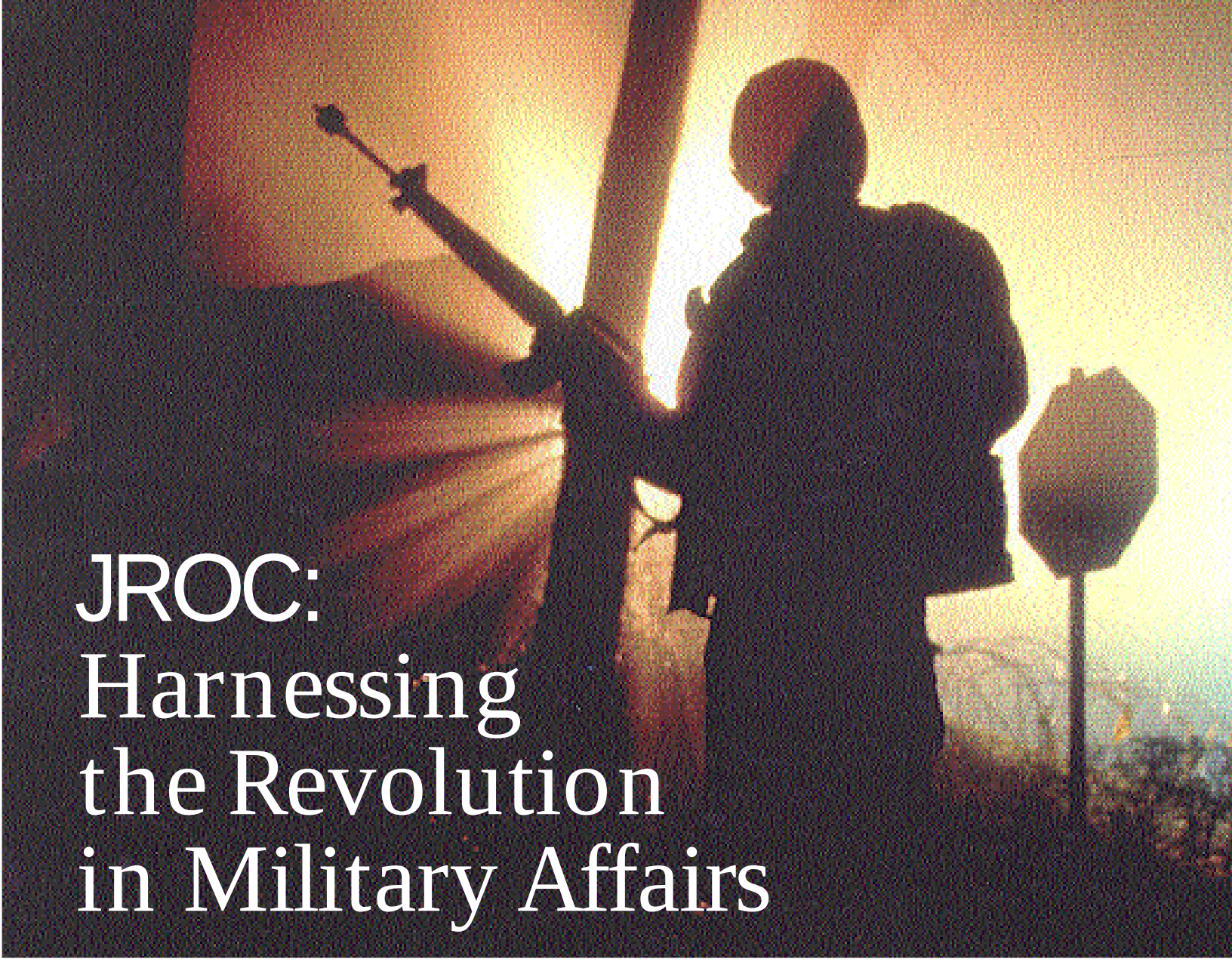

JROC: Harnessing the Revolution in Military Affairs

Combat Camera Imagery (Mark A. Borosch)

By WILLIAM A. OWENS

Today's military leadership is charged with three broad and interrelated missions. One is the successful stewardship of a capable military. We must maintain a ready force with superior warfighting capabilities as force structure and budgets get smaller and, because of changes in the world, as operational demands evolve. This latter dynamic is closely linked to a second mission: vigorous engagement. Since America is a world power committed to democratic engagement and enlargement, the Armed Forces will continue to contribute to U.S. policies through their presence, and thus must be prepared to conduct a range of operations from peacekeeping and peacemaking to major combat. Finally, the military is charged with assisting the President and the Secretary of Defense in building future capabilities, particularly in developing what is known as *leading edge warfare.*

These missions are both challenging and dynamic. Each requires dealing with revolutions. Changes in the international system and the demise of a bipolar world are clearly revolutionary, demanding a constant review of what is meant by vigorous engagement in an uncertain world. But our stewardship of

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Joint Warfighting Capability Assessments

Participants / Sponsors	Joint Staff	Services	OSD	CINCs	Defense Agencies	Others
J-8	Strike					
J-8	Ground Maneuver					
J-4	Strategic Mobility and its Protection					
J-7	Air Superiority					
J-5	Deter/Counterproliferation of WMD					
J-6/J-3	Command and Control and Information Warfare					
J-2	Intelligence, Surveillance, and Reconnaissance					
J-5	Overseas Presence					
J-3/J-1	Joint Readiness					

the Armed Forces also faces another revolution. We must manage the largest decline in military resources since World War II as we maintain the flexibility to meet the demands of vigorous engagement. And building the force of the future requires harnessing the revolution in military affairs (RMA) brought about by technological leaps in surveillance, command and control, and longer range precision guided munitions.

In some ways this is our most challenging mission. We have a good notion, based upon extensive experience, of what stewardship of a capable military means. Having been vigorously engaged in world affairs for decades, we have a sense of what the Armed Forces can and can't do in support of U.S. policy. Building a military for the future—while meeting the demands of two other basic missions—is different. We have planned for almost half a century to cope with a world that no longer exists and are accustomed to taking our cues from the threat posed by another superpower. Now, planning processes adopted to deal with that threat are not sufficient to shape the joint military power which the future may require. It is here, in extending America's leading edge of military capabilities, that past experience may be the least helpful and the need to alter the old ways of doing things may be the greatest.

JROC has emerged as a principal forum in which senior military leaders address requirements from a joint perspective

Building a joint military capability to harness the RMA will not be easy. History reveals a tendency for the services to diverge rather than coalesce during periods of relative fiscal austerity. That is, each service tends to put planning priority on assuring and protecting core competencies at the expense of those capabilities that support and facilitate operations of the other services. It is easier to be joint in word and deed in times of fiscal largess; parochialism is stronger when budgets draw down. The Nation cannot afford and will not benefit from adhering to this traditional pattern.

Among other duties, the Goldwater-Nichols Department of Defense Reorganization Act of 1986 made the Chairman of the Joint Chiefs of Staff (CJCS) and Vice Chairman of the Joint Chiefs of Staff (VCJCS) advocates for a joint military perspective. To accomplish this task the law calls on VCJCS to chair a special council on military requirements—the Joint Requirements Oversight Council (JROC)—and CJCS to submit alternative program recommendations and budget proposals to the Secretary of Defense. JROC has emerged as a principal forum in which senior military leaders (VCJCS and the service vice chiefs) address requirements from a joint perspective. These are then taken to CJCS for review and approval. The document in which CJCS alternatives to service POMs are presented is known as the Chairman's Program Assessment (CPA).

Until recently JROC and CPA have not been closely associated. JROC, focusing on initial stages of the acquisition process, has not been seen as an integral part of the programming process, and neither JROC nor CPA have been exercised with the full authority vested in CJCS and VCJCS by Goldwater-Nichols. Now when it is critical that the synergism of a joint approach move to the fore in military planning and programming, the legal authority exists. Indeed, the law requires it.

Current changes in the process revolve largely around JROC and CPA. Briefly, we have expanded the scope and significance of JROC discussions and linked them to CPA which, in turn, will fulfill its congressionally mandated destiny to articulate the joint, collective position of the services with respect to joint requirements and readiness. This is an important evolution insofar as the overall process

inside the Pentagon is concerned since it can provide the Secretary of Defense with a single, authoritative military view of key issues, rather than what has often happened in the past: no consolidated joint military view was articulated, or on occasion a cacophony of different and competing views emerged.

Moving JROC into a more central position required major changes in staffing and analytical support. We have created nine assessment areas, charged separate elements of the Joint Staff with coordinating each assessment, and invited participation from a wide range of agencies and research organizations in each assessment. As the accompanying diagram suggests, we see the assessment process in terms of a matrix and have set it up to achieve things that matrix organizations facilitate. Matrices compel interaction across organizations; they engage people who do not normally talk to each other and enhance a horizontal flow of ideas. When this happens new insights, innovation, and intellectual synergy often spark conceptual breakthroughs and leaps in problem-solving.

The assessment process will support the expanded JROC in two ways. It will address the issues that are of particular importance to JROC, responding to its guidance and initiative. But the process will also act as an innovation engine, seeking to discover and propose to JROC the ways in which the capabilities of the various services can be integrated to provide more joint, synergistic solutions to military problems.

JROC with the CINCs constitutes a repository of profound military insight and experience

One primary result of this interaction between the assessment process and JROC is the formulation of a draft CPA. JROC, largely through the assessment process, helped CJCS formulate recommendations for the Secretary of Defense on obtaining better joint warfighting capabilities for the FY96–FY01 defense program than could be found in the sum of service POMs. The CPA, or "Chairman's Program," represents the corporate advice of the Nation's military leaders (as distinguished from a compilation of programs advanced by each service). It was discussed in detail by JROC members and the CINCs; the JROC boarded an aircraft, flew to unified commands, and there engaged in systematic, in-depth discussions with CINCs and their staffs. While this step was supported by extensive contact between the Joint Staff and the staffs of the CINCs during the assessment process, its essence was face-to-face exchanges at the four-star level.

The results of this process—including any adjustments in the draft CPA—went to CJCS in early September. CJCS then forwarded the CPA to the Secretary of Defense for consideration in program and budget decisions. This sequence will become a normal part of PPBS. (The next step will be completed in February/March 1995 to influence service POMs for the FY 97 defense proposal.) The assessment process and operation of JROC will be a *continuous* undertaking—not a one-time effort.

The changes implied in expanding JROC are significant. JROC will not be simply another military committee in which the members participate strictly as representatives of their services, making decisions and recommendations that reflect the lowest common denominator or sum of service requirements. The JROC members cannot, of course, be expected to divorce themselves entirely from service positions. Yet collectively, JROC with the CINCs constitutes a repository of profound military insight and experience, and the rank of its members permits JROC to act as a corporate body, capable of developing consensus views that transcend individual service perspectives.

Articulating this joint perspective at the upper levels of military leadership has the potential of bringing about change in a new era. It is a fundamental part of our response to the revolution in military affairs that confronts us today. **JFQ**

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Essay Contest on the Revolution in Military Affairs

There is considerable speculation that we may be entering a signal period in military affairs—one in which a major transition between regimes of warfare will occur. A similar transition took place in the 1920s and 30s when the development of doctrine for land, sea, and air warfare resulted in profound changes in how wars are fought. The militaries which were unable to accurately interpret the changes invested unwisely in weaponry and equipment, and in some cases sustained catastrophic losses on the battlefield.

Dramatic technological changes that have been underway since World War II could lead to another revolution in warfare in the coming decades. Indeed, the stunning victory of coalition forces in the Persian Gulf War offered a glimpse of the military potential that the technologies of this emerging revolution might hold. As in the interwar years, the key to achieving the next revolution in military affairs (RMA) will not be found in technology itself, but rather in the adoption of new operational concepts and organizations that fully exploit technologies. Being the first and best at the intellectual task of articulating these concepts may be critical to the future success of the American military.

The RMA Essay Contest

To encourage innovative thinking on how the Armed Forces can remain at the forefront in the conduct of war, *JFQ* is pleased to announce the first annual "Essay Contest on the Revolution in Military Affairs" sponsored by the National Defense University Foundation, Inc.

The contest solicits innovative concepts for operational doctrine and organizations by which the Armed Forces can exploit existing and emerging technologies. Essays that most rigorously address one or more of the following questions will be considered for a cash award:

- The essence of an RMA is found in the magnitude of change compared with preexisting warfighting capabilities. How might emerging technologies—and the integration of such technologies—result in a *revolution* in conducting warfare in the coming decades? What will be the key measures of that change?
- Exploiting new and emerging technologies is dependent on the development of innovative operational concepts and organizational structures. What specific doctrinal concepts and organizations will be required to fully realize the revolutionary potential of critical military technologies?
- How might an adversary use emerging technologies in innovative ways to gain significant military leverage against U.S. systems and doctrine?

Entrants can learn more about thinking on RMA from the following articles which have appeared in the literature: Paul Bracken, "The Military After Next," *The Washington Quarterly*, vol. 16, no. 4 (Autumn 1993); Antulio J. Echevarria and John M. Shaw, "The New Military Revolution: Post-Industrial Change," *Parameters*, vol. 22, no. 4 (Winter 1992–93); James R. FitzSimonds and Jan M. van Tol, "Revolutions in Military Affairs," *Joint Force Quarterly*, no. 4 (Spring 1994); and Vladimir I. Slipchenko, "A Russian Analysis of Warfare Leading to the Sixth Generation," *Field Artillery* (October 1993).

Contest Prizes

Winners will be awarded prizes of $2,000, $1,000, and $500 for the three best essays. In addition, a special prize of $500 will be awarded for the best essay submitted by either an officer candidate or a commissioned officer in the rank of major/lieutenant commander or below (or equivalent grades). A selection of academic and scholarly books dealing with various aspects of military affairs and innovation will also be presented to each winner.

CONTEST RULES

1. Entrants may be military personnel or civilians (from the public or the private sector) and of any nationality. Essays written by individual authors or groups of authors are eligible.
2. Entries must be original and not previously published (nor under consideration for publication elsewhere). Essays that originate from work carried out at intermediate and senior colleges (staff and war colleges), service schools, and other academic institutions are eligible.
3. Entries must not exceed 5,000 words in length and must be submitted typewritten, double-spaced, and in triplicate. They should include a word-count at the end. Documentation may follow any standard academic form of citation, but endnotes rather than footnotes are preferred.
4. Entries must be submitted with (1) a letter clearly indicating that the essay is a contest entry together with the author's name, social security account number (or passport number in the case of non-U.S. entrants), mailing address, telephone number, and FAX number (if available); (2) a cover sheet containing the contestant's full name and essay title; (3) a summary of the essay which is no more than 200 words; and (4) a brief biographical sketch of the author.
5. Entries must be mailed to the following address (facsimile copies will not be accepted): RMA Essay Contest, *Joint Force Quarterly*, ATTN: NDU–NSS–JFQ, Washington, D.C. 20319–6000.
6. Entries must be postmarked no later than August 31, 1995 to be considered in the 1994–95 contest.
7. *JFQ* will hold first rights to the publication of all entries. The prize-winning as well as other essays entered may be published in *JFQ*.
8. Winners' names will appear in *JFQ* and the prizes will be presented by the President of the National Defense University at an appropriate ceremony in Washington, D.C.