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COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE

STATEMENT OF
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BEFORE THE CONGRESS
BEFORE THE ARMED SERVICES COMMITTEE
UNITED STATES SENATE

9 APRIL 2002

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Mr. Chairman, distinguished Members of the Committee, I am honored to testify on U.S. Joint Forces Command's role in the transformation of our Armed Forces.

Let me open by assuring the committee that U.S. Joint Forces Command is steadfastly supporting the Global War on Terrorism (GWOT), actively securing the homeland and aggressively pursuing military transformation.

U.S. Joint Forces Command is successfully executing a comprehensive set of missions, all of which are directly linked to readiness and transformation.

With over 1.1 million Soldiers, Sailors, Airmen, and Marines – some 80% of the Nation's general-purpose forces U.S. Joint Forces Command is the primary force provider to our country's other Combatant Commanders worldwide. Headquartered in Norfolk, Virginia, our subordinate commands span the continental United States. In this role, Joint Forces Command provides trained and ready joint forces and many unique capabilities in support of operations at home and abroad.

Joint Forces Command is currently responsible for land and maritime defense of the homeland and provides military support to civil authorities including consequence management support to lead federal agencies in response to weapons of mass destruction attacks.

Joint Forces Command is also responsible for joint training that includes support to all Combatant Command joint exercises and training our three star service headquarters to be joint task forces.

Additionally, I am the Supreme Allied Commander Atlantic for the North Atlantic Treaty Organization (NATO), with a separate NATO staff, also in Norfolk. This command is our trans-Atlantic bridge, promotes interoperability within the alliance and is responsible for the NATO AWACS

currently supporting Operation NOBLE EAGLE under Article V of the NATO treaty.

Each of these roles is important, but my testimony today is focused on Joint Forces Command's essential role in transformation of our country's Armed Forces. Protecting our homeland, winning the War on Terrorism and preparing our Armed Forces for the future is inextricably linked to Joint Forces Command's mission areas. Indeed, each mission is essential to ensuring readiness today and transforming for the future.

The Global War on Terrorism

Given this broad mission set, it is no surprise that the attacks of 11 September 2001 significantly impacted all aspects of Joint Forces Command. Simply put, those attacks placed our Nation and this Command on a wartime footing. All elements of this Command, Active, Reserve, National Guard, Civil Service, and contract employees are involved in this two-front war – at home and abroad. Indeed, there can be no more important mission than fighting terrorism overseas and simultaneously securing the homeland. Our nation's offensive operations significantly enhance our homeland security.

Since I last appeared before this committee, Joint Forces Command has made solid progress in improving the military aspects of securing our homeland. Notably, Joint Forces Command has activated a provisional Joint Force Headquarters for Homeland Security (JFHQ-HLS). Commanded by a two-star general, the JFHQ-HLS oversees the planning, organization and execution of our Homeland Defense and Military Assistance to Civil Authorities responsibilities. Leveraging the insights and concepts gained from our joint training and experimentation work, we are employing emerging concepts to organize, train and operate this new organization as a highly functional command and control headquarters to conduct homeland security. Formed "out-of-pocket" and "out-of-hide," this headquarters has operational control of

Joint Task Force - Civil Support (JTF-CS), our consequence management headquarters for chemical, biological, radiological, nuclear and high-yield explosive events (CBRNE), and Joint Task Force - Six (JTF-6), our task force responsible for providing counter-drug support to civilian authorities here in the United States.

Working with our key partners, including the Services, National Guard, U.S. Coast Guard, Federal agencies, and the law enforcement community, our military capabilities deepen the homeland security bench, so to speak, behind the civilian first responders and the National Guard as it is employed under state control. While we clearly remain in a supporting role we continue to maintain active duty ground force rapid reaction forces, remain prepared to provide naval assets in support of the Coast Guard operations, provide Active and Reserve Component tactical aircraft and Airborne Warning and Control System (AWACS) to NORAD and, in partnership with Pacific Command, will provide maritime forces, if needed, to defend our coasts. We have identified additional support forces, such as chemical and biological detection and defense units, that are required to maintain the appropriate consequence management capabilities and are providing soldiers from the National Guard to augment border security operations. This necessary and robust support posture is not without cost. Current homeland security and force protection requirements demand nearly ten percent of Joint Forces Command's assigned forces. Balancing readiness, operational deployments, and responsiveness requires careful and innovative management. Finally, the force requirements described above do not include the numerous and substantial employment of National Guard forces by the Governors, in state status.

Key to the homeland security mission is the integration of our efforts at the local, state and federal levels. We have more work to do to achieve full intelligence and information fusion in order to produce accurate,

actionable, predictive analysis. Once we are able to do this, the response community will be able to transition from today's more reactive posture to a more proactive stance and therefore a more secure homeland.

Overseas, troops from all Joint Forces Command components are actively involved in support of operations in Afghanistan, comprising nearly 40 percent of the forces supporting U.S. Central Command in Southwest and Central Asia. This force commitment has doubled our normal overseas force rotation and does not include the substantial obligation of active and Reserve forces to homeland security, force protection and infrastructure protection. Nevertheless, these trained and ready forces are a proud reflection of the great capabilities found across your military – dedicated, hard working and committed patriots. Additionally, other less known elements of Joint Forces Command, such as the Cruise Missile Support Activity, Joint Personnel Recovery Agency, the Joint Communication Support Element (JCSE), and the Joint Warfare Analysis Center (JWAC), are providing critical support to the Global War on Terrorism and ENDURING FREEDOM in particular.

What we have witnessed in NOBLE EAGLE and particularly in the execution of ENDURING FREEDOM has been truly extraordinary. Our forces have deployed halfway around the world, and under the superb direction of U.S. Central Command and U.S. Special Operations Command, conducted an exceptionally adept and precise campaign, defeated the Taliban and freed a nation, and dislocated the enemy Al Qaeda base of operations and worldwide network. These deeds and ongoing operations reflect an agile mix of new capabilities and operational concepts with tried and true principles. All of our troops have performed superbly. This operation is replete with many lessons that, when balanced against the unique nature of the current fight, will inform future operations and shape transformation.

Transforming Our Armed Forces

Overview

Building upon prior and ongoing joint and Service concept development and experimentation and leveraging the warfighting innovations from ongoing operations, we are actively developing solutions that enhance the full range of joint warfighting capabilities needed to combat terrorism and sustain our dominance in the 21st Century. This comprehensive effort includes aggressive experimentation, joint force training, and integration of joint warfighting requirements necessary to meet future challenges, all balanced by the need to sustain a trained and ready force for today's operations.

Meeting requirements at home and abroad, including maintaining the capability to deter and if necessary decisively defeat other threats, remains a manageable challenge. However, sustaining such a capability requires adequate resources to maintain warfighting readiness, ensure sustainable levels of personnel and unit activity, and afford our troops and their families with an acceptable quality of life.

These areas reflect the priorities of U.S. Joint Forces Command. Our forces are an integral part of the war against terrorism abroad. Here at home, our first priority is the defense and security of our homeland. As noted, transformation is critical to the success of both efforts. Our transformation efforts, a relatively new mission area for this Command, are designed to achieve 21st century capabilities relevant to current and future threats. It is our intention to maintain and improve the Nation's battlefield dominance. Finally, none of this is possible without well-led, trained, equipped and motivated people.

It must be clearly understood that these areas are all inextricably linked to transformation. The ongoing war is a catalyst for innovation and

acceleration of emergent capabilities as well as providing lessons for the future. As well, transformation efforts feed the needs of ongoing operations, with a number of innovations rapidly reaching maturity. Moreover, the readiness of our current forces is not only key to near term victory but trained and ready forces provide the necessary foundation for successful transformation.

The challenges of the 21st century require adaptive, flexible, rapidly deployable, and employable and dominant joint forces. Building on the readiness of our present force, the synergy of Joint Forces Command's varied roles is an essential transformation enabler.

As the Force Provider, our Service components' forces, intellectual input, and operational experience shape, enable, and assess transformation activities, particularly concepts and experimentation.

Joint Training provides the opportunity to assess the operational challenges facing the entire joint force, identify new ideas, examine promising concepts, and promote jointness —enhancing our principal asymmetric capability.

Joint Concept Development and Experimentation builds upon these challenges and insights to develop the operational capabilities of the future joint force. Here Experimentation collaborates with Joint Training to complete the transformation of the force through the synthesis of personnel, doctrine, and technology in the crucible of a training event.

Finally, Joint Integration reaps insights from training and experimentation and feeds them back into the force. At the same time, our engagement in joint requirements helps us identify needs and focus our efforts.

Leveraging Transformation

As the President stated, this is a war "unlike any other." It demands fresh approaches and new thinking. In that regard, the Secretary of Defense recently outlined six transformation goals: protect the U.S. homeland and our bases overseas; project and sustain power in distant theaters; deny enemies sanctuary; protect U.S. information networks from attack; use information technology to link up different kinds of U.S. forces so they can fight jointly; and maintain unhindered access to space. Furthermore, the Chairman of the Joint Chiefs identified key areas for improving joint warfighting capabilities, including interoperability and joint experimentation, as well as transformational capabilities such as establishing standing joint force headquarters for the combatant commanders.

Additionally, we welcome the creation of the Office of Force Transformation and look forward to strengthening our solid partnership with Vice Admiral Art Cebrowski. His office provides the necessary bridge between strategy and policy and the future operational concepts and capabilities of our Armed Forces as well as assisting with streamlining the acquisition process to capitalize on rapidly developing 21st century capabilities.

The Defense leadership's intent and guidance establishes a clear transformation way ahead. Far more than new materiel, transformation is a comprehensive effort that touches on all aspects of the military. Transformation components include new ideas, concepts and new capabilities, developed and refined through aggressive experimentation, as well as evolutionary and at times revolutionary change that will sustain our military dominance in a rapidly changing world. These evolutionary and revolutionary components demand that we sustain the readiness and capability of our current forces or they will not be in a position to exploit those changes.

The priority placed on transformation is unquestioned. Within a month of taking office, the President visited Joint Force Command and noted, "Eleven years after the Cold War, we are in a time of transition and testing . . . We must seize this moment." Let there be no doubt that U.S. Joint Forces Command clearly understands the intent of our senior leadership, and we are seizing the moment.

Joint Forces Command, in partnership with the Services and Combatant Commanders, has a number of programs and experiments already underway to achieve the President's transformation vision. Moreover, we are actively working to leverage the innovation seen in the war in Afghanistan in order to accelerate the ongoing transformation of our Armed Forces. Furthermore, the continued support of the Congress for Joint Experimentation and associated effort will ensure that U.S. Joint Forces Command has the necessary resources to fulfill its key role in this extensive, Defense-wide effort.

With our redesignation as U.S. Joint Forces Command on 1 October 1999, we assumed the responsibility to lead – as a pathfinder – the transformation of the U.S. Armed Forces to achieve dominance across the width, depth, and breadth of any battlespace. That means that anywhere on the spectrum of conflict, we will fight and defeat any adversary. For just over two years, Joint Forces Command has focused on achieving that objective. Further, the events of the past months, both at home and abroad, have shown that we must accelerate those efforts. We need today's forces to get to the objective area quicker, dominate the situation, and win decisively. Comprised of highly trained, competent units and leaders, those forces need to operate with agility, versatility, precision, lethality, and survivability.

Concept Development

Transformation is about thinking differently. Joint Forces Command started out with that as a guiding premise, developing new concepts based on

new ways of thinking about warfare in order to frame the capabilities needed to ensure military dominance in the 21st century.

One of the most promising concepts that will help build the future joint force is called Rapid Decisive Operations (RDO). Rapid Decisive Operations can be summarized as a "A rapid series of relentless strikes by a full-spectrum joint force operating in an inter-agency context to defeat a regional power" and takes the fight to the enemy, anywhere and everywhere, on our terms, under conditions uniquely to our advantage. RDO proposes an alternative to our legacy sequential, linear and predictable operations by providing a construct for early, distributed, full-spectrum attacks against the enemy's ability to make war.

RDO leverages the unique asymmetrical advantages and capabilities of our nation. These advantages generally span the elements of both National and joint Military Power and include our ability to project power, do so precisely, exploit space and integrate information into knowledge. Individually powerful, when those elements of National and Joint Military Power are integrated and synchronized—we are unmatched.

Achieving this new level of integration and National power projection requires new operational approaches. The following supporting concepts inherent in the RDO concept allow us to better exploit these strengths:

- Standing Joint Force Headquarters (SJFHQ) exploits new operational and organizational concepts and technology to reduce the ad-hoc nature of current joint operations and planning times. This concept will significantly enhance integration, interoperability and operational execution.
- The Operational Net Assessment (ONA) comprises approaches and tools to understand the enemy as a system. This system synthesizes large, diverse

databases, producing actionable knowledge that enables better, faster decisions. This will permit a precise focus of effort enabling more effective employment and protection of our own forces and more effective destruction of the enemy.

- Effects Based Operations (EBO) is a new way of thinking about fighting the enemy. Effects Based Operations seek to continually focus the full range of our military and inter-agency asymmetric advantages against the enemy's system break-points to destroy his coherence. Early inter-agency involvement enhances our influence, deterrent, and coercive effects over an adversary and our preparation and execution of operations. Effects Based Operations are transforming the art and science of war.
- The Common Relevant Operational Picture (CROP) is a tailorable, cross-echelon, cross-organizational, knowledge-based collaborative environment that creates situational awareness and agile unity of action. The CROP is about adapting the science of command and control to the evolving art of warfare—moving from operational design and execution away from the deconfliction of our joint forces to their integration.

Integrating these concepts within the RDO framework should allow us to decisively and rapidly defeat opponents ranging from a non-traditional enemy such as al Qaeda to a competent regional power employing competitive strategies and capabilities. We have seen and see today the asymmetric approaches and capabilities we must contend with, including Terror, Anti-Access, Information Operations, WMD, TBM, and Cyber Attacks as well as legacy threats. Joint Experimentation has been working to defeat the enemy we are confronting today and prepare for tomorrow's enemies as well.

Leveraging Transformation for the War on Terrorism

Combating terrorism, protecting the homeland, and transformation are intertwined. We are working today with ENDURING FREEDOM's joint warfighters to rapidly operationalize the innovative ideas emerging from our joint concept development and experimentation program. The war on terrorism cannot be won with legacy means alone. Development of advanced techniques, tools, and organizations for these challenges requires innovative thinking and aggressive experimentation to develop alternatives for the future joint force.

As the Secretary of Defense recently observed, transformation is happening now. Clearly, the war in Afghanistan is a catalyst for energizing promising capabilities such as precision weapons, accelerating developmental capabilities such as Global Hawk, and stimulating new and innovative operational approaches at the tactical and operational levels of war.

In that regard, U.S. Joint Forces Command has been working for over a year on proposals for transformation that can directly address the operational requirements we face today. Last May, in partnership with U.S. Central Command and U.S. Special Operations Command, Joint Forces Command conducted an advanced concept experiment, *Unified Vision 2001* (UV 01). *Unified Vision 2001* envisioned strategic and operational conditions similar to those we face today. The intellectual foundation for dealing with these new conditions should put us in the position to operationalize more rapidly our best concepts.

Converting these concepts into operational capabilities is now our challenge. Within this Command, we are integrating many of our new ideas into our own organization and operations to execute the homeland security mission. Likewise, the fight against terrorism abroad will be enhanced by the doctrinal, organizational, training, and technical findings that come

from our transformational efforts. Some of these enhancements will take time, but some are in the hands of the warfighter today or will be very soon. Let me provide several examples based on UV 01. In addition, I expect more to follow from *Millennium Challenge 2002* (MC 02), this year's major experiment.

- Our Joint Warfighting Analysis Center (JWAC) is already providing an important new capability to our Operation ENDURING FREEDOM warriors. The Research, Integration and Technology Environment (RITE) capability makes use of JWAC expertise and advanced tools to provide a near real time fused intelligence product that is tailored to the user for kinetic or non-kinetic action.
- We have developed the Joint Enroute Mission Planning and Rehearsal System-Near Term (JEMPRS-NT) that will provide the warfighter with on the move, collaborative planning, command and control, and a first-generation common relevant operational picture. Leveraging commercial and government off-the-shelf technology, JEMPRS-NT was successfully demonstrated in airborne testing in January and March 2002. MC 02 will validate this capability and we expect to get it in the hands of the joint warfighters shortly after that. Our Combatant Commanders want this capability now.
- Our experimental insights on interagency coordination were a driving factor in forming interagency coordination groups for each of the regional Combatant Commanders.
- Standing Joint Force Headquarters, described previously, is the Chairman's number one transformation priority. Our experimental insights confirmed the way ahead. This capability will be a centerpiece of the MC 02 experiment, and, in partnership with the other Combatant Commanders, will

be developed and refined in order to deliver operational organizations to the regional commands in Fiscal Year 2005.

- Enhanced C4ISR for HLS Operations (ECHO) is a new *fast track* initiative to identify solutions that provide assured crisis action connectivity from the first responder at the incident site to the highest Federal levels. This system will enable coordination and collaboration at all levels as well as information sharing and access across multiple information and security domains. This is an accelerated program designed to deliver a prototype system within four to six months using a spiral development process.

The operational demands that frame these flexible capabilities and the velocity of technological change demand an equally agile process of acquisition. At a minimum, as experimentation and other programs such as the Advanced Concept Technology Demonstrations (ACTDs) uncover new opportunities and capabilities, funding must be available to bridge the gap between discovery and formal acquisition. With business and technology horizons constantly compressing, a mechanism must be established to ensure our own capabilities are synchronized with the velocity of technological and operational change.

Joint Experimentation

These advances will greatly enhance operations in the near term. However, transformation is also a comprehensive, long-term effort that demands concerted effort. Many of the inter-war innovation models, including American aircraft carrier and amphibious warfare development, and the often-mentioned development of "blitzkrieg", were years in the making. In the latter case, historians note that the Germans' "lightning" victories in 1939 and 1940 were a surprise only to their opponents, as this "revolutionary"

warfare was the product of some 20 years of effort. However, as successful as their initial efforts were, failure to follow through cost the Germans dearly on the Eastern Front. In that new environment, shortcomings in operational design (concepts) and failure to continue force wide transition to these new "blitzkrieg" capabilities contributed to their defeat. Innovation and transformation follow through must be continuous, flexible and resourced.

Likewise, prematurely capitalizing on new capabilities presents substantial risk as well. The Italian air force of the 1920's and early 1930's was state of the art, but was irrelevant as World War II unfolded. Similar examples can be drawn from our own experience with coastal defense, dreadnought battleships, dirigibles and, more recently, the Pentomic Army. These lessons are in part why we have undertaken robust joint and Service experimentation programs.

The Joint experimentation program provides the framework for comprehensive examination of change. Notably, last year's UV 01 experiment, previously mentioned, was very successful. *Unified Vision 2001* focused on the Joint Forces Headquarters organization and systems needed to execute RDO in a 2007 small-scale contingency. Over 40 organizations and 350 personnel joined in this robust, wargame-style, model supported experiment. *Unified Vision 2001* validated RDO as a sound operational concept and provides a solid foundation for MC 02, this year's major field experiment.

Key insights from UV 01 centered on leveraging inter-agency capabilities and joint organizations and operations. Examining combatant command and inter-agency partnerships through joint force staff integration, we confirmed that early and continuous inter-agency involvement is essential to mission success and enhanced our influence, deterrent, and coercive effects over an adversary and our preparation and execution of operations.

Our examination of experimental organizations indicates that a core standing joint force headquarters (SJFHQ) is a high-value means to reduce the ad-hoc nature of today's JTF operations and increase the timeliness, effectiveness and efficiency of future operations. This joint-interagency capability developed an Operational Net Assessment (ONA) that affords comprehensive knowledge of opponent systems (political, military, economic, etc.), enabling compressed decision cycles, strengthened deterrence, and development of comprehensive strategic to tactical actions using all elements of national power. Exploiting ONA, the Effects-Based Operations process leverages the full weight of national power to create integrated effects tailored to rapidly defeat a specific foe.

Over the fall and winter, a number of follow-on experiments have built upon and matured these concepts as well as the insights and outcomes of last year's very productive UV 01 experiment. These experiments and ongoing preparation will establish a firm foundation for successful execution of *Millennium Challenge 2002* this year.

With strong support from the members of this committee, this year's joint experimentation funding will ensure effective execution of MC 02. With great support from the Services and participating agencies, MC 02 is suitably scoped to fulfill all experimentation objectives without taking away from the requirements of ongoing operations against terrorism.

Millennium Challenge 2002 is a major milestone towards transformation. Examining a high-end, small-scale contingency with potential to escalate MC 02 is based on a real-world military threat. *Millennium Challenge 2002* will permit us to experiment with the RDO concept with both real and simulated forces, using a broad array of land and ocean training areas, facilities, instrumentation, modeling and simulations. The experiment will span the western ranges – Nellis Air Force Base, Twenty-nine Palms, China Lake, Camp

Pendleton, Point Magu, the National Training Center at Fort Irwin – and our own Joint Training Analysis and Simulation Center facilities in Suffolk, Virginia.

Millennium Challenge 2002 will bring together around 13,000 personnel from all the services and incorporates the Services' future concepts and capabilities – the Navy's *Forward From The Sea*, the Marines' *Ship To Objective Maneuver*, the Air Force's *Aerospace Expeditionary Forces*, the Army's *Interim Brigade Combat Team*, along with Special Operations Command and other interagency initiatives – all within a joint operational context. Allied involvement consists of NATO observers this time; robust allied participation will take place during our next major experiment called *Olympic Challenge 2004*. In the area of multinational and allied experimentation, I would also note that the co-location of NATO's Allied Command Atlantic with Joint Forces Command makes cooperation in transformation much more effective.

We want to experiment to see how we can develop a common relevant operational picture that will allow us to fuse intelligence, do the collaborative planning, make decisions very quickly, and compress our decision-cycle to the point where we can prioritize and attack targets and seize objectives faster than the enemy can respond, achieving a rapid and decisive victory.

Coming out of MC 02, we expect to have some significant recommendations, backed by quantifiable data to develop the architectures, systems, processes, tools, and capabilities necessary to empower a standing joint force headquarters to execute high tempo, effects-based operations that employ agile, decision-based forces. We are already seeing the benefits of this conceptually based new way of war in Operation ENDURING FREEDOM and joint concept development and experimentation efforts will continue to improve our capabilities.

Moreover, these endeavors set the conditions for unified transformation activities to take place across the Services and the joint force. Our concept development and experimentation efforts over the past two years have established the common joint context, have facilitated collaborative concept development across the Services, and have synchronized the joint and service experimentation programs.

I look forward to discussing with you further the power of these concepts and emerging capabilities and invite you and your staffs to visit Joint Forces Command and our Component forces in late July and early August to observe this experiment.

Trained and Ready Joint Forces—the Foundation of Transformation

Transformation is more than just experimentation, the interoperability of current and future systems or some new technology. Enhancing jointness – that is, the way our forces train to interact and fight the enemy – is a critical aspect of transformation. To that end, another benefit to the preparations and execution of MC 02 is the electronic linkage of many of the existing Service ranges and training areas in the Western U.S. This effort, necessary to conduct a robust joint field experiment, will also provide us the opportunity to explore the benefits of establishing a Joint National Training Capability that provides the opportunity for the conduct of embedded, multi-echelon joint and Service training that is live, virtual and constructive, using electronically linked ranges, simulators and simulations. Additionally, with the robust capabilities of the Joint Training, Analysis, and Simulation Center located in Suffolk, Virginia, the potential exists to make such a capability a reality, with smart investments that leverage existing capabilities and integrate them with means such as the Joint Simulation System (JSIMS).

Interoperability

To facilitate Defense Department transformational efforts, USJFCOM develops, experiments on, documents, and submits appropriate joint doctrinal, organizational, training, materiel, leadership, personnel and facility (DOTMLPF) changes for implementation as directed by the Joint Requirements Oversight Council (JROC), to which I have a standing invitation. These submissions, the product of joint experimentation, training, and operational lessons, include joint operational concepts, command and control structures, and capabilities that become joint requirements once approved by the JROC. To further discipline this process and better direct our efforts along the vector established by Secretary Rumsfeld's transformation goals and the Chairman's intent, we recently published a CJCS-approved five-year Joint Experimentation Campaign Plan. This Campaign Plan describes the strategy, timeline, planned activities, and program goals necessary to realize near term transformation opportunities and sustain the effort for the future. Given the dynamic nature of transformation, this is a living document and will be updated annually or as required.

Joint Forces Command is addressing critical interoperability problems for the warfighter. To ensure new systems are born joint, the Command reviews all requirements documents under development to ensure sufficiency of interoperability key performance parameters, information exchange requirements, and operational architecture views. In addition to reviewing other organizations' requirements, Joint Forces Command also develops requirements that fill uniquely joint needs. The JROC has approved four Joint Forces Command Capstone Requirements Documents—Global Information Grid, Information Dissemination Management, Combat Identification, and Theater Air Missile Defense.

In our role as the chief advocate for jointness, Joint Forces Command identifies, collects, categorizes, and prioritizes warfighting interoperability requirements critical to the Combatant Commanders and then seeks solutions. Joint Forces Command also synchronizes JROC endorsed DOTMLPF solutions to interoperability and integration shortfalls in order to provide the joint warfighter with integrated remedies that enhance warfighting capabilities. In particular, Joint Forces Command is currently developing recommendations for infrastructure, information management and assurance, and joint data network enhancements for legacy joint task force command and control capabilities.

To speed exploitation of technological and other opportunity solutions stemming from experimentation, Advanced Concept Technology Demonstrations (ACTD) and other programs, Joint Forces Command established a stabilization fund program element line that will facilitate the rapid insertion of solutions to identified interoperability shortfalls. This funding provides programmatic support to the lead service or agency between Program Objective Memorandum (POM) cycles.

In addition to our review and implementation roles, Joint Forces Command established a training program for Combatant Commands, Services and Agency requirement developers to streamline the process and speed development of needed capabilities. This training greatly facilitates the identification and formulation of parameters that meet the interoperability requirements. These customers have embraced program and to date has involved over 50 organizations and 1500 personnel.

Readiness

While working towards transformation, we have a big job right now that will demand attention and resources. We have to get through today to get to tomorrow. Risk management is necessary, but it must be prudent. Part of

prudence is striking the right balance between readiness, transformation, quality of life, and operations. This is both a management issue and a resource issue. Risk can be managed to a point, but resources must also be committed to secure our dominance for today and the future. Transformation, modernization and selected recapitalization cannot occur without adequate resources.

Readiness provides the foundation for not only our current security, but the transformation for our armed forces. Many pundits have held up World War II and the innovation that preceded that conflict as a model for our own age. The innovation exhibited by many nations, including the United States, clearly provides lessons for transformation today.

That era also provides paths to be avoided. In our own experience, the readiness of our forces was not on par with the capabilities developed from inter-war experimentation. Indeed, in the case of my own Service, the Army learned many hard lessons in North Africa and the South Pacific because the pre-war Army was unable to match the demands of new capabilities and the realities of changing warfare. The realities of the 21st century counsel that we balance and co-evolve both the readiness of our forces and the transformational capabilities needed for the new century.

Our present joint forces are highly capable, as recent operations demonstrate, but they are overdue for recapitalization. Near-term modernization of our forces to capitalize on the many technological advances made over the last decade is necessary. We need these updated legacy systems to continue to fight today and bridge our modernization gap as we move forward with transformation.

While I have outlined a number of challenges and priorities for ensuring we sustain our edge worldwide, I must note the criticality of Congressional support. Within the constraints of competing national

priorities, even in this time of conflict, the support of the members of this committee is reassuring. The challenges and requirements I outlined above remain, but we have a plan to address them and, due in great part to your support, our forces remain the best in the world. For that we are all proud and thankful.

Moreover, transformation is clearly occurring. Our efforts aim to accelerate these trends. Further, I think that these insights are compelling and have immediate application. As I mentioned earlier, these concepts guided the stand-up of our provisional JFHQ-HLS and the development of our Homeland Security Campaign Plan. Likewise, much of what we see in the war on terrorism is transformational—from tactical employment of armed unmanned aerial vehicles to integrated, effects based joint operations against an asymmetric enemy. Money can certainly influence the rate of transformation, but I regret to say that in many cases time is perhaps the more critical resource. Many aspects of transformation will remain evolutionary, even when the results are revolutionary.

I look forward to working with you to give our troops what they need today and for the future and reiterate my invitation to visit Joint Forces Command and see transformation at work.

CONCLUSION

In all of this, we have to remember the basics. War remains close, personal, and brutal. There are no silver bullets to change that. There have been revolutions in how we fight such as gunpowder, nuclear weapons, and computers. In the end, however, it still comes down to our National will and the commitment, training, and tenacity of our troops. It is never safe, easy, or risk-free. The enemy sees to that. Today while I speak our troops are flying, sailing, and standing in harm's way, under enemy guns, at night,

and far from America and their loved ones. Our national will, combined with their spirit and tenacious commitment, will define our success.

In closing Mr. Chairman, the Soldiers, Sailors, Airmen and Marines of U.S. Joint Forces Command are ready to defend our homeland and are deployed to fight terrorism abroad. Each day, we improve our capabilities, refine our plans and increase our homeland security capabilities while providing trained, ready, and—over time—fundamentally transformed forces for combat operations against terrorism and any other threat to our Nation. We are all very proud of them and privileged to serve with them.