



CHAIRMAN OF THE JOINT CHIEFS OF STAFF

WASHINGTON, D.C. 20318-9999

MEMORANDUM FOR THE SECRETARY OF DEFENSE

Subject: Chairman's Assessment of the 2006 Quadrennial Defense Review

1. In accordance with title 10, United States Code, Section 118, I forward my assessment of the 2006 Quadrennial Defense Review for inclusion in the report.
2. This review was strengthened by an open and inclusive approach, which resulted in comprehensive and insightful recommendations that will guide our efforts in the coming years.

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PETER PACE

General, United States Marine Corps
Chairman
of the Joint Chiefs of Staff

Attachment
As Stated

Chairman's Assessment of the 2006 Quadrennial Defense Review

Introduction

The Department of Defense conducted the 2006 Quadrennial Defense Review (QDR) during a demanding time for our Armed Forces. We are fighting a War on Terrorism of long duration while helping to foster fledgling democracies in Iraq and Afghanistan. At the same time, we are engaging nations around the world to build relationships, enhance regional stability, and strengthen deterrence – all while fundamentally transforming our military forces to defeat dangerous threats that may emerge in the decades ahead.

These concurrent challenges shaped a QDR process that balanced the needs of the ongoing struggle with longer term requirements to enhance security in a rapidly changing world. The report provides specific recommendations to transform the Department, its processes, and its forces, to meet this challenge. Success in this effort was due to the sustained leadership of senior civilians and uniformed officers, and the hard work of thousands of men and women in the Department of Defense, who together created an open, collaborative environment that permitted diversity of input, discussion, and analysis.

The QDR Process

The 2006 QDR was the first contemporary defense review to coincide with an ongoing major conflict. This compelled the Department to recast its view of future warfare through the lens of long duration conflict with its extended stabilization campaign. As a consequence, this review required a judicious balance between present needs and future capabilities. The aim was a review that was strategy driven, capabilities focused, and budget disciplined.

Benefiting from legislative relief granted by the Congress, the Department enjoyed additional time to organize, deliberate on, and craft the review. The Secretary, recognizing the opportunity for a broader spectrum of participation, directed an open and collaborative review from the beginning, soliciting input from across the Department and the interagency, as well as diverse perspectives from a variety of independent study groups. Consequently, the thoroughness, the scope of issues considered, and the level of senior leader involvement proved unprecedented.

Assessment

Any attempt to predict the future security environment of 2025 is inherently difficult. Consider the challenge in 1985 of trying to characterize the security environment that would exist in 2006. Given the dynamics of change over time, we must develop a mix of agile and flexible capabilities to mitigate uncertainty.

This review articulates a vision for the transformed force fully consistent with the demands of the anticipated security environment in 2025. To meet the key challenges in this period, we must: shape and sustain our Armed Forces to most effectively fight the War on Terrorism, transform “in stride” during wartime, strengthen our joint warfighting, and improve the quality of life of our Service members and their families.

The varied recommendations of the QDR promise to more effectively and efficiently align strategy and resources. The report outlines a force more capable of engaging in irregular warfare, and special operations forces more focused on those tasks they are best suited to perform. It foresees the need to establish long range and long loiter capabilities for strike and surveillance as well as increased littoral and undersea warfare capabilities. Finally, it strengthens deterrence options and enhances the capability to respond to catastrophic events in the homeland, whether man made or natural.

Winning the War on Terrorism

The QDR properly focuses on the War on Terrorism as our first priority. We will enhance our expeditionary combat power and shape the Services to be lighter, yet more lethal, more sustainable and more agile. We will train additional Special Operations Forces and enable traditional ground forces to conduct foreign training and security missions in addition to combat operations. This expansion allows SOF to undertake longer duration, high intensity tasks and augments the irregular warfare capability of the entire force.

A renewed emphasis on Human Intelligence, increased airborne surveillance and airlift capacity, and specialized naval forces configured for coastal and riverine operations further complement irregular warfare capacity. Additionally, the QDR recognizes Stability, Security, Transition, and Reconstruction (SSTR) as a U.S. government wide mission of increasing importance and identifies military support to SSTR as a core mission.

Finally, by emphasizing greater cultural awareness and language skills, the QDR acknowledges that victory in this long war depends on information, perception, and how and what we communicate

as much as application of kinetic effects. These cultural and language capabilities also enhance effectiveness in a coalition setting during conventional operations.

Accelerating Transformation

The QDR identifies many areas and technologies that promise to revolutionize the future force. However, transformation is as much a mindset and culture as it is a technology or a platform. The QDR recognizes that we maximize the impact of our military power through closer coordination within the Department of Defense and with our interagency and international partners. Building partnership capacity invigorates our efforts and acknowledges that future challenges can be met only through the integrated use of all of the instruments of national power and through the relevant contributions of our international partners. The proposed National Security Planning Guidance promises to significantly improve national and international efforts to prevent, as well as respond to, crises at home and abroad.

The QDR takes positive steps to posture the Department's contribution to our national Homeland Defense effort. For example, several QDR initiatives dramatically improve our ability to detect threats in the approaches and interdict them at a distance. Moreover, military assistance to civil authorities, such as the response to a natural disaster, proved instrumental in shaping several QDR decisions.

Finally, the QDR envisions a wide range of initiatives that augment our capacity to shape the behavior of potential adversaries and to react to dangerous WMD related contingencies. These initiatives include acquiring more flexible conventional deterrence capabilities, solidifying the Department's WMD command and control structure, increasing the number of forces available for overseas nuclear render safe operations, and shortening their response time.

Strengthening Joint Warfighting

Integrating advanced capabilities to improve joint war fighting is at the heart of the QDR effort. We will measure resource related decisions against that goal, as we transition from an interoperable to an interdependent force, whose diverse capabilities are rapidly integrated to achieve desired effects. This applies to the full range of combat tasks as well as to evolving roles and missions in Homeland Defense, Humanitarian Assistance, and military support to Stability, Security, Transition, and Reconstruction operations.

Change must extend beyond the forces in the field to include command and control headquarters. Key is the initiative to organize, man, train, and equip selected Service headquarters to make them Joint Task Force (JTF) capable, available and ready to command and control designated Joint force

missions. The existence of a trained and ready pool of JTF capable headquarters will assure a wider range of military response options.

Finally, the Defense enterprise must be reformed to create and leverage the same agility as the force it enables. QDR recommendations to implement a comprehensive Human Capital Strategy, develop more integrated and streamlined acquisition processes, and improve Strategic Communication reflect the necessary enterprise approach to building a more effective and efficient organization, freeing resources for other transformational efforts.

Improve the Quality of Life of our Service Members and our Families

Superbly trained, equipped, and highly dedicated people have always been America's ultimate advantage. Our foremost duty, and that which this QDR acknowledged in every recommendation, is the imperative of supporting our Soldiers, Sailors, Airmen, and Marines by giving them the finest equipment and training, so that they can achieve victory and return home safely.

Achieving that goal requires the proper shaping of the Total Force to sustain the Global War on Terrorism with enough force depth and critical skills to allow sufficient time for rest and refit between combat assignments. It also means more fully integrating support systems to deliver first class administrative services, supplies, and support programs for our professionals and their families.

Finally, improving the quality of life of our service members means that we will provide educational opportunities to our people, to help them realize their professional goals and personal aspirations. When their time of uniformed service is over, they will return home as outstanding citizens and role models, ready to serve our society in new and different ways.

Assessment of Risk

We cannot accurately characterize the security environment of 2025; therefore, we must hedge against this uncertainty by identifying and developing a broad range of capabilities. Further, we must organize and arrange our forces to create the agility and flexibility to deal with unknowns and surprises in the coming decades. This review has carefully balanced those areas where risk might best be taken in order to provide the needed resources for areas requiring new or additional investment.

Today, the Armed Forces of the United States stand fully capable of accomplishing all the objectives of the National Defense Strategy: securing the United States from direct attack, securing strategic access and retaining global freedom of action, strengthening alliances and partnerships, and establishing

favorable security conditions. The recommendations contained in this report provide future capability, capacity, and flexibility to execute these assigned missions, while hedging against the unknown threats of 2025.

Assessment of Roles and Missions

The Department continues to refine and improve the way capabilities are developed, fielded, and integrated, in order to execute the full range of missions the Armed Forces may be called on to perform. The 2006 QDR stresses an integrated approach with interagency and international partners. This review examined the challenges of the 21st century and the responsibilities of our Armed Forces in meeting them, and found roles and missions to be fundamentally sound. I concur with this assessment.

Moving Forward

We are at a critical time in the history of this great country and find ourselves challenged in ways we did not expect. We face a ruthless enemy intent on destroying our way of life and an uncertain future security environment. The War on Terrorism – a war of long duration – differs from the kind of conflict for which the Department traditionally prepared. Our focus is increasingly on the search for small cells of terrorists and on building the capacity of our partners. However, we must also retain the capability to conduct sustained conventional combat operations and to protect the homeland.

We must prevail now while we prepare for the future. This demands a wide range of military capabilities, superbly trained forces, and increased Joint, interagency, and coalition integration.

The recommendations of this report address the current fight and the full range of missions prescribed in the National Defense Strategy, while hedging against an uncertain future. The 2006 QDR tackles the most pressing needs of the Department in a strategically sound and fiscally responsible manner. As a result our Armed Forces stand ready to protect the United States, prevent conflict and surprise attack, and prevail against adversaries wherever they may be found.

I appreciate the efforts of all who were involved in this process. I endorse the 2006 QDR and its vision of a future force – more agile and more flexible, better prepared to deal with a dynamic security environment. Our challenges are many, but the course is clear.