1 Oct 07

CJCS Guidance for 2007-2008

Purpose. To provide guidance for and direction to the Joint Staff to achieve unity of effort and the accomplishment of priorities and strategic objectives.

Intent. As Chairman of the Joint Chiefs of Staff, I am the personal representative of the 2.2 million men and women serving in our Armed Forces, as well as their families. I am responsible for advising the President and the Secretary of Defense as they provide the strategic direction for these men and women. I will develop and deliver that advice independently, in private and in a completely apolitical fashion.

To help you support me in executing these responsibilities, this document:

- States my vision and mission for the Joint Staff.
- Establishes the guiding principles that underpin that vision.
- Articulates my priorities and strategic objectives.

Vision. U.S. Armed Forces manned, trained and equipped to **defend the United States of America and our vital National interests**; strong, **independent military advice** that informs the national security decision-making process; **steadily deepening cooperation** among enduring and emerging partners and allies; and a **healthy, vibrant All Volunteer Force**, reflective of and responsive to the personal and professional development of our people and their families.

Mission. In support of the Combatant Commanders and Service Chiefs, we will **balance global risk** through the development of a military strategy that places emphasis on **security in Iraq and Afghanistan** and **stability in the Middle East**, while rapidly **resetting, reconstituting and revitalizing** our forces and positioning them based on an assessment of that strategic risk.

Guiding Principles. The following principles will guide and inform our actions:

Warfighting Focus. We can never lose focus on our responsibility to protect and defend the United States and its citizens, nor can we afford to ignore the knowledge gained by recent combat veterans. I expect the Joint Staff to stay ahead of the accelerating speed of war and to maintain a current, relevant operational view of our worldwide force composition, disposition, and employment.

Dedication to our People. Our success in defense of this nation depends upon the servicemen and women of the United States military -- active, reserve and civilian -- and their families.

Personal and family readiness are both vital to the readiness of our Armed Forces. Our strength and our future also depend on our diversity.

Leadership. We all have a responsibility to develop our own leadership potential and that of the people in our charge. We are raising a new generation of young leaders with extensive combat experience. We must foster their development and learn from them as we face an uncertain future against highly adaptive enemies.

Accountability and Integrity. Wherever we go, whatever we do, we represent the ideals and the people of this nation. We must hold ourselves accountable to high standards and comport ourselves with the integrity and honor befitting the service.

Teamwork. There are few things more satisfying in life than knowing you gave your very best for the sake of something larger than yourself, that you were willing put aside personal ambition, ego and pride to get the job done. The Joint Staff will function as a team, supporting not only our mission but those of the Service Chiefs and the Combatant Commanders. They, too, are customers of our insight and our products.

Jointness. The future of national and international security lies in interoperability and cooperation among the Services, the interagency, international partners and non-governmental organizations. Each service brings to the fight unique and critical capabilities, but those capabilities are only as good as the contribution they make to the overall strategic effort. Nobody goes it alone today.

Alignment. Alignment is the degree to which resources, processes and communications support vision, mission and priorities. Everyone on the Joint Staff should share an understanding of these and be able to describe how he or she contributes to them. If you are not aligned to our three priorities, you should question what you are doing.

Risk Management. Risk is inherent in everything we do. Managing it should be a continuous process that permeates -- but does not dominate -- our daily lives. We would do well to remember that the risks we incur by our actions are far less severe than those we incur by our inaction. I expect leaders to take prudent risk.

Commitment to Change. Success in today's uncertain security environment demands that we continue to adapt the way we think, operate and fight. It also requires leaders to set the right expectations, eliminating to the maximum extent possible the uncertainty caused by that change through constant dialogue and the free flow of information.

Effects-Based Thinking. Effects-based thinking requires us to begin each new task with the end state clearly in mind. It allows us to continually monitor progress against a discrete set of metrics, reallocating resources or effort as required to achieve concisely stated desired effects.

Priorities and Strategic Objectives

1) <u>Develop a strategy to defend our National interests in the Middle East</u>. Our immediate concern remains the wars in Iraq and Afghanistan. But we cannot dismiss the efforts by other state and non-state actors to foment instability in the Middle East. The increasingly hostile role being played by Iran; the Israeli-Palestinian conflict; Sunni-Shia rivalries; the rise of radical jihadists, and the resurgence of Al Qaeda all threaten to tear at fragile seams and all bear directly on the security of the United States. We need a strategy to manage U.S. military presence in the Middle East that adversaries must take seriously and which reassures our friends, allies and partners.

Therefore, we will:

- Develop a comprehensive Middle East security strategy, tied to a larger global view, but focused on our vital national interests. This effort will address long-term security in Iraq and Afghanistan, potential threats from Iran, and movement toward reducing major sources of conflict, with a goal of ultimately achieving regional stability.

- Ensure that our strategic plans are sustainable over time and provide flexibility for escalation, de-escalation, and a wide range of options.

- Integrate our capabilities within the interagency process to develop and execute this long-term strategy, while leading in the interagency wherever appropriate.

- Improve international cooperation in the region.

2) <u>Reset, Reconstitute and Revitalize our Armed Forces</u> … particularly the ground forces. Though recruiting and retention figures remain good and morale is still high, we cannot take for granted the service of our people or their families. We must rapidly mitigate the toll our current pace of operations is taking on them, our equipment, and our ability to respond to other crises and contingencies. We must recognize that new asymmetrical threats call for different kinds of warfighters, mission systems and strategies. We need to be smarter, lighter, more agile, and more lethal. Only by applying our own asymmetric advantages -- our people, intellect and technology -- and by maintaining a force correctly shaped, sized, trained and equipped can we adequately defend the nation.

Therefore, we will:

- Determine the true health of our ground forces in terms of people, training, equipment, and family support to ensure these forces are ready to serve effectively over the long term and across the full spectrum of operations.

- Provide clear estimates of resetting our units in each Service and Defense agency. Assess how long it will take and what resources will be necessary to regain full spectrum capabilities across all our forces. We must make this issue a priority in our Program and

Budget process and prepare to execute it in the long term without substantial support from supplemental funding.

- Improve the capabilities of our Reserve Component as it continues to become a more relevant contributor to the operational joint force. We must also ensure it preserves a significant "strategic reserve" capability and capacity.

- With an understanding of its unique domestic responsibilities, support National Guard Bureau efforts to improve readiness, leverage existing forces, streamline organizations, and make units leaner, smaller, and more effective. We must likewise ensure the National Guard preserves its own "strategic reserve" capability and capacity.

- Improve requirements, acquisition, and technology development efforts to ensure rapid, predictable delivery of needed combat capabilities to our warfighters.

- Develop and help integrate realistic, complementary, jointly interdependent, prioritized Service modernization plans.

- Develop implementation plans to ensure effective execution of pending BRAC and joint basing initiatives.

- Engage in the development of a broad-based, flexible, effective, and affordable joint military health care system that provides superb care for combat wounded (to include PTSD/TBI patients), and improves wellness initiatives, military care, family care, and retiree care.

- Prepare plans, to include strategy-driven prioritization, to sustain and modernize our joint forces during a time of civilian administration transition and potential fiscal constraints.

3) <u>Properly Balance Global Strategic Risk</u>.

We must stay mindful of our many global security commitments and of the core warfighting capabilities, resources and partnerships required to conduct operations across the full spectrum of peace and conflict. A larger, longer view of risk assessment that helps us maintain a position of global leadership and preserves our freedom of action remains critical. I want the Joint Staff focused on rebalancing strategic risk.

The demands of current operations -- however great -- should not dominate our training exercises, education curricula and readiness programs. The conflicts in Iraq and Afghanistan will one day end. We must be ready for who -- and *what* -- comes after.

What "comes after" is hard to predict. Conflict in the future will most likely -- but not exclusively -- demand increased precision, speed and agility. We may face state as well as non-state enemies, including some who may only appear in cyberspace. The target could be America's infrastructure and the new weapon could be a computer-generated attack on critical

networks and systems. It could just as likely be a chemical, biological or nuclear weapon of mass destruction.

Future war may therefore be borderless, or it could exist completely within the confines of small, urban areas. It may require of our people skills they do not yet possess and capabilities we do not yet field. In some conflicts, information and non-kinetic means may prevail, while in other places at other times only "boots on the ground" and precisely delivered fires will carry the day.

The American people expect their Armed Forces to maintain sufficient capability and capacity to deter and, failing that, defeat all such military threats to their security and the security of our vital national interests: a homeland secure from attack; sustained global influence, leadership and freedom of action; sustained strategic endurance and military superiority; flourishing global and national economies; assured access to strategic resources; and regional stability in the Middle East.

Where conflict threatens these interests, U.S. forces must be able to rapidly respond, providing political leadership with a range of options for deterrence, escalation and de-escalation, in coordination with other elements of national and multi-national power.

Therefore, we will:

- Develop -- through the Combatant Commanders and in cooperation with our partners -- integrated theater engagement plans that strengthen relationships with enduring allies, improve ties to emerging partners, and engage and better understand potential competitors.

- Build and reinvigorate relationships through Theater Security Cooperation with a focus on capacity-building, humanitarian assistance, regional frameworks for improving governance, and cooperation in enforcing the rule of law.

- Rapidly develop an enduring cultural, historical, and linguistic expertise in our total force to ensure effective interaction with diverse international partners.

- Establish and quickly achieve reasonable goals and expectations for deployment rotations of our Active, Reserve and National Guard Bureau components. For our Active Forces, this deployment to dwell ratio should be no greater than 1:1 in the near term with a view towards an equilibrium level of 1:2 while at war.

- The vast majority of focus in people and capability resides in the Central Command AOR, and rightly so. We must work to rapidly rebalance this capability when conditions permit.

- Pursue a comprehensive approach to deterrence. Put in place a new concept of strategic deterrence for the 21st Century in terms of training, equipping, theory and practice appropriate to a range of state and non-traditional threats in both nuclear and conventional realms.

- Develop an effective military strategy for cyberspace to protect and defend against infrastructure attacks, reduce our vulnerabilities and ensure our capability to operate in this vital realm.

Trust and Confidence. Underpinning these priorities and strategic objectives is our responsibility to preserve the trust and confidence of the American people. To the degree we allow ourselves to disconnect from them, we allow the very foundation upon which our success rests to crumble -- not just in terms of recruiting and resource allocation, but also in terms of the moral support so critical for the preservation of an all-volunteer force. Every action we take, every day, must be executed in a way that strengthens and sustains the public's trust and confidence in our ability and our integrity.

Execution. I expect Joint Staff Directorate leaders to use this guidance to write comprehensive plans to accomplish these Priorities and Strategic Objectives. Those plans are due to me within 30 days of the date of this Guidance and should be reviewed periodically to assess their applicability. I will update this Guidance at least annually and intend to formally assess our progress every six months.

Conclusion.

I am honored to be serving with the exceptional professionals of the Joint Staff in support of the Services and the Combatant Commands. It is clear to me that you are making significant contributions to the national security decision-making process and to the war effort. You remain at the leading edge of change.

We cannot rest on those laurels. We must push new boundaries, seek new opportunities and challenge existing assumptions. We must continue to change, to improve our planning, and to take a more global, strategic view. We must prepare for an extremely challenging future -- for what "comes after."

The vision we seek and the security of our citizens, allies, partners and friends depend upon our ability to anticipate change and react swiftly and surely to it. I challenge every leader on the Joint Staff to identify the specific effects in your area of expertise that support our strategic objectives; focus our resources on those tasks that achieve these effects; and carefully select measures of effectiveness necessary to monitor our progress.

We serve in a critical and dangerous time. We represent the brave Soldiers, Sailors, Airmen and Marines who confront this danger and defend our national interests around the world. We represent their families as well. Your continued devotion to making sure our nation's leadership has at their disposal the best, most independent military advice -- as they provide the strategic direction of these same men and women -- will continue to be vital. Let us devote the full weight of our efforts to that task.

M. G. MULLEN
Admiral, U.S. Navy