

Quadrennial Defense Review: Reorienting Capabilities and Forces, and Reshaping the Defense Enterprise

The Department of Defense Quadrennial Review (QDR) presents the Department's strategy to fight the "Long War." This is the third QDR, but the second for the Bush Administration. The QDR is another step in the Department's path of transformation. The QDR is not a programmatic or budget document. Rather, it is a study reflecting senior leader's thinking of how the Department must change to meet the new strategic environment.

The U.S. military maintains predominance in traditional war, but action must be taken to better respond to the non-traditional, asymmetric challenges of this new century. The challenges include irregular warfare, catastrophic terrorism employing weapons of mass destruction, and disruptive threats to the U.S. ability to maintain its qualitative edge and to project power. To do this the QDR presents two fundamental imperatives: First, continue to reorient the Department's capabilities and forces to be more agile, to prepare for wider asymmetric challenge and to hedge against uncertainty; and second, to implement enterprise-wide changes in the Department's organizational structure, processes, and procedures.

Imperative: Reorienting Capabilities and Forces

The QDR identifies capability portfolios necessary to meet the Department's four priorities, which are: Defeat terrorist networks, defend the homeland in depth, shape the choices of countries at strategic crossroads, and prevent hostile states and non-state actors from acquiring or using weapons of mass destruction.

Analyzing the capability portfolios necessary to meet the Department's four priorities enabled the Department to recognize gaps, potential excess capacity, and future opportunities for investment. The Department concluded that the size of today's military force is appropriate, but the Department must take action to realize the vision of the future force. The following captures recommended changes in each capability portfolio that the Department will take:

Joint Ground Forces

Joint ground forces will continue to take on more of the tasks performed today by special operations forces. To achieve joint ground force characteristics and build on progress to date the Department will:

- Create modular brigades in all 3 Army components: 117 in the Regular Army; 106 in the National Guard; and 58 support brigades in the Reserve.
- Transform Army units and headquarters to modular design.
- Expand the Air Force Joint Tactical Air Control program.
- Stabilize Army's end strength at 428,000 Active and 533,000 Reserve by FY2011.
- Stabilize Marine Corps end strength at 175,000 Active and 39,000 Reserve by FY2011.

Special Operations Forces

As joint ground forces take on SOF tasks, SOF will increase their capacity to perform more demanding and specialized tasks. To achieve future force characteristics of SOF, the Department will:

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- Increase Special Forces Battalions by 1/3, starting in fiscal year 2007.
- Establish Marine Corps Special Operations Command.
- Establish SOF unmanned aerial vehicle squadron.
- Enhance capabilities for SOF insertion and extraction.

Joint Air Capabilities

Joint air capabilities must be reoriented to emphasize systems with greater range and persistence, larger and more flexible payloads, and the ability to penetrate and sustain operations. To do this, the Department will:

- Develop new land-based, penetrating long range strike capability to be fielded by 2018 while modernizing current bomber force.
- Reduce B-52 force to 56 aircraft and use savings to modernize B-52s, B-1s and B-2s.
- Restructure the Joint Unmanned Combat Air System and develop an unmanned longer-range carrier-based aircraft capable of being air-refueled to provide great standoff capability, to expand payload and launch options, and to increase naval research and persistence.
- Double UAV coverage capacity by accelerating acquisition of Predator and Global Hawk.
- Restructure F-22 program and extend production through FY2010 with multi-year acquisition contract.

Joint Maritime Capabilities

Joint maritime forces, including the Coast Guard, will conduct operations with a networked fleet more capable for projecting power in the “brown and green” waters of coastal areas. To achieve future joint maritime characteristics, the Department will:

- Build larger fleets with 11 carrier strike groups, improve affordability and provide stability for shipbuilding industry.
- Accelerate procurement of Littoral Combat Ships.
- Procure first 8 ships of Maritime Pre-Position Force.
- Provide Navy riverine capability.
- Produce 2 attack submarines per year not later than 2012 while achieving an average per-hull procurement cost of \$2.0 billion.

Tailored Deterrence/New Triad

The future force will provide a balanced, tailored capability to deter both state and non-state threats – including WMD, terrorist attacks in the physical and information domains, and opportunistic aggression. To achieve this goal the Department will:

- Within 2 years deploy initial capability to deliver precision-guided conventional warheads using long-range Trident Submarine Launched Ballistic Missiles.
- Reduce deployed Minuteman III ballistic missiles from 500 to 450 beginning FY2007.
- Retire 4 E-4B National Airborne Operations Center aircraft and accelerate procurement of 2 C-32 aircraft with state-of-the-art mission suites as replacement aircraft.
- Upgrade E-6B TACAMO command and control aircraft and provide an airborne cellular base station for domestic catastrophic events.
- Make additional investment in information assurance capabilities.
- Improve network defense and adopt a defense-in-depth planning approach to protect information.

Combating WMD

The future force will be organized, trained, equipped, and resourced to deal with all aspects of the threat by weapons of mass destruction. To achieve success, the Department will:

- Designate DTRA as primary Combat Support Agency for USSTRATCOM in its role as lead Combatant Commander for integrating and synchronizing combating WMD effort.
- Reallocate funding within CBDP to invest more than \$1.5B over next 5 years to develop broad

spectrum medical counter-measures.

Joint Mobility

Global mobility is central to an effective force. Thus, the Department will:

- Modernize mobility platforms, complete C-17 multiyear contract, replenish prepositioned stocks, proceed with C-5 modernization.
- Acquire and modernize 292 inter-theatre airlifters (180 C-17s and 112 modernized and reliability enhanced C-5s).
- Complete C/KC-130 multi-year contract to procure additional 18 Air Force C-130Js and 8 Marine Corps KC-130Js.
- Recapitalize tanker fleet.

Intelligence, Surveillance, Reconnaissance

Persistent surveillance is key to the future force. To achieve its goal of integrating global awareness with local precision the Department will:

- Increase human intelligence.
- Increase measurement and signature intelligence capability.
- Restructure Aerial Common Sensor Program with a new tri-service solution.
- Establish NATO Intelligence Fusion Center.
- Increase investment in UAVs.
- Provide resources for next generation systems and modernize selected legacy systems, such as a new engine for the Joint Surveillance Target Attack Radar Systems.
- Fully fund E-10A technology demonstration while terminating procurement.
- Accelerate investment in multinational information sharing systems such as the Automatic Identification System and the Multinational Information Sharing System.

Achieving Net-Centricity

The full potential of net-centricity requires harvesting the power of information connectivity. To achieve this, the Department will:

- Increase investment to implement the Global Information Grid.
- Expand the Distributed Common Ground System.
- Restructure Transformational Satellite program to “spiral development”.
- Develop new band width requirements.

Joint Command and Control

The future force must have a more robust and coherent joint command and control capabilities. To achieve this the Department will:

- Transform existing Service operational headquarters to fully functional and scalable Joint Command and Control Joint Task Force-capable HQ beginning in FY07.
- Increase resources to develop software, tactics to support Global Force Management System.
- Implement Adaptive Planning across the Department.

Imperative: Reshaping the Defense Enterprise

The QDR sets out a strategy to reform senior governance, management, and work. The QDR emphasizes the need for information sharing and collaboration. Highlighted below are some of the initiatives the Department is launching to improve governance, management, and work, and to better support the warfighter.

Build Capability to Inform Strategic Choice

Investment decisions will be made among the joint warfighter, acquisition and resource communities. Once an investment decision is made, changes will require collaboration among all three communities. The Department believes the restructured Joint Tactical Radio System will serve as a model to this

collaborative approach.

The Department will also change the break out of its budget. The current method of budget category displays will be replaced by breaking out the budget according to joint capability areas. This will enable the Combatant Commander to determine the resource requirements associated with particular capabilities.

Finally, the Department will seek Congressional approval to establish "Capital Accounts" for major acquisition programs. Capital budgeting is intended to provide stability in the budgeting system and to establish accountability.

Managing Joint Task Assignments

The current process of designating an "Executive Agent" for a joint program is not effective. To better organize and manage joint activities the Department will implement a Joint Task Assignment Process to centrally assign and oversee joint management arrangement.

Possible additional initiatives

The Department is considering designating a single lead advocate for the future joint warfighter in order to improve long range, joint perspective on the requirements, acquisition, and resource allocation process. The Department is also considering creating new horizontal organizations to better integrate the Department strategic communication and human capital strategy. Third, the Department is looking at the Military Departments to share support functions, such as administration, computer management and computer support.

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