

CHALLENGES in a Time of Transition

I am pleased to become the editor-in-chief of a journal that has earned a significant niche in professional military circles after only one year of publication. *Joint Force Quarterly* has sought to enter the debate on the challenges that face the Armed Forces. These interrelated challenges include jointness, coalition warfare, peace operations, rightsizing, and revolutions in military affairs. Each challenge has common roots, from a transformed international system to exponential improvements in information technology. One key in dealing with these challenges is doctrine, the foundation of military operations and a conduit for introducing innovative ideas to future warfighters.

Institutional changes in the wake of the Goldwater-Nichols Act greatly increased military effectiveness by integrating warfighting capabilities under the rubric of *jointness*. In this period of declining force structure, jointness also increases cost effectiveness. But the joint age has just begun. To build on accomplishments achieved thus far, we must strive for a higher degree of jointness, including joint culture. This entails preserving service culture to promote tactical combat advantages while, at the same time, transcending parochialism and creating a true joint culture. The object is to instill jointness in the Armed Forces as an irreversible trend in military affairs.

The continuing prospect of *coalition warfare* presents a challenge that is scarcely new. For most of our history—from Yorktown to Desert Storm—coalitions have been part of the American way of war. The greater emphasis on coalition war arises from a complex of contemporary issues: reducing forces, burden sharing, and legitimacy for conducting operations in the post-Cold War era. As a result there is a pressing need both to incorporate the lessons learned from coalition wars of the past and to frame doctrine to underpin coalition warfighting for the future. To address this need we must strengthen security organizations in regions of particular importance to the Nation, develop greater interoperability with those organizations, and create enough institutional flexibility so that we can forge key alignments within larger organizations. For example, the concept

of the combined joint task force for Europe is designed to provide just such flexibility.

The increasing emphasis on *peace operations* puts a premium on doctrine for civil-military (or interagency) efforts across a range of situations short of full scale war. Like coalition warfare, peace operations require complex multinational decisionmaking and a high degree of coordination with the military establishments of other countries. But peace operations also involve deploying capabilities in highly constrained political environments where decisive force often cannot be used. Beyond developing doctrine for such difficult but diplomatically important tasks, the primary needs of multinational peace operations arise in the areas of command and control, intelligence, training, logistics, and force mixes to forge reliable multinational capabilities.

Another challenge is posed by *rightsizing* forces in concert with rationalizing service roles and functions. The ability to cutback forces to meet the requirements of budgetary constraints as well as two nearly simultaneous major regional conflicts is thus far a somewhat elusive goal. Jointness is the means to achieve rightsizing by shedding Cold War infrastructure without slipping once again toward a hollow force. It is also a way of linking today's military to that of the 21st century.

Revolutions in military affairs must be clearly identified and adapted to what some call "the military after next." This challenge involves both a revolution in military thinking and operational concepts and an evolution in technological innovation. Efforts to reshape battlespace and to harness information are in the vanguard of these processes. An article in the current issue entitled "Revolutions in Military Affairs" represents the first contribution to what will be a continuing look at this challenge. *JFQ* intends to focus on such revolutions through an essay contest to be formally inaugurated this summer under the cosponsorship of the Office of the Secretary of Defense (Net Assessment) and the National Defense University Foundation.

These five challenges both pose problems and provide solutions for the 21st century. *JFQ* seeks contributions that clarify the nature of these challenges and improve the effectiveness of the Armed Forces. I encourage our readers, military and civilian alike, to submit their innovative thoughts in the form of articles, commentaries, letters to the editor, and professional notes.

HANS BINNENDIJK
Editor-in-Chief