

immediately upon each other, Barlow's review of Arabian Gulf operations, the first such essay in the book, is not collocated with his other chapter and that of Caldwell. Instead, it is followed by intervening chapters that address the other operations. As a consequence, the reader will not obtain as clear a sense of comparative Canadian and American perspectives as would have been the case if the three chapters appeared in succession. But this is a minor quibble.

All the essays provide the historical context for each operation and recount the challenges that had to be overcome in every case, not least of which was the fact that other allies also were involved in these efforts, and, like the four English speaking navies, were subject to their own national rules of engagement. In addition, every chapter bears out the critical and central role of the U.S. Navy, whose resources have long outstripped those of its allies. Even in those cases, like Operation *Stabilise*, where the Navy did not lead the operation, its role was crucial as a unique provider of intelligence and logistics support without which success could not have been achieved.

Summarizing the volume's main findings, Edward Marolda, formerly of the Naval History and Heritage Command, reprises and underscores its central thesis. His observation deserves to be quoted at length:

The key to the success of several post-Cold War multinational naval operations involving Australian, Canadian, British, and American navies was the trust, understanding, and mutual respect of leaders and commanders for one another in often challenging situations. Years of experience with combined . . . operations, at-sea exercises, shore-based education and training, and professional and social interaction had created a corps of allied naval officers confident in the abilities of their foreign counterparts. The human element was and is the key factor that binds the operations of [the four navies] (p. 279).

With the ongoing shrinkage of its force levels, which now comprise about half that of its order of battle in the

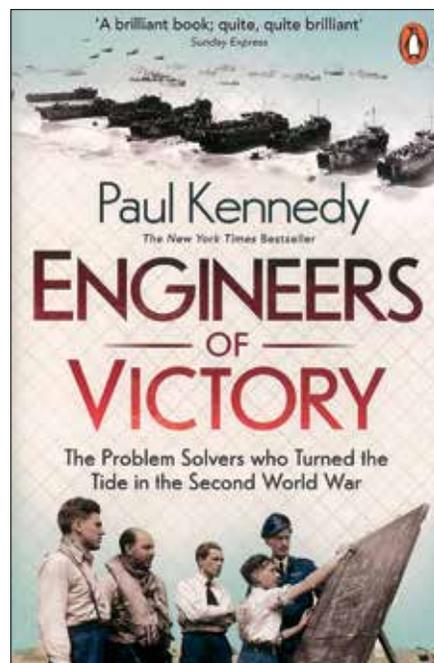
1980s, the U.S. Navy must work even more closely than before with allied and partner navies worldwide. It would do well to draw upon the lessons of its successful combined operations with its sister navies from Britain, Canada, and Australia, and apply them to others with whose countries America shares common interests. The fact that English is the international lingua franca for most partner navies creates opportunities for ever tighter and more fruitful operational relationships between them and the U.S. Navy.

The Navy already conducts numerous exercises with its partners across the globe. But exercises are not enough. The Navy should redouble its efforts to make its communications technology in particular available to more allies and partners. Even the three close partners highlighted in this volume have difficulty accessing technologies that would significantly enhance their ability to pursue combined naval operations with the United States.

In addition, and in line with the principle that "you cannot surge trust," the Navy should sponsor more professional and educational exchanges between its officers and their many counterparts. In a budget-constrained environment, such exchanges are tremendously cost-effective. Relatively speaking, they are low cost items. Yet they provide the foundation for creating the kinds of relationships that have enabled the navies of the United States, Britain, Canada, and Australia to work so closely and well together.

With the Navy likely to play an increasingly important role in a variety of operational contexts for the foreseeable future, its ability to work with a host of different partners will be critical to its success. *You Cannot Surge Trust* demonstrates how that success can be achieved. It should be required reading for all officers who aspire to lead combined maritime operations some time in their careers. JFQ

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Engineers of Victory: The Problem Solvers Who Turned the Tide in the Second World War

By Paul Kennedy
Random House, 2013
436 pp. \$30.00
ISBN: 978-1846141126

Reviewed by Bryon Greenwald

Best-selling author and historian Paul Kennedy, the Dilworth Professor of History and Director of International Security Studies at Yale University, has written a stimulating book about the *middle*—the middle years of World War II, the middle or operational level of war, and the middlemen, problem-solvers, and midlevel commanders that made victory possible. In doing so, he focuses attention on a largely unexplored portion of the war's history and provides professional historians and general readers a deeper understanding of how and why the Allies won World War II.

Much of the English-language history of World War II obscures or bypasses Kennedy's "middle." The war's numerous general histories gloss over how the Allies solved their thorny operational problems,

and the volumes recounting the war's great strategic decisions or detailing its tactical maneuvering far outnumber studies of organizational, technological, or operational innovation in the middle. Moreover, few such studies delve as extensively into this critical middle world filled with a multitude of organizations, weapons and technology, Service and joint doctrines, and theater planning efforts that connect the lofty endstates and big ideas of statesmen to the vital combat action on the ground, in the air, and on and under the sea.

Paul Kennedy examines that middle ground in an easy yet erudite manner and explains in five information-filled and engaging chapters how the Allies solved the five operational tasks essential to victory: crossing the Atlantic, winning command of the air, stopping the Blitzkrieg, seizing an enemy-held shore, and defeating the "tyranny of distance." Building on the excellent work of other historians, particularly the *Military Effectiveness* series by Allan R. Millett and Williamson Murray, Kennedy highlights who, what, where, when, why, and how the United States, United Kingdom, and Soviet Union achieved these tasks and defeated the Germans, Italians, and Japanese in a war fought on six of seven continents and most of the world's oceans.

The majority of the book focuses on the middle years of the war, approximately the 18 months from the Casablanca Conference in January 1943 to the launching of the first B-29 bombing mission from Tinian on the day after Thanksgiving (November 24) 1944. As such, Kennedy analyzes the Allied transition from losing to winning in every domain of warfare (land, sea, and air) and every major theater of war—the Atlantic, North Africa, Russia, Northwest Europe, and the Pacific. His emphasis on the operational level of war as well as the organizational and technological innovations required to tip the balance is refreshing and long overdue.

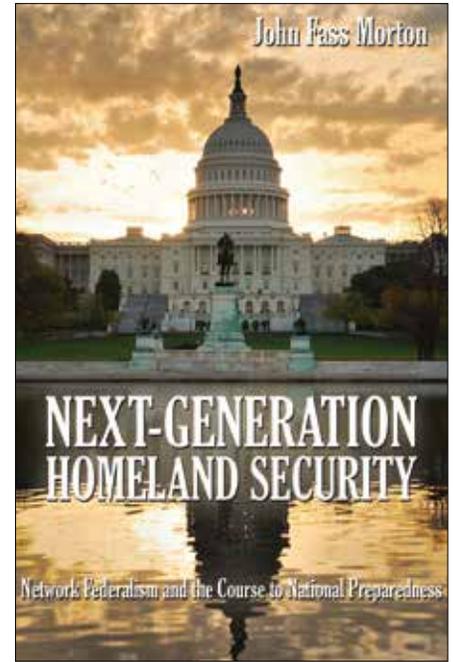
Kennedy is a master of deconstructing problems into their discrete elements and discussing in detail the decisions and actions that solved them. For such an easy read, the book is intellectually dense. (Indeed, his footnotes, commentary, and

bibliography are equally valuable.) One example should suffice to prove the norm.

Getting adequate quantities of fuel, weapons, munitions, troops, and foodstuffs to England was the first essential step toward the defeat of Germany. Appropriately, the book opens with a thorough discussion of how synergistic innovations in doctrine, technology, materiel, training, and leadership significantly reduced U-boat attacks on merchant shipping and won the Battle of the Atlantic. To put this struggle in perspective, U-boats sank 6.3 million of the 7.8 million tons of Allied merchant shipping lost in 1942, a total that virtually nullified the 7 million tons of shipping mass-produced in America that year. Left uncorrected, this strangulation meant that the Allies would never marshal sufficient supplies, weapons, and men in England to attack Germany and that the British people would most likely starve or freeze to death. Kennedy dissects this dilemma and deftly describes each problematic strand of this knotty challenge. He then adroitly details how the use of drop tanks, additional escort craft, and the development of miniaturized microwave radar and the deployment of Hedgehog antisubmarine munitions allowed the Allies to "find, fix, and finish" U-boats before most launched their deadly torpedoes. The rest of the book is equally compelling and illuminating.

Engineers of Victory is an important book that should encourage further study of World War II by all readers. Seventy-seven years after the war began (if one includes the 1937 Japanese attack into Manchuria), the *middle* remains a vast untapped area of historical inquiry. By necessity, Paul Kennedy only scratches the surface in explaining the key Allied operational-level questions of the war. In a fluid, well-researched, and insightful volume, he inspires us to ask and answer more questions about the problem-solvers, the "tweakers," and the "culture of innovation" that enabled the Allied victory. JFQ

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Next-Generation Homeland Security: Network Federalism and the Course to National Preparedness

By John Fass Morton
Naval Institute Press, 2012
416 pp. \$36.95
ISBN: 978-1612510880

Reviewed by Katie Kuhn

The threats to U.S. national security have evolved, but the means to respond to them lag far behind. After 9/11, Hurricane Katrina, and countless other natural and unnatural disasters, now is the time to rethink U.S. security strategy. John Fass Morton's *Next-Generation Homeland Security* could not be timelier in proposing an overhaul of the Cold War-era system. Policy change, he argues, will not be enough; we must change the structure of national security governance because the Cold War structures reflect only the strategic conditions that were relevant at that time. The United States can no longer rely on the forces that made it powerful in the second half of the 20th century, as the international system has changed, so too must our national security system. As