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SECRETARY OF DEFENSE

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JCSM-31-83
22 February 1983

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Puhys, Ores & Salt to Secretary
When Committee on this.*

MEMORANDUM FOR THE SECRETARY OF DEFENSE

Subject: European Troop Strength Levels (U)

1. (U) Reference a memorandum* that requested JCS views on the European troop strength level imposed by the FY 1983 DOD Appropriations Act.
2. The present political climate in Europe and contiguous areas makes very clear that a troop reduction at this time would send the wrong signal to friend, foe, and nonaligned alike. With tensions still high in Poland, Soviet forces remaining in Afghanistan, and continuing deployment of intermediate range nuclear weapons by the Soviet Union, the United States should not indicate that it is lessening its capability to meet the threat. To do so would reinforce those who argue that the United States is no longer a dependable ally and would undercut US efforts to promote force modernization within the Alliance. Withdrawal of conventional forces at the same time that intermediate-range nuclear force modernization is occurring could be interpreted by Europeans as proof of US intent to fight on European soil with early use of nuclear weapons. It would run counter to the June 1982 NATO Summit declaration on defense--as agreed to by Heads of State--to strengthen NATO's defensive posture with special emphasis on conventional forces. Finally, it is unclear that a reduction of US military capability in Europe would have the effect intended by Congress of accelerating European efforts to do more for themselves.
3. Moreover, the United States is strongly committed to the formal procedures for seeking mutual and balanced force reductions in Europe by the United States and the Soviet Union. Important new initiatives have been offered by the West with the hope that movement may take place in these long-stalled negotiations. A unilateral withdrawal of even a token force at this time would upset the carefully devised and coordinated allied initiative and send a signal to the Soviets that they need not negotiate

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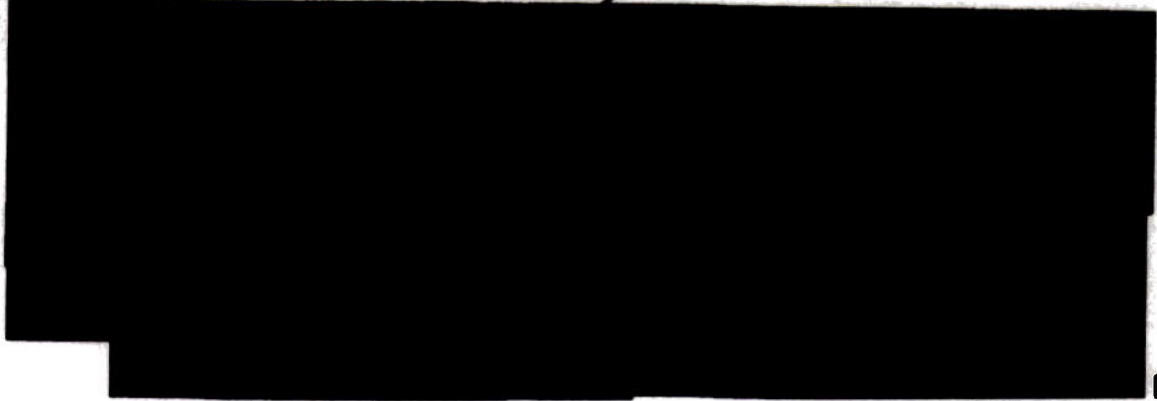
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seriously. The United States would be reducing its forward-deployed capabilities unilaterally, without benefit of a Soviet drawdown.

4. (U) The Joint Chiefs of Staff are opposed to the establishment of any arbitrary manpower limitations. The manpower ceiling for Europe, and any other theater, must adequately support the long-term programs, capabilities, and commitments directed by the US Government in fulfilling national strategic, political, and economic goals. Manpower should not drive functional capabilities through imposition of an arbitrary manpower resource ceiling. Satisfaction of short-term concerns should not be at the expense of long-term program stability.

5. (S) The GLCM program is of such importance to US national interests that it is recommended for special consideration in this matter. The GLCM program is the paramount US defense-related objective in NATO for 1983. It is an essential aspect of NATO's dual-track approach involving theater nuclear force modernization and arms control. It has been the focus of intense negotiations with NATO nations, and its acceptance by those nations must not be jeopardized. Therefore, the Joint Chiefs of Staff recommend that the GLCM program be the subject of a Presidential waiver against the 315,600 troop limit imposed by the FY 1983 DOD Appropriations Act.

6. (U) This decision is time sensitive. If the services are to avoid undue hardship of Service members bearing the impact of family disruptions, curtailed tours, and relocations, the President should initiate immediately a request for the GLCM waiver. A delayed decision also contributes to readiness shortfalls resulting from strict compliance with the 315,600 troop limit.

7. (U) Since the congressionally mandated FY 1983 ceiling was imposed well into the fiscal year, major programmatic changes to European force structure could not be implemented in time to effect the end strength on 30 September 1983. Furthermore, FY 1983 funds are not budgeted for unit relocation from Europe to COMUS, conversion of military spaces into civilian contract, or civilianization of military positions using local nationals. Although the FY 1983 reductions that must be made will cause undesirable personnel turbulence, they will involve less than 2 percent of the FY 1982 strength. Accordingly, the Joint Chiefs of Staff recommend the most immediate requirement by law—to remain within the congressionally mandated FY 1983 315,600 ceiling (without Presidential waiver) at end-FY 1983—be accomplished by the Military Departments through adjustments of European manning levels. This recommendation is consistent with DOD policy.

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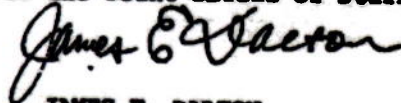
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CONUS or if forces programmed for Europe were to be retained in CONUS, there could be major base and facility cost impacts. Furthermore, returning units to or retaining units in CONUS would exacerbate mobility shortfalls during the reinforcement of NATO.

10. (U) The Joint Chiefs of Staff, in coordination with USEUCOM, the Military Departments, and your staff, have begun to conduct as a matter of priority a comprehensive analysis of the total planned European strength for FY 1984 and beyond. As requested by the reference, this analysis will examine the entire force structure in Europe and will address alternative ways to perform functions currently performed by military personnel. It will also address use of contract personnel and host-nation support within the United States-German Wartime Host-Nation Support (WHNS) Agreement that, because of the legal negotiations required, could not be implemented to help meet the FY 1983 ceiling. Expansion of the WHNS provisions into additional applications will be examined. The goal is to provide you with a comprehensive plan to accommodate any future congressionally mandated ceilings.

11. (U) The Joint Chiefs of Staff recommend that the manpower levels for the FY 1984 Manpower Report continue to reflect the levels displayed in the approved program. The Joint Staff and the Services will continue to work closely with OSD to facilitate DOD compliance with potential congressional requirements during the FY 1984 budget hearings.

For the Joint Chiefs of Staff:



JAMES E. DALTON
Lieutenant General, USAF
Director, Joint Staff

Reference:

* Memorandum by the Acting Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), 21 January 1983, "European Troop Strength Levels"

Office of the Secretary of Defense
Chief, RDD, ESD, WIIS *SVS.C. 9552*
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