

Executive Summary of the QDR Terms of Reference

The Terms of Reference (TOR) was issued by the Secretary of Defense on June 22, 2001 and contains the guidance for the conduct of the Quadrennial Defense Review (QDR). The document responds to the President's direction to transform the U.S. military and defense establishment to meet the security challenges of the 21st century. The TOR lays the foundation for the QDR to consider and test new concepts and strategies against the current strategy to determine the appropriate direction for the Department.

During this period of peace, prosperity and U.S. military preeminence, the United States has an opportunity to adjust its strategy and forces to stay ahead of and hedge against an uncertain future, while at the same time meeting its current security responsibilities. In doing so, the Department will strive to strike a balance among force, resource, and modernization requirements measured against four dimensions of risk:

- **Force management:** The Department must manage people and equipment so that it can attract, retain and motivate a first-rate, well-trained, and equipped force ready to accomplish assigned missions.
- **Operational:** DoD must ensure that its missions are successful and achieved at an acceptable cost, and that its forces are prepared to operate across a wider range of geographically and functionally distinct contingencies.
- **Future challenges:** The U.S. must be able to defeat adversaries that are more capable than today, and do so at acceptable cost.
- **Inefficiency:** DoD must manage its scarce resources better by seeking support from Congress to streamline its infrastructure, outsource and privatize where appropriate, improve its business practices, fashion incentives for cost savings and efficiencies, and reform its acquisition and financial system.

The QDR process will:

- Identify a wider range of mid-term and long-term contingencies and options for employing U.S. military forces, including for pre-conflict operations;
- Provide recommendations on organization, shape, size, and structure of the armed forces;
- Develop program options to guide defense investment and modernization;
- Develop plans to transition information operations, intelligence, and space assets from enablers of current U.S. forces to core capabilities of future forces;
- Develop standards and recommendations to ensure the health of the personnel base and that DoD's infrastructure aligns with its force structure.

QDR analysis will be informed by a common understanding of the following:

- **Security Environment:** The United States must be prepared to deal with an uncertain future, while at the same time monitoring and adapting to ongoing trends and phenomena. The TOR highlights:
 - Homeland security challenges
 - Revolution in military affairs
 - Information operations and space as new dimensions of conflict
 - Anti-access challenges
 - Proliferation of nuclear, biological and chemical weapons and ballistic and cruise missiles
 - Potential for state failure
- **National Interests and Objectives:** The purpose of the U.S. Armed Forces is to protect and advance U.S. national interests, and if deterrence fails, to decisively defeat threats to those interests. The TOR describes enduring U.S. interests, such as the security of the U.S. and its allies, security of sea, air, and space lines of communication, and access to key markets and resources.
- **Defense Strategy:** The new strategy will be guided by four defense policy goals: assure allies and friends; dissuade potential adversaries from developing threatening forces or ambitions; deter threats and counter coercion; and decisively defeat any adversary.
- **Force Planning Guidelines:**
 - Develop an appropriate mix of ground, air, sea, and space forces;
 - Enhance the ability to conduct highly distributed joint operations;
 - Emphasize theater peacetime preparation and coordination for coalition operations;
 - Develop models for standing joint task forces.

In addition, forces must be sized and shaped to defend the United States, deter forward, and, if necessary, decisively defeat aggression. Forces must also be capable of conducting small-scale contingencies of limited duration.

- **Required Missions:** Forces will be evaluated and programs designed to conduct the following missions: Strategic deterrence and defense of the U.S. and allies; forward presence; security cooperation; crisis response; decisive combat; intelligence collection, exploitation, and dissemination; information operations; space control and operations; and experimentation.
- **Priorities for Investment:** The QDR will develop program options based on the following priorities:
 - People
 - Experimentation
 - Intelligence
 - Space
 - Missile Defense

- Information Operations
- Pre-Conflict Management Tools
- Precision Strike
- Rapidly Deployable Maneuver Forces
- Unmanned Systems
- Command and Control; Communications and Information Management
- Strategic Mobility
- Countering NBC Weapons and Means of Delivery
- Research and Development Base
- Infrastructure and Logistics

A Senior-Level Review Group chaired by the Secretary of Defense will lead the QDR. Its membership includes the senior civilian and military leaders within the Department. An Executive Working Group will support the Senior-Level Review Group and monitor and review the integrated project teams set up to conduct analyses on:

- Strategy and Force Planning
- Military Organizations and Arrangements
- Capabilities and Systems
- Space, Information and Intelligence
- Forces
- Personnel and Readiness
- Infrastructure

The initial focus of the QDR will be to provide inputs for the Secretary's FY 2003-2007 Defense Planning Guidance. The final report is due to Congress on September 30, 2001.

In his testimony to the Senate Armed Services Committee on 21 June, Secretary Rumsfeld stated that "a window of opportunity is open, but the world is changing. And unless we change, we will find ourselves facing new and daunting threats we did not expect and which we will be unprepared to meet." The QDR process seeks to exploit this opportunity to modernize the defense strategy and armed forces to meet the challenges of the 21st century.