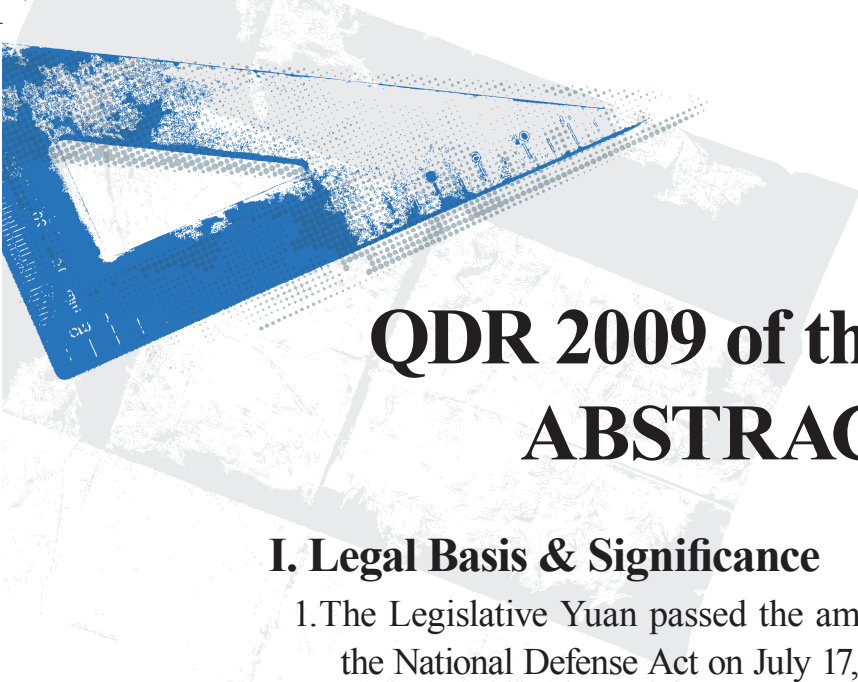


QUADRENNIAL
DEFENSE
REVIEW *2009*
REPUBLIC OF CHINA



QDR 2009 of the ROC

ABSTRACT

I. Legal Basis & Significance

1. The Legislative Yuan passed the amendment to Article 31 of the National Defense Act on July 17, 2008. It became effective on August 6, after being signed by the President. The 4th regulation was added as: “The Ministry of National Defense shall, within ten months after each presidential inauguration, publicly submit a Quadrennial Defense Review to the Legislative Yuan.”
2. The first publication of the Republic of China (ROC) Quadrennial Defense Review (QDR) has three major implications:
 - (1) President Ma’s guidance on national defense is embodied in the policy planning of the Ministry of National Defense (MND), solidifying the concept of civilian control over the military.
 - (2) The country’s strategic planning system is further consolidated, as the QDR follows the President’s defense guidance and provides directions for defense strategy and military buildup.
 - (3) The establishment of a four-year periodical review mechanism and institutionalized comprehensive review of major policies by the MND that articulates the vision for future development and reforms.

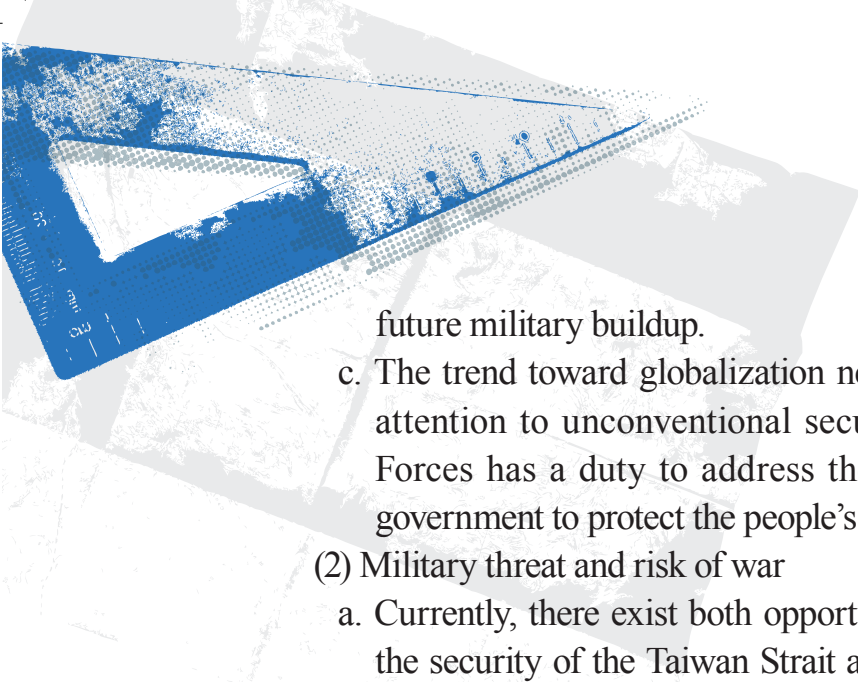


II. Conceptual Framework

1. The first ROC QDR is based on a core vision—building a professional armed force and maintaining peace in the Taiwan Strait—with sound strategic logic for “future strategic environment analysis, strategy examination, organizational re-engineering, force planning, and resources utilization.” The QDR comprises four chapters: core defense challenges, strategic guidance, defense transformation, and joint war-fighting capabilities development.
2. Prospects of defense and security challenges are stressed in the QDR, while appropriate defense and military strategies and actual steps of defense transformation are devised, accordingly, to set the course of capabilities development for the Armed Forces.

III. QDR Summary

1. Core defense challenges
 - (1) Security environment and defense challenges
 - a. The Asia-Pacific region is relatively stable. However, the international clout of the People’s Republic of China (PRC) is expanding, gravely challenging the role of the ROC in the regional security environment. Participation in regional security cooperation is therefore urgently imperative for the ROC.
 - b. Security tensions in the Taiwan Strait area are gradually diminishing. In support of overall government policies, the MND needs to formulate appropriate strategies to direct



future military buildup.

- c. The trend toward globalization necessitates paying greater attention to unconventional security issues. The Armed Forces has a duty to address these issues and assist the government to protect the people's lives and property.

(2) Military threat and risk of war

- a. Currently, there exist both opportunities and challenges for the security of the Taiwan Strait area. Despite easing cross-strait military tension, the PRC has never renounced the use of military force against the ROC. Vigilance for military readiness, therefore, cannot be relaxed.
- b. The PRC has been aggressive in the development of surveillance and reconnaissance satellites, electronic warfare, information operation, ballistic and cruise missiles, and air, maritime and landing operations capabilities. Threats are therefore eminent against the C⁴ISR systems, sea/aerial lines of communication, and homeland defense of the ROC. The PRC has also initiated a “three-front war” —legal, media, and psychological warfare—to create advantages over the ROC in these areas.

(3) The driving force and dynamics of defense transformation

- a. The impacts from new military technologies and patterns of war

Evolving military technologies and patterns of war in the information age continue to drive transformation and reform of the Armed Forces.

- b. The challenge of maximizing cost-effectiveness in defense budgets



With limited defense resources, the strategies for resources utilization should be refined to achieve maximum efficiency.

c. The requirements of supporting national and social development

In conjunction with national economic strategies, the Armed Forces buildup should devote defense resources to overall economic development to create benefits for the entire society.

(4) Tasks in the innovation of the defense organization and processes

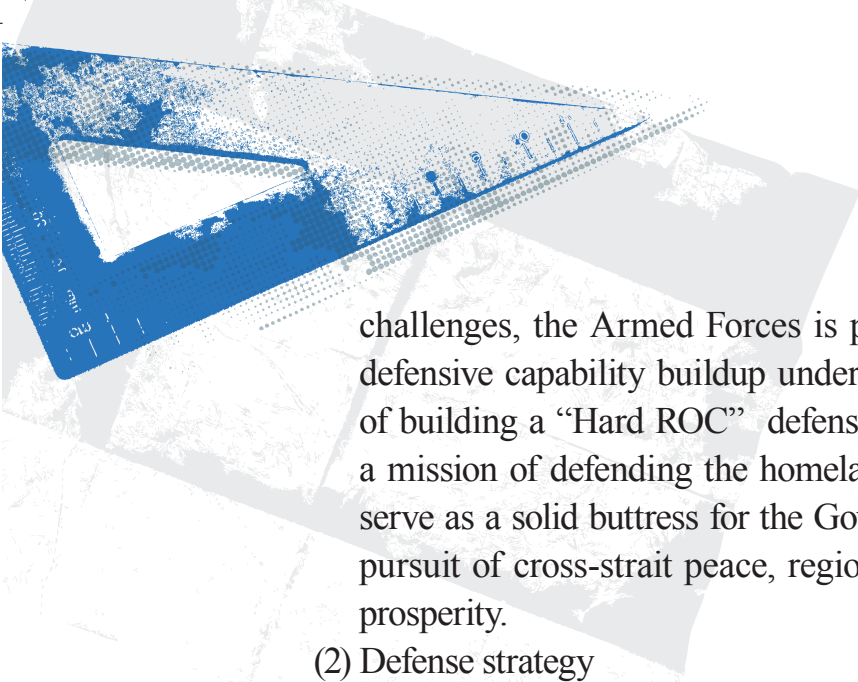
a. Rapid changes in the environment and multifaceted defense challenges call for the MND to modify the defense organization, mechanisms, processes, as well as the capabilities and structure of the military, to create greater organizational efficiency for attaining the objectives of defense strategy.

b. Defense reform will focus on issues such as, defense organization, force structure, an all-volunteer force, a force planning mechanism, an armaments development mechanism, a joint operation command mechanism, and human resources development.

2. National defense strategic guidance

(1) Defense policies

The purpose of national defense is to safeguard national security and maintain the livelihood of the people and sustainable development of the country. Given current and prospective strategic environment and imminent threats and



challenges, the Armed Forces is proactively engaging in a defensive capability buildup under President Ma's guidance of building a "Hard ROC" defense. The Armed Forces has a mission of defending the homeland and deterring wars to serve as a solid buttress for the Government's position in the pursuit of cross-strait peace, regional stability and national prosperity.

(2) Defense strategy

Defense strategy is the actual planning and concrete measures for the realization of a "Hard ROC" defense. The specific strategic objectives are "war prevention," "homeland defense," "contingency response," "conflict avoidance," and "regional stability." They are elaborated below:

President Ma's phrase in Chinese would translate: "solid as bedrock," signifying a rock-solid and impregnable defensive force that, by implication, could not be dislodged, shattered, or breached by a numerically superior enemy force during an attempt to attack or invade ROC territory. The ROC abbreviation for Republic of China happens to rhyme with the word "rock" in English, allowing word play that does not exist in the original Chinese formulation.

a. War prevention

Establish a "Hard ROC" defense force, enhance credible deterrent and defensive countermeasures capabilities, and realize an all-out (general civilian mobilization) defense; and participate in regional security cooperation and promote cross-strait military confidence building measures at the opportune moment to prevent cross-strait conflicts.

b. Homeland defense



Deter enemy invasion with elite forces, sufficient early warning, effective force preservation, efficient joint war-fighting capabilities and a solid all-out defense.

c. Contingency response

Enhance crisis awareness, control, and response, and assist the Government in disaster relief and prevention, as well as with responding to situations endangering national security.

d. Conflict avoidance

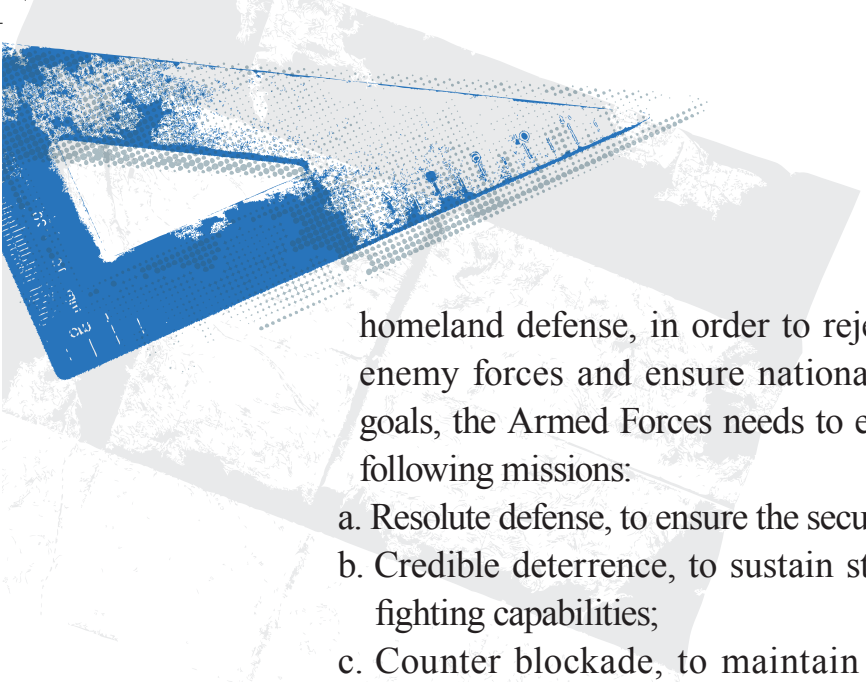
Closely monitor activities in Taiwan waters and airspace, control risk factors, enhance contingency response capabilities, and abide by the principles of “not provoking incidents, not escalating conflicts, and avoiding hostile actions,” as well as combat preparation regulations, to prevent military confrontations or accidents.

e. Regional stability

Promote security dialogue and exchange, and undertake greater responsibilities regarding international security issues, such as security of sea/aerial lines of communication, countering weapons proliferation, counter-terrorism, and humanitarian relief, therefore making positive contributions to peace and stability in the Asia-Pacific region.

(3) Military strategy

Under the guidance of defense strategy, the military strategy of the Armed Forces can be coined as “resolute defense and credible deterrence.” When war is inevitable, the military should exercise its joint operational capabilities, incorporate all-out defense capabilities, and engage in



homeland defense, in order to reject, repel, and eliminate enemy forces and ensure national security. To reach the goals, the Armed Forces needs to effectively accomplish the following missions:

- a. Resolute defense, to ensure the security of national territories;
- b. Credible deterrence, to sustain strong and deterrent war-fighting capabilities;
- c. Counter blockade, to maintain sea and aerial lines of communication;
- d. Joint interdiction, to prevent the enemy from approaching ROC territory; and
- e. Ground defense, to prevent enemy forces from landing.

3. Planning for defense transformation

(1) Defense organization

“Accountability and professional division of labor” are two key concepts for organizational reform. Accountability refers to units that shall be given the authority to accomplish their tasks. In accordance with the two concepts, the MND is reviewing and modifying the division of authority and responsibilities and work procedures for various departments.

(2) Force structure

The Armed Forces currently has a population of 275,000 members, which, in the future, will be downsized to 215,000. This target is set in consideration of defensive operation requirements, human resources, and financial availabilities. The ROC intends to build a “compact, competent and potent” force.



(3) All-volunteer force

The ROC is developing an all-volunteer force, with planning divided into three phases: “project preparation,” “project formulation,” and “implementation and validation.” In the process, the MND will annually reduce the number of draftees and increase the number of volunteers while reviewing benefits for voluntary soldiers. Regulations are going to be revised and supportive measures formulated to achieve the target and complete the transition by December 2014.

(4) Force planning mechanism

Since the defense organizations are changing, it is imperative to refine budgetary systems and military investment proposals to enhance strategic and force planning.

(5) Armaments development mechanism

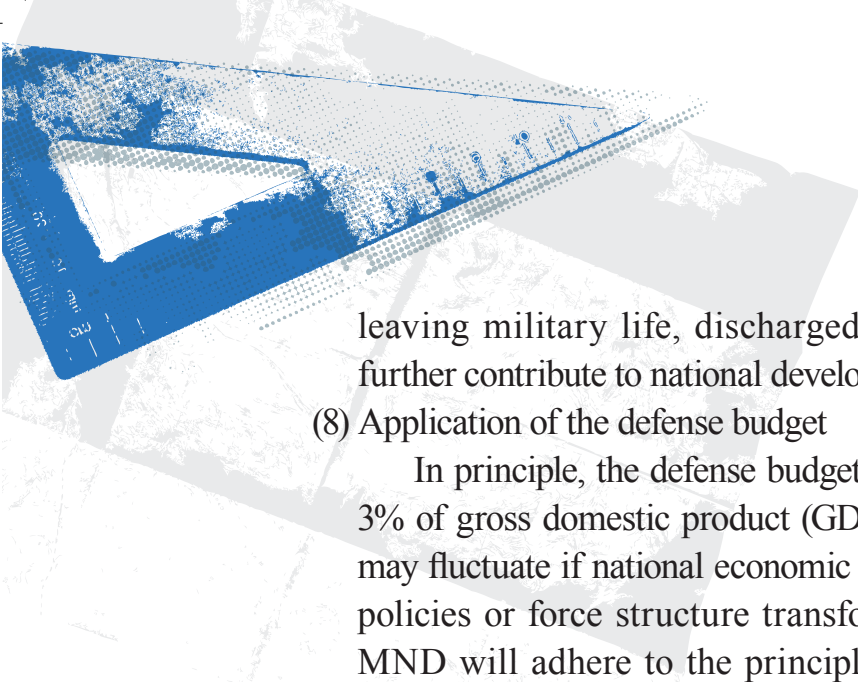
Resources in the public and private sectors shall be integrated to facilitate technology transfers, research and development, production, maintenance, and sales. Such integration is important for force planning and readiness.

(6) Joint operations command mechanism

The joint operations command mechanism should be the same in peacetime and in wartime, and its components need to be authorized to fulfill their missions.

(7) Human resources development

Education and training courses must be carefully planned and purpose-oriented. Human resources development must meet defense transformation requirements, with education advanced to boost human resources quality, so that, after



leaving military life, discharged military personnel can further contribute to national development and societal needs.

(8) Application of the defense budget

In principle, the defense budget accounts for no less than 3% of gross domestic product (GDP), but the actual amount may fluctuate if national economic development, government policies or force structure transformation so require. The MND will adhere to the principles of “practical military planning and reasonable budgetary allocations” to effectively allocate and apply defense resources.

(9) Combining defense with civilian needs

Industrial cooperation, technology transfers, commercialization of defense resources, and release of military lands are measures to facilitate domestic technological and industrial development, increase employment opportunities, and fulfill the needs for national infrastructure projects and local development. This way, defense resources can contribute to driving domestic economic growth and prosperity.

4. The direction of joint operations capability development

(1) Joint command, control, communications, computers, intelligence, surveillance, and reconnaissance (C⁴ISR) capabilities

Establish “integrated command and control, real-time communication, and precise intelligence surveillance” capabilities, to develop networked C⁴ISR systems.

(2) Joint information operation and electronic warfare capabilities

Establish “early warning and rapid response” capabilities



to repel enemy invasions, in order to ensure information and electronic security and superiority.

(3) Joint counter air capabilities

Establish “early intelligence surveillance and warning, long-range precision engagement and joint multilayer interception” capabilities, in order to gain air dominance in desired airspaces, and safeguard the sea and air space of the Taiwan Strait.

(4) Joint sea control capabilities

Develop “high efficiency and performance, rapid deployment, and long-range strike” capabilities, to deter enemy invasion, and ensure freedom of movement in the sea lines of communication.

(5) Joint ground defense capabilities

Establish “IT-based, multi-dimensional, and mechanized” ground combat and special operations capabilities to effectively defend national territory.

(6) Asymmetrical warfare capabilities

Develop the capabilities to attack the enemy’s center of gravity (COG) and critical vulnerability, and employ innovative tactics and techniques while coordinating with basic land, maritime, and air combat capabilities, to strike at the enemy’s weak points and overcome its advantages, in order to counter an enemy invasion.

(7) Reserve mobilization capabilities

Establish deterrence-capable reserve combat capabilities with “on-site mobilization and engagement” and “timely mobilization and engagement.”

(8) Combined logistics capabilities

Establish “precise logistical management and rapid logistical support” capabilities, and raise the operational efficiency of combined logistics.

(9) Overall intangible combat capabilities

Intangible capabilities, such as national identity, integrity, virtue, discipline, solidarity, determination, and all-out defense, are key to achieving victory, and so particularly warrant development and strengthening.

IV. Perspectives for the future

In the face of changing strategic environments, the MND has compiled its very first QDR to address future challenges and introduce future planning and reform directions. The MND is fully devoted to implementing defense transformation and improving operational capabilities in order to effectively achieve defense strategic objectives. Subsequently, the MND will apply effective management and evaluation mechanisms to ensure the realization of all the objectives laid out in the QDR, in order to realize President Ma’s defense philosophy, achieve the goals of “war prevention” and “resolute defense and credible deterrence,” and facilitate the sustainable development of the ROC in a peaceful and stable environment.

