PREFACE

The United States is a nation engaged in what will be a long war.

Since the attacks of September 11, 2001, our Nation has fought a global war against violent extremists who use terrorism as their weapon of choice, and who seek to destroy our free way of life. Our enemies seek weapons of mass destruction and, if they are successful, will likely attempt to use them in their conflict with free people everywhere. Currently, the struggle is centered in Iraq and Afghanistan, but we will need to be prepared and arranged to successfully defend our Nation and its interests around the globe for years to come. This 2006 Quadrennial Defense Review is submitted in the fifth year of this long war.

In developing this Quadrennial Defense Review, the senior leaders of the Department of Defense – civilian and military – worked side by side throughout 2005 to:

- test the conclusions of the 2001 QDR;

- apply the important lessons learned from more than four years of war against a global network of violent extremists; and

- test assumptions about the continuously changing nature of the world in which we find ourselves.

There is a tendency to want to suggest that documents such as this represent a "new beginning." Manifestly, this document is not a "new beginning." Rather, this Department has been and is transforming along a continuum that reflects our best understanding of a world that has changed a great deal since the end of the last century. This study reflects the reality that the Department of Defense has been in a period of continuous change for the past five years.

Indeed, when President Bush took office in 2001, the country was in many respects still savoring victory in the Cold War – the culmination of that long struggle that occupied generations of Americans. But the President understood well that we were entering an era of the unexpected and the unpredictable, and he directed a review of the Department of Defense and urged us to transform our forces to better fit this new century.

The terrorist attacks on September 11 imposed a powerful sense of urgency to transforming the Department. Much has been accomplished since that tragic day. We have set about making U.S. forces more agile and more expeditionary. Technological advances, including dramatic improvements in information management and precision weaponry, have allowed our military to generate considerably more combat capability with the same or, in some cases, fewer numbers of weapons platforms and with lower levels of manning. We also have been adjusting the U.S. global military force posture, making long overdue adjustments to U.S. basing by moving away from a static defense in obsolete Cold War garrisons, and placing emphasis on the ability to surge quickly to trouble spots across the globe.

Transforming by Shifting Emphasis from the 20th Century to the 21st Century

The QDR is not a programmatic or budget document. Instead, it reflects the thinking of the senior civilian and military leaders of the Department of Defense:

• Need to "find, fix and finish" combat operations against new and elusive foes.

• Need for considerably better fusion of intelligence and operations to produce action plans that can be executed in real time.

• Realization that everything done in this Department must contribute to joint warfighting capability.

• Central reality that success depends on the dedication, professionalism and skills of the men and women in uniform – volunteers all.

If one were to attempt to characterize the nature of how the Department of Defense is transforming and how the senior leaders of this Department view that transformation, it is useful to view it as a shift of emphasis to meet the new strategic environment. In this era, characterized by uncertainty and surprise, examples of this shift in emphasis include:

• From a peacetime tempo – to a wartime sense of urgency.

• From a time of reasonable predictability – to an era of surprise and uncertainty.

• From single-focused threats – to multiple, complex challenges.

• From nation-state threats – to decentralized network threats from non-state enemies.

• From conducting war against nations – to conducting war in countries we are not at war with (safe havens).

• From "one size fits all" deterrence – to tailored deterrence for rogue powers, terrorist networks and near-peer competitors.

• From responding after a crisis starts (reactive) – to preventive actions so problems do not become crises (proactive).

• From crisis response – to shaping the future.

• From threat-based planning – to capabilities-based planning.

• From peacetime planning – to rapid adaptive planning.

• From a focus on kinetics – to a focus on effects.

• From 20th century processes – to 21st century integrated approaches.

• From static defense, garrison forces – to mobile, expeditionary operations.

• From under-resourced, standby forces (hollow units) – to fully-equipped and fully-manned forces (combat ready units).

• From a battle-ready force (peace) – to battle-hardened forces (war).

- From large institutional forces (tail) – to more powerful operational capabilities (teeth).

- From major conventional combat operations – to multiple irregular, asymmetric operations.

- From separate military Service concepts of operation – to joint and combined operations.

- From forces that need to deconflict – to integrated, interdependent forces.

- From exposed forces forward – to reaching back to CONUS to support expeditionary forces.

- From an emphasis on ships, guns, tanks and planes – to focus on information, knowledge and timely, actionable intelligence.

- From massing forces – to massing effects.

- From set-piece maneuver and mass – to agility and precision.

- From single Service acquisition systems – to joint portfolio management.

- From broad-based industrial mobilization – to targeted commercial solutions.

- From Service and agency intelligence – to truly Joint Information Operations Centers.

- From vertical structures and processes (stove-pipes) – to more transparent, horizontal integration (matrix).

- From moving the user to the data – to moving data to the user.

- From fragmented homeland assistance – to integrated homeland security.

- From static alliances – to dynamic partnerships.

- From predetermined force packages – to tailored, flexible forces.

- From the U.S. military performing tasks – to a focus on building partner capabilities.

- From static post-operations analysis – to dynamic diagnostics and real-time lessons learned.

- From focusing on inputs (effort) – to tracking outputs (results).

- From Department of Defense solutions – to interagency approaches.

The 2006 QDR in the Context of Continuing Change

The 2006 Quadrennial Defense Review (QDR), above all else, reflects a process of change that has gathered momentum since the release of its predecessor QDR in 2001. A great deal more is underway – all in the midst of a continuing Global War on Terror. A brief summary of some of the work and ongoing initiatives of the Department during this period is outlined below to set the context for the 2006 QDR.

- Liberated more than 50 million Afghans and Iraqis from despotism, terrorism and

dictatorship, permitting the first free elections in the recorded history of either nation.

- Conducted attacks against the al Qaida terrorist network, resulting in the death or incarceration of the majority of its top leadership.

- Worked with a global coalition of over 75 countries participating in the Global War on Terrorism.

- Executed urgently needed transformation. As a result of recent combat experience, U.S. Armed Forces today are more battle-hardened and combat ready than in decades.

- Transformed a variety of elements and activities in the Department, including contingency planning, strategic reconnaissance, management of deployments and redeployments, logistics and risk assessment.

- Incorporated hundreds of real world lessons learned from the battlefields in the Global War on Terrorism and adapted the force to ongoing and future operations.

- Initiated a post-9/11 Global Military Force Posture Plan to rearrange U.S. forces around the world, while reducing the Cold War era static footprint abroad, resulting in more expeditionary and deployable forces.

- Reorganized the operational forces, creating Northern Command, with important responsibilities for homeland defense, and merged Space and Strategic Commands into a single command, Strategic Command.

- Initiated a new concept for Army organization, including integrating Active, Guard and Reserve forces around a new modular Brigade Combat Team structure.

- Strengthened U.S. Special Forces by increasing manpower, integrating new technologies, procuring new aircraft, and including the U.S. Marines in Special Operations Forces.

- Spearheaded steps to transform NATO, including enlarging the membership of NATO, enabling the rapid deployment of forces, and extending NATO's role to Afghanistan and Iraq.

- Invested in new equipment, technology and platforms for the forces, including advanced combat capabilities: Stryker Brigades, Littoral Combat Ships, converted cruise-missile firing submarines, unmanned vehicles and advanced tactical aircraft – all linked by Net-Centric Warfare systems.

- Brought on-line an initial Missile Defense System, while continuing research and development, providing a nascent defensive capability.

- Initiated the largest Base Realignment and Closure (BRAC) process in history, right-sizing U.S. infrastructure to future needs.

- Supported the Department of Homeland Security in natural disaster relief for hurricanes Katrina and Rita.

- Undertook massive disaster relief efforts for the South Asia tsunami and the Pakistan earthquake.

- Reorganized the Office of the Secretary of Defense, creating the positions of Under Secretary of Defense for Intelligence, Assistant Secretary of Defense for Homeland Defense, Asisstant Secretary of Defense for Networks and Information Integration and Deputy Assistant Secretary of Defense for Detainee Affairs. Initiated pay for performance and a responsive *National Security Personnel System*. The Department is developing a stronger partnership with the Department of Homeland Security across the spectrum of potential missions.

Conclusion

It is clear we cannot achieve all we might without significant help from the rest of the U.S. government. Within the Executive Branch, we are seeking ways to achieve greater efficiencies in the interagency, in our work with partners in the Departments of State, Treasury, Justice, and Homeland Security, the CIA, and other participants in the Global War on Terror. Still encumbered with a Cold War organization and mentality in many aspects of Department operations, the Department will seek new and more flexible authorities in budget, finance, acquisition and personnel. Now is the time to institute still further changes necessary for the 21st century.

The Report of the 2006 Quadrennial Defense

Review represents a snapshot in time of the Department's strategy for defense of the Nation and the capabilities needed to effectively execute that defense. In the pages that follow, the Department's senior leadership sets out where the Department is and where it needs to go in fulfilling our responsibilities to the American people. To realize our goals, the Department stands ready to join in a collaborative partnership with key stakeholders in the process of implementation and execution – the Congress, other agencies of the Executive Branch and alliance and coalition partners. It will take unity of effort to win the long war in which our Nation is engaged. The benefits from such cooperation will be reaped by future joint warfighters, Presidents and, most of all, by the American people we serve.

Finally, it is important to note that this 2006 Quadrennial Defense Review is part of the continuum of transformation in the Department. Its purpose is to help shape the process of change to provide the United States of America with strong, sound and effective warfighting capabilities in the decades ahead. As we continue in the fifth year of this long global war, the ideas and proposals in this document are provided as a roadmap for change, leading to victory.