

Executive Summary

Joint Force Quarterly has succeeded over the years due in no small part to the mentoring of its publisher, the Chairman of the Joint Chiefs of Staff. This issue is the last produced under the leadership of Admiral Mike Mullen, who has been a constant source of support for our work and that of our contributors. *JFQ* will remain, as he and each of his predecessors intended, a forum for open and frank discussion of those issues that matter to the joint force. We wish Admiral Mullen fair winds and following seas.

We open this issue by noting the passing of the 13th Chairman of the Joint Chiefs, General John Shalikashvili, USA. His family has approved an in-depth article on his service that we will publish in a future issue. Every Chairman since General Colin Powell has championed the mission of *JFQ* and joint professional military education (JPME). General Shalikashvili supported General Powell's vision for 15 issues of *JFQ* (nos. 2–16), helping to cement the journal's place as a platform for discussion of matters of substance for the joint force. In his first column, General Shalikashvili had these thoughts:

There are no boundaries on who should be writing for this journal. Napoleon was a young and relatively unseasoned officer when his brain was forming the electrifying ideas that would revolutionize warfare and overpower nearly every army in Europe. A little over a century later, a young, medically discharged captain named Liddell-Hart was struggling to get Britain's senior military leaders to hear his controversial views on warfare. Unfortunately, his own military wouldn't listen, but its future enemy did. When it comes to good ideas, neither rank nor age confers a monopoly.

JFQ is intended to stay at the vanguard, to raise and air controversies, to tell us what we don't understand. Since World War II, we have moved a long way toward jointness. It has been a prolonged march, punctuated by occasional disagreements, but ushered by a recognition that unity is dangerous as a battlefield advantage over disunited opponents.

*But jointness is not a science, it is surely not static, and the march is by no means over. We need this journal, we need it to be open-minded, and above all it must be accessible. When you think back to General Billy Mitchell's frustrating crusade to educate the Armed Forces about the dawn of airpower, General George Marshall's tireless efforts to form a unified military establishment, or the more recent efforts by our own Congress—in the face of considerable military stubbornness—to formulate and pass the Goldwater-Nichols Act, it only emphasizes why we need *JFQ*. There is always room for improvement and there is a ceaseless challenge to adjust to new developments.*

In the past four years alone, our Armed Forces participated in 29 major joint operations. Each and every one has been different. They have ranged from a large-scale conventional war in the Gulf through the embargo pressures we are even now applying against the dictators holding Haiti in their grip. Withal there are countless new lessons and observations which impact on the future of jointness. At the same time, literally hundreds of possible reforms, criticisms, and suggestions are percolating inside the think tanks that ring Washington, within our own Congress, and between ourselves. They need to be explored, their strengths assessed, and their warts exposed. We have to distinguish between those worth embracing and those that are dysfunctional or risky.

In his last column, General Shalikashvili discussed the results of the recently published inaugural Quadrennial Defense Review Report, which was featured in that edition. The Chairman gave support to continuing to work on the issues of the day, as the report signaled the need for serious reform within the Department of Defense (DOD). His closing words in the column were just as powerful then as they are today and serve as a reminder of what *JFQ* supports as we go forward: "To achieve the goal of a trained and ready force



General John M. Shalikashvili greets resident in Kaposvar, Hungary, during Operation Joint Endeavor, January 1996

U.S. Air Force (Andrew Rodier)

today and tomorrow, everyone—in Congress, the Department of Defense, and the Active, Reserve, and civilian components—has a key role to play. Only by working together in a spirit of cooperation can we realize the greatness the Nation expects and deserves in the new century.” As General Shali would have expected, *JFQ* will continue to support contributors who seek to explore ideas for the future of the joint force and the world in which it operates.

This issue's Forum debuts a series of interviews with the Joint Chiefs by talking with General Norton Schwartz, U.S. Air Force Chief of Staff. General Schwartz has logged more joint time than any of his fellow chiefs and has a unique perspective on the Air Force and on the joint force of today and tomorrow.

In addition, the Forum presents five articles by authors with different views on the future of national security, force structure, and defense strategy. First, RAND researchers Paul Davis and Peter Wilson discuss the near-term crisis in defense planning and stress “the need for vigorous and competitive exploration and competition of ideas.” Next, Douglas Macgregor offers an insightful concept that he believes would meet most of the constraints Davis and Wilson discuss: the fielding of a force design “structured and equipped for dispersed, mobile warfare inside an integrated maneuver-strike-intelligence, surveillance, reconnaissance (ISR)-sustainment complex that combines the Nation's ground maneuver forces with strike, ISR, and sustainment capabilities from all of the Services.” Built with joint command and control as a basis, this design is seen by Colonel Macgregor as best able to adapt rapidly to the range of potential engagements our joint and coalition forces will encounter across the spectrum of warfare.

Two members of the Air Staff's Studies and Analyses, Assessments, and Lessons Learned Division, Mark Gallagher and Kent Taylor, suggest a new method to evaluate alignment of the DOD budget with combatant command operational requirements. Gallagher and Taylor provide insights on how their proposal could be implemented while identifying the advantages and risks in doing so.

Next, two 2011 National War College graduates, Commander Peter Phillips, USN, and Colonel Charles Corcoran, USAF, provide a new approach to the U.S. national security structure that seeks to solve the continuing problem of achieving an efficient and effective coordinated executive branch response to a national crisis. The final Forum article, by recent Naval War College graduate Colonel Sean Larkin, USAF, takes on the issue of "tailored deterrence," arguing that this concept and our current joint doctrine are out of step with the canon of existing deterrence theory.

As always, we are pleased to present the three winning essays from the 2011 Secretary of Defense and Chairman of the Joint Chiefs of Staff Essay Contests. The Secretary of Defense Essay Contest winner, Colonel Justin Davey, USAF, provides an in-depth look at one of the strategic ingredients of our national security: permanent magnets. The winners of both categories in the Chairman's contest capitalized on a theme prevalent among this year's entrants. Steve Coonen, of the Office of the Secretary of Defense, assesses China as less of a concern to our security than many would have us believe, and Colonel Daniel Larsen, USA, tells us that we should not demonize China but keep monitoring their progress in all aspects, not just military capability, while continuing to be engaged at all levels of their society and maintain the traditional balance of power in the region.

The Commentary section has a pair of interesting works that should add to our

University students his keys to successful strategic leadership. Continuing on the strategic leadership theme, we offer three JPME-related articles and one piece that focuses on how to go forward in the area of strategic airlift. On the JPME front, Captain Doug Waters, U.S. Navy faculty member at the U.S. Army War College, presents how war colleges should develop strategic thinkers, a critical requirement that has come under some fire of late. Mark McGuire from the Industrial College of the Armed Forces provides his college's approach to the same problem. Commander Scott Carpenter suggests that DOD identify and implement a specific career management plan for joint professionals, a plan he sees as necessary to strengthen our joint organizations. The reader can be the judge of the merits of each case, and in future editions, we look forward to continuing and expanding this discussion on JPME. Finally, Lieutenant Colonel Michael Grismer, USAF, offers an article on how best to increase our airlift with more creative and cost-effective use of the Civil Reserve Air Fleet.

The Recall section is back, offering an interesting recent history article on Afghanistan by Colonel R.D. Hooker, USA (Ret.), of the North Atlantic Treaty Organization Defense College, who details his experiences in and evaluates the impact of Combined Joint Task Force-82. Rounding out this issue are four engaging book reviews along with J7's joint doctrine update and an important discussion on doctrine from Lieutenant Colonel Mark Wastila, USMCR, who presents a well-reasoned approach of how to improve joint fires support to special operations. We are planning to offer more book reviews on the NDU Press Web site to keep readers up to date on new publications in a timelier fashion than a quarterly journal can allow.

At *Joint Force Quarterly*, we continue to work hard at bringing you the best ideas for and from the joint force for your consideration and discussion. We also congratulate the 2011 Secretary of Defense and Chairman of the Joint Chiefs of Staff Essay Contest winners and hope to see great things develop from their work. Each author has readily demonstrated that we can count on your support in continuing to meet the Chairman's intent of an energetic discussion of the matters that are important to the joint force. We look forward to hearing from you. **JFQ**

—William T. Eliason, Editor



U.S. Army (Tierney P. Wilson)

The Special Feature addresses the growing number of issues associated with cyber warfare. The first of three offerings is from Häly Laasme, who provides a look into Estonia's role in the development, adequacy, and implementation of the North Atlantic Treaty Organization cyber defense policy. The next two articles tackle the Stuxnet virus attack on Iran last year. Lukas Milevski, a doctoral student under the mentorship of Professor Colin Grey, suggests the features of the Stuxnet attack mirror a special operation in cyberspace. Finally, Colonel Gary Brown, USA, assesses Iran's view of last year's cyber attack.

reflection of the impact of operations in Afghanistan and Iraq. University of Chicago doctoral student Alexs Thompson, who is currently working for the Army's Directed Studies Office, provides a good look at how to address the religious portion of relating to Afghan culture. Brent Bankus and James Kievit of the U.S. Army War College have developed a useful assessment of the last 8-plus years in Iraq using the lens of the U.S. experience in Vietnam.

In the Features section, we lead off with a "keeper" from Admiral James Stavridis, a National War College class of 1992 graduate, who offered the incoming National Defense