



QUADRENNIAL
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CHAPTER II: THE DEFENSE STRATEGY

The United States underwrites global security by exercising leadership in support of four core national interests:

- The security of the United States, its citizens, and U.S. allies and partners;
- A strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity;
- Respect for universal values at home and around the world; and
- An international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges.

The military is just one of many tools we as a nation have to protect our national interests. Whenever possible, we seek to pursue these interests through diplomacy, economic development, cooperation and engagement, and through the power of our ideas. When necessary, the United States and our allies have shown the willingness and the ability to resort to force in defense of our national interests and the common good. To ensure the military can answer that call, the Department of Defense must be prepared to execute a wide range of contingencies.

The role of the Department of Defense in supporting U.S. interests is rooted in our efforts to reduce the potential for conflict, by deterring aggression and coercive behavior in key regions, and by positively influencing global events through our proactive engagement. Any decision to commit U.S. forces to hostile environments should be based not only on the likely costs and expected risks of military action but fundamentally on the nature of the national interests at stake. Protecting the security of the United States and its citizens is a vital national interest. If the security of the Nation is at risk, our national leadership will be prepared to use force and to do so unilaterally if necessary. We will ensure that our military remains global, capable, and sustainable so that our diplomacy can always be reinforced as needed by credible military force. We will be principled and selective when using military force and do so only when necessary and in accordance with all applicable law, as well as with U.S. interests and U.S. values.

The 2014 QDR represents an evolution of this Administration's prior defense reviews. The 2010 QDR was fundamentally a wartime strategy. It balanced near-term efforts to prevail in Iraq and Afghanistan with longer-term imperatives to prevent and deter conflict, and to prepare for a wide range of future contingencies, all while preserving and enhancing the health of the All-Volunteer Force. The 2012 Defense Strategic Guidance described a set of 21st century defense priorities and began the Department's transition from conducting ongoing wars to preparing for future challenges, while also guiding how the Department would absorb \$487 billion in spending cuts required under the Budget Control Act.

Protecting and advancing U.S. interests, consistent with the National Security Strategy, the 2014 QDR embodies the 21st century defense priorities outlined in the 2012 Defense Strategic Guidance. These priorities include rebalancing to the Asia-Pacific region to preserve peace and stability; maintaining a strong commitment to security and stability in Europe and the Middle East; sustaining a global approach to countering violent extremists and terrorist threats, with an emphasis on the Middle East and Africa; continuing to protect and prioritize key investments in technology, while our forces overall grow smaller and leaner; and invigorating efforts to build innovative partnerships and strengthen key alliances and partnerships. The 2014 QDR builds on these priorities and incorporates them into a broader strategic framework. As the United States completes the transition in Afghanistan, this updated national defense strategy is intended to protect and advance U.S. interests, sustain U.S. leadership, and take advantage of strategic opportunities. The Department's defense strategy emphasizes three pillars:

- *Protect the Homeland.* Maintaining the capability to deter and defeat attacks on the United States is the Department's first priority, and reflects an enduring commitment to securing the homeland at a time when non-state and state threats to U.S. interests are growing. Protection of the homeland will also include sustaining capabilities to assist U.S. civil authorities in protecting U.S. airspace, shores, and borders, and in responding effectively to domestic man-made and natural disasters.
- *Build Security Globally.* Continuing a strong U.S. commitment to shaping world events is essential to deter and prevent conflict and to assure our allies and partners of our commitment to our shared security. This global engagement is fundamental to U.S. leadership and influence.
- *Project Power and Win Decisively.* The ability of the U.S. Armed Forces to deter acts of aggression in one or more theaters by remaining capable of decisively defeating adversaries is critical to preserving stability and is fundamental to our role as a global leader. U.S. Armed Forces also project power to provide humanitarian assistance and disaster relief.

These pillars are mutually reinforcing and interdependent. Our nuclear deterrent is the ultimate protection against a nuclear attack on the United States, and through extended deterrence, it also serves to reassure our distant allies of their security against regional aggression. It also supports our ability to project power by communicating to potential nuclear-armed adversaries that they cannot escalate their way out of failed conventional aggression. Building security globally not only assures allies and partners and builds partnership capacity, but also helps protect the homeland by deterring conflict and increasing stability in regions like the Middle East and North Africa. Our ability to project forces to combat terrorism in places as far away as Yemen, Afghanistan, and Mali – and to build capacity to help partners counter terrorism and counter the proliferation and use of WMD – reduces the likelihood that these threats could find their way to U.S. shores.

Funding levels requested by the President for the Fiscal Year (FY) 2015 will allow the military to protect and advance U.S. interests and fulfill the updated defense strategy – but with increased levels of risk for some missions. The Department can manage these risks under the President’s FY2015 Budget plan, but the risks would grow significantly if sequester-level cuts return in FY2016, if proposed reforms are not accepted, or if uncertainty over budget levels continues.

PILLARS OF THE U.S. DEFENSE STRATEGY

Protect the Homeland

The most fundamental duty of the Department of Defense is to protect the security of U.S. citizens. The homeland is no longer a sanctuary for U.S. forces, and we must anticipate the increased likelihood of an attack on U.S. soil. Against a varied, multi-faceted, and growing set of threats, we continue to take an active, layered approach to protecting the homeland. We will maintain steady-state force readiness, resilient infrastructure to support mission assurance, and a



Soldiers of the 1140th Engineer Battalion, civilian first responders, and local residents work quickly to build a three-foot sandbag wall to prevent possible flood waters from closing a Missouri highway intersection. (Photo by Michelle Queiser/Missouri National Guard)

robust missile defense capability to defend the homeland against a limited ballistic missile attack. The Department will sustain a modernized continuity of operations and continuity of government posture and will prepare to support civil authorities if needed.

Advances in missile technology and the proliferation of these capabilities to new actors represent a growing challenge to the U.S. military's defense of the homeland. We must stay ahead of limited ballistic missile threats from regional actors such as North Korea and Iran, seeking to deter attacks or prevent them before they occur. To do this, we are increasing our emphasis on actively countering ballistic missile challenges by detecting missiles and continuously defending the U.S. homeland at longer ranges and at all altitudes. The ability to deter and defeat these kinds of threats protects the United States, reassures our allies and partners, and preserves strategic stability with Russia and China.

The fundamental role of U.S. nuclear forces is to deter nuclear attack on the United States, as well as on our allies and partners. The United States will continue to reduce the role of nuclear weapons in deterring non-nuclear attack. However, nuclear forces continue to play a limited but critical role in the Nation's strategy to address threats posed by states that possess nuclear weapons and states that are not in compliance with their nuclear nonproliferation obligations. Against such potential adversaries, our nuclear forces deter strategic attack on the homeland and provide the means for effective responses should deterrence fail. Our nuclear forces contribute to deterring aggression against U.S. and allied interests in multiple regions, assuring U.S. allies that our extended deterrence guarantees are credible, and demonstrating that we can defeat or counter aggression if deterrence fails. U.S. nuclear forces also help convince potential adversaries that they cannot successfully escalate their way out of failed conventional aggression against the United States or our allies and partners.

The United States will continue to maintain safe, secure, and effective nuclear forces while reducing our strategic nuclear forces in accordance with the New START Treaty. We will pursue further negotiated reductions with Russia. In a new round of negotiated reductions, the United States would be prepared to reduce ceilings on deployed strategic warheads by as much as one-third below New START levels. The United States will also work with our NATO allies to seek bold reductions in U.S. and Russian non-strategic nuclear weapons in Europe.

As the frequency and complexity of cyber threats grow, we will continue to place high priority on cyber defense and cyber capabilities. The Department of Defense will deter, and when approved by the President and directed by the Secretary of Defense, will disrupt and deny adversary cyberspace operations that threaten U.S. interests. To do so, we must be able to defend the integrity of our own networks, protect our key systems and networks, conduct effective cyber operations overseas when directed, and defend the Nation from an imminent,

destructive cyberattack on vital U.S. interests. U.S. forces will abide by applicable laws, policies, and regulations that protect the privacy and civil liberties of U.S. persons. Further, the Department will operate consistent with the policy principles and legal frameworks associated with the law of war.

Deterring and defeating cyber threats requires a strong, multi-stakeholder coalition that enables the lawful application of the authorities, responsibilities, and capabilities resident across the U.S. Government, industry, and international allies and partners. We support the Federal government cybersecurity team and



U.S. Air Force technicians assigned to the 354th Communications Squadron support the new Air Force Network system enhancing cyber capabilities, by providing network oversight to all U.S. Air Force installations. (U.S. Air Force photo by Staff Sgt. Christopher Boitz)

will continue working with the Department of Homeland Security (DHS) to improve critical infrastructure cybersecurity, and with DHS and the Federal Bureau of Investigation to support law enforcement activities. The Department of Defense remains committed to working with industry and international partners as well, sharing threat information and capabilities to protect and defend U.S. critical infrastructure, including in our role as the sector-specific agency for the defense industrial base. We will ensure that international alliances and partnerships remain relevant to challenges in the threat environment by helping these partners improve their own cyber defense capabilities and mitigate shared cyber threats through mutual action.

In addition to countering high-technology threats to the homeland, the Department of Defense will also remain able to defend against less advanced but still potentially lethal challenges. We will be prepared to deter, and if necessary, defend against direct air and maritime attacks. We will maintain persistent air domain awareness and capable, responsive defense forces. We will also provide support to civil authorities in the event of a domestic crisis. The American people expect the Department of Defense to assist civil authorities in saving and sustaining lives after natural and man-made disasters, including extreme weather events, pandemics, and industrial accidents.

The surest way to stop potential attacks is to prevent threats from developing. Defeating terrorist attacks in the United States from the highly diversified and increasingly networked terrorist threat requires an equally diverse and networked counter effort. The Department of Defense's activities to protect the homeland do not stop at our nation's borders. We will

collaborate with interagency and international partners to tackle root drivers of conflict, including building capacity with allied and partner militaries, and to sustain a global effort to detect, disrupt, and defeat terrorist plots. Global prevention, detection, and response efforts are essential to address dangers across the WMD spectrum before they confront the homeland. For instance, the Department of Defense remains committed to funding global cooperative efforts to reduce proliferation and threats of WMD. This includes preventing the acquisition of, accounting for, securing, and destroying as appropriate WMD abroad – a process that is ongoing in Syria.

Build Security Globally

The U.S. military forward and rotationally deploys forces – which routinely provide presence and conduct training, exercises, and other forms of military-to-military activities – to build security globally in support of our national security interests. In support of these goals, the Department will continue rebalancing how we posture ourselves globally. As we rebalance, we will continue to operate in close



U.S. Army Sgt. 1st Class, assigned to the 12th Combat Aviation Brigade, carries supplies from a UH-60A Black Hawk to deliver to citizens in Montenegro stranded by severe weather. A U.S. task force provided humanitarian assistance after record snowfalls left tens of thousands in the country's mountainous north unable to receive food, fuel, or medical assistance. (U.S. Army photo by Sgt. Edwin M. Bridges)

concert with allies and partners to establish norms and confront common threats, because no country alone can address the globalized challenges we collectively face.

U.S. interests remain inextricably linked to the peace and security of the Asia-Pacific region. The Department is committed to implementing the President's objective of rebalancing U.S. engagement toward this critical region. Our enduring commitment to peace and security in the Asia-Pacific region requires a sustained ability to deter aggression, operate effectively across all domains, and respond decisively to emerging crises and contingencies. In support of these goals, we are enhancing and modernizing our defense relationships, posture, and capabilities across the region.

The centerpiece of the Department of Defense commitment to the U.S. Government's rebalance to the Asia-Pacific region continues to be our efforts to modernize and enhance our security alliances with Australia, Japan, the ROK, the Philippines, and Thailand. We are taking steps with each of our allies to update our combined capacity and to develop forward-looking roles and missions to address emerging regional challenges most effectively. We are also

deepening our defense relationships with key partners in the region, such as Singapore, Malaysia, Vietnam, and many others. Through both our alliances and partnerships, we are focused on enhancing our partners' capacity to address growing regional challenges in areas such as missile defense, cyber security, space resilience, maritime security, and disaster relief. With China, the Department of Defense is building a



U.S. Navy Officer from USS Mason discusses techniques with Chinese sailors aboard the Chinese destroyer Harbin before a combined small-arms exercise in the Gulf of Aden. (U.S. Navy photo by Petty Officer 2nd Class Rob Aylward)

sustained and substantive dialogue with the People's Liberation Army designed to improve our ability to cooperate in concrete, practical areas such as counter-piracy, peacekeeping, and humanitarian assistance and disaster relief. At the same time, we will manage the competitive aspects of the relationship in ways that improve regional peace and stability consistent with international norms and principles.

Underpinning all of the Department's engagements in the Asia-Pacific region is our commitment to key principles and values that are essential to regional peace and security. We are working to support and expand the flourishing network of multilateral organizations and engagements that are taking root in the region. We are focused on promoting responsible behaviors and establishing mechanisms that will prevent miscalculation and disruptive regional competition and avoid escalatory acts that could lead to conflict. This includes supporting trilateral engagements and exercises, as well as strengthening ASEAN's central role in the region through participation in institutions such as the ASEAN Defense Ministers' Meeting-Plus.

As we end combat operations in Afghanistan, we are prepared to transition to a limited mission focused on counterterrorism and training, advising, and assisting Afghan security forces. We will continue efforts to help stabilize Central and Southwest Asia and deepen our engagement in the Indian Ocean region to bolster our rebalance to Asia. The stability of Pakistan and peace in South Asia remain critical to this effort. The United States supports India's rise as an increasingly capable actor in the region, and we are deepening our strategic partnership, including through the Defense Trade and Technology Initiative.

The United States will retain a deep, enduring interest in and a commitment to a stable Middle East. We will seek to deepen our strategic cooperation with Middle East partners based on common, enduring interests. We will strengthen joint planning with allies and partners to

operate multilaterally, across domains, and to counter challenges to access and freedom of navigation. The Department will develop new or expanded forums to exchange views with allies and partners on the threats and opportunities facing the Gulf, particularly through the multilateral forum of the Gulf Cooperation Council (GCC). The Department plans to pursue a U.S.-GCC Defense Ministerial in 2014 and deepen U.S.-GCC ballistic missile defense cooperation. The United States will continue to seek more innovative and flexible approaches to meeting its enduring commitment to a secure Middle East.

The United States will also remain active in other parts of the world. We have deep and abiding interests in a European partner that is militarily capable and politically willing to join with the United States to address future security challenges. Our commitment to the NATO Alliance is steadfast and resolute, and the United States will work with allies and partners to ensure NATO remains a modern and capable alliance. U.S. forces work closely with the nations of Europe on a wide range of shared goals, including strengthening NATO military capability and interoperability, counterterrorism efforts, maintaining shared strategic and operational access, and building the capacity of other global partners. Through continued defense cooperation, the Department will continue to promote regional security, Euro-Atlantic integration, and enhanced capacity and interoperability for coalition operations. We will continue to adapt the U.S. defense posture in Europe to support U.S. military operations worldwide while also conducting a range of prevention, deterrence, and assurance-related activities in Europe itself.

U.S. engagement in the Western Hemisphere is aimed at promoting and maintaining regional stability. The Department will focus its limited resources on countries that want to partner with the United States and demonstrate a commitment to investing the time and resources required to develop and sustain an effective, civilian-led enterprise. We will emphasize building defense institutional capacity, increasing interoperability with the United States and other like-minded partners, and supporting a system of multilateral defense cooperation such as the Conference of Defense Ministers of the Americas and the Inter-American Defense Board to respond to shared challenges.



Burundi soldiers prepare to load onto a U.S. C-17 Globemaster at Bujumbura Airport, Burundi. In coordination with the French military and the African Union, the U.S. military provided airlift support to transport Burundi soldiers, food, and supplies in the Central African Republic. (U.S. Air Force photo by Staff Sgt Erik Cardenas)

The United States remains focused on maximizing our impact throughout Africa by actively working with key partners to foster stability and prosperity. Many African countries are undertaking efforts to address the wide range of challenges they face, by improving their governance institutions, strengthening rule of law, and protecting borders more effectively. The U.S. Armed Forces cooperate with counterparts on counterterrorism and counter-piracy efforts, partnership capacity building – especially for peacekeeping – and crisis and contingency response. Recent engagements in Somalia and Mali, in which African countries and regional organizations are working together with international partners in Europe and the United States, may provide a model for future partnerships.

Project Power and Win Decisively

Our posture of global engagement is the foundation from which the United States responds to crises when required. For more than sixty years, the United States has maintained unmatched capabilities to project large-scale military power over great distances. Our power projection capabilities include ready and trained forces in the United States, the ability of our forces to move rapidly from place to place, and our forces' ability to operate anywhere around the world. These capabilities have allowed our Nation to advance its interests worldwide, influencing events far from our shores and helping to bring stability to conflict-prone regions.

As the Department rebalances toward greater emphasis on full-spectrum operations, maintaining superior power projection capabilities will continue to be central to the credibility of our Nation's overall security strategy.



The Enterprise Carrier Strike Group transits the Atlantic Ocean, supporting maritime security operations and theater security cooperation efforts in the U.S. 6th Fleet area of responsibility. (U.S. Navy photo by Petty Officer 3rd Class Scott Pittman)

Although our forces will no longer be sized to conduct large-scale, prolonged stability operations, we will preserve the expertise gained during the past ten years of counterinsurgency and stability operations in Iraq and Afghanistan. We will protect the ability to regenerate capabilities that might be needed to meet future demands.

Joint Forces will be prepared to battle increasingly sophisticated adversaries who could employ advanced warfighting capabilities while simultaneously attempting to deny U.S. forces the advantages they currently enjoy in space and cyberspace. To counter these challenges, the U.S. Armed Forces will not only invest in new systems and infrastructure but also continue to develop innovative operational concepts that confound adversary strategies. The United States

will continue modernizing our regional defense capabilities, including deploying advanced air and missile defense systems; fifth-generation fighters; long-range strike; intelligence, surveillance, and reconnaissance (ISR); and updated models of critical naval assets. The Department will also improve the resilience of air, naval, ground, space, and missile-defense capabilities, even in the face of large-scale, coordinated attacks. Maintaining our ability to project power will also require exploiting, extending, and gaining advantages in cyber and space control technologies, as well as in unmanned systems and stand-off weapons.

U.S. global communications and military operations depend on freedom of access in space, making security in this domain vital to our ability to project power and win decisively in conflict. The Department will pursue a multi-layered approach to deter attacks on space systems while retaining the ability to respond, should deterrence fail. This will require continuing to develop capabilities, plans, and options to defend against and, if necessary, defeat adversary efforts to interfere with or attack U.S. or allied space systems. We will continue to improve the resilience and affordability of critical space architectures. Growing commercialization and international investment in space will also provide opportunities to diversify space capabilities. All of the Department's initiatives in space will continue to be underpinned by U.S. Government efforts to work with industry, allies, and other international partners to shape rules of the road in this domain.

We will retain and strengthen our power projection capabilities so that we can deter conflict, and if deterrence fails, win decisively against aggressors. The North Korean regime continues to pursue interests counter to those of the United States. Faced with this threat, the United States is committed to maintaining peace and security on the Korean Peninsula and closely monitors the situation through military and diplomatic channels in coordination with the ROK, Japan, China, and Russia. The U.S. Armed Forces will continue their close collaboration with the ROK military to deter and defend against North Korean provocations. The ROK military is a highly capable, professional force that is increasing its ability to lead the defense of Korea. The United States trains regularly with members of the ROK military and participates in a variety of bilateral and multilateral exercises aimed at increasing interoperability.



F-35A Lightning IIs perform an aerial refueling mission with a KC-135 Stratotanker, off the coast of Florida. The 33rd Fighter Wing at Eglin Air Force Base trains Air Force, Marine, Navy, and international partner operators and maintainers of the F-35 Lightning II. (U.S. Air Force photo by Master Sgt. Donald R. Allen)

The United States is also committed to ensuring it has the capability to win decisively in conflicts in the Middle East. Over the past five years, a top Administration priority in the Middle East has been preventing Iran from acquiring a nuclear weapon, pursued through a multilateral, multi-pronged strategy combining diplomacy, international economic pressure, and the resolve to keep military options on the table. The November 2013 Joint Plan of Action in the P5-plus-one nuclear negotiations with Iran represents only a first step toward a longer-term comprehensive solution. Concerns over Iran's destabilizing influence as well as the uncertain trajectory of the greater Middle East will require the United States and our regional partners to remain capable of defeating aggression in this volatile region. As diplomacy on nuclear issues continues, the Department will maintain all options on the table and counter other threats that Iran poses in the region, including development of mid- and long-range missiles and support to terrorists and insurgents.

Maintaining power projection capabilities that can counter not only state threats but also non-state threats is also increasingly critical. The United States will maintain a worldwide approach to countering violent extremists and terrorist threats using a combination of economic, diplomatic, intelligence, law enforcement, development, and military tools. The Department of Defense will rebalance our



Soldiers of the U.S. Army 10th Mountain Division's Headquarters Company, 3rd Brigade Combat Team conduct live-fire range training with M4 carbines in Afghanistan's Paktiya province. (U.S. Army photo by Pfc. Dixie Rae Liwanag)

counterterrorism efforts toward greater emphasis on building partnership capacity especially in fragile states, while still retaining robust capabilities for direct action, including intelligence, persistent surveillance, precision strike, and Special Operations Forces (SOF). We will remain focused on countering the proliferation and use of WMD, which continues to undermine global security. The Department will continue to cooperate with regional partners to disrupt, dismantle, and defeat al Qaeda and other extremist threats. We will remain vigilant to threats posed by other designated terrorist organizations, such as Hezbollah and Hamas. As these threats continue to diversify and adapt, we will increase the use of special operations capabilities to maintain security and preserve the element of surprise.

Given the threat of violent protests and terrorist attacks that can imperil U.S. citizens and interests abroad, the United States is committed to improving the security of U.S. installations and personnel. The Department will work with the State Department and host nations to

develop proactive measures to augment security of U.S. facilities overseas, and we will be prepared to respond to a range of contingencies.

Finally, U.S. power projection capabilities are not only about defeating threats. From responding to crises to executing non-combatant evacuations and partnering with civilian agencies to conduct humanitarian disaster relief missions, the U.S. Armed Forces project power to provide stability when countries or regions need it most.

FORCE PLANNING CONSTRUCT

Consistent with the requirements of the updated defense strategy and resourced at the President's Budget level, FY2015 – 2019 Future Years Defense Program (FYDP) forces, in aggregate, will be capable of simultaneously defending the homeland; conducting sustained, distributed counterterrorist operations; and in multiple regions, deterring aggression and assuring allies through forward presence and engagement. If deterrence fails at any given time, U.S. forces could defeat a regional adversary in a large-scale multi-phased campaign, and deny the objectives of – or impose unacceptable costs on – another aggressor in another region.

The President's FY2015 Budget provides the resources to build and sustain the capabilities to conduct these operations, although at increased levels of risk for some missions. With the President's Budget, our military will be able to defeat or deny any aggressor. Budget reductions inevitably reduce the military's margin of error in dealing with risks, and a smaller force strains our ability to simultaneously respond to more than one major contingency at a time. The Department can manage these risks under the President's FY2015 Budget plan, but the risks would grow significantly if sequester-level cuts return in FY2016, if proposed reforms are not accepted, or if uncertainty over budget levels continues.

A FOUNDATION OF INNOVATION AND ADAPTATION

Across the three pillars of the defense strategy, the Department is committed to finding creative, effective, and efficient ways to achieve our goals and in making hard strategic choices. Innovation – within our own Department and in our interagency and international partnerships – is a central line of effort. Infusing a culture of innovation and adaptability that yields tangible results into an organization as large as the Department of Defense is by necessity a long-term, incremental undertaking. We will actively seek innovative approaches to how we fight, how we posture our force, and how we leverage our asymmetric strengths and technological advantages. Innovation is paramount given the increasingly complex warfighting environment we expect to encounter.

The past twelve years of conflict in Iraq and Afghanistan have spurred tremendous tactical and technical innovation as the U.S. Armed Forces grew more experienced and interoperable. All four Services and the U.S. Special Operations Command have made greater use of unmanned aerial systems in support of a wide array of joint missions,



An unmanned underwater vehicle submerges during International Mine Countermeasures Exercise (IMCMEX) 13 in the U.S. 5th Fleet Area of Responsibility. The USS Ponce operates in the background. (U.S. Navy photo by Mass Communication Specialist 1st Class Daniel Gay)

developing new generations of platforms and sensors capable of providing long-dwell coverage across the battlespace. Improved intelligence capabilities and processes have enabled effective targeting and engagement of high-value, elusive targets. By helping to build both the Iraqi and Afghan armed forces, U.S. forces learned valuable lessons about how to train, advise, and assist partner nation forces more effectively. Improvements in these and other areas are already being codified in doctrine, tactics, education, training, and elsewhere.

Lessons that U.S. forces absorbed in Iraq and Afghanistan will remain invaluable as the Department turns its attention to future challenges. To most effectively prepare for wartime engagements, Combatant Commanders will invigorate their efforts to adjust contingency planning to reflect more clearly the changing strategic environment. Even when we are at peace, U.S. forces cannot be everywhere all of the time, and so the Department is pursuing a set of creative new presence paradigms to manage and employ our forces to enhance overseas presence and activities. The following examples demonstrate some of the concrete steps the Department is pursuing:

- Positioning additional forward-deployed naval forces in critical areas, such as the Asia-Pacific region, to achieve faster response times and additional presence at a lower recurring cost;
- Deploying new combinations of ships, aviation assets, and crisis response forces that allow for more flexible and tailored support to regional Combatant Command steady-state and contingency requirements;
- Employing regionally-focused forces to provide additional tailored packages that achieve critical global and regional objectives, including in critical areas such as the Asia-Pacific region;

- Optimizing the use of multilateral, joint training facilities overseas in order to increase readiness and interoperability with our allies and partners;
- Developing concepts, posture and presence options, and supporting infrastructure to exploit the Department's investment in advanced capabilities rapidly, such as the Joint Strike Fighter;
- Extending the life of ships in innovative ways to get longer use out of our investments; and
- Pursuing access agreements that provide additional strategic and operational flexibility in case of crisis.

A further key element of the Department's strategic commitment to innovate and adapt includes working with allies and partners, especially Gulf countries and those in Asia, to facilitate greater contributions to their own defense and, in the case of Europe, to facilitate greater security contributions across regions. The Department is developing strategically complementary approaches to deepen cooperation with close allies and partners, including more collaboratively planning our roles and missions and investments in future capabilities. Doing so not only helps our allies and partners develop the capabilities most needed to defend themselves, but also enables them to work more closely and more effectively with the United States. Going forward, we will thoroughly reflect the evolving capacity of our allies and partners in our defense planning efforts.

For example, the United States will work with the United Kingdom and Australia to enhance collaboration between our respective defense planning processes. The United States is working with the United Kingdom to regenerate its aircraft carrier capability in the future, which will enable interoperable use of advanced fighters and allow more flexible options for combined employment of our forces, particularly to project power in key regions of the world. The United States and Australia are working toward full implementation of U.S. force posture initiatives in northern Australia, as both countries enhance collaboration between their planning processes to strengthen interoperability and cooperation, with a focus on submarine systems and weapons, helicopters, and combat and transport aircraft.



British Royal Navy destroyer HMS Daring operates alongside the U.S. aircraft carrier USS Carl Vinson in the U.S. 5th Fleet area of responsibility. (Photo: Leading Airman (Photographer) Keith Morgan RN. Crown Copyright, UK Government)

The Department is also working on its investment portfolio – as well as with our closest allies – to better align our investments and ensure that our activities complement one another’s mutual priorities. The United States has long relied on technically superior equipment and systems to counter adversaries. Our technological superiority has allowed largely unfettered access to project power where needed. However, this superiority is being challenged by increasingly capable and economically strong potential adversaries that are likely developing and fielding counters to some or all of the key technologies on which the United States has come to rely. To maintain superiority, it will be necessary for the military to develop new capabilities, tactics, techniques, and procedures to continue to be effective.

While the global technology landscape indicates that the United States should not plan to rely on unquestioned technical leadership in all fields, the Department must ensure that technological superiority is maintained in areas most critical to meeting current and future military challenges. The Department has invested in energy efficiency, new technologies, and renewable energy sources to make us a stronger and more effective fighting force. Energy improvements enhance range, endurance, and agility, particularly in the future security environment where logistics may be constrained.

Finally, the Department will employ creative ways to address the impact of climate change, which will continue to affect the operating environment and the roles and missions that U.S. Armed Forces undertake. The Department will remain ready to operate in a changing environment amid the challenges of climate change and environmental damage. We have increased our preparedness for the consequences of environmental damage and continue to seek to mitigate these risks while taking advantage of opportunities. The Department’s operational readiness hinges on unimpeded access to land, air, and sea training and test space. Consequently, we will complete a comprehensive assessment of all installations to assess the potential impacts of climate change on our missions and operational resiliency, and develop and implement plans to adapt as required.



Student veteran, Lucas Bultema (right), is part of the Energy Systems Technology Evaluation Program, an innovative Office of Naval Research program that helps student veterans find high-level, meaningful opportunities in energy-related fields within the Navy and Marine Corps. (U.S. Navy photo by John F. Williams)

Climate change also creates both a need and an opportunity for nations to work together, which the Department will seize through a range of initiatives. We are developing new policies, strategies, and plans, including the Department’s Arctic Strategy and our work in building humanitarian assistance and disaster response capabilities, both within the Department and with our allies and partners.



CHAIRMAN'S ASSESSMENT OF THE
QUADRENNIAL DEFENSE REVIEW

I support the strategic direction articulated in the 2014 Quadrennial Defense Review (QDR). As we rebuild our readiness following more than a decade of conflict, the U.S. military will be capable of executing the 2014 QDR strategy but with higher risk in some areas. In fact, our military risk will grow quickly over time if we don't make the types and scope of changes identified in the report.

Strategy is about balancing ends, ways, and means; that is, our national objectives, our operational concepts, and the resources available to us. Clearly this QDR addresses the fact that for the foreseeable future the Department of Defense will have fewer "means" to apply to defending our national security interests. Not surprisingly, given our responsibilities as a global power, the strategy articulated in the QDR preserves the "ends" articulated in the Defense Strategic Guidance of 2012 as they are considered necessary to protect the core interests of the United States. With our "ends" fixed and our "means" declining, it is therefore imperative that we innovate within the "ways" we defend the Nation. Successful innovation, particularly for an organization as large and complex as the U.S. military, is difficult. It will require strong, courageous leadership within the military, as well as close collaboration with our elected leaders.

Thus, the core theme for the FY 2014 QDR from my point of view is one of *rebalance*. Because of geo-political change, frequent evolution in the way wars are fought, improving capabilities of our potential adversaries, and reduced resources as a result of the national imperative of deficit reduction, we will need to rebalance in many areas. These include:

- The types of conflict for which we prepare the Joint Force. The force has been focused on a single type of conflict for the past decade and needs to restore its readiness for the full spectrum of potential conflict.

- Our forward posture across the globe. We will need to balance permanent, prepositioned, and rotational presence with surge capability. We will seek new presence models that assure our allies and deter our adversaries while addressing our many responsibilities around the world.
- The capability, capacity and readiness of our force. It will take time to restore the balance among what we can do, how often we can do it, and maintaining readiness for both our known commitments and for inevitable surprise. They are significantly out of balance at the moment.
- Our “tooth to tail” ratio. Though inefficiency is often imposed from outside the Department, we need to continue to press to become more efficient as an organization in order to preserve our combat power.
- The force mix of Active, Guard, and Reserve. We need to carefully consider potential changes in the balance among our Active, Guard, and Reserve forces, leveraging the unique attributes and responsibilities of our Services and their components.

ASSESSMENT

As mentioned in my risk assessment last year, I believe there are six national security interests for which we are responsible directly derived from the four core interests outlined in the National Security Strategy. These interests are what we protect—they are the “ends” of our strategy:

1. The survival of the Nation;
2. The prevention of catastrophic attack against U.S. territory;
3. The security of the global economic system;
4. The security, confidence, and reliability of our allies;
5. The protection of American citizens abroad; and
6. The preservation and extension of universal values.

They are all important, but not equally so, and they inform us in the formulation of strategy and in the application of our resources.

Based on these six interests, the Joint Chiefs and I use the following prioritization of missions (or “ways”) to advise the Secretary of Defense and the President and to determine how to distribute the force among our Combatant Commanders:

1. Maintain a secure and effective nuclear deterrent;
2. Provide for military defense of the homeland;
3. Defeat an adversary;

4. Provide a global, stabilizing presence;
5. Combat terrorism;
6. Counter weapons of mass destruction;
7. Deny an adversary's objectives;
8. Respond to crisis and conduct limited contingency operations;
9. Conduct military engagement and security cooperation;
10. Conduct stability and counterinsurgency operations;
11. Provide support to civil authorities; and
12. Conduct humanitarian assistance and disaster response.

Prioritization aids us in choosing among resource options, analyzing plans, and articulating risk over time. Today the U.S. military can conduct all of these missions, but under certain circumstances we could be limited by capability, capacity and readiness in the conduct of several of them. Few powers possess the ability to deny American power projection. Our overseas basing is diplomatically and militarily secure. The homeland is safe. Our technological advantages still outpace other state adversaries.

However, in the next 10 years, I expect the risk of interstate conflict in East Asia to rise, the vulnerability of our platforms and basing to increase, our technology edge to erode, instability to persist in the Middle East, and threats posed by violent extremist organizations to endure. Nearly any future conflict will occur on a much faster pace and on a more technically challenging battlefield. And, in the case of U.S. involvement in conflicts overseas, the homeland will no longer be a sanctuary either for our forces or for our citizens.

I believe the QDR acknowledges this future and sets us on a useful direction to mitigate risk. We will need new operational concepts, new thinking about how to employ our comparative advantages, and new organizations and formations. We will need the synergy of the Joint Force even more than we do today. Above all, we will need to invest more in finding and developing leaders of consequence at every level, men and women of both competence and character.

I consider the QDR's force structure recommendations appropriate to the resources available. The QDR prioritizes investments that support our interests and missions, with particular attention to space, cyber, situational awareness and intelligence capabilities, stand-off strike platforms and weapons, technology to counter cruise and ballistic missiles, and preservation of our superiority undersea.

The QDR force takes risk in the capacity of each Service but most notably in land forces. While a U.S. military response to aggression most often begins in the air or maritime domains—and in the future could begin with confrontations in the cyber and space domains—they typically include and end with some commitment of forces in the land domain. Therefore,

our QDR land forces will need to be even better organized, trained, and equipped for the full spectrum of 21st Century challenges. Moreover, since time is a defining factor in the commitment of land forces, I strongly recommend a comprehensive review of the Nation's ability to mobilize its existing reserves as well as its preparedness for the potential of national mobilization.

Risk is increasing in other areas as well. We will need capabilities that can operate effectively in contested environments and that can execute forced entry. This means capabilities that have greater operating ranges and are more interoperable with other systems and concepts and capabilities that will enable dispersed operations. We will need to continue to provide and enhance a network of systems that can defeat deeply buried and hardened targets and that can track and destroy mobile launchers. We need to begin to move away from traditional platforms and methods, without sacrificing the benefits of our current posture and capability set. Such a transition will be challenging and could be costly. We must avoid procuring expensive and exquisite systems that can be neutralized by adversaries with far less investment.

Determining just how costly this will be is nearly impossible. We are likely to be surprised—pleasantly and unpleasantly—by the speed of technology proliferation, increasingly sophisticated systems being developed by potential state adversaries, the cleverness and persistence of terrorists, the ability to adapt our own acquisition programs and capabilities, and the vitality of the U.S. technology and economic cycle. Estimations of how and where we would fight a war or militarily intervene will also probably be largely wrong.

We will need to build a balanced Joint Force and that force will need to be prepared for frequent adaptation.

RISK

The QDR asserts that the U.S. military can meet the updated national defense strategy, albeit at higher levels of risk in some areas. I want to highlight three main areas of higher risk.

- More Difficult Conventional Fights. Our operational plans require capability, capacity, and force readiness. Operational plans cannot be executed with a large force that is not ready in time or a ready force that is too small. The most stressing interpretation of the strategy calls for defending the homeland while conducting simultaneous defeat and deny campaigns. When measured against high- to mid-intensity operational plans, executing this combination of contingencies simultaneously would be higher risk with the QDR force. To mitigate potential risks, we are currently reviewing our operational plans to ensure we have fully leveraged intelligence capabilities to see approaching threats early enough to ensure our asymmetric capabilities will be fully integrated into

operational approaches, and that we have optimized our overseas posture to shorten response and logistics timelines.

- Reliance on Allies and Partners. Reductions in our capacity are unlikely to be completely mitigated by increased reliance on our allies and partners. We expect more from our allies even as their military power is mostly in decline, particularly relative to potential threats. Our effort to build new partners—a core competence of each of our Services—will be made more difficult by our own declining force structure. As part of our interaction with allies and counterparts, we have pursued more visibility into force management. Additional mitigation could include blended forces, an allied “pool” for force demand and supply, and increasing interoperability and training.
- The Reality of Global Responsibilities. The military objectives associated with meeting long-standing U.S. policy commitments are extraordinary and are growing in difficulty. The security environment is rapidly shifting. As the QDR explains, more diverse global actors are better connected, have more access to advanced technologies, and have proven their resilience and adaptability. Middleweight powers can threaten the homeland while sub-state actors can grab power without accountability. The number of nuclear-capable nations is growing. Our aging combat systems are increasingly vulnerable against adversaries who are modernizing—many of whom have invested in leap-ahead technologies—making our ability to develop and employ leading-edge technologies, systems and concepts even more urgent. Additionally, we must increasingly protect our forces, platforms, and installations against innovative, low-technology threats and tactics. All of these factors diminish our present military advantage and complicate our ability to meet ambitious strategic objectives. The Chiefs and I are working with the Secretary of Defense to refine and prioritize U.S. military objectives to align with the size and capabilities of our programmed force.

CONCLUSION

I believe that in 2020, we will still be the most powerful military in the world. More than 1 million men and women under arms—present in more than 130 countries and at sea—will still possess capabilities in every domain that overmatches potential adversaries. Enjoying alliances with a majority of the most powerful states, we will be the only nation able to globally project massive military power.

Our forces will also have considerable responsibilities. They must protect allies, be globally present to deter conflict, protect the global commons, and keep war far from our shores and our citizens. These obligations are unique to the United States military, and they are inherently expensive.

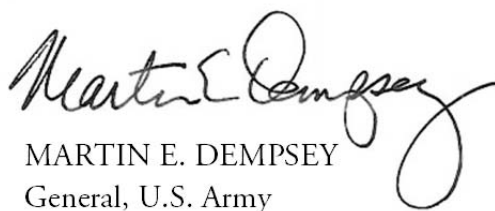
The smaller and less capable military outlined in the QDR makes meeting these obligations more difficult. Most of our platforms and equipment will be older, and our advantages in some domains will have eroded. Our loss of depth across the force could reduce our ability to intimidate opponents from escalating conflict. Nations and non-state actors who have become accustomed to our presence could begin to act differently, often in harmful ways. Moreover, many of our most capable allies will lose key capabilities. The situation will be exacerbated given our current readiness concerns, which will worsen over the next 3 to 4 years.

The essentials of the 2014 QDR are correct. Given the increasing uncertainty of our future, and the inherent uncertainty in judging risk, I support its short-term conclusions and direction. As suggested by the QDR, we will be challenged as an institution to make even relatively simple and well-understood reforms. We will be preoccupied in the near term with restoring readiness given the devastating impacts of previous budget cuts. Nevertheless, if our elected leaders reverse the Budget Control Act caps soon—and if we can execute the promises of the QDR—then I believe we can deliver security to the Nation at moderate risk.

My greatest concern is that we will not innovate quickly enough or deeply enough to be prepared for the future, for the world we will face 2 decades from now. I urge Congress—again—to move quickly to implement difficult decisions and to remove limitations on our ability to make hard choices within the Department of Defense. The changes required for institutional reform are unpleasant and unpopular, but we need our elected leaders to work with us to reduce excess infrastructure, slow the growth in military pay and compensation, and retire equipment that we do not need. Savings from these and other reforms will help us modernize, will add to research and development investments, and will provide needed funds to recover readiness. The lack of will to do what is necessary may drain us of the will to pursue the more far-reaching ideas promised in the QDR.

The true risk is that we will fail to achieve the far-reaching changes to our force, our plans, our posture, our objectives, and our concepts of warfare. I believe that dramatic changes will be needed in all of these by 2025. Some of these changes are well-known and outlined in the QDR. Some of these changes are only dimly perceived today and need encouragement and direction. Innovation is the military imperative and the leadership opportunity of this generation. It's a fleeting opportunity.

When we commit America's sons and daughters into combat, we must ensure that they are the best-trained, best-equipped, and best-led fighting force on the planet. That takes time, it takes money, and it is perishable.


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