

A Word from the Chairman



Crossing the Sava,
December 31, 1995.

U.S. Air Force (Edward Littlejohn)

Recently I testified for the third time before both the House National Security Committee and the Senate Armed Services Committee on the posture and readiness of the Armed Forces, as well as on this year's defense budget. This annual event provides the Secretary of Defense and myself an opportunity to keep Congress informed, a necessary first step in the fulfillment of their constitutional responsibilities for the national defense. We also get their ideas and concerns firsthand, which is valuable for us in managing the force.

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While a number of articles in this issue of *JFQ* focus on the revolution in military affairs, which is a vitally important matter for the Armed Forces in the long term, we must also remember that the future force begins with today's budget. Accordingly, my presentation to Congress, which is summarized below, dwelt on the budget as well as recent operations.

With regard to operations we have marked two milestones lately. First, two months ago at Guantanamo Bay we held a closing ceremony for JTF-160, the organization that for the previous 20 months had superbly handled a delicate refugee crisis in the Caribbean. This task force plucked some 60,000 refugees from the ocean, built 15 huge camps to house, feed, and care for them, and provided safe and humane conditions until the refugees were either repatriated or admitted into the United States. Throughout the operation, JTF-160 handled these refugees with great compassion and understanding, attending to their needs with unequaled efficiency. The mission accomplished, the camps have been closed and the task force returned home.

The other milestone occurred on February 7 in Haiti when René Préval was inaugurated as president to succeed Jean-Bertrand Aristide, who stepped down. This was the first time in Haitian history that power passed from one freely elected leader to another. The forces which were sent to that troubled nation in September 1994 are now coming home, having accomplished their mission superbly, on time, and with utmost care for their own safety. The results speak for themselves. Out of the original 23,000, there are only 800 servicemen and women remaining in country today. By April 15, all remaining U.S. forces will be out of Haiti and we will shift to periodic exercises with engineering troops, much like those that we conduct with other countries in the region.

Last December we began to deploy, together with our NATO allies and other partners, to oversee the Bosnian peace accord. In the brief interval since then, our presence has proven to be pivotal, both in forging the coalition and in maintaining momentum toward peace. We have helped to administer the withdrawal of warring factions from zones of separation as well as to physically separate former combatants for subsequent withdrawal from the territories to be transferred. While there are still problems to overcome—such as pockets of banned foreign forces, the full exchange of prisoners of war, and the occasional intransigence by various factions—the overall operation is proceeding better than nearly all of the critics predicted.

**F-16 refueling during
Provide Comfort.**



U.S. Air Force (Gudrun Cook)

In Bosnia, as in Haiti, we have seen the great benefit of thorough preparation, adherence to the mission that we set out to perform, and the maintenance of well trained, highly ready forces. Our commanders correctly identified the threats: mines, lone snipers, weather, and dangerous road conditions. By a combination of sound precautions and good training, they have so far minimized casualties. During three visits to the area since the operation

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began, I have seen nothing but superb leadership, high morale, and complete determination on the part of the roughly 20,000 men and women in Bosnia, and the several thousand more supporting them from adjacent countries. In our remaining months in Bosnia, we must ensure that our forces are as ready, alert, and resolute on the last day as they were on the first. That is the best guarantee to the success of the mission and the safety of the force.

There are also some 23,000 members of the Armed Forces deployed in the Persian Gulf region, preserving peace, enforcing U.N. sanctions against Iraq, protecting the Kurds in northern Iraq, and deterring further aggression by Baghdad. At the same time we are continuing to improve our ability to respond to unexpected

threats, working with regional allies to strengthen the readiness of our coalitions and enhancing our repositioning programs. Since the Gulf War, we have made significant gains in our ability to respond rapidly to aggression in this vital region.

Meanwhile, the 36,000 men and women stationed in Korea have remained vigilant and are keenly aware of deteriorating conditions to their north where the potential for instability, fueled by severe food and energy shortages, continues to increase. Our forces and those of South Korea have not forgotten that they serve in the most dangerous corner of the world, one where we must continually improve our posture. Given force modernization, efforts at increasing interoperability with allied forces, and improvements in repositioning programs over the past two years, we have made substantial strides in improving our deterrent and defensive posture in South Korea.

The operations I have described only involve a small part of our overall force. The balance has been actively engaged in other operations, in training and maintaining readiness to respond to wartime missions. But there is an important point to stress about operations over the last year and the ready state of our forces. We have conducted a series of successful military operations. There

USS Kauffman with Haitian ship in tow.



U.S. Navy (Scott Gurecky)

have been none of the problems that we experienced in the 1970s and early 1980s. Part of our success can be attributed to Goldwater-Nichols, legislation which improved command and control as well as the prospects of unified action in complex contingency operations. Above all, however, our success is a tribute to the courage, skill, and dedication of our people and their leaders.

Another factor in our successful operations has been the high readiness of our force which, in

turn, is based on the support of Congress and the American public. On becoming Chairman two and a half years ago, I asked that Congress keep readiness our top priority and that we not allow it to erode or atrophy, as happened so often in past

drawdowns. The benefits of that support for the readiness of our Armed Forces are clearly evident.

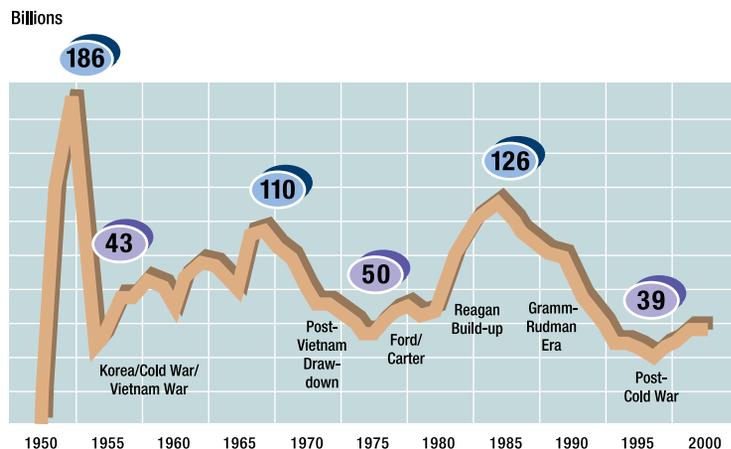
Next year will mark the end of the massive drawdown begun when the Cold War ended. We have been through the deepest cut since the end of the Vietnam War while not undermining the excellence of our people or equipment. For once we have got it right; we have broken the cycle of feast and famine in military budgeting. The result is a sustained, high quality force.

Proof of this is not hard to find. Judging by last year's enlistment data—which showed that over 96 percent of initial recruits were high school graduates—we are continuing to attract and retain the kind of men and women America needs in uniform. As far as equipment goes, a hidden benefit of the drawdown has been that it allowed us to discard the oldest equipment in our inventories and to redistribute the newest and most modern within our remaining force structure.

But we have paid a price. Preserving readiness and force structure has come at the expense of modernization and equipment replacement. We have recently undergone a procurement hiatus to the extent that our procurement account has actually shrunk to just below \$40 billion, the lowest level since before the Korean War. For years this hiatus was acceptable, but it cannot be sustained indefinitely. We soon will no longer be able to rely upon what was built in the 1980s. We must commit ourselves, sooner rather than later, to a procurement goal of approximately \$60 billion annually, if our force is to remain as ready tomorrow as it is today. I am becoming concerned that, if we do not commit ourselves to that target in the near term, we may never meet it.

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Defense Procurement



All amounts are shown in fiscal year 1996 dollars.

That \$60 billion will go a long way toward both protecting existing military structure and enhancing its capabilities. We must sustain our strategic lift improvements by passing, this year, the multi-year procurement for the C-17 transport aircraft. We must also make more progress in meeting our sealift objectives. Furthermore, we must not forget that repositioning initiatives are an essential part of strategic lift solutions. Now that we are more and more an expeditionary force, strategic air and sealift, complemented by repositioning initiatives, must be our number one warfighting priority.

Other priorities are also pressing. We need to continue with improvements in command, control, communications, and computers, and in intelligence, surveillance, and reconnaissance systems. We must maintain our emphasis on the readiness of the fifteen enhanced National Guard brigades. And we must continue to field the long-range, precision munitions and systems that give us such a decisive edge.

The challenge, of course, is to maintain readiness, support the current force structure, procure enhancements for our force, and to push ahead with recapitalization of the force, all within the current top line of the defense budget. Acquisition reform and base realignment and closure savings will move us in the right direction, but we must also move forward with privatization and outsourcing, take another look at further reducing our infrastructure, and continue to find savings in reduced redundancies and increased jointness.

Of course, the CINCs, service chiefs, and I must also continue to make hard choices and create new efficiencies in the way we fight. In the past two years, we have devised new joint processes to examine the most efficient and effective ways to improve joint warfighting, and to look for and reduce unnecessary redundancies and combat systems that have marginal benefits. With these processes in place, I am better able to offer the Secretary of Defense recommendations from a joint warfighter's perspective on programmatic and budgetary issues. Through the Joint Requirements Oversight Council (JROC) and its supporting processes, I have already offered specific recommendations to the Secretary of Defense in the past year, and I intend to continue to strengthen this process.

In all, we have the finest and the most ready military force in the world. That force has just engineered the most successful post-war drawdown in American history. We have protected our readiness, our ranks continue to be filled with men and women who are the envy of every other military in the world, and we have simultaneously accomplished a series of successful operations all over the globe. These achievements will continue if we bring our procurement up to \$60 billion per year. Following this course will enable us to have the same ready force tomorrow that we are blessed with today.

JOHN M. SHALIKASHVILI
Chairman
of the Joint Chiefs of Staff