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THE SECRETARY OF DEFENSE
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WASHINGTON, DC 20301-1000

OCT -3 2001

MEMORANDUM FOR DEPUTY SECRETARY OF DEFENSE
SECRETARIES OF THE MILITARY
DEPARTMENTS
CHAIRMAN, JOINT CHIEFS OF STAFF ~~██████████~~
UNDER SECRETARIES OF DEFENSE
COMBATANT COMMANDERS
ASSISTANT SECRETARY OF DEFENSE FOR
COMMAND, CONTROL, AND
COMMUNICATIONS
GENERAL COUNSEL

SUBJECT: Strategic Guidance for the Campaign Against Terrorism ~~(S)~~

~~(S)~~ Attached is the approved strategic guidance for the Department of Defense to develop campaign plans against terrorism. Effective immediately, recipients of this memorandum will ensure that campaign plans align with this guidance and address all elements contained therein.

Paul R. Felt

OSD CY NO 13 OF 14

Classified by: Hon. Douglas J. Feith
Reason: 1.5 (a) and (d)
Declassify on: X4

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Memorandum is ~~██████████~~ without attachment.

~~TOP SECRET~~

CAMPAIGN AGAINST TERRORISM

Strategic Guidance

CLASSIFICATION: ~~TOP SECRET~~

Classified by: Hon. Douglas J. Feith, USD(P)

Reason: 1.5(a) and (d)

Declassify on: X4

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Purpose

To provide strategic guidance to the Department of Defense for the development of campaign plans.

Outline

- Threats
- Strategic Objectives
- Means
- Strategic Concept
- Campaign Elements

Threats

- Terrorist organizations with global reach, including the al Qaida network, that threaten the US, its people, their interests, territory and way of life.
- States that harbor, sponsor, finance, sanction or otherwise support those terrorist organizations.
- Non-state actors (e.g., banks, corporations, criminal organizations, and foundations) that sponsor, conceal, protect, finance, or otherwise support those terrorist organizations.
- The capacity of terrorist organizations or their state supporters to acquire, manufacture or use chemical, biological, radiological or nuclear weapons or the means to deliver them.

Strategic Objectives

- Against terrorist organizations with global reach that threaten US interests:
 - Disrupt, damage and destroy them through actions against (b)(1) (b)(1)
 - Deny them access to or the ability to use weapons of mass destruction.
 - Deny them support from state and non-state entities.
- Against states that support those terrorist organizations by providing safe haven, finances, diplomatic cover or other assistance:
 - Convince or compel states to sever all ties and terminate terrorist activity within their borders.
 - Isolate states from the international community and weaken regimes that support or harbor terrorists.
 - Disrupt, damage or destroy (b)(1) of regimes that continue to support terrorism.
- Against non-state entities (e.g., financial institutions, criminal groups, corporations, foundations and other entities):
 - Persuade or compel them to end their support to the terrorist organizations.

Strategic Objectives (cont.)

- Protect the US and prevent further attacks against the US or US interests.
- Support the creation of an international political environment hostile to terrorism to dissuade individuals, non-state actors, and states from entering into or initiating support for terrorism.
- Deter aggression or the use of force against the US, allies, friends and partners, and defend their populations, forces and critical infrastructures.
 - If deterrence fails, defeat aggression or the use of force.
- Prevent or control the spreading or escalation of conflict.
- Assist other instruments of national power as directed to encourage populations dominated by terrorist organizations or their supporters to overthrow that domination.

Means

- Marshal, coordinate and synchronize all instruments of US national power - diplomatic, financial, intelligence, military and other - in the planning, execution and exploitation of a global campaign against terrorism sustainable for the foreseeable future.
- Partner, as appropriate, with the people or institutions of other states on particular elements of this campaign, recognizing that our missions should determine the composition of multinational efforts and operations.
- Protect US and coalition partners' populations, forces and critical infrastructures, in order to maintain (among other things) the ability to conduct combat operations.
- Be prepared to conduct humanitarian operations as required.

Means (cont.)

- Expose terrorists, (b)(1) and non-state supporters that are concealed or dispersed to create opportunities to (b)(1) (b)(1)
- Discredit terrorists and their motives, disrupt their operations, favorably influence public views around the world, create disincentives for supporting or endorsing terrorism, and (b)(1)
- Provide, as required, support to allies, partners, other groups and agencies combating terrorism or state or non-state supporters of terrorism.

Strategic Concept: Multiple Agencies, Multiple Fronts, Multiple Instruments, Multiple Methods and Extended Duration

- To achieve the Strategic Objectives (set out above), the U.S. Armed Forces, in concert with other elements of the U.S. Government and in cooperation with allies and friends, as appropriate, will conduct a global campaign against terrorism.

(b)(1)

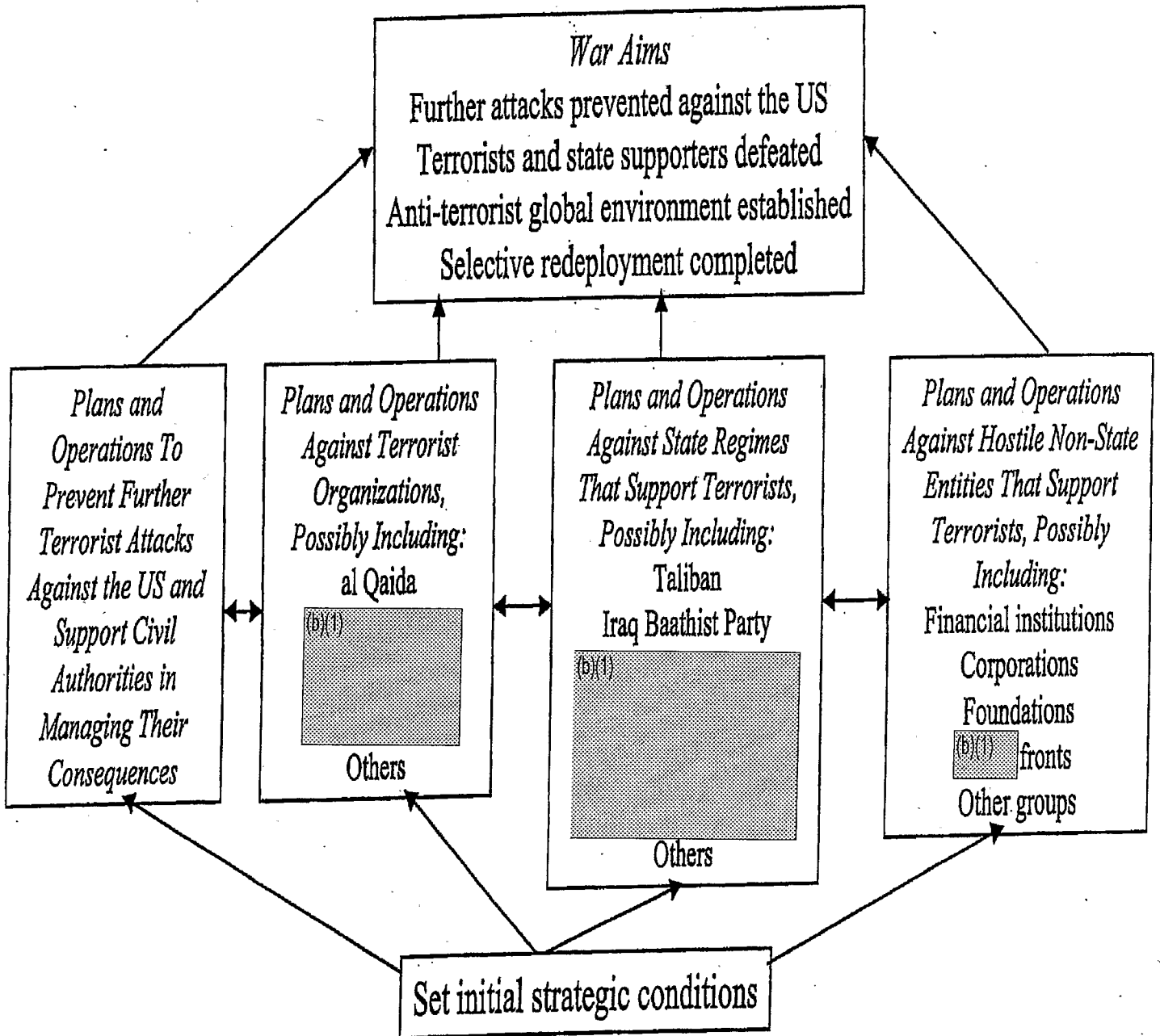


- This campaign will capitalize on the following:
 - US patience, power and creativity to act in unexpected ways and thereby surprise enemies and keep them off balance.
 - Integrated functional and geographic Joint Operational Areas for coordinated military, political, intelligence, economic and other actions.
 - Superior intelligence, defense, and information technologies to create an extended capability to sustain our objectives.
 - Multinational cooperation on specific missions.
 - USG interagency contributions.

(b)(1)



Campaign Elements



- Simultaneous operations, multiple lines of operations.
- Create opportunities for further attacks.
- Iterative planning and operations that can exploit sudden opportunities on a global scale as terrorists reveal themselves.

Set Initial Strategic Conditions

- Detect, prevent, and/or mitigate further attacks.
- Determine and publicize declaratory policy.
- Prepare for sustained military campaign comprising multiple global, concurrent actions:
 - Establish worldwide functional and geographic joint operational areas.
 - Conduct global, integrated (b)(1)
 - Mobilize and deploy required forces.
 - Establish global C4I mechanisms.
 - Establish initial rules of engagement, defeat mechanism and criteria for measuring progress/success.
- Keep enemies off guard and isolated from international support:
 - Demonstrate strategic patience, while displaying global reach.
 - Conduct limited operations and be prepared to strike at targets of opportunity.
 - Employ (b)(1)
- Promote, organize international support for campaign:
 - Secure required host nation support, overflight, access, and basing.
 - Determine national roles in conducting particular assignments.
 - Determine combined command and control arrangements.
 - Arrange multiple coalitions, each tailored to a specific purpose.
 - Promote public awareness that coalition members may support aspects of our war effort and not support (or even oppose) other aspects.
- Discredit and undermine enemies, (b)(1) Degrade and corrupt enemy information and communications networks:
 - (b)(1)

Aim: further attacks prevented or mitigated; forces in place; multinational and interagency command and control determined; state sponsors and terrorists uncertain; joint operational areas established; C4I infrastructure operational.

Plans and Operations for Homeland Security

- Homeland defense: Prevent further terrorist attacks against the United States.
- Support civil authorities: As directed, in managing consequences of terrorist attacks.

Aim: Further attacks on the United States are prevented; capability in place to mitigate effects of terrorist attacks.

Plans and Operations Against Terrorist Organizations

- Attack ^{(b)(1)} [REDACTED]
[REDACTED]
- Otherwise disrupt terrorist ^{(b)(1)} [REDACTED]
[REDACTED] worldwide.
- Create and exploit opportunities for further attacks on terrorists.
- ^{(b)(1)} [REDACTED] and deny them access to ^{(b)(1)} [REDACTED] and secure and effective communications.
- Discredit terrorists and turn populations and governments against them, and isolate terrorists in international politics.
- Develop diplomatic, economic and military plans to disrupt and attack terrorist networks in non-hostile states possibly including ^{(b)(1)} [REDACTED]

[REDACTED]

Aim: terrorist organizations no longer capable of conducting attacks;
states eliminate terrorist activities within their borders.

Plans and Operations Against State Supporters of Terrorism

- Develop plans for operations against hostile regimes in (b)(1) and possibly elsewhere and be prepared to execute plans if directed.
- Convince or compel states to sever all ties and terminate terrorist activity within their borders.
- Isolate states from the international community and weaken regimes that support or harbor terrorists.
- (b)(1)

Aim: No state has the resolve or ability to continue harboring, sponsoring or otherwise supporting terrorists of global reach.

Plans and Operations Against Non-State Entities That Support Terrorism

- Render non-state entities unwilling or unable to provide support to terrorists.
- Sever links between terrorist and non-state entities that support them.
- Seize non-state supporters' resources and threaten their own means of support.

Aim: Non-state entities do not support terrorism or are no longer viable; terrorist organizations cut off from other non-state entities and unable to receive financial and other types of support.