Naval Service provides sea power for the security and prosperity of our nation.

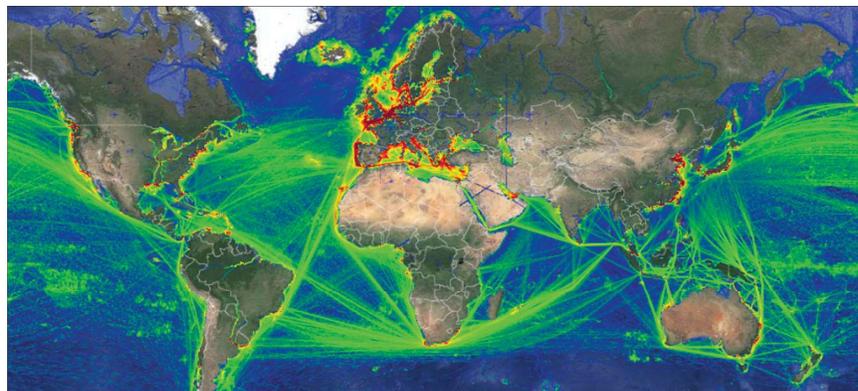
The United States is a global power with global interests. Though blessed with a vast and bountiful continental landmass, we are nonetheless a maritime nation. We depend on the sea for our security and prosperity. Bounded by two oceans, we have been historically protected from direct threats posed by foreign powers. At the same time, we have prospered through our development and reliance on trade around the world. With unfettered access to major oceans, internal waterways, deepwater ports, and protected straits and bays, our national and economic security depends on free and open trade, travel, and rules-based order.

The vastness of the maritime domain, however, makes its resources and commercial activities vulnerable to threats. Competition among nations periodically threatens the distribution of the benefits and bounties of the maritime domain. Economic gain, military advantage, and national ambition have all been the source of contest at and from the sea.

Thus, the oceans have shaped humanity's journey since the beginning of recorded time. They have been a source of prosperity and peril, protection and threat, opportunity and oppression, all depending upon the aspirations of those who master the sea. History demonstrates that when you lose the ability to contest at sea, you lose the sea.

Today, the world's oceans and littoral environments are a source of incomparable opportunity. Industrial might and technological advances have combined to create a global economic system that has increased the prosperity of nations and lifted the lives of billions around the world. Ninety percent of global trade, materiel, and goods flow across the seas, and 99 percent of international internet traffic travels beneath them in undersea cables. A quarter of the protein consumed in the world has origins in the sea. The global economic system is almost wholly dependent upon unhindered activity in the maritime domain.

Global Maritime Shipping Density, 2018



Let us start from the fundamental truth, warranted by history, that the control of the seas, and especially along the great lines drawn by national interest or national commerce, is the chief among the merely material elements in the power and prosperity of nations. It is so because it is the world's great medium of circulation.

Alfred Thayer Mahan

Doctrinally, the maritime domain consists of the oceans, seas, bays, estuaries, islands, coastal areas, and the airspace above these, including the littorals.¹ The complexity of the domain, with confluences of water, air, and land, as well as space and cyberspace, is infinite in variation. As a result, operations are inherently challenging. The magnitude of this challenge increases with proximity to land, and the most complex cases are operations that transition between water and land. The maritime domain is the realm of our Naval Service.

Our mastery of this expansive and diverse domain enables us to project our power and defend our interests around the world, while retaining the ability to deny the same to our adversaries. In an increasingly competitive world, a strong Naval Service is the surest defense for our continued freedom and prosperity.

We fight as part of a joint—and frequently combined—force that operates in all domains. We are masters of operations in the maritime domain; yet, we also plan and execute within the context of joint operations.

A good Navy is not a provocation to war. It is the surest guaranty of peace.

President Theodore Roosevelt

¹ The littoral is comprised of two segments. The seaward portion is that area from the open ocean to the shore that must be controlled to support operations ashore. The landward portion is the area inland from the shore that can be supported and defended from the sea (Joint Publication (JP) 3-32, Command and Control of Joint Maritime Operations, 8 June 2018, and JP 2-01.3, Joint Intelligence Preparation of the Operational Environment, 21 May 2014).

Sea Power's Role in the United States' Rise to Great Power Status

The national security policies that prioritized sea power and propelled the United States into a position of global leadership emerged when the nation was nearly 100 years old. Although some of our earliest conflicts were naval in character, our nation spent most of its first century focused on westward expansion rather than overseas interaction. During that time, the United States fought a number of land-centric wars on the North American continent in which naval forces played critical but largely unheralded roles. The Spanish-American War in 1898 marked the beginning of a reversal in that pattern. The United States switched from an internal to an external focus, and every major conflict since then has been fought overseas and usually alongside one or more formal allies or other foreign partners.² This evolution in national policy places a premium on sea power. The national strategy became a de facto maritime strategy. Historian Samuel P. Huntington explained this shift:

The threats to the United States during this period arose not from this continent but rather from the Atlantic and Pacific oceanic areas and the nations bordering on those oceans. Hence it became essential for the security of the United States that it achieve supremacy on those oceans just as previously it had been necessary for it to achieve supremacy within the American continent. ... In a little over twenty years, from 1886 down to 1907, the United States Navy moved from twelfth place to second place among the navies of the world.

Two world wars later, the United States reigned supreme as the greatest naval power in the world. Some national policy makers, however, lost sight of the fact that naval forces do more than just fight other naval forces. As a result, after 1945, naval force structure was drastically cut and would have continued to spiral downward had U.S. naval forces not demonstrated their power projection value during the Korean War. The historically proven applicability—indeed the necessity—of sea power in projecting power and influence overseas was once again demonstrated convincingly. Since that time, U.S. naval forces have repeatedly demonstrated their value not only in war, but also in providing a stabilizing presence around the world, thereby ensuring the free flow of commerce, providing maritime security, and responding to humanitarian crises.

² Some may consider the United States Army expedition into Mexico in 1916–17 that attempted to capture Pancho Villa a possible exception, although whether or not that could be considered a “major” conflict is open to debate.

Who We Are

THE UNITED STATES NAVAL SERVICE

The United States Navy, the United States Marine Corps, and the United States Coast Guard collectively form the nation's Naval Service.³ Together we have stood watch, fought at sea, and seized objectives ashore through every military campaign since 1790. From peace to war, and the tensions in between, naval forces of the United States have provided integrated, complementary, and unique capabilities necessary for our nation to develop, prosper, and protect our American way of life. Together, the Navy, Marine Corps, and Coast Guard provide irreplaceable service to our country, without which our nation would cease to exist as we know it.

This tremendous duty falls not on institutions, but on individuals—those who have chosen to wear the uniform of our nation's Naval Service, and the civilian personnel who have chosen to support them. From the earliest and most tenuous days of our Republic, Sailors, Marines, and Coast Guard men and women have innovated, persevered, and sacrificed to achieve our nation's objectives. Our nation's freedom and way of life have been earned through an incalculable number of individual choices made throughout the full range of military experience—from the extreme rigors of combat, where so many made the ultimate sacrifice, to the diligent execution of daily operations. Our people have always been our greatest advantage over any competitor and our most important means to achieving our ends. Our greatest strategic resource is the character of our people.



³ Per Title 10, United States Code (U.S.C.) §101, and Title 14 U.S.C. §1-3, the Coast Guard is “a military service and a branch of the armed forces of the United States at all times.” The Coast Guard may, at any time, provide forces and/or perform its military functions in support of naval component or combatant commanders. The Coast Guard is also, at all times, a Federal maritime law enforcement agency. Pursuant to 14 U.S.C. §89(a), the Coast Guard has broad powers to “make inquiries, examinations, inspections, searches, seizures, and arrests upon the high seas and waters which the United States has jurisdiction, for the prevention, detection, and suppression of violations of the laws of the United States.”

THE MARITIME DOMAIN SHAPES KEY ATTRIBUTES OF OUR NAVAL FORCES

The maritime domain is the world's largest and most diverse operating environment. There are clear challenges to operating in this complex environment, but also tremendous opportunities provided by its vast maneuver space. Naval forces have developed several key attributes to overcome the challenges and exploit the opportunities to operate throughout all areas of the maritime domain. Naval forces are:

Lethal. Lethality is a fundamental attribute of naval power. When politics and diplomacy fail, naval forces bring destructive force to bear to defeat an enemy's ability to threaten our nation or its interests. We employ a combined arms approach to maximize lethality in carrying the fight to the enemy.

Mobile. Mobility enables naval forces to operate forward and maneuver freely. Mobility gives us global reach. We can respond quickly to crises, reposition as required, and remain or retire as circumstances warrant. Our mobility enables us to distribute or concentrate our forces, even remain undetected, with the ability to strike from a place and time of our choosing. This imposes great uncertainty and cost on an enemy. Mobility enables us to be the first line of America's defense, and a potent reminder of our nation's resolve.

Expeditionary. An expedition is a military operation conducted by an armed force to accomplish a specific objective in a foreign country. Given the geographic position of the United States and the predominant strategic conditions in the modern world, the preponderance of U.S. military operations are overseas. While all of the U.S. Armed Forces participate in expeditions, as "overseas" makes clear, the Naval Service plays an essential role in enabling expeditionary operations for the entire joint force.

Agile. The demands of the maritime domain and the threats therein require agility in geographic, conceptual, and technological arenas across the full spectrum of competition and conflict. We tailor our capabilities to influence any situation required by our nation anywhere in the world. Agility enables naval forces to navigate the physical and cognitive dimensions of complex situations, apply appropriate capabilities, and seize the initiative.

Scalable. Naval forces can be modulated, "scaled" up or down, be visible or invisible, large or small, provocative or peaceful, depending on what best serves U.S. interests. Scalability enables our nation to tailor our influence uniquely to any situation requiring a naval response.

Who We Are

Sustainable. The global expansiveness of the maritime domain and the interests of our nation around the world require that we conduct naval operations that are continuous, at and from the sea, and typically far removed from land-based support. Self-sufficiency and sustainable global logistics enable us to maintain naval operations as long as our nation needs. By remaining on station for indefinite periods of time in international waters, naval forces communicate a capability for action not available to forces dependent upon air or basing rights.

Versatile. Naval forces are multimission by design. We are trained, equipped, and ready to wrest control of the seas, deny the sea to our enemies, project and sustain power ashore, and conduct maritime security operations against a variety of threats. Our versatility ensures we are ready to respond regardless of the nature of the nation's need.

These attributes do not cover every quality applicable for every situation, but guide the development, integration, and operation of our naval forces for maximum effect in the maritime domain.

THE MARITIME DOMAIN SHAPES OUR COMMAND PHILOSOPHY OF NAVAL FORCES

Command is the authority a commander in the Armed Forces lawfully exercises over subordinates by virtue of rank or assignment. Accountability and responsibility are the foundation of command authority. While command authority stems from orders and other directives, the art of command resides in the commander's ability to use leadership to maximize performance.

The maritime domain has uniquely shaped command in the Naval Service. In the not-too-distant past, Navy and Coast Guard sea captains and Marine commanders had to operate for months at a time with minimal communication back to higher headquarters. This cultivated a rich heritage of mission command that is a particular necessity in naval warfare.



Who We Are

Mission command is the conduct of military operations through decentralized execution based upon mission type orders and commander's intent. Within the Naval Service, our mission command culture has been shaped by centuries of independent global operations. Our legacy of executing commander's intent, despite the expanse of the domain or complexity of the circumstance, forms an enduring advantage over opponents. We rely on the bold initiative of knowledgeable and intuitive naval commanders to exploit opportunities, seize initiative, and fight relentlessly.⁴



You may look at the map and see flags stuck in at different points and consider that the results will be certain, but when you get out on the sea with its vast distances, its storms and its mists, and with night coming on, and all the uncertainties which exist, you cannot possibly expect that the kind of conditions which would be appropriate to the movement of armies have any application to the haphazard conditions of war at sea.

Winston Churchill

⁴ Initiative is defined here as the willingness of subordinates to take decisive action to accomplish a mission, which is derived from the trust established through interaction with commanders; and whereby the actions taken are guided by commander's intent, the code of conduct, rules of engagement, and the law of war.

ORGANIZATION OF OUR NAVAL FORCES

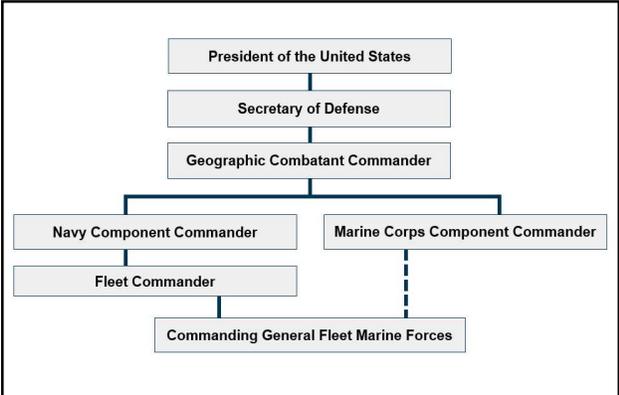
U.S. law governs the administrative and operational chains of command for all military Services. Administrative responsibilities include the organizing, training, and equipping of forces for operational employment. Operational responsibilities include the performance of military missions. In broad terms, Service chiefs perform the administrative duties required to *prepare* forces for military missions, and combatant commanders (CCDRs) perform the operational duties required to *employ* forces for military missions. The Commandant of the Coast Guard is unique among Service chiefs in having operational responsibilities over Coast Guard forces when those forces are not assigned to a CCDR or otherwise delegated within the Coast Guard.

The administrative chain of command for the Navy and Marine Corps begins with the President of the United States, and continues through the Secretary of Defense, the Service secretaries and Service chiefs, to the administrative organizations established by each branch for further execution of these responsibilities. The administrative chain of command for the Coast Guard begins with the President, and continues through the Secretary of Homeland Security, through the Commandant of the Coast Guard, to the organizations established for the administration of the Service.



The operational chain of command begins with the President of the United States, and continues through the Secretary of Defense, to CCDRs, who are responsible for executing military missions. These CCDRs exercise command authority over assigned forces via Service component commanders. The Navy component commander and the Marine Corps component commander are peers, who both report to the CCDR. In some cases, a Marine Corps component commander may also serve as a commanding general, Fleet Marine Force (CG FMF) subordinate to a fleet commander.

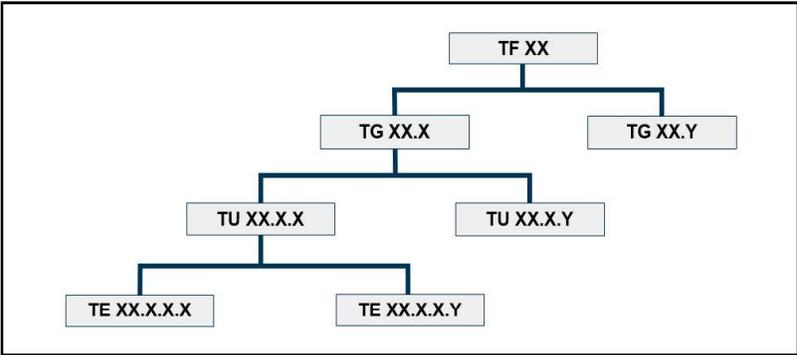
Who We Are



Notional Chain of Command for Operations Conducted via Service Components

The CCDR may designate a joint force commander (JFC) for specific military operations. The CCDR or JFC may designate a joint force maritime component commander (JFMCC) to command a joint maritime operation. As a functional component commander, the JFMCC has authority over assigned and attached forces and forces made available for tasking.

Within the Navy, the fleet is the highest tactical echelon. Whether conducting operations in a maritime component, Service component, or fleet context, the commander normally task-organizes assigned tactical forces into formations with the capabilities to operate throughout the maritime domain—air, surface, subsurface, ashore, space, and the information environment—associated with their anticipated mission(s). These formations may remain at the fleet level or be scaled to provide the right mix of capability and capacity through various combinations of task forces (TFs), task groups (TGs), task units (TUs), or task elements (TEs). Coast Guard forces, when assigned, integrate into the TF structure.



Notional Naval Task Organization

Who We Are

A Marine Corps component commander or CG FMF, if so organized, normally applies a similar approach by forming Marine air-ground task forces (MAGTFs). The largest MAGTF, and highest tactical formation within the Marine Corps, is the Marine expeditionary force (MEF). Like the Navy's formations, MAGTFs may also be scaled and tailored to suit the anticipated mission(s) with options that roughly correspond to the Navy construct. These include MEFs, Marine expeditionary brigades (MEBs), Marine expeditionary units (MEUs), or major subordinate elements (MSEs) that are task-organized for ground, air, or logistics operations or operations in the information environment.⁵ When assigned as fleet



The Marine Corps is a part of the Naval Service, and its expeditionary duty with the Fleet in peace and in war is its chief mission ... the future of the Corps would be determined by their ability to serve efficiently with the Fleet in the conduct of the shore operations which are essential to the successful prosecution of naval campaigns in war, and which are essential to the successful conduct of the foreign policy of our country in peace.

MajGen John A. Lejeune
13th Commandant of the Marine Corps

⁵ A MEF is the Marine Corps' principal warfighting organization and includes at least a Marine aircraft wing, a Marine division, a Marine logistics group, and a MEF information group. A MEB is the middleweight MAGTF and is composed of a Marine aircraft group, a reinforced infantry regiment, and a combat logistics regiment. A MEU is the standard forward-deployed MAGTF and is composed of three MSEs: a composite squadron of rotary and fixed-wing aircraft, a reinforced infantry battalion, and a task-organized logistics combat element. Additionally, special-purpose MAGTFs are nonstanding, normally smaller, organizations temporarily formed to conduct a specific

Who We Are

Marine forces, these formations may be task-organized with Navy forces and receive the appropriate TF/TG/TU/TE designations to reflect their standing as part of the fleet.

The common feature among Navy, Marine Corps, and Coast Guard forces is the ability to task-organize for specific missions. The naval task force and MAGTF constructs provide a high degree of organizational and operational flexibility. While significant formations are postured in key regions, naval forces can easily use the sea as maneuver space to move forces from one place to another to meet emerging requirements. Our forces can be flexibly task-organized and tightly integrated because our systems are interoperable and we embrace interdependencies.

The Coast Guard has command responsibility for the U.S. Maritime Defense Zone, countering potential threats to America's coasts, ports, and inland waterways. This drives the Coast Guard to organize geographically, while retaining flexibility to re-allocate forces globally as needed. The Coast Guard organizes into Areas, which are subdivided into Districts, with subordinate Sectors arrayed around United States territory.



mission for which other MAGTFs are either inappropriate or unavailable. For example, a special-purpose MAGTF may be formed to conduct security cooperation or humanitarian assistance. Each level of a MAGTF can be augmented with a detachment from the MEF information group to provide capabilities to operate in the information environment. For a more detailed discussion of MAGTF organizations and their capabilities, see Marine Corps Doctrinal Publication 1-0, Marine Corps Operations.

Who We Are

Coast Guard jurisdiction extends beyond territorial waters to the limits of the exclusive economic zone (EEZ) and includes the Special Maritime Territorial Jurisdiction of the United States. The Coast Guard conducts operations within these zones that are codified in regulation and tailored to the environments and its unique operational requirements.



Continental United States Coast Guard Sectors

This is not to say that Navy and Marine Corps forces do not operate in support of homeland defense missions close to home, or that the Coast Guard does not operate in the far reaches of the globe while working for combatant commanders. The Navy and Marine Corps principally organize to fight wars globally, while the Coast Guard primarily organizes to defend our homeland locally.

The operational constructs of the Naval Service rely on the culture of mission command integral to naval warfare. The clarity and continuity of command authority inherent in task force organization enable subordinate commanders to execute operations independently with a thorough understanding of commander's intent. The task force organizational model, combined with the culture of mission command, directly enables the agility, scalability, and versatility required of naval warfare.

UNITED STATES COAST GUARD AS A NAVAL FORCE IN PEACE AND WAR

By statute, the Coast Guard is a military Service and an armed force at all times and can function as a specialized service under the Department of the Navy in time of war or when directed by the President.

The Coast Guard can transition as a specialized Service under the Department of the Navy as directed in a congressional declaration of war, or by Presidential order. The last time the Coast Guard as a whole operated in this manner was during World War II.



Having fought as part of the Navy in all our wars, and taking an especial pride in being fully prepared to perform credible service in the Navy whenever called upon, the officers and men of the Coast Guard are inspired not only by the high traditions and fine history of their own service, but also by the splendid traditions, history, and indoctrination of the United States Navy. They have thus two rich heritages to be proud of and two standards of the same lofty character to live up to.

RADM Frederick C. Billard
Commandant, United States Coast Guard

Since 2004, the Coast Guard Atlantic and Pacific Area Commanders serve separately as Maritime Defense Force commanders in the execution of Maritime Homeland Defense (MHD) missions.⁶ Upon declaration of an

⁶ Memorandum of Agreement between the Department of Defense and the Department of Homeland Security for the Inclusion of the U.S. Coast Guard in support of Maritime Homeland Defense. The DOD Dictionary of Military and Associated Terms (DOD Dictionary) recognizes MHD as the acronym for Maritime Homeland Defense.

Who We Are

MHD mission, forces are assigned as required and the commands are integrated into the appropriate JFMCC.⁷ Additionally, the Department of Defense (DOD) and the Department of Homeland Security have a series of memoranda of agreement detailing support and assignment of forces for a variety of peacetime and escalatory missions under the Coast Guard Defense Readiness Mission that do not require Congressional declaration.⁸

From peace to war, the Coast Guard remains an integral partner in the Naval Service, with specified and emergent roles depending on the nature of the national maritime threat.

SUMMARY: WHO WE ARE—THE NATURE OF THE NAVAL SERVICE

The course of our nation depends upon our ability to maintain the freedom of the seas. The Navy, Marine Corps, and Coast Guard are inextricably linked through our shared domain, which shapes the attributes of the Naval Service, the character of our command philosophy, and the organization of our forces. Mission command gives us an enduring advantage over our adversaries while our ability to flexibly task-organize forces provides a high degree of organizational and operational agility, scalability, and versatility.



⁷ Commander, Coast Guard Atlantic Area serves as Commander, Coast Guard Defense Force East and reports to JFMCC North, while Commander, Coast Guard Pacific Area serves as Commander Coast Guard Defense Force West and reports to JFMCC North for MHD missions in the Northern Command area of responsibility (AOR), and to Commander, Pacific Fleet for MHD missions in the Pacific Command AOR.

⁸ Memorandum of Agreement between the Department of Defense and Department of Homeland Security on the use of U.S. Coast Guard Capabilities and Resources in support of the National Military Strategy, 23 May 2008 (Appendix C of Commandant Instruction M3010.11E, 22 Jan 2019 identifies seven current missions: maritime interception/interdiction operations; military environmental response operations; port operations, security, and defense; theater security cooperation; coastal sea control operations; combatting terrorism operations, and maritime operational threat response support).



The pathway of man's journey through the ages is littered with the wreckage of nations, which, in their hour of glory, forgot their dependence on the sea.

BGen James D. Hittle

Who We Are



The United States is a maritime nation. It has always, and always will rely upon the seas for commerce with its trading partners, for support of its friends and allies far from our own shores, for on-scene response to crises where we have no access rights or permissive facilities, and for simply representing our national interests around the world. ... Today, our diplomatic interests are well served by an ability to unilaterally position a force, and then rheostatically control its employment to suit the scenario.

Gen Alfred M. Gray
29th Commandant of the Marine Corps

II

What We Do—

Employment of Naval Forces

The nation’s requirement for a strong Naval Service has been recognized from the earliest days of the Republic. Congress created each of our maritime Services, compelled by the urgent strategic needs of the times.⁹

Navy origins trace to 1775 and a Second Continental Congress resolution to outfit a “swift sailing vessel to carry ten carriage guns ... to cruise eastward, for intercepting such transports as may be laden with warlike stores and other supplies for our enemies.”¹⁰ Marine Corps origins began a month later in Tun Tavern after the same Second Continental Congress ordered that “two Battalions of Marines be raised” for service with the fleet. Coast Guard origins date to 1790 with Alexander Hamilton, who sought to preserve the fledgling nation from failure through bankruptcy. He convinced the first session of the United States Congress to pass an act directing “that the President of the United States be empowered to cause to be built and equipped, so many boats or cutters, not exceeding ten, as may be necessary to be employed for the protection of the revenue.”

From those humble beginnings, we have grown into the Naval Service the world knows today. It is easy to view these fledgling origins as quaint now, but when viewed against the urgent strategic requirements of a growing nation, they were absolutely essential.

In that sense, little has changed. Our Naval Service protects, defends, and preserves our nation’s security and prosperity. We are guided by the direction of our national civilian leaders, and we remain intensely focused on the urgent strategic requirements of an increasingly competitive world.



⁹ Includes both Continental Congress and United States Congress.

¹⁰ The framers subsequently enshrined in Article I, §8 of the Constitution the duty of Congress “to provide and maintain a Navy,” a mandate that binds our nation and our Navy in perpetuity.

What We Do

NATIONAL AUTHORITY DIRECTS THE NAVAL SERVICE

Congress continues to define the composition and authorities of the Naval Service through Title 10 U.S.C. for the Navy and Marine Corps and Title 14 for the Coast Guard.

Title 10 U.S.C. §5062:

“The Navy, within the Department of the Navy, includes, in general, naval combat and service forces and such aviation as may be organic therein. The Navy shall be organized, trained, and equipped primarily for prompt and sustained combat incident to operations at sea. It is responsible for the preparation of naval forces necessary for the effective prosecution of war except as otherwise assigned and, in accordance with integrated joint mobilization plans, for the expansion of the peacetime components of the Navy to meet the needs of war.”

Title 10 U.S.C. §5063:

“The Marine Corps, within the Department of the Navy, shall be so organized as to include not less than three combat divisions and three air wings, and such other land combat, aviation, and other services as may be organic therein. The Marine Corps shall be organized, trained, and equipped to provide fleet marine forces of combined arms, together with supporting air components, for service with the fleet in the seizure or defense of advanced naval bases and for the conduct of such land operations as may be essential to the prosecution of a naval campaign. In addition, the Marine Corps shall provide detachments and organizations for service on armed vessels of the Navy, shall provide security detachments for the protection of naval property at naval stations and bases, and shall perform such other duties as the President may direct. However, these additional duties may not detract from or interfere with the operations for which the Marine Corps is primarily organized.”

Title 14 U.S.C. §1-3:

“The Coast Guard ... shall be a military service and a branch of the armed forces of the United States at all times. The Coast Guard shall maintain a state of readiness to function as a specialized service in the Navy in time of war, including the fulfillment of Maritime Defense Zone command responsibilities. Upon the declaration of war if Congress so directs in the declaration or when the President directs, the Coast Guard shall operate as a service in the Navy, and shall so continue until the President, by Executive order, transfers the Coast Guard back to the Department of Homeland Security.”

What We Do

Compare the congressional direction between the first acts that founded our Naval Service and current U.S.C.¹¹ There are, of course, obvious differences. What remains the same is the authority of our nation's civilian leadership directing the military Services. We remain servants of our nation, guided by our elected and appointed leadership.



Navy, Marine Corps, and Coast Guard forces, operating in combination, can leverage complementary Title 10 and Title 14 authorities to great operational effect. For example, Title 10 includes provisions for the armed forces to support counterdrug and countertransnational organized crime efforts by other government departments and agencies. Under the provisions of Title 14, the Coast Guard has law enforcement authorities. Joint interagency task forces can leverage these authorities to combine the capabilities, capacities, and authorities of each Service to achieve effects that none could achieve alone.



¹¹ Title 10 U.S.C. provides additional details beyond the passages quoted above. For example, §5038 establishes the director for expeditionary warfare within the Chief of Naval Operations (CNO) staff responsible for the development of capabilities associated with littoral operations.

What We Do

NATIONAL STRATEGY DRIVES THE CAPABILITIES AND EMPLOYMENT OF THE NAVAL SERVICE

The original strategic mandate to outfit “a swift sailing vessel to ... cruise eastward” has evolved greatly over the centuries as the complexities of the world have multiplied, but the core remains the same. We develop, integrate, and employ our naval forces in the pursuit of national objectives.

The President establishes national objectives. The Secretary of Defense and the Services translate the Commander in Chief’s direction into military strategies to integrate with other elements of national power to achieve those objectives. Military chains of command then develop strategies to meet higher-order objectives. For instance, geographic combatant commanders (GCCs) develop theater strategies to accomplish national-level objectives in their AORs. Subordinate component commanders develop strategies to accomplish the GCC’s theater objectives. Subordinate task force commanders develop their plans in alignment with component commander objectives, and so on down the line.

Regardless of the complexity of the process, the heart of strategy is simply the application of resources towards achieving an objective, making use of the available means to develop the ways to achieve the desired ends. National military strategy applies these core elements of strategy as such:

The United States military applies its resources, capabilities, authorities, and activities to respond to threats; deter strategic and conventional attack; compete across the spectrum of armed conflict; and assure allies and partners in order to accomplish the



nation’s security objectives. It is important to note that the application of military capabilities in support of national security objectives takes place across a competition continuum. This continuum is composed of a mixture of cooperation, competition below armed conflict, and armed conflict.¹² Thus, maritime strategy boils down to this: What can the Naval Service do to best help our nation achieve what it needs across this continuum?

¹² Joint Doctrine Note (JDN) 1-19, Competition Continuum, (June 2019) posits that, rather than a world either at peace or at war, there is “a world of enduring competition conducted through a mixture of cooperation, competition below armed conflict, and armed conflict.”

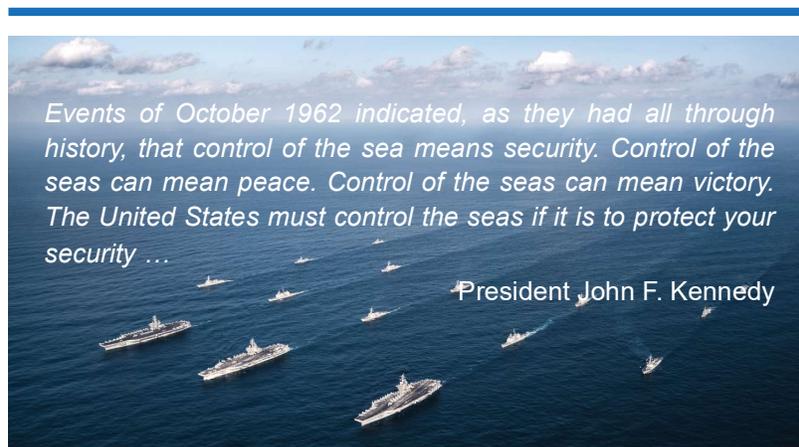
ENDURING FUNCTIONS OF THE NAVAL SERVICE

Of course, our nation's needs change as circumstances change. Strategies evolve as threats emerge and new capabilities are developed. The nature of war is immutable, but the character of war has changed significantly since "ten carriage guns" and "two Battalions of Marines" were needed to achieve our independence. Technological advances, industrial might, and shifting political alliances all combine to provide a far different strategic landscape than even just a few years ago. However, throughout all of these changes, our nation has consistently relied on the Naval Service to fulfill several enduring functions in pursuit of national objectives.¹³

In broad theoretical terms, naval forces exist to:

- Ensure the safe seaborne movement of friendly commerce and military forces
- Influence events, to include projecting military power, overseas
- Prevent an adversary's seaborne movement of commerce and military forces
- Prevent an adversary from influencing events, to include projecting military power, on our own or other friendly shores.

In practice, the Naval Service uses various doctrinal terms to more definitively describe the execution of these functions. The following enduring functions are the primary means the Naval Service uses to pursue national objectives in peace and war.



¹³ DOD Dictionary: "Function—the broad, general, and enduring role for which an organization is designed, equipped, and trained." (JP 1).

What We Do

Sea Control. Sea control is the condition in which one has freedom of action to use the sea for one's own purposes in specified areas and for specified periods of time and, where necessary, to deny or limit its use to the enemy. Sea control includes the airspace above the surface and the water volume and seabed below. In some cases, it may also require the control of key maritime terrain to influence events seaward. Key maritime terrain is often associated with coastal areas or islands from which operations can be conducted to control or deny the use of adjacent sea lanes, especially at strategic choke points. Sea control is the manifestation of lethality afloat. Sea control enables all other naval functions. The value of sea control becomes apparent when compared to sea denial, which involves partially or completely denying the adversary the use of the sea. This offensive, cost-imposing approach can be applied when it is impossible or unnecessary to establish sea control. Sea denial is offensive in nature because the attacker chooses the times, places, and targets of attack. The ability to control or deny sea space may also be applied to conduct blockades in wartime or as a means to control crises.

Power Projection. Power projection is the ability to inflict costs on our enemy from the maritime domain to the degree of our choosing, at the time and place of our choosing, with strike, amphibious, and naval special warfare capabilities.¹⁴ The naval team can overcome diplomatic, military, and geographic challenges to access and project power ashore without reliance on ports and airfields in an objective area.

Deterrence. Deterrence is the prevention of action by the existence of a credible threat of unacceptable counteraction and/or belief that the cost of action outweighs the perceived benefits. It refers to the demonstrated ability and willingness to inflict unacceptable damage on an adversary and to making sure the potential adversary is aware of the risk so that the adversary refrains from aggression or action. We seek to deter aggression across the range of military operations and across all levels of warfare. At the strategic level, ballistic missile submarines continue to be a cornerstone of the nation's survivable nuclear deterrent. Other U.S. naval forces are persistently forward-postured in key regions to deter conventional

¹⁴ DOD Dictionary defines maritime power projection as "power projection in and from the maritime environment, including a broad spectrum of offensive military operations to destroy enemy forces or logistic support or to prevent enemy forces from approaching within enemy weapons' range of friendly forces. Maritime power projection may be accomplished by amphibious assault operations, attack of targets ashore, or support of sea control operations." Traditionally, the Naval Service simply refers to power projection (unmodified by "maritime"), and that practice is continued in this publication.

aggression as well as compete below armed conflict.¹⁵ When necessary, our inherent mobility allows us to rapidly move to crisis areas and conduct tactical actions that signal U.S. intentions and demonstrate the ability to reverse or respond to acts of aggression.

Maritime Security. Maritime security includes those operations to protect maritime sovereignty and resources, and to counter maritime-related terrorism, weapons proliferation, transnational crime, piracy, environmental destruction, and illegal seaborne migration. Security at sea mitigates violent extremist threats and transnational criminal organizations. Maritime security operations are conducted to assist in establishing the conditions for security and protection of sovereignty in the maritime domain. They also include participating in security cooperation operations with allies and partners, sharing situational awareness, and conducting maritime interception and law enforcement operations. Additionally, maritime security operations are enhanced by operations that support safety and stewardship of the maritime commons and associated natural resources.

Sealift. Sealift consists of the afloat pre-positioning and ocean movement of military materiel in support of United States and multinational forces. Military sealift ships sustain United States Armed Forces around the globe and deliver specialized maritime services in support of national security objectives in peace and war. Sealift provides the majority of support for large-scale military deployment, reinforcement, onloading, offloading, and resupply. Sealift historically accounts for 90–95 percent of total military cargo delivered during war. Unlike maritime power projection, sealift is largely dependent upon secure port infrastructure for offloading materiel and equipment.¹⁶

Though not inclusive of all functions that naval forces have executed for our nation, or will execute in the future, these are enduring functions that we have consistently employed over the course of our country's history to

¹⁵ JDN 1-19 describes competition below armed conflict as actions taken against a strategic actor in pursuit of policy objectives that “are typically nonviolent and conducted under greater legal or policy constraints than in armed conflict but can include violent action ... or sponsorship of surrogates or proxies. Competition below armed conflict does not preclude some cooperation in other areas. Competition below armed conflict may include diplomatic and economic activities; political subversion; intelligence and counterintelligence activities; operations in cyberspace; and the information environment, military engagement activities, and other nonviolent activities to achieve mutually incompatible objectives, while seeking to avoid armed conflict. Within competition below armed conflict, joint force actions may include security cooperation activities, military information support activities, freedom of navigation exercises, and other nonviolent military engagement activities.”

¹⁶ Maritime pre-positioning forces have an in-stream offload capability.

What We Do

defend our homeland and achieve national objectives. They continue to be the primary means by which the Naval Service contributes to national strategic objectives today, and will endure though the character of maritime competition will change with time and circumstance.

The commander orchestrating these functions will find that they are intertwined, often overlapping, mutually dependent, and at times shift from one into another. This is especially true with respect to sea control and power projection, which are frequently employed in an integrated, complementary fashion to achieve operational access for the joint force. This is the nature of military operations (which is at odds with specific definitions and clear boundaries of military terms). The nature of war is

There is, however, one constant. Sea control enables all other naval functions.

imprecise and chaotic. There can be no clear overall definition that can describe the boundaries of one function from those of another when compared against the variety of circumstance and need of any specific situation. This is the realm of the art of war.

There is, however, one constant. Sea control enables all other naval functions.



NAVAL DIPLOMACY

Our ability to maintain and execute naval functions throughout the competition continuum generates the ability to influence world events. Fundamentally, our ability to influence depends upon our ability to prevail in armed conflict. However, the diplomatic role of sea power has always

been important and, arguably, far more commonly exercised. Naval diplomacy is the application of naval capabilities in pursuit of national objectives during cooperation and competition below conflict. Unlike other elements of military power, naval diplomacy allows the United States to influence events with greater freedom of action than options requiring a persistent presence ashore.

The Great White Fleet



Our ability to influence depends upon our ability to prevail.

Force posture is a key consideration in generating influence. Maintaining a forward naval presence in key regions around the world facilitates the conduct of naval diplomacy that reassures our friends and deters aggression, while also providing the ability to conduct crisis response. Our presence provides the United States strategic access critical to respond to any threats against our allies and partners.

There are times when diplomacy is simply not enough and competition escalates into conflict. Until then, however, naval diplomacy is the way we seek peace and prosperity for our nation and the world.

Sea power has always been a more useful means of realpolitik than land power. It allows for a substantial military presence in areas geographically remote from states themselves—but without an overtly belligerent effect.

Robert D. Kaplan
The Atlantic, 2005

LEVELS OF WARFARE AND THE APPLICATION OF SEA POWER

We have grown since our founding into a great nation with global influence and global interests. The incredible number, scale, and complexity of our interests around the world require an effective system to clearly link and direct the application of sea power to our national objectives.

A three-tiered level of warfare construct aligns local military action with larger regional objectives in support of even larger national objectives. National objectives are determined and pursued at the strategic level of warfare.¹⁷ The tactical level of warfare is the province of combat, the objective of which is to defeat or destroy enemy forces at a specific time and place.¹⁸ Linking the two is the operational level, which seeks to arrange tactical actions in a manner that attains the desired strategic end state. Tactical objectives are determined and orchestrated at the operational level of warfare to support national-level objectives.¹⁹ These objectives and their intended sequence of attainment are normally articulated in a campaign plan. The primary objective of operational planning is to combine and sequence tactical actions in a manner that applies naval force capabilities to achieve the desired strategic objective. Campaign planning is often heavily concerned with logistics considerations, and long before the operational level of warfare was incorporated in joint doctrine, naval planners addressed similar issues using the phrase, “lines of communication.”

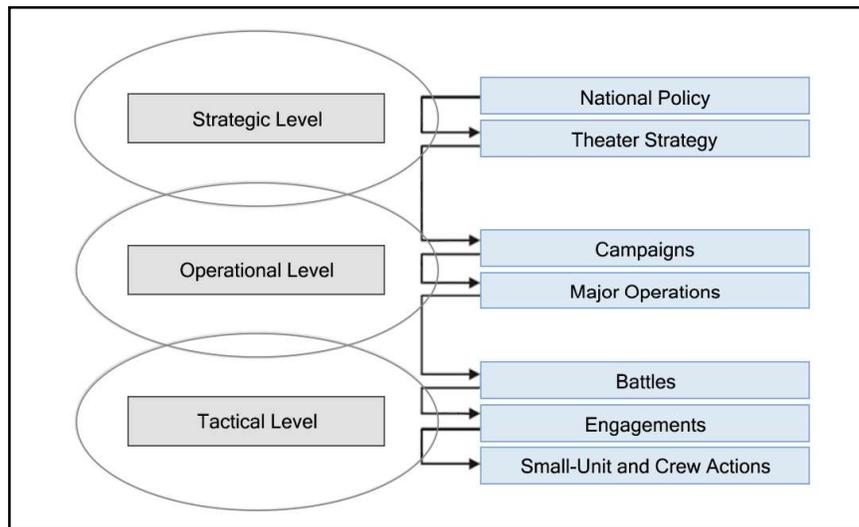


**The course of war can hinge on the outcome
of a single naval battle.**

17 Strategic level of warfare: The level of warfare at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, then develops and uses national resources to achieve those objectives.

18 Tactical level of warfare: The level of warfare at which battles and engagements are planned and executed to achieve military objectives assigned to tactical units or task forces.

19 Operational level of warfare: The level of warfare at which campaigns and major operations are planned, conducted, and sustained to achieve strategic objectives within theaters or other operational areas.

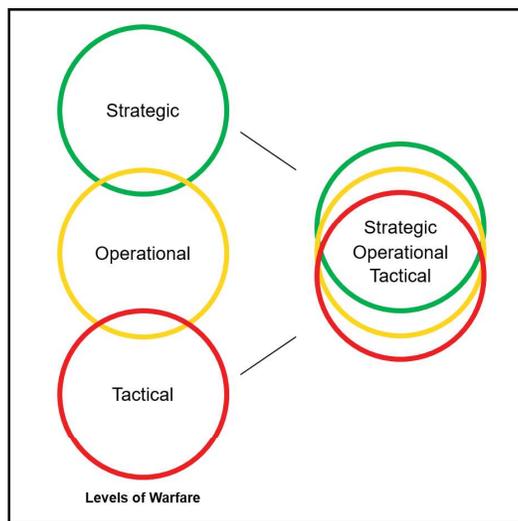


Levels of Warfare

The levels of warfare construct focuses efforts at various levels of operations. It provides clarity of objective and helps commanders at different levels develop plans and prioritize resources. This directly enhances unity of effort and supports mission command of subordinate forces. Lower-level commanders must understand the context of their tactical missions if they are to exercise meaningful initiative as well as provide useful feedback upon the effectiveness of operations. Our strategic objectives must be communicated to leaders at every level. Conversely, no amount of tactical success can compensate for misaligned strategic or operational objectives.

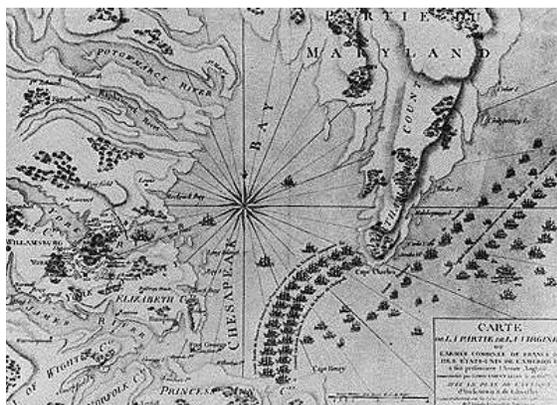
Of course, as in all things in war, there are no discrete boundaries, and the levels of warfare may be compressed and overlap. This is especially true of naval warfare. Historically, major naval battles have occurred with much less frequency than major land battles, but are more likely to generate major strategic results, as evidenced by the battles of the Virginia Capes, Trafalgar, and Midway. Though the British may have surrendered at Yorktown, American victory—and independence—was won at the Battle of the Virginia Capes. A nation’s navy, and its strategic aspirations, can succeed or be destroyed in a single battle. As these examples illustrate, many of these decisive battles have occurred in the littorals, where control of key areas— islands, harbors, choke points—can be transformed into operational-level advantages affecting the overall strategic outcome of a war.

What We Do



Compressed Levels of Warfare Common in Naval Warfare

Because we have not seen a fleet action since 1945, it may be easy to lose sight of the nature of naval combat: fast-paced, deadly, and decisive.²⁰ The course of war can hinge on the outcome of a single naval battle.



French Map Showing French Naval Superiority That Ensured Victory at Yorktown in 1781

You will have observed that, whatever efforts are made by the land armies, the navy must have the casting vote in the present contest.

George Washington

²⁰ Hughes, CAPT Wayne P. Jr., Navy (Ret.) and Girrier, RADM Robert P., Navy (Ret.), Fleet Tactics and Naval Operations, Naval Institute Press, 2018, p. 150.

NATIONAL STRATEGIC SETTING²¹

In the immediate aftermath of the Cold War, the United States enjoyed presumptive air, maritime and information superiority. However, today's global security environment is characterized by the re-emergence of long-term strategic competition between nations and overt challenges to the free and open international order. Both of these trends directly threaten long-term

The history of sea power is largely, though by no means solely, a narrative of contests between nations, of mutual rivalries, of violence frequently culminating in war.

Alfred Thayer Mahan

U.S. prosperity and security. The challenges the United States faces today are global in nature, and operations in one region are likely to influence events in other regions. The interlude from great power competition is over.

The United States faces challenges from great power competitors that pursue their interests using all elements of national power, as well as less-capable nations that invest in key capabilities to challenge our interests and those of our allies and our partners. Every domain is contested—air, land, maritime, space, and cyberspace.

Some competitors seek to optimize their abilities against our high-end capabilities, while also using other areas of competition short of conflict to achieve their ends (e.g., ambiguous or denied proxy operations, subversion, etc.).

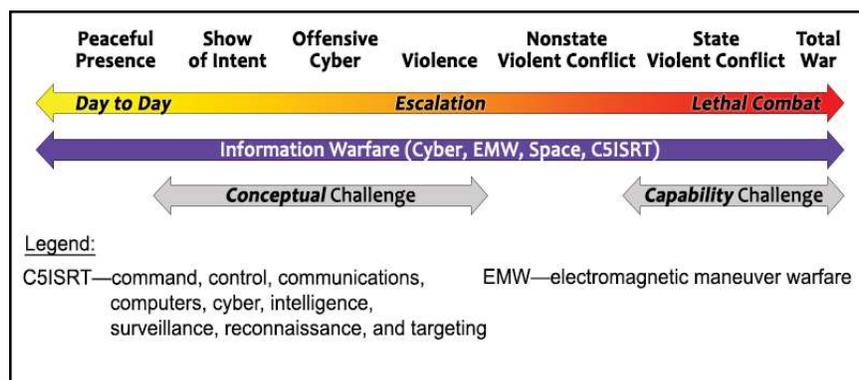
Long-term strategic competitors and adversaries are undermining the institutional and economic order created after World War II. Competitors are exploiting its benefits while undercutting its principles. Adversaries are competing across all instruments of power, with increased efforts in areas short of armed conflict by expanding coercion to new fronts, violating principles of sovereignty, exploiting ambiguity, and deliberately blurring the distinction between civil and legitimate military targets. This willful erosion of institutional legitimacy threatens the collective prosperity and security the order was designed to protect.

Technology creates new opportunities, but also new threats. While the basic nature of war is constant, the means and methods will be changed by the technology being developed today. Our naval forces must be prepared to confront technological surprises on the battlefield. Technological advances

²¹ Distilled from United States National Defense Strategy, 2018.

What We Do

such as hypersonics, autonomous systems, artificial intelligence, directed energy, and biotechnology portend a future with different warfighting and escalation dynamics. Malicious cyberspace activity and attacks from space pose growing threats to our military and domestic infrastructure. Today's strategic environment continues to grow more challenging and complicated as potential future adversaries continue to innovate and adapt concepts and technologies to counter long-standing U.S. military superiority.



Competition-Conflict Continuum

The contemporary operating environment is as dangerous, complex, and challenging as any our nation has faced in decades. The Naval Service cannot provide the answer to all of these challenges, but undoubtedly, it will provide essential components to the resolution of each of these challenges. Naval forces must be capable of effectively competing below the threshold of conflict as well as winning decisively in the event of war. The application of sea power within these strategic realms will determine the course of our nation's future as assuredly it has shaped our Republic's past.

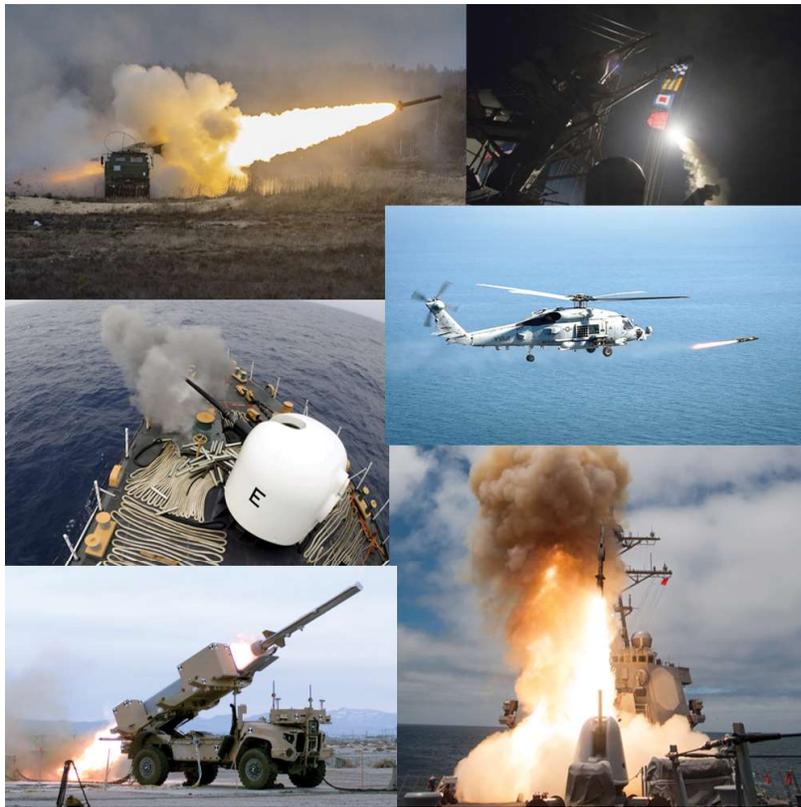


**SUMMARY:
WHAT WE DO—EMPLOYMENT OF NAVAL
FORCES**

Our Naval Service was founded upon the urgent strategic needs of our nation. National need continues to drive our capabilities, operations, and strategy. Our nation relies on the Naval Service to provide enduring functions in pursuit of national objectives. Sea control is foremost among the naval functions, as it enables all others. Naval activities are directly linked to national objectives through a levels of warfare construct. Operations at all levels must be aligned properly to apply sea power on behalf of our nation, which will continue to rely on sea power to shape our future in an increasingly competitive world.



What We Do



One lesson arrived swiftly: that war is the craft of putting ordnance on target decisively, and it is really nothing else. This lesson was being learned the world over in more than a dozen languages. The rigmarole of military life, after all, was designed in part to shape the character of men to respond effectively in that half second where a vital decision must rise instantly from habit. A ship full of pilothouse philosophers, sailors' lieutenants, and colorful China hands who inspire great fiction will lose a fight in an eye's blink to a quick, tight, fast-firing crew who snaps their weapons on target and delivers direct fire by the express route.

James D. Hornfischer
Neptune's Inferno: The U.S. Navy at Guadalcanal

III

How We Fight— The Conduct of Naval Operations

The eminent war theorist Carl von Clausewitz wrote, “The art of war is the art of using the given means in combat.” When considered in terms of naval warfare, “the given means” refers to our warfare capabilities, and “the art of war” includes operational art and command and control (C2) with which we arrange and apply those capabilities to defeat our enemies. To enhance our understanding of these topics as they relate to naval warfare, we will first broadly review our warfare capabilities and then consider the practice and execution of operational art and key elements of C2 in the maritime domain. We will close with a review of warfighting considerations, fleet operations, and warfare enablers necessary in an era of great power competition.

NAVAL WARFARE AREAS

The breadth, reach, and lethality of modern naval firepower have grown dramatically since the days of wooden ships and cannon broadsides. Where naval warfare was once restricted primarily to the surface of the seas, naval forces today operate from the sea floor to space, across all geographies of the littorals, and throughout all realms of the information environment to deter aggression and enable resolution of crises on terms acceptable to the United States and our allies and partners. We employ capabilities across a range of warfare areas to influence events and, if necessary, fight throughout the maritime domain. We work towards tactical excellence every day to achieve warfighting dominance across all naval warfare areas.



How We Fight

The following are the primary warfare areas the Naval Service employs to achieve operational objectives.²²

Air Warfare and Air and Missile Defense.

Air warfare comprises the contest for the airspace within the maritime domain. Air and missile defense is focused on countering an enemy's ability to strike our forces in the maritime domain. Air and missile defense includes active and passive



actions to neutralize tactical and long-range strike aircraft, intelligence, surveillance, and reconnaissance, and C2 aircraft, unmanned aerial systems, and incoming cruise and ballistic missiles. Such threats may be launched from air, sea, or land-based platforms. Additionally, ballistic missile defense can be employed to provide defensive capabilities over land. Naval air warfare and air and missile defense are combined arms efforts involving sensors and weapons operated from aircraft and ships, and select Fleet Marine Force (FMF) elements operating from afloat or ashore.



Expeditionary Warfare. Expeditionary warfare is the projection of naval forces into, and their employment within or from, a foreign country and adjacent waters to accomplish a specific mission.

It includes amphibious operations, naval special warfare operations, maritime pre-positioning force off-load operations, coastal and riverine operations, explosive ordnance disposal operations, and expeditionary advanced base operations.



Warfare in the Information Environment. The expanding utility of information and technology across the competition continuum is driving an evolution in doctrine, tactics, and technology. The Navy, Marine Corps, and Coast Guard each have, and are advancing, a variety of information-related capabilities and concepts to further our warfighting effectiveness throughout the maritime domain.²³ This warfighting area is



²² Warfare descriptions distilled from Naval War College, *How We Fight: Handbook for the Naval Warfighter*, Government Printing Office, 2015, pp. 147–153.

²³ The Navy uses the term information warfare (IW) to describe the integrated employment of Navy's information-based capabilities (communications, networks, intelligence, oceanography,

now a necessary component of every other warfare area, and is instrumental in nearly every tactical activity.

Strike Warfare. Strike warfare is the use of naval forces—aircraft, ships, submarines, and FMF assets—to deliver lethal and nonlethal fires to create desired effects against targets on land.

Surface Warfare. The original form of naval warfare, surface warfare is the massing of fires to take or sink enemy ships. This warfare discipline has evolved from ships of sail trading cannon broadsides into a combined-arms effort that can involve a variety of weapons delivered by aircraft, ships, submarines, and integrated FMF capabilities operating from afloat or ashore.



Undersea Warfare. Undersea warfare encompasses actions to establish and maintain control of the undersea portion of the maritime domain using submarines, mines and other undersea systems. Undersea warfare includes the subsets of antisubmarine warfare; mine warfare, both offensive and defensive; subsea and seabed warfare, and counter-subsea and counter-seabed warfare. Subsea warfare and seabed warfare include the delivery of effects with or from systems located in the water column or on/in the seabed, including systems



other than submarines or mines—such as unmanned vehicles, remotely operated vehicles, submersibles and seabed systems. Evolving technology has expanded our capabilities in this realm, but undersea warfare remains the most intricate and complex tactical problem.

Tactical units—ships, aircraft, battalions—fight in various, specific, and often interrelated warfare areas. Each naval unit is responsible for tactical excellence leading to battlefield success in their designated warfare area(s). The tactical commander orchestrates the various warfare capabilities and achievements of each tactical unit (the given means) to achieve operational objectives in pursuit of national goals. The orchestration of these various, and interrelated warfare capabilities, constitutes the art of war that we shall examine next.

meteorology, cryptology, electronic warfare, cyberspace operations, and space) to degrade, deny, deceive, or destroy an enemy's information environment or to enhance the effectiveness of friendly operations. The Marine Corps recognizes seven functions of operations in the information environment (OIE): assure C2 and critical systems; provide battlespace awareness; attack and exploit adversary networks; inform domestic and international audiences; influence foreign target audiences; deceive adversary target audiences; and control information capabilities, resources, and activities. The Coast Guard uses the term information operations (IO).

How We Fight

THE ART OF WAR IN THE MARITIME DOMAIN

War is inherently chaotic, a competitive test of human wills filled with friction, uncertainty, disorder and rapid change. Success in such a fluid and time-competitive environment demands leaders and organizations that can understand the nature of a given situation and adapt to it faster than their opponents adapt. This is the essence of the art of war, “the art of using the given means in combat.”

Two elements are instrumental to the successful practice of the art of war. First, the development of a broad plan of aligned tactical actions and objectives that support or achieve strategic objectives—this is the realm of operational art. Second, the coordination and direction required to synchronize massed fires and other effects required to achieve those objectives—this is the practice of C2.



**“ ... the art of using the given means
in combat.”**

OPERATIONAL ART IN THE MARITIME DOMAIN

Operational art is the cognitive approach by commanders and staffs—supported by their skill, knowledge, experience, creativity, and judgment—to develop strategies, campaigns, and operations to organize and employ military forces by integrating ends, ways, and means.

While the topic of operational art is broad, there are common fundamentals to its practice that are useful to consider with respect to naval warfare. JP 3-0, Joint Operations, states, “The foundation of operational art encompasses broad vision; the ability to anticipate; and the skill to plan, prepare, execute, and assess.” We will look at the four discrete elements of the plan, prepare, execute, assess cycle as they apply to the Naval Service and consider how each is influenced by the nature of the maritime domain.

Planning

Planning is an essential part of operational art, helping us to decide and act more effectively. Planning is the envisioning of a desired future and laying out effective ways of bringing it about. Planning involves elements of both art and science, combining analysis and calculation with intuition, inspiration, and cunning creativity. At its root, it is the deliberate process of determining how to use military capabilities to achieve objectives while considering associated risks. Since planning supports the commander’s decision-making, it is imperative that commanders are involved throughout the process and guide their staffs accordingly.

The main purposes of naval plans at all levels are to:

- Direct and coordinate action
- Develop shared situational understanding
- Generate a common understanding of how events are expected to unfold
- Support the exercise of initiative.



How We Fight

Each of our Service branches use standard planning processes to support the joint planning process. Though the different demands required by our different environments shaped slightly different planning processes, all of our methods contain the same primary steps.

The wishes of the leader will not bring victory unless as a commander he has the strategical knowledge and the tactical skill to make a good plan.

Fleet ADM Ernest J. King

The planning process starts with a determination of the difference between existing conditions and desired end state. This is done through intelligence estimates and mission analysis, which the Marine Corps refers to as problem framing. Courses of action (COAs) are developed that can be used to bridge that gap. Proposed COAs are then examined, typically through some form of war-gaming mechanism. The commander evaluates the results and selects a COA to be used. The commander may select or modify one of the extant COAs, or develop a separate COA based on insights gained through war-gaming. An operation order is then developed to provide clear and concise tasks for subordinates to accomplish. Intelligence estimates and the plan may evolve over time, and so the cycle continues as time permits, refining the plan until the time for execution, at which point the latest version of the plan becomes the basis for action.

Orders stemming from the planning process provide a primary means for a commander to express decision, intent, and guidance. Orders will typically contain five basic elements: situation, mission, execution, administration and logistics, and C2. Whatever the format, orders and plans must be clear, concise, timely, and useful.



The planning process enables the commander and staff to plan for and execute operations effectively, to ensure that the employment of forces is linked to objectives, and to integrate naval operations seamlessly with a joint, combined, or interagency effort. Given the complexities of the domain, and the integrated nature of naval operations, inclusion of subject matter experts from all disciplines ensures that all relevant factors are considered, omissions are reduced, and information is shared to achieve effective coordination. Planning decisions should be reached on a basis of common understanding of the mission; objectives; tactics, techniques, and

procedures (TTP); and a free exchange of information among involved commanders.²⁴

A fundamental challenge of planning is reconciling the tensions between the desire for preparation, the need for flexibility in light of the uncertainty of warfare, and the time available to plan. Planning is an ongoing process and any plan must be thought of as an interim product based on the information and understanding known at the moment. A plan is always subject to revision as new information and understanding emerge. The vast distances of the maritime domain, and the expeditionary nature of naval operations have instilled an expectation that commanders must be able to operate independently while following superior commander's intent. *A plan is therefore a basis for action, cooperation, and adaptation.* Mission command provides the means to adapt during execution guided by the higher commander's intent and a clear vision of desired end state conditions.

Preparation

During times of peace, the most important task of any military is to prepare for war. The Naval Service does not typically undergo a lengthy period of transition from garrison to deployed and operational status. Naval forces are operational as soon as they take in all lines.



The complexities of fighting in the maritime domain demand rigorous preparation across a wide variety of individual, team, unit, system, platform, and warfare area disciplines. The Naval Service is unique in that the maritime domain imposes additional and extreme penalties for readiness shortfalls before any enemy is ever encountered. We each must achieve tactical proficiency within our respective arenas of the maritime domain. Service-specific skill-set training regimens are oriented at achieving and maintaining excellence in our own areas of warfighting expertise. Maintenance, individual and unit training, and individual and unit exercises combine to create, nurture, and maintain a combat-ready unit capable of tactical excellence in assigned warfare areas.

That there is time for action, all concede; few consider duly that there is also time for preparation. To use the time of preparation for preparation is practical, whatever the method; to postpone preparation to the time for action is not practical ... the time of preparation will pass; some day the time of action will come.

Alfred Thayer Mahan

²⁴ Additionally, JP 3-02, Amphibious Operations, specifies that amphibious force commanders are co-equal in planning matters regardless of command relationship.

How We Fight

Naval forces are employed at the tactical level of warfare to exert warfighting dominance over the enemy. Combat readiness leads to naval forces capable of taking the fight to the enemy. Knowledge of strategy, plans, doctrine, and commander's intent leads to effective engagement of the enemy. Leadership that engenders confidence, mutual trust, and expectations between leaders and subordinates—particularly in environments of chaos, uncertainty, constant change, and friction typical of naval warfare—leads to warfighting dominance of the enemy. Force on force exercises that seek to replicate the chaos and uncertainty of combat, and require leaders to make decisions in a time-competitive environment, promote a Service culture focused on achieving warfighting dominance.

Execution

Execution is the purview of the leader on scene.

Execution requires situational awareness, decision, and action. Awareness is the observed and intuitive grasp of a situation. Decisions relate to an evaluation of options given a particular situation and selecting a COA. Actions, of course, are the results of those decisions, and rely upon the preparations for action that have preceded them.



Mission command enables the execution cycle. In naval combat, this cycle can compress to mere seconds. There is no time to consult higher headquarters; leaders at all levels must have a clear understanding of commander's intent and desired end state. Mutual trust and confidence between leaders and subordinates, developed through collaborative planning, war games, training, and exercises empowers leaders to execute quickly to take advantage of momentary opportunities. There is a rich tradition and history in the Naval Service of bold commanders who

No fighter ever won his fight by covering up—by merely fending off the other fellow's blows. The winner hits and keeps on hitting even though he has to take some stiff blows in order to be able to keep on hitting.

Fleet ADM Ernest J. King

exploited fleeting opportunities. Naval tactical leaders are expected to take initiative using the operational-level commander's guidance, which defines what needs to be done but not how to do it. Winning in battle depends upon competent tactical leaders who can think creatively and possess the moral character to act decisively.



Assessment

Assessment is a continuous activity that supports decision making by ascertaining progress toward accomplishing a task, creating an effect, achieving an objective, or attaining an end state for the purpose of developing, adapting, and refining plans and for making campaigns and operations more effective.

Assessment is a fundamental responsibility of commanders and leaders at all levels and a necessary component in each step in the operational cycle. Assessment informs and updates the planning process. Assessment calibrates the preparation process. Assessment focuses action on decisive points during execution and evaluates the situation following action.

Typically, assessments at the strategic and operational levels concentrate on broader tasks, effects, objectives, and military end state; while assessments at the tactical level primarily focus on tasks, effects, and objectives.



The Plan, Prepare, Execute, Assess cycle is intrinsic to the practice of operational art, and is applicable to all levels of warfare. The U.S. Navy War Instructions, 1944 succinctly summarize this cycle: "Plan and train carefully. Execute rapidly. Simple plans are the best plans." This simple and direct guidance—written in the midst of the last global war—remains exceptionally relevant today.

COMMAND AND CONTROL IN THE MARITIME DOMAIN

Command and control is the exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission.

In naval warfare, successful C2 coordinates intelligence and maneuver to detect and attack an enemy before it can detect and attack us. Thus, C2 is the art of leading people and managing information through a faster, more effective operational cycle than the enemy while dealing with constrained time and unconstrained uncertainty. When considered in these terms, it is easy to see that the nature of the maritime domain must necessarily influence the exercise of C2 in naval warfare. Consideration of the following specific topics will enhance the practice of C2 in our pursuit of excellence in the art and science of naval warfare.²⁵

The history of naval command and control since the sixteenth century makes evident several truths. One is that the natural tendency of most commanders has been and will always be, to control, to centralize; and yet the decentralization of command functions by senior officers commanding units led by well-trained and well-indoctrinated personnel generates greater fighting power by allowing subordinates the leeway to act on their own initiative when conditions warrant such action. Another is that decentralization is not always appropriate and is no guarantor of victory. Lastly, technological advances in communications, whatever their nature will never eliminate the uncertainty associated with the "fog of war."

Michael A. Palmer
Command at Sea



²⁵ Additionally, JP 1, Doctrine for the Armed Forces of the United States, provides 10 tenets of joint C2.

Command

The Naval Service has long demonstrated a cultural bias for action that favors decentralization of command and on-scene initiative. The nature of warfare in the maritime domain—indeed the very nature of service in such an unforgiving environment—demands a high degree of initiative and independent decision making by commanders at all echelons in support of a well-defined objective, either strategic or tactical. The opportunity to command at multiple echelons, beginning as early in an officer’s career as possible, helps foster an enterprising and confident culture of command within the Naval Service.

Periodic trends towards centralization have arisen in the past and will likely continue to appear, usually precipitated by advances in communication technology. Practical experience, however, reveals that centralization cannot eliminate the fog of war or hazards to navigation. Inevitably, there is no substitute for our culture of mission command.

This is not to imply that the Naval Service does not continually promote and exploit technological advances. We have for example, been evolving toward an integrated naval network of seaward and

landward sensors and weapons, in which every node will be capable of passing target-quality data to every other node, enabling commanders to select the most appropriate mix of weapons to engage the enemy—to include doing so by preselecting parameters so engagements can take

The comparison of the ideas and methods of Nelson²⁶ and Burke²⁷ reveals that these two successful commanders drew very similar lessons from their early combat experiences. They shunned centralization and came to believe that delegation of authority—decentralization of command—offered the best hope of enhancing fighting power and achieving victory. They did so during periods when much-heralded communications technology seemed to offer the prospect of ever greater centralized control.

Michael A. Palmer
Command at Sea

²⁶ Vice Admiral Horatio Nelson, British Royal Navy, (1758–1805) played a pivotal role in British naval successes during the Napoleonic Wars.

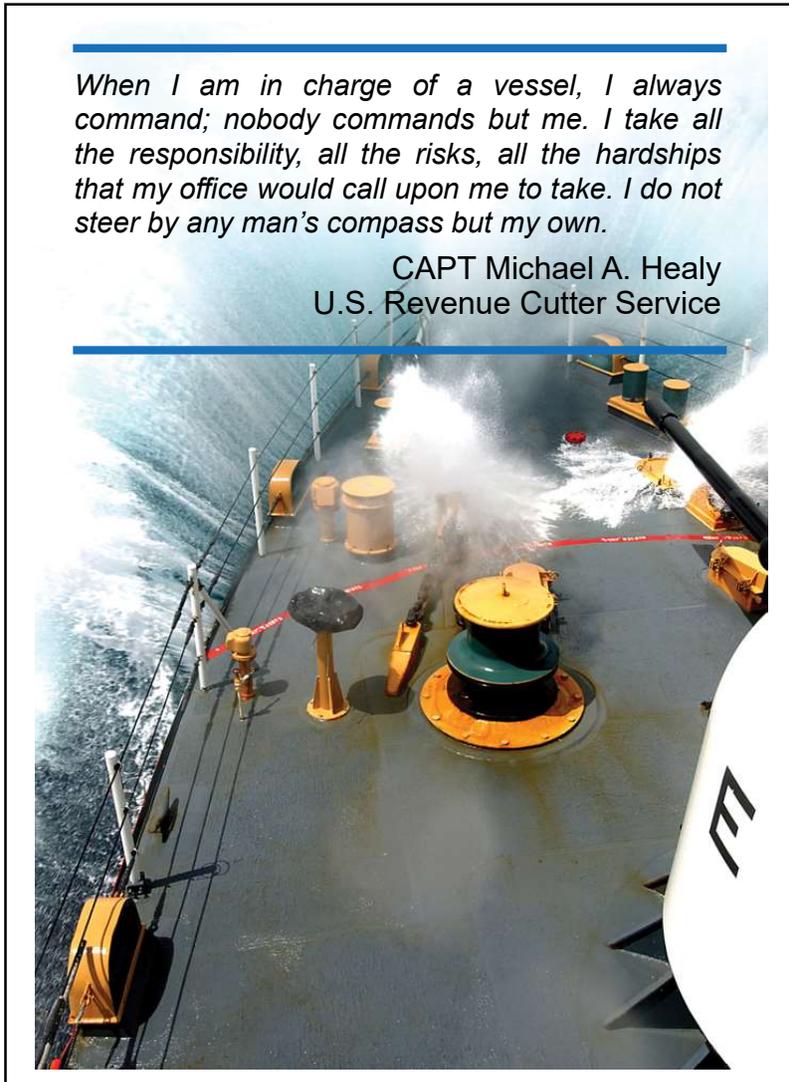
²⁷ ADM Arleigh A. Burke, (1901–1996) earned initial distinction as a destroyer squadron commander in the Solomon Islands in 1943 by developing new tactics that combined the use of radar and night torpedo attacks. He went on to a long and distinguished naval career, eventually rising to CNO.

How We Fight

place at machine speed. The flexibility and resilience offered by such a system are obvious, but we recognize that our systems may be subject to disruption by enemy action or episodic failure of various subcomponents. Furthermore, there will be occasions when commanders will purposely *not* use the network, in whole or in part, in order to reduce force signature, confound detection, and confuse or deceive an adversary. Thus, we actively foster decentralized operations while preserving unity of effort.

When I am in charge of a vessel, I always command; nobody commands but me. I take all the responsibility, all the risks, all the hardships that my office would call upon me to take. I do not steer by any man's compass but my own.

CAPT Michael A. Healy
U.S. Revenue Cutter Service

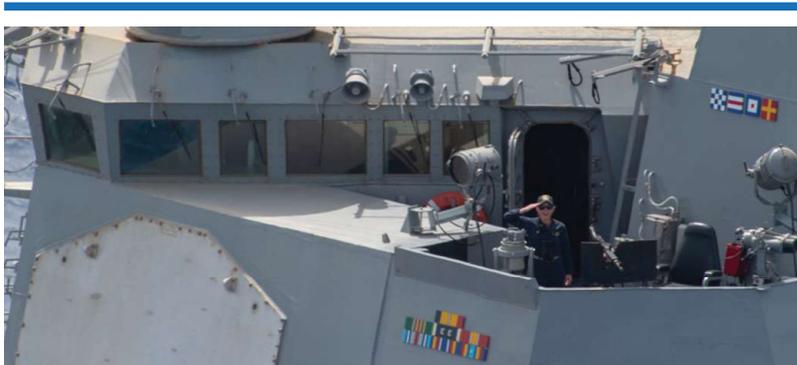


In January 1941, when the United States was less than a year away from formal involvement in World War II, ADM Ernest J. King understood the need to re-energize what he called the “initiative of the subordinate.”

He espoused doing so by “habitually framing orders and instructions to echelon commanders so as to tell the ‘what to do’ but not ‘how to do it’ unless the particular circumstances so demand.”²⁸

As King implied with the caveat, “circumstances so demand,” it is necessary for commanders to exercise discretion and sound judgment regarding decentralization. It is helpful to understand the three approaches toward command generally recognized by military theorists. The first is command by *direction*, the approach applied since antiquity in which the commander observes the battlespace from a vantage point and then personally directs forces against the enemy. The second is command by *planning*, generally attributed to Frederick the Great, in which the commander tries to plan every move in advance, relying on highly trained forces and strict discipline to carry out the scheme as ordered. The third is command by *influence*, also known as “mission command,” in which the commander outlines desired objectives for subordinates to accomplish and then relies on them to exercise on-scene initiative based on local situational awareness and lowered decision thresholds. British Royal Navy Admiral Horatio Nelson and his “band of brothers” famously exemplified command by influence.

Command by direction and command by planning seek to *eliminate uncertainty*. In contrast, mission command seeks to *reduce the need for certainty*.



Mission command is the preferred approach.

Mission command is the preferred approach within the Naval Service. It must be understood, however, that the other two approaches also play an important role. Planning, whether deliberate or time-sensitive, is necessary to determine objectives, develop concepts of operations, allocate resources, and provide for necessary coordination among subordinate

²⁸ CINCLANT Serial 053 of January 21, 1941.

How We Fight

organizations. Plans support both mission command and command by direction. Commanders must also decide what needs to be done and direct subordinates accordingly. Thus, planning and direction provide the framework that enable subordinate commanders to understand the mission and higher commander's intent. Forearmed with that knowledge, they are better able to exercise the initiative of the subordinate to achieve the desired objective despite changing circumstances or differing local conditions. *In sum, the three approaches are not mutually exclusive and are usually employed in combination, although one usually predominates based on the variables of situation and commander's judgment.*

While there are some notable exceptions—the most prominent being command over nuclear weapons and restrictions on the delegation of certain information-related capabilities or special legal authorities—in the Naval Service mission command is our predominate approach to command. By conveying the higher purpose, seniors give their subordinates the authority—and responsibility—to adapt their methods for executing the task as the situation unfolds. This requires mutual trust and a shared understanding of the purpose of the mission. This approach must be instilled through daily custom and practice so it is an ingrained habit when needed in times of war or crisis. In that regard, a subordinate who takes the initiative but makes an error in judgment is not to be faulted to the same degree as one who fails to act entirely. Propagating the initiative of the subordinate can only be achieved by encouraging the subordinates who demonstrate initiative.

Commander's Intent

Commander's intent is a clear and concise expression of the purpose of the operation and the desired military end state. It supports mission command, provides focus to the staff, and helps subordinate and supporting commanders act to achieve the commander's desired results without further orders, even when the operation does not unfold as planned. Commander's intent helps subordinates understand the larger context of their actions, and to exercise judgment and initiative in a way that is consistent with the higher commander's objectives, even in the absence of additional orders.

It is not enough that a leader should have the ability to decide rightly; his subordinates must seize at once the full meaning of his decision and be able to express it with certainty in well-adjusted action.

Sir Julian S. Corbett
Some Principles of
Maritime Strategy

Commander's intent is an essential component of mission command. It provides unity of effort regarding what must be done and for what purpose—i.e., it provides the what and why. In the past, focused guidance and an inherent understanding between senior and subordinate fostered the historic independence of naval commanders operating in complex environments for long periods with minimal communication. In our current strategic setting, common vision between seniors and subordinates at all levels is necessary to generate our desired tempo of operations, mass effects from distributed operations, and seize the initiative in naval warfare.



Leadership

While command is assigned to a few, leadership is required of all. Victory in war depends directly on the character and competence of leaders at all levels. Mission success depends upon leaders who clearly understand commander's intent and then think, act, and lead effectively under chaotic, uncertain, and adverse conditions.



The ability to distinguish essentials from non-essentials, to grasp quickly the elements of the changing situation, and the intestinal fortitude to keep cool and to continue fighting when the going gets tough are required in the successful war commander.

ADM Raymond A. Spruance

How We Fight

Naval leadership has been forged by the dual demands of mastering the domain as well as defeating the enemy. These competing demands have instilled a fundamental precept that naval leaders exercise initiative at all levels to address the highly dynamic, violent, and uncertain nature of naval warfare.

Tactical Decision Making

The principal aim of C2 is to enhance the commander's ability to make sound and timely decisions to coordinate intelligence and maneuver to deliver fires or other effects to defeat an enemy. Because the tactical situation changes continuously, all decisions must be made in the face of uncertainty. While it is natural to seek additional information to lessen that uncertainty, it usually comes at the expense of time. The importance of time and speed has been articulated in the Boyd theory,²⁹ which states conflict may be viewed as time-competitive cycles of observation-orientation-decision-action (OODA), commonly known as the "OODA loop."³⁰

Since decision making is a time-competitive process, we must find a balance between uncertainty and time to achieve superior tempo over opponents. While decision making is often theoretically viewed as an analytical process of comparing options against some set of criteria, it can also be viewed as intuitive, whereby an experienced decision maker recognizes the key elements of a particular problem and arrives at the proper decision. While the two approaches to decision making are conceptually distinct, they are rarely mutually exclusive in practice.



The business of a naval officer is one which above all others, requires daring and decision.

ADM William S. Sims

Since war is a conflict between opposing wills, decisions cannot be made in a vacuum. Instead, they must be made in light of the enemy's anticipated

²⁹ Boyd, John R., *Patterns of Conflict and An Organic Design for Command and Control, A Discourse on Winning and Losing*.

³⁰ It posits that when engaged in conflict at any level, we first observe the situation to take in information about our own status, our surroundings, and our enemy, trying to anticipate their next move. Having observed the situation, we orient to it by making certain estimates, assumptions, analyses, and judgments to create situational awareness. Based on our orientation, we decide what to do and then put that decision into action. The results of that action are monitored through feedback, which takes us full circle back to observation. Based on historical analysis, Boyd asserts that the combatant who can execute the OODA loop faster and more effectively is more likely to achieve victory.

reactions and counteractions, recognizing that while we are trying to impose our will on the enemy, the enemy is trying to do the same to us. A military decision is not merely a mathematical computation. Decision-making requires both the situational awareness to recognize the essence of a given problem and the creative ability to devise a practical solution. These abilities are the products of experience, education, and intelligence.

Experience provides an understanding of the practical problems of execution and an appreciation for what is feasible and what is not. Professional military education seeks to instill sound judgment in leaders at all levels. Intelligence is a key ingredient in gaining and maintaining situational awareness, as well as a central component of decision making. While we can often assess the enemy's capabilities, we can rarely be certain of the enemy's intentions. Capabilities are based on factual conditions, while intentions exist only in the mind of the enemy—assuming the enemy even knows clearly what to do. Thus, any assessment of enemy intentions is ultimately an estimate.

Risk

You will be governed by the principle of calculated risk, which you shall interpret to mean the avoidance of exposure of your force to attack by superior enemy forces without good prospect of inflicting, as a result of such exposure, greater damage to the enemy.

Fleet ADM Chester W. Nimitz

Decisions must necessarily incorporate risk—a commander's calculated and intuitive grasp of the probability and consequences of harm to their forces or mission based on the outcomes resulting from their decisions.

In warfare, risk is great and constant. We do not shy from risk. We endeavor to understand it in order to exploit differences between our situation and that of the enemy so that we can glimpse opportunity and seize initiative.

Risk is the probability and consequences of an event causing harm to something valued. The joint risk analysis methodology identifies four steps to a viable risk analysis process:

- Problem framing: risk to what?
- Risk assessment: risk from what?
- Risk judgment: how much risk, and how much risk is acceptable?
- Risk management: what should be done about the risk?

How We Fight

We will look at risk through this methodology as it applies to naval warfare.

Risk has two sources: threats and hazards. Threats originate from foes—those with the capability and intent to cause us harm. Hazards originate from conditions—weather, terrain, equipment status. Threats are the focus of risk calculus in naval warfare.

Risk to force and risk to mission are fundamental considerations in problem framing. Knowledge of own-force capabilities and a clear understanding of commander's intent is necessary to determine the balance between the two.



Risk assessment requires a thorough understanding of enemy capabilities and a seasoned estimate of enemy intentions. In that regard, faulty assumptions pose the greatest danger. Assumptions are made in the absence of fact to allow planning to move forward. VADM Hank C. Mustin's maxim applies appropriately here: "If you ever make an assumption about the enemy that makes your problem easier, you'd better damned well challenge that assumption repeatedly."³¹ A prudent commander invests resources in trying to ascertain facts to validate assumptions.

The determination of how much risk requires an evaluation of the two elements of risk: probability and consequences. The balance of these factors forms the basis of the risk analysis process. The decisions regarding how much risk is acceptable and what might be done to reduce it ultimately require the total of a commander's experience, intelligence, and knowledge; a clear comprehension of higher commander's intent, and trust among subordinate commanders and leaders developed through the exercise of mission command.

³¹ VADM Hank C. Mustin, Commander, Striking Force Atlantic//Commander, Second Fleet/Commander, Joint Task Force 120, Fighting Instructions, Annex D, 21 May 1986.

Seizing initiative in naval warfare requires a common understanding of risk throughout all levels of warfare, informing decisive actions executed by bold and enterprising leaders who are offensively minded, understand commander's intent, and are willing to close with and defeat the enemy when they glimpse opportunities in the risk-reward calculus. This requires mastery of weapons, sensors, networks, platforms, and tactics, a relentless mission focus, and the employment of mission command to enable the aggressive but disciplined initiative of subordinates.



He who will not risk cannot win.

CAPT John Paul Jones

Command Arrangements

Command arrangements include decisions made with respect to how forces are task-organized, what tasks each formation is assigned, what area of operations they are responsible for, who commands the different formations, and the command relationships among commanders. In this regard, the component commanders play a key role in both advising the JFC's decisions as well as in determining command arrangements for subordinate naval forces.

The senior commander may assign subordinate commanders an area of operations, especially when operating in proximity to land. An area of operations is normally delineated by boundaries or other control measures

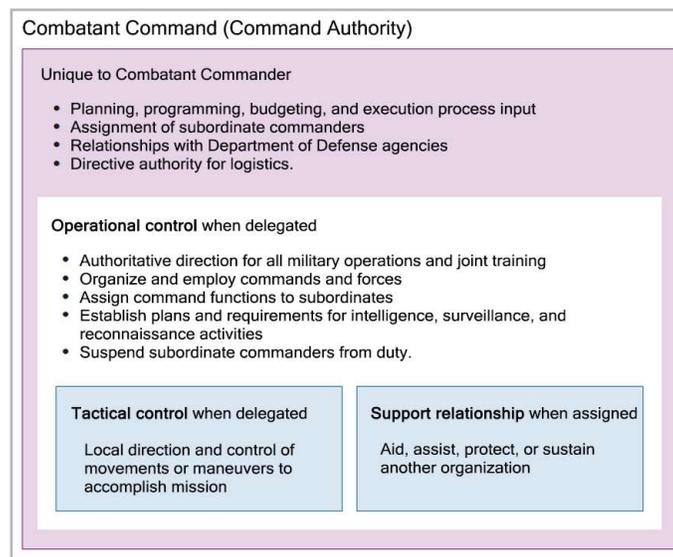
How We Fight

and should be large enough to enable commanders to accomplish assigned tasks and protect their force. Today, the range of modern sensors and weapons extends hundreds of miles both seaward and landward, blurring the distinction between operations at sea and on land, and necessitating an operational approach that treats the littorals as a singular, integrated battlespace. Depending on a given situation, the cognizant naval commander's assigned operating area should include a sufficient portion of the landward battlespace to enable rapid engagement of threats therein.

What you see is the tip of the iceberg, and as a senior leader you could spend a lot of time there. But it's important that you bore down into that substrata of that iceberg, so you can really understand what is happening in your organization.

ADM Paul Zukunft
25th Commandant of the
Coast Guard

There are four command relationships: combatant command (command authority), operational control, tactical control, and support. The establishing authority is responsible for ensuring that relationships among subordinate commanders are clearly delineated and understood. Additionally, for the support relationship, it is the establishing authority's responsibility to ensure subordinate commanders understand the degree of authority and support both to be provided and received.



Command Relationships

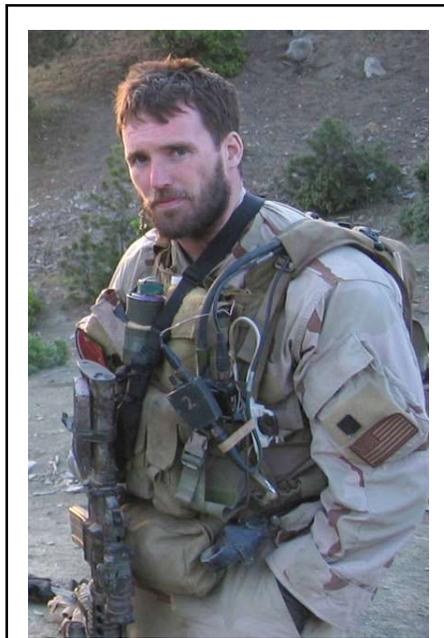
The Human Element

I have not yet begun to fight!

CAPT John Paul Jones

The tactical commander orchestrates forces and their individual warfighting capabilities in support of operational objectives. The operational commander orchestrates the objectives and accumulated application of naval actions in support of national objectives. Operational art applied across all levels of warfare coordinates and aligns naval action through planning, preparation, execution, and assessment, while C2 ultimately coordinates maneuver, fires, or nonlethal capabilities for decisive effect.

This system appears straightforward enough, but in reality is incredibly complex and difficult. When the additional demands of combat are added,



Medal of Honor recipient
Navy LT Michael P. Murphy

it equates to a herculean task wholly reliant on the will of those involved. Clausewitz famously refers to this phenomenon as the “friction of war” and returns to the human element as the necessary ingredient to battlefield success:

There is hardly a worthwhile enterprise in war whose execution does not call for infinite effort, trouble, and privation; and as man under pressure tends to give in to physical and intellectual weakness, only great strength of will can lead to the objective.

Thus, we end where we started: that ultimately, the application of

sea power is dependent upon individuals—in the form of choice and effort that each applies, whether preparing for war, or fighting war. Unit combat readiness leads to tactical success, which imposes conditions across regions that in turn, support our national objectives.

INSIGHTS ON NAVAL WARFARE³²

Strategic objectives drive the commander's thought process, and the nine principles of war provide a mental model to assist the commander's exercise of operational art. Warfighting commanders will also stay abreast of Service-specific, naval, allied, and joint doctrine, and emerging warfighting concepts.³³ Furthermore, the historical record of warfare in the maritime domain illuminates additional considerations specific to the preparation for, and conduct of, naval warfare. Obviously, these should be considered based on the mission, enemy, environment, available resources, and time. They are meant to assist in applying sound professional judgment to each unique situation.

Attack Effectively First. As discussed in CAPT Wayne Hughes' Fleet Tactics series, "The tactical maxim of all naval battles is: *attack effectively first*. This means that the first objective in battle is to bring the enemy forces under concentrated firepower while forestalling their response."³⁴ This may be accomplished using longer-ranged fires, maneuver, timing, deception, or simply applying superior force against a weaker force. Creating or exploiting opportunities to defeat an adversary in detail (divide and conquer) is always desirable and usually essential when a weaker force faces a stronger one.³⁵ ADM Arleigh Burke's famous quote: "The difference between a good officer and a poor one is about ten seconds" highlights the enduring warfighting reality of this important maxim demonstrated during World War II.

The exercises demonstrated that aggressive action early in a battle could bring a significant, potentially insurmountable, advantage. This was clear for carrier combat but was equally true in surface action. Gunnery practices reflected the emphasis on aggressive action by rewarding ships that got their guns on target rapidly and scored early hits. Ships that got on target early but scored fewer hits could achieve higher scores than those who scored more hits but had found the target late. The Navy was beginning to realize the decisive importance of "attacking effectively first," a concept coined by the modern naval tactician Capt. Wayne P. Hughes Jr. The emphasis on aggressive action became part of the Navy's conceptual framework; it was an enabling constraint that informed its approach to combat.

Trent Hone
Learning War

³² Derived from Hughes and Girrier, pp. 15–34.

³³ Distributed Maritime Operations (DMO), Littoral Operations in a Contested Environment (LOCE), and Expeditionary Advanced Base Operations (EABO) concepts are current examples.

³⁴ Hughes and Girrier, p. 17.

³⁵ Captain Hughes' use of the term "concentrated firepower" is significant, in that it is underpinned by the idea that strength and weakness are measured in terms of the combatants' relative ability to accurately deliver the maximum ordnance simultaneously on target to achieve the other's destruction. Viewed in that light, payloads are the key measure of combat power in the platforms-payload mix. In the age of sail, ships were rated by the number of guns, and fleets by the weight of

Tactics and Technology are Two Sides of the Same Coin. Tactical proficiency is dependent upon a sound understanding of both friendly and enemy capabilities. Relative advantages or disadvantages in C2, intelligence, surveillance, reconnaissance, and targeting systems, fires, speed, signatures, operating radii, and critical vulnerabilities must be understood. Furthermore, the effects of environmental conditions, such as weather, visibility, terrain, and hydrography, on tactics and technology must also be understood



and considered. Inherent in our understanding of friendly capabilities is the need for mastery in maintaining and employing our combat systems, even as we seek to improve upon them. Since both sides will continually evolve their technologies and tactics during competition below the level of conflict, and then accelerate that evolution in the event of war, leaders must inculcate a culture of lifelong learning to foster innovative thinking, adaptability, technical expertise, and tactical effectiveness.



Win the Sensor-Shooter Fight. Achieving tactical advantage, especially at sea, is highly dependent upon finding and targeting enemy forces while neutralizing their ability to locate our own friendly forces. Historically, this was accomplished by assigning units to conduct tasks such as scouting and screening. Advances in technology have greatly expanded the tools and activities now available to combatants to find and target each other. These include a variety of information-related capabilities as well as active and passive means to avoid detection. Among the latter, signature management has returned to prominence as an essential means of protecting one's own forces as well as deceiving the enemy.



metal in the battle lines' collective broadside. In the modern era, a fleet's "weight of metal" may be measured in of the number of missiles that can be delivered regardless of whether they are launched from surface ships, submarines, aircraft, or Marines and patrol boats operating from expeditionary advanced bases.

How We Fight

Sometimes You Need to Fight a Fort. “A ship is a fool to fight a fort” is a phrase often attributed to Admiral Nelson, yet even a cursory look at his career reveals that he established his reputation doing just that. This concept should not be surprising, since most decisive naval battles throughout history have taken place near land. In modern terms, “forts” are any set of land-based and inshore systems capable of threatening freedom of action at sea. In Nelson’s time these were limited to cannon with ranges of less than a thousand yards. Today these systems include weapons that can range hundreds of miles seaward, making them a nearly inescapable aspect of naval warfare. How a



commander deals with these threats may vary greatly based on the mission. Strikes and amphibious raids to destroy enemy capabilities on or near shore may be executed through a combination of speed, stealth, and surprise. Projecting more substantial forces ashore for longer-duration missions may be accomplished—if the geography is suitable—by maneuvering to attack from the flanks or rear. Lacking suitable geography, in some cases there may be no other option but orchestrating and directly applying a superior level of force to reduce the threat sufficiently to accomplish the mission. In all cases—but especially the last—*the risk of operations must be measured based on the potential strategic reward.*

People Matter Most. While own-force capability and capacity relative to the adversary are critical to a combatant’s success—and it is always desirable to have both quantitative and qualitative advantage—human factors are often the key difference between winning and losing at the tactical level. Training, morale, discipline, unit cohesiveness, physical and mental preparation for battle and, ultimately, effective leadership all



impact success in battle. Given the foregoing, commanders must continually strive to improve the warfighting effectiveness of their people and then employ them in combat based on a sound understanding of their individual and collective strengths and weaknesses.



Objective: Direct every military operation toward a clearly defined, decisive, and attainable objective.

Mass: Concentrate combat power at the decisive time and place.

Maneuver: Place the enemy in a position of disadvantage through the feasible application of combat power.

Offensive: Seize, retain, and exploit the initiative.

Economy of Force: Employ all combat power available in the most effective way possible; allocate minimum essential combat power to secondary efforts.

Unity of Command: Ensure unity of effort for every objective under one responsible commander.

Simplicity: Avoid unnecessary complexity in preparing, planning, and conducting military operations.

Surprise: Strike the enemy at a time or place or in a manner for which it is unprepared.

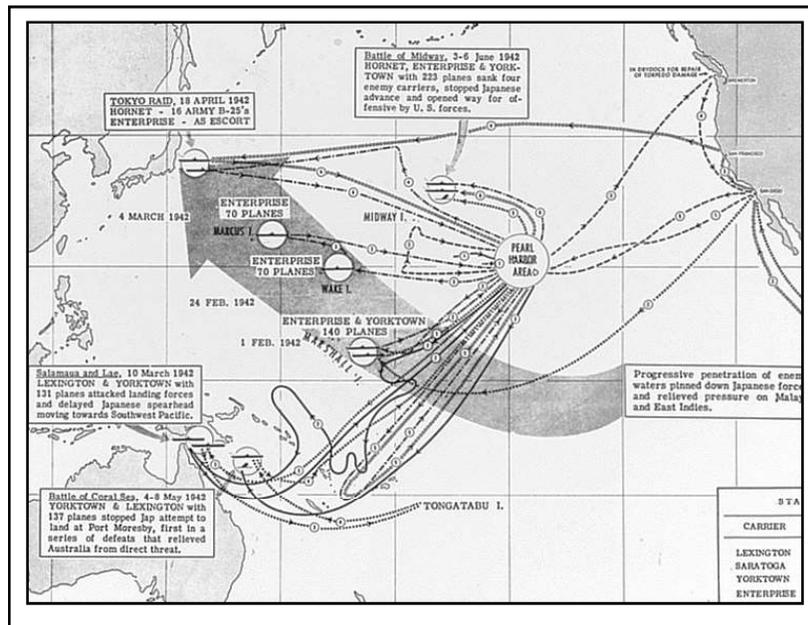
Security: Never permit the enemy to acquire unexpected advantage. Protecting the force increases friendly combat power.

The Nine Principles of War

FLEET OPERATIONS

Naval warfare in an era of great power competition requires integrated and distributed multifleet operations. A fleet-centric approach is applied to naval warfare across all theaters to ensure freedom of action and achieve operational success. Fleet operations must be conceived, planned, and executed based on an understanding of the nature of the joint campaign, which may be either maritime or continental in character, based on the adversary and theater. World War II provides classic examples of both types of campaign.

In the Pacific, the Allies fought a peer naval power in a principally maritime theater. The campaign design involved incremental attacks across the Pacific, seizing island bases to support the fleet's advance. Once seized, key maritime terrain was used to control the surrounding seas. In essence, local sea control was achieved to support power projection, which in turn supported a greater degree of sea control. Additionally, the seizure of key maritime terrain was used as a means of provoking a response from the enemy to create the opportunity for decisive fleet action. Captured islands also provided bases that enabled strategic bombing, illustrating how the intertwined naval functions of sea control and power projection ultimately supported joint force power projection.



How We Fight

In the Atlantic, the Allies fought a peer land power in a principally continental theater. The campaign design involved suppressing the enemy submarine threat sufficiently to move major ground and air forces into position for a cross-channel invasion of the continent, and then keeping the sea lanes open to ensure the continuous flow of support for a long-duration land war. In essence, sea control was employed in support of power projection.



These two examples also illustrate that fleet operations in support of a campaign usually fall into one of two types: *sequential* or *cumulative*. The Pacific war was characterized by a sequence of naval battles and amphibious assaults, with the outcome of each setting the stage for the next. While there were certainly some fairly significant naval battles in the European theater, the main effort was the battle of the Atlantic. This was a continuous convoy protection/antisubmarine warfare effort designed to achieve cumulative results by building ships and sinking submarines at a greater rate than the enemy could sink merchant ships and build submarines.

The aforementioned historical examples illustrate the need for naval practitioners to understand how sea power will support a future joint campaign that is maritime in character versus a joint campaign that is continental in character. Naval forces are required for both, but in the former, naval considerations should be the principal driver of campaign design. In either case, senior naval commanders must be able to effectively relate naval planning considerations to the JFC while subordinate commanders must understand how their tactical decision making aligns with the nature of the campaign. Furthermore, senior naval commanders must be able to provide the JFC with informed estimates of an enemy's likely employment of sea power in pursuit of their campaign objectives.

How We Fight

Advising the JFC also includes providing a naval perspective on the strategic geography associated with the campaign. Whether the campaign is maritime or continental, sequential or cumulative, identification of key maritime terrain—any landward portion of the littoral that affords a force controlling it the ability to significantly influence events seaward—is essential. For example, during World War II Guadalcanal was identified as the key maritime terrain for either interdicting or protecting the sea lines of communication to Australia. As a result, controlling Guadalcanal and its surrounding waters became the centerpiece of naval operations in the Pacific in the latter half of 1942 and early 1943. On the other side of the globe, British control of Gibraltar and the Suez Canal allowed the Allies to dominate access to and egress from the Mediterranean throughout World War II. Maritime patrol aircraft operating from Iceland filled a crucial gap in antisubmarine warfare coverage of the Atlantic during both World War II and the Cold War. In planning future campaigns, senior naval commanders must be able to advise the JFC regarding key maritime terrain and the ramifications of gaining or ceding control over it.



RADM Richmond Kelly Turner and MajGen Alexander A. Vandegrift working on the flag bridge of USS *McCawley* (AP-10), at the time of the Guadalcanal-Tulagi operation, circa July–August 1942.

The Navy won the Guadalcanal campaign because it recognized it for what it was, the decisive struggle of the war. Victory at Guadalcanal meant gaining the strategic initiative and putting the Japanese onto the defensive. King had foreseen this when he committed the Navy to what has been derided as “operation shoestring.” Both he and Nimitz realized that even if they were not fully prepared, the time was ripe to move aggressively and attempt to put Yamamoto’s Combined Fleet on its heels. In Halsey, they found a local commander who shared their vision.

The campaign must be understood as a whole, a conflict across all dimensions—in the jungles of the island, in the skies above it, and on, as well as below, the seas around it. Each of the spheres bore upon the others, and it was necessary to win in all of them together.

Trent Hone
Learning War

BATTLESPACE AWARENESS

There is never a convenient place to fight a war when the other man starts it.

ADM Arleigh Burke



History suggests war arrives suddenly and chaotically. Naval warfare in particular, is abrupt, violent and decisive. Land can be retaken and armies reconstituted, but the loss of sea control means that navies—and their nation’s fortunes—will perish.

Battlespace awareness is a warfighting tool necessary to prevent surprise, maintain decision superiority, and achieve decisive tempo in operations. Getting inside the enemy’s OODA loop gains advantage in the friendly decision cycle leading to decision superiority. In the never-ending struggle between certainty and time, battlespace awareness is a primary warfighting tool.



Doctrinally, battlespace awareness is the awareness of the environment and the status of adversary and friendly forces, yielding an interactive picture that provides timely, relevant, and accurate assessments of friendly and adversary operations within the battlespace. It is supported by technology, but it is more than technology. It is a practiced skill set; one of fusing a picture from operations and intelligence systems, processes, and people to develop and maintain a comprehensive understanding of



all activities, whether civil or military, in the battlespace, and other areas and situations that could affect activity in the battlespace. It is an essential element of the kill chain and must be tested and practiced as rigorously as gunfire.

How We Fight

Battlespace awareness requires science and art: science in individual and collective proficiency required to maximize capabilities at hand, and art in the fusion of information and development of understanding. It is only through the ceaseless pursuit of awareness that we can seize fleeting opportunities in combat.

MARITIME DOMAIN AWARENESS

Maritime domain awareness is the effective understanding of anything associated with the global maritime domain that could impact the security, safety, economy, or environment of a nation. It is an essential tool for maritime security. Maritime domain awareness requires a joint operational architecture to collect, analyze, and disseminate enormous quantities of information concerning vessels, people, cargo, infrastructure, maritime areas of interest, and ongoing maritime security operations. Forward-postured, culturally aware naval forces contribute such information to a common repository. This information is analyzed to identify threats in the maritime domain and then disseminated to naval forces and participating maritime partners. Naval, DOD, government departments, agencies, and coalition partners determine what actions must be taken based on the collected and fused information.



As a result of increased maritime domain awareness and greater international participation in maritime security activities, forward-deployed naval forces that are operating in conjunction with partner nations respond to an expanding range of maritime security threats. Maritime domain awareness provides valuable information to allies and partners to protect their maritime sovereignty and commercial interests by recognizing and reporting those who seek advantage by violating agreed-upon international law.



GLOBAL MARITIME PARTNERSHIPS

Global operations require global partnerships. In the early 20th century, the Great White Fleet's circumnavigation of the globe marked the United States' ascendancy as a global sea power. Since that time, we have had allies and partners at our side whenever we have gone to war. In the future, we will likely continue to fight alongside our allies and partners.

Our national interests align with a great many countries in the maritime domain. The Navy, Marine Corps, and Coast Guard have each forged and sustained unique partnerships with friends overseas. Mutually beneficial alliances and partnerships enhance and enable global naval activity in circumstances ranging from peace to global war.



Our capabilities are strongest when they support, and are supported by, coordination and synchronization with allies and partners. Personnel exchanges, information sharing, collaborative planning, maritime engagements, and naval exercises with allies and partners all deepen and expand our collective operational and combat capability. Wartime tactical excellence is founded upon peacetime proficiency within our ranks and with our allies and partners.



Our capabilities are strongest with allies and partners.

OPERATIONS ALONG THE COMPETITION CONTINUUM

Though this is a publication about naval warfare—what we do and how we fight—there is obviously far greater activity taking place every day in the maritime domain that does not amount to the firing of shots in combat. Naval combat is typically fast-paced, violent, and decisive; competition short of armed conflict often employs gradual and coercive tactics against institutional legitimacy and legal convention. In operations along the competition-conflict continuum, our sea power can be applied in means not necessarily kinetic, but nonetheless cumulatively decisive.

When you have 200,000 tons of diplomacy that is cruising in the Mediterranean—this is what I call diplomacy, this is forward operating diplomacy—nothing else needs to be said.

Jon M. Huntsman Jr.
U.S. Ambassador to the Russian Federation

The Naval Service has always been an instrument of the policy of state, an important aid to diplomacy in peacetime.³⁶



Our naval attributes—and our operating domain—uniquely complement the diplomatic, informational, and economic instruments of our nation's power. Whether to deter or assure, augment diplomatic influence or aid foreign policy initiatives, naval forces are unique as an instrument of national influence. Our nation's history is replete with examples

where the Naval Service has advanced the diplomatic element of national power.

Preparing for the worst enables us to operate at our best across a wide range of national issues. As rising powers seek to disrupt the international rules-based order, bending the benefits of the maritime domain, our sea power is a constant reminder of the limits of their reach. When situations demand, we employ naval forces to keep the commons free, open, and safe. We stabilize economic activity through maritime security, typically within broader international coalitions, but alone if we must. Should regional tensions threaten our people overseas, our naval forces are ready to offer a way home—regardless of who may stand in our path.

³⁶ Till, Geoffrey. *Seapower: A Guide for the Twenty-First Century*, Routledge, 2009, p. 254.

When the forces of nature wreak havoc, naval forces have a lengthy and inspiring legacy of humanitarian assistance and disaster relief. The world has seen the power of our helping hand.



Our international exchanges, exercises, and interactions with foreign forces have far-reaching effects among allies and adversaries alike. Through port visits, exercises, and exchange programs, we are able to demonstrate both our naval might and our national character.

For more than two centuries, the United States Naval Service has operated forward to preserve peace, protect national interests, and defend allies and partners. Our deployments and presence are designed to deter and defend; to prevent—not provoke—conflict. Naval presence sends a strong message that deters others from unprovoked aggression, and assures our allies and partners of our commitment to them.

Sea power is generated daily through the professionalism of our people and the capabilities they employ, individually and collectively, as we ceaselessly patrol and relentlessly prepare. Our unique and complementary skill sets enable us to operate globally, through the difficult seam between land and sea, in all areas of the maritime domain. Whether in peace or war, around the world, around the clock, we remain always ready to answer our nation's call.



SUMMARY:
HOW WE FIGHT—THE CONDUCT OF NAVAL OPERATIONS



Sea power for our nation is founded upon the tactical excellence of our naval force. Tactical excellence in our warfare areas leads to warfighting dominance. Tactical excellence requires both science and art: science in the form of technical and domain proficiency across all warfare areas, and effective operational art and C2 in applying that proficiency to our advantage. Given the fast, violent, and decisive nature of naval warfare, battlespace awareness is the first fight—and is a battle already joined around the world. Fleet operations are integral to joint campaigns whether they are maritime or continental in nature. We will continue to train with our allies and partners to strengthen our collective warfighting proficiency. Our combat readiness enables us to operate confidently and effectively across the entire competition-conflict continuum.



Conclusion

The strategic objective of the Naval Service is to provide sea power for the security and prosperity of our nation. Sea power underpins Mahan's notion of command of the seas—that unimpeded use of the maritime domain is necessary for our nation to flourish. It is the Naval Service's duty to protect and maintain this strategic condition; for our nation, and for the global economic order built upon the demonstrated might of our sea power.

Who We Are discussed our nation's requirement for, and the world's reliance on, our sea power to ensure free and responsible use of the maritime domain. It described how the maritime domain shapes our attributes and philosophy of command, and how our task force and MAGTF organizations enable naval forces to tailor capabilities and capacities to meet our nation's needs.



What We Do discussed how national need drives the functions of the Naval Service and emphasized that sea control enables all other naval functions. It reviewed the levels of warfare construct and determined the necessity for alignment among all tiers. It finished with a review of the strategic landscape to provide context for the challenges that confront us.

How We Fight reviewed our naval warfare capabilities and discussed how the maritime domain influences the practice of operational art and C2 as it relates to naval warfare.



It then discussed fleet operations in support of joint campaigns, considered insights applicable to naval warfare, and reviewed several defining enablers in the maritime environment. It closed with a short overview of our operations along the competition-conflict continuum.

Conclusion

This is a book about naval warfare—an activity at the extreme end of the spectrum of human experience. To be the most effective guarantor for our nation, and for the free and open world order on which it rests, we are relentless in our preparation for that fateful day—one that we hope will never be necessary, but one nonetheless for which we will be unflinchingly ready.

The United States Navy, the United States Marine Corps, and the United States Coast Guard are inextricably bound, through our history, our commitment, and our duty in the maritime domain. We are the vanguard of the nation, inspiring or intimidating as our nation may need, and as our might will attain. Undoubtedly, the nation will ask us for the application of sea power in ways unseen now, but in matters just as vital to our future course as that which was asked of us at our founding.

We will answer: Always forward. Always faithful. Always ready.

Always.



Glossary

air and missile defense (AMD). Direct (active and passive) defensive actions taken to destroy, nullify, or reduce the effectiveness of hostile air and ballistic missile threats against friendly forces and assets. (JP 3-01)

area of operations (AO). An operational area defined by a commander for land and maritime forces that should be large enough to accomplish their missions and protect their forces. (JP 3-0)

Armed Forces of the United States. A term used to denote collectively all components of the Army, Marine Corps, Navy, Air Force, and Coast Guard (when mobilized under Title 10, United States Code, to augment the Navy). (JP 1)

assessment. 1. A continuous process that measures the overall effectiveness of employing capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. 3. Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. 4. Judgment of the motives, qualifications, and characteristics of present or prospective employees or “agents.” (JP 3-0)

battlespace awareness (BA). Awareness of the environment and the status of adversary and friendly forces, yielding an interactive picture that provides timely, relevant, and accurate assessments of friendly and adversary operations within the battlespace. (NTRP 1-02)

campaign. A series of related operations aimed at achieving strategic and operational objectives within a given time and space. (JP 5-0)

campaign plan. A joint operation plan for a series of related major operations aimed at achieving strategic or operational objectives within a given time and space. (JP 5-0)

center of gravity (COG). The source of power that provides moral or physical strength, freedom of action, or will to act. (JP 5-0)

combatant command (CCMD). A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. (JP 1)

combatant command (command authority) (COCOM). Nontransferable command authority, which cannot be delegated, of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces; assigning tasks; designating objectives; and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. (JP 1)

combatant commander (CCDR). A commander of one of the unified or specified combatant commands established by the President. (JP 3-0)

command. 1. The authority that a commander in the armed forces lawfully exercises over subordinates by virtue of rank or assignment. 2. An order given by a commander; that is, the will of the commander expressed for the purpose of bringing about a particular action. 3. A unit or units, an organization, or an area under the command of one individual. (JP 1)

command and control (C2). The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. (JP 1)

commander's intent. A clear and concise expression of the purpose of the operation and the desired military end state that supports mission command, provides focus to the staff, and helps subordinate and supporting commanders act to achieve the commander's desired results without further orders, even when the operation does not unfold as planned. (JP 3-0)

command relationships. The interrelated responsibilities between commanders, as well as the operational authority exercised by commanders in the chain of command; defined further as combatant command (command authority), operational control, tactical control, or support. (JP 1)

concept of operations. A verbal or graphic statement that clearly and concisely expresses what the commander intends to accomplish and how it will be done using available resources. (JP 5-0)

control. 1. Authority that may be less than full command exercised by a commander over part of the activities of subordinate or other organizations. (JP 1) 2. In mapping, charting, and photogrammetry, a collective term for a system of marks or objects on the Earth or on a map or a photograph, whose positions or elevations (or both) have been or will be determined. (JP 2-03) 3. Physical or psychological pressures exerted with the intent

to assure that an agent or group will respond as directed. (JP 3-0) 4. In intelligence usage, an indicator governing the distribution and use of documents, information, or material. (JP 2-01)

culminating point. The point at which a force no longer has the capability to continue its form of operations, offense or defense. (JP 5-0)

decentralized execution. Delegation of execution authority to subordinate commanders. (JP 3-30)

decisive point. A geographic place, specific key event, critical factor, or function that, when acted upon, allows commanders to gain a marked advantage over an enemy or contribute materially to achieving success. (JP 5-0)

deterrence. The prevention of action by the existence of a credible threat of unacceptable counteraction and/or belief that the cost of action outweighs the perceived benefits. (JP 3-0)

disciplined initiative. Willingness of subordinates to take decisive action to accomplish a mission, which is derived from the trust established through interaction with commanders; and whereby the actions taken are guided by commander's intent, the code of conduct, ROE, and the law of armed conflict. (DMO Concept)

distribution. 1. The arrangement of troops for any purpose, such as a battle, march, or maneuver. 2. A planned pattern of projectiles about a point. 3. A planned spread of fire to cover a desired frontage or depth. 4. An official delivery of anything, such as orders or supplies. 5. The operational process of synchronizing all elements of the logistic system to deliver the "right things" to the "right place" at the "right time" to support the geographic combatant commander. 6. The process of assigning military personnel to activities, units, or billets. (JP 4-0)

end state. The set of required conditions that defines achievement of the commander's objectives. (JP 3 0)

Exclusive Economic Zone (EEZ). 1. A maritime zone adjacent to the territorial sea that may not extend beyond 200 nautical miles from the baselines from which the breadth of the territorial sea is measured. (JP 3-15) 2. Waters, seabed, and the subsoil of the seabed seaward of a coastal state's territorial sea and extending no further than 200 nautical miles from the baseline from which the territorial sea is drawn. In this

zone, a coastal state may exercise jurisdiction and control over natural resources, both living and nonliving. (CG Pub 1-0)

fleet. An organization of ships, aircraft, Marine Corps forces, and shore-based fleet activities under a commander who may exercise operational, as well as administrative, control. (JP 3-32)

fleet Marine force (FMF). A balanced force of combined arms comprising land, air, and service elements of the United States Marine Corps, which is an integral part of a United States fleet and has the responsibility to man, train, and equip the Marine operating force. (JP 4-02)

function. The broad, general, and enduring role for which an organization is designed, equipped, and trained. (JP 1)

functional component command. A command normally, but not necessarily, composed of forces of two or more Military Departments which may be established across the range of military operations to perform particular operational missions that may be of short duration or may extend over a period of time. (JP 1)

homeland. The physical region that includes the continental United States, Alaska, Hawaii, United States territories, and surrounding territorial waters and airspace. (JP 3-28)

homeland defense (HD). The protection of United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats as directed by the President. (JP 3-27)

homeland security (HS). A concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur. (JP 3-27)

high seas. All waters seaward of the territorial sea of the United States and other nations. (CG Pub 1-0)

information environment (IE). The aggregate of individuals, organizations, and systems that collect, process, disseminate, or act on information. (JP 3-13)

information operations (IO). The integrated employment, during military

operations, of information-related capabilities in concert with other lines of operation to influence, disrupt, corrupt, or usurp the decision-making of adversaries and potential adversaries while protecting our own. (JP 3-13)

information warfare (IW). The integrated employment of Navy's information-based capabilities (communications, networks, intelligence, oceanography, meteorology, cryptology, electronic warfare, cyberspace operations, and space) to degrade, deny, deceive, or destroy an enemy's information environment or to enhance the effectiveness of friendly operations. (NTRP 1-02)

information-related capability (IRC). A tool, technique, or activity employed within a dimension of the information environment that can be used to create effects and operationally desirable conditions. (JP 3-13)

integration. 1. In force protection, the synchronized transfer of units into an operational commander's force prior to mission execution. (JP 1) 2. The arrangement of military forces and their actions to create a force that operates by engaging as a whole. (JP 1) 3. In photography, a process by which the average radar picture seen on several scans of the time base may be obtained on a print, or the process by which several photographic images are combined into a single image. (JP 1) 4. In intelligence usage, the application of the intelligence to appropriate missions, tasks, and functions. (JP 2-01)

joint force commander (JFC). A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. (JP 1)

joint force maritime component commander (JFMCC). The commander within a unified command, subordinate unified command, or joint task force responsible to the establishing commander for recommending the proper employment of assigned, attached, and/or made available for tasking maritime forces and assets; planning and coordinating maritime operations; or accomplishing such operational missions as may be assigned. (JP 3-0)

littoral. The littoral comprises two segments of operational environment: 1. Seaward: the area from the open ocean to the shore, which must be controlled to support operations ashore. 2. Landward: the area inland from the shore that can be supported and defended directly from the sea.

(JP 2-01.3) 2. In naval operations, that portion of the world's land masses adjacent to the oceans within direct control of and vulnerable to the striking power of sea-based forces. (NTRP 1-02) 3. A zone of military operations along a coastline, consisting of the seaward approaches from the open ocean to the shore, which must be controlled to support operations ashore, as well as the landward approaches to the shore that can be supported and defended directly from the sea. (MCRP 1-10.2)

maneuver. 1. A movement to place ships, aircraft, or land forces in a position of advantage over the enemy. 2. A tactical exercise carried out at sea, in the air, on the ground, or on a map in imitation of war. 3. The operation of a ship, aircraft, or vehicle to cause it to perform desired movements. 4. Employment of forces in the operational area, through movement in combination with fires and information, to achieve a position of advantage in respect to the enemy. (JP 3-0)

Marine air-ground task force (MAGTF). The Marine Corps' principal organization for all missions across a range of military operations, composed of forces task-organized under a single commander capable of responding rapidly to a contingency anywhere in the world. The types of forces in the Marine air-ground task force (MAGTF) are functionally grouped into four core elements: a command element, an aviation combat element, a ground combat element, and a logistics combat element. The four core elements are categories of forces, not formal commands. The basic structure of the MAGTF never varies, though the number, size, and type of Marine Corps units comprising each of its four elements will always be mission dependent. The flexibility of the organizational structure allows for one or more subordinate MAGTFs to be assigned. In a joint or multinational environment, other Service or multinational forces may be assigned or attached. (MCRP 1-10.2)

Marine expeditionary force (MEF). The Marine Corps' principal warfighting organization; includes at least a Marine aircraft wing, a Marine division, a Marine logistics group, and an MEF information group.

maritime domain. The oceans, seas, bays, estuaries, islands, coastal areas, and the airspace above these, including the littorals. (JP 3-32)

maritime domain awareness (MDA). The effective understanding of anything associated with the maritime domain that could impact the security, safety, economy, or environment of a nation. (JP 3-32)

maritime security operations (MSO). Those operations to protect maritime sovereignty and resources and to counter maritime-related terrorism, weapons proliferation, transnational crime, piracy, environmental destruction, and illegal seaborne migration. (JP 3-32)

mission. 1. The task, together with the purpose, that clearly indicates the action to be taken and the reason therefore. (JP 3-0) 2. In common usage, especially when applied to lower military units, a duty assigned to an individual or unit; a task. (JP 3-0) 3. The dispatching of one or more aircraft to accomplish one particular task. (JP 3-30)

mission command. The conduct of military operations through decentralized execution based upon mission-type orders. (JP 3-31)

mission type order. 1. An order issued to a lower unit that includes the accomplishment of the total mission assigned to the higher headquarters. 2. An order to a unit to perform a mission without specifying how it is to be accomplished. (JP 3-50)

national military strategy (NMS). A document approved by the Chairman of the Joint Chiefs of Staff for distributing and applying military power to attain national security strategy and Defense Strategic Guidance objectives. (JP 1)

national policy. A broad course of action or statements of guidance adopted by the government at the national level in pursuit of national objectives. (JP 1)

national security strategy (NSS). A document approved by the President of the United States for developing, applying, and coordinating the instruments of national power to achieve objectives that contribute to national security. (JP 1)

naval. 1. Of or relating to a navy. 2. The Navy and the Marine Corps and, when operating with the other Services, the Coast Guard. (NTRP 1-02)

naval diplomacy. The application of naval capabilities in pursuit of national objectives during cooperation and competition below armed conflict.

numbered fleet. A major tactical unit of the Navy immediately subordinate to a major fleet command and comprising various task forces, elements, groups, and units for the purpose of prosecuting specific naval operations. (JP 3-32)

operation. 1. A sequence of tactical actions with a common purpose or unifying theme. (JP 1) 2. A military action or the carrying out of a strategic, operational, tactical, service, training, or administrative military mission. (JP 3-0)

operation assessment. 1. A continuous process that measures the overall effectiveness of employing capabilities during military operations in achieving stated objectives. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. (JP 5-0)

operation order (OPORD). A directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. (JP 5-0)

operation plan (OPLAN). A complete and detailed plan containing a full description of the concept of operations, all annexes applicable to the plan, and a time-phased force and deployment list. (JP 5-0)

operational art. The cognitive approach by commanders and staffs—supported by their skill, knowledge, experience, creativity, and judgment—to develop strategies, campaigns, and operations to organize and employ military forces by integrating ends, ways, and means. (JP 3-0)

operational design. The conception and construction of the framework that underpins a campaign or operation plan or order. (JP 5-0)

operational level of warfare. The level of warfare at which campaigns and major operations are planned, conducted, and sustained to achieve strategic objectives within theaters or other operational areas. (JP 3-0)

procedures. Standard, detailed steps that prescribe how to perform specific tasks. (CJCSM 5120.01)

risk assessment (RA). The identification and assessment of hazards (first two steps of risk management process). (JP 3-07.2)

risk management (RM). The process to identify, assess, and control risks and make decisions that balance risk cost with mission benefits. (JP 3-0)

sea control. The condition in which one has freedom of action to use the sea for one's own purposes in specified areas and for specified periods of time and, where necessary, to deny or limit its use to the enemy. Sea control includes the airspace above the surface and the water volume and seabed below. (NTRP 1-02)

sea denial. Partially or completely denying the adversary the use of the sea with a force that may be insufficient to ensure the use of the sea by one's own forces. (NTRP 1-02)

sea power. The influence exerted by our ability to impose conditions from and within the maritime domain in support of our national objectives.

situational awareness (SA). Knowledge and understanding of the current situation that promotes timely, relevant, and accurate assessment of friendly, enemy, and other operations within the battlespace in order to facilitate decision making. An informational perspective and skill that fosters an ability to determine quickly the context and relevance of events that are unfolding. (NTRP 1-02)

strategy. A prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives. (JP 3-0)

strategic level of warfare. The level of warfare at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition) strategic security objectives and guidance, then develops and uses national resources to achieve those objectives. (JP 3-0)

strategic sealift. The afloat pre-positioning and ocean movement of military materiel in support of United States and multinational forces. (JP 4-01.5)

strike. An attack to damage or destroy an objective or a capability. (JP 3-0)

tactical level of warfare. The level of warfare at which battles and engagements are planned and executed to achieve military objectives assigned to tactical units or task forces. (JP 3-0)

tactics. The employment and ordered arrangement of forces in relation to each other. (CJCSM 5120.01)

task element (TE). A component of a naval task unit organized by the commander of a task unit or higher authority. (JP 3-32)

task force (TF). A component of a fleet organized by the commander of a task fleet or higher authority for the accomplishment of a specific task or tasks. (JP 3-32)

task group (TG). A component of a naval task force organized by the commander of a task force or higher authority. (JP 3-32)

task unit (TU). A component of a naval task group organized by the commander of a task group or higher authority. (JP 3-32)

techniques. Non-prescriptive ways or methods used to perform missions, functions, or tasks. (CJCSM 5120.01)

theater strategy. An overarching construct outlining a combatant commander's vision for integrating and synchronizing military activities and operations with the other instruments of national power to achieve national strategic objectives. (JP 3-0)

List of Acronyms and Abbreviations

AOR	area of responsibility
C2	command and control
CCDR	combatant commander
CG FMF	commanding general, Fleet Marine Force
CNO	Chief of Naval Operations
COA	course of action
DOD	Department of Defense
EEZ	exclusive economic zone
FMF	Fleet Marine Force
GCC	geographic combatant commander
JDN	Joint Doctrine Note
JFC	joint force commander
JFMCC	joint force maritime commander
JP	Joint Publication
MAGTF	Marine air-ground task force
MEB	Marine expeditionary brigade
MEF	Marine expeditionary force
MEU	Marine expeditionary units
MHD	Maritime Homeland Defense
MSE	major subordinate element
NDP	Naval Doctrine Publication
OODA	observation-orientation-decision-action
TE	task element

TF

task force

TG

task group

TU

task unit

U.S.C.

United States Code

*On the role of doctrine
in naval warfare
during World War II
in the Pacific theater*

But to me, in retrospect, the vital and important thing is that ... all of those separated commanders were thinking in sufficiently like terms to construct a mosaic of tactical victories fitting together into a greater mural of strategic victory which effectively terminated Japanese sea power. There were gaps in communications and gaps in mutual understandings among the commanders, but the great principles of sea power had been inculcated in all of those commanders and were literally second nature to them, so that even without authoritative coordinating command, they instinctively moved in directions which were basically sound.

VADM Robert B. Carney
Speaking to Naval War College students in 1948

