

Inside

Issue 55, 4th Quarter 2009

Editor **Col David H. Gurney, USMC (Ret.)**
gurneyd@ndu.edu

Executive Editor **Jeffrey D. Smotherman, Ph.D.**

Supervisory Editor **George C. Maerz**

Production Supervisor **Martin J. Peters, Jr.**

Senior Copy Editor **Calvin B. Kelley**

Book Review Editor **Lisa M. Yambrick**

Graphic Design **Tara J. Parekh**

Research Assistant **Ashley Harper**

Design **Chris Dunham and John Mitrione,**

U.S. Government Printing Office

Printed in St. Louis, Missouri



NDU Press is the National Defense University's cross-component, professional military and academic publishing house. It publishes books, policy briefs, occasional papers, monographs, and special reports on national security strategy, defense policy, national military strategy, regional security affairs, and global strategic problems.

This is the authoritative, official U.S. Department of Defense edition of *JFQ*. Any copyrighted portions of this journal may not be reproduced or extracted without permission of the copyright proprietors. *Joint Force Quarterly* should be acknowledged whenever material is quoted from or based on its content.

COMMUNICATIONS

Please visit NDU Press and *Joint Force Quarterly* online at ndupress.ndu.edu for more on upcoming issues, an electronic archive of *JFQ* articles, and access to many other useful NDU Press publications. Constructive comments and contributions are important to us. Please direct editorial communications to the link on the NDU Press Web site or write to:

Editor, *Joint Force Quarterly*
National Defense University Press
260 Fifth Avenue, S.W. (Building 64, Room 2505)
Fort Lesley J. McNair
Washington, DC 20319

Telephone: (202) 685-4220/DSN 325
FAX: (202) 685-4219/DSN 325
Email: gurneyd@ndu.edu
JFQ online: ndupress.ndu.edu

4th Quarter, October 2009
ISSN 1070-0692

JFQ Dialogue

- 2 From the Chairman
- 5 Open Letter
- 6 Letters to the Editor

Forum

- 8 Executive Summary
- 10 A New Grand Bargain: Implementing the Comprehensive Approach in Defense Planning *By Thomas G. Mahnken*
- 14 Strategic Drift? The Future of the National War College *By Janet Breslin-Smith and Cliff Krieger*
- 21 Developing Strategists: Translating National Strategy into Theater Strategy *By Derek S. Reveron and James L. Cook*
- 29 Asia: Facing Interesting Times *By Dean Cheng*
- 35 Future Gulf War: Weighing Arab and American Forces against Iranian Capabilities *By Richard L. Russell*
- 41 The State of Play in Russia's Near Abroad *By Peter B. Humphrey*
- 47 SORT-ing out START: Options for U.S.-Russian Strategic Arms Reductions *By Stephen J. Cimbala*

Special Feature

- 59 Real Acquisition Reform *By Jim Cooper and Russell Rumbaugh*
- 66 Integrating CONOPs into the Acquisition Process *By John P. Jumper, David A. Deptula, and Harold B. Adams*
- 69 Moving Toward a Joint Acquisition Process to Support ISR *By Del C. Kostka*
- 75 MRAPs, Irregular Warfare, and Pentagon Reform *By Christopher J. Lamb, Matthew J. Schmidt, and Berit G. Fitzsimmons*

Essay Contests

- 86 Winners of the 2009 Writing Competitions
- 88 The Efficacy of "Don't Ask, Don't Tell" *By Om Prakash*
- 95 Winfield Scott's 1847 Mexico City Campaign as a Model for Future War *By Daniel T. Canfield*
- 101 Graying Panda, Shrinking Dragon: The Impact of Chinese Demographic Changes on Northeast Asian Security *By Matt Isler*

Commentary

- 104 Strategic Communication and the Combatant Commander *By Jeffrey B. Jones, Daniel T. Kuehl, Daniel Burgess, and Russell Rochte*
- 109 Energy and Environmental Insecurity *By Richard B. Andres*
- 113 Measure, Manage, Win: The Case for Operational Energy Metrics *By Andrew Bochman*

Features

- 120** Interview with General Raymond T. Odierno, USA, Commander, Multi-National Force–Iraq
- 126** Breaking the Yardstick: The Dangers of Market-based Governance
By Don J. DeYoung
- 136** Radar versus Stealth: Passive Radar and the Future of U.S. Military Power
By Arend G. Westra
- 144** Mind Fitness: Improving Operational Effectiveness and Building Warrior Resilience *By Elizabeth A. Stanley and Amishi P. Jha*

Interagency Dialogue

- 152** The Department of Homeland Security: An Organization in Transition
By Charles B. King III

Recall

- 160** U.S. Joint Military Contributions to Countering Syria's 1970 Invasion of Jordan
By Richard A. Mobley

Book Reviews

- 168** Futures of War: Toward a Consensus View of the Future Security Environment
Reviewed by Clark Capshaw
- 168** The Limits of Power: The End of American Exceptionalism
Reviewed by Bryon E. Greenwald
- 169** National Security Dilemmas: Challenges and Opportunities
Reviewed by Douglas Peifer
- 171** The Great Gamble: The Soviet War in Afghanistan *Reviewed by James T. Snyder*
- 172** Masters and Commanders: How Four Titans Won the War in the West, 1941–1945 *Reviewed by Frank G. Hoffman*

Joint Doctrine

- 173** Designing Exercises for Teaching and Analysis *By Center for Applied Strategic Learning*
- 176** Joint Doctrine Update



ABOUT THE COVER

Front cover shows World War II U.S. and British military leaders discussing strategy on war in Europe and Pacific at Conference of Combined Chiefs of Staff headquartered at Mena House Hotel, Cairo, Egypt, December 4, 1943. Left from front: Commander Richard Duke Coleridge, RN; Lt-Gen. Sir Hastings Ismay, BA; Admiral of the Fleet Sir Andrew B. Cunningham, RN; Chief of Imperial General Staff General Sir Alan G. Brooke, BA; Air Chief Marshal Sir Charles Portal, RAF; Field Marshal Sir John Dill, BA; Chief Combined Secretary Brigadier Harold Redman, BA; and unidentified British officer. Right from front: Colonel Andrew J. McFarland, USA; Chief of Naval Operations Admiral Ernest J. King, USN; Admiral William D. Leahy, USN; Captain Forrest B. Royal, USN; and Commanding General of the U.S. Army Air Forces General Henry H. ("Hap") Arnold, USAAF.

JFQ

PUBLISHER

ADM Michael G. Mullen, USN

PRESIDENT, NDU

VADM Ann E. Rondeau, USN

ADVISORY COMMITTEE

BG David A. Armstrong, USA (Ret.) *Office of the Chairman*
Col Michael Belcher, USMC *Marine Corps War College*
Richard K. Betts *Columbia University*
BG Edward C. Cardon, USA *U.S. Army Command and General Staff College*
Gen James E. Cartwright, USMC *The Joint Staff*
A. Denis Clift *National Defense Intelligence College*
Maj Gen Maurice H. Forsyth, USAF *Air War College*
Col Thomas Greenwood, USMC (Ret.) *Institute for Defense Analyses*
RADM Garry E. Hall, USN *Industrial College of the Armed Forces*
LtCol Frank G. Hoffman, USMCR (Ret.) *Department of the Navy*
BG Katherine Kasun, USAR *Joint Forces Staff College*
John A. Nagl *Center for a New American Security*
Col David A. Smarsh, USAF *Naval Postgraduate School*
Maj Gen Robert P. Steel, USAF *National War College*
LtGen Bernard E. Trainor, USMC (Ret.)
RADM James Wisecup, USN *Naval War College*

EDITORIAL BOARD

Stephen D. Chiabotti *School of Advanced Air and Space Studies*
Eliot A. Cohen *The Johns Hopkins University*
COL Joseph J. Collins, USA (Ret.) *National War College*
Mark J. Conversino *Air War College*
Aaron L. Friedberg *Princeton University*
Col Thomas Greenwood, USMC (Ret.) *Institute for Defense Analyses*
Alan L. Gropman *Industrial College of the Armed Forces*
Douglas N. Hime *Naval War College*
Mark H. Jacobsen *Marine Corps Command and Staff College*
CAPT John F. Kirby, USN *The Joint Staff*
Daniel T. Kuehl *Information Resources Management College*
Col Jerome M. Lynes, USMC (Ret.) *The Joint Staff*
Kathleen Mahoney-Norris *Air Command and Staff College*
Thomas L. McNaugher *The RAND Corporation*
Col Mark Pizzo, USMC (Ret.) *National War College*
James A. Schear *Office of the Secretary of Defense*

CONTRIBUTIONS

Joint Force Quarterly welcomes submission of scholarly, independent research from members of the Armed Forces, security policymakers and shapers, defense analysts, academic specialists, and civilians from the United States and abroad. Submit articles for consideration to the address on the opposite page or by email to JFQ1@ndu.edu "Attention A&R Editor" in the subject line. For further information, see the guidelines on the NDU Press Web site at ndupress.ndu.edu.

Joint Force Quarterly is published by the National Defense University Press for the Chairman of the Joint Chiefs of Staff. *JFQ* is the Chairman's flagship joint military and security studies journal designed to inform members of the U.S. Armed Forces, allies, and other partners on joint and integrated operations; national security policy and strategy; efforts to combat terrorism; homeland security; and developments in training and joint professional military education to transform America's military and security apparatus to meet tomorrow's challenges better while protecting freedom today.

The opinions, conclusions, and recommendations expressed or implied within are those of the contributors and do not necessarily reflect the views of the Department of Defense or any other agency of the Federal Government.

ndupress.ndu.edu