

# COLLINS CENTER UPDATE

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### Senior Leader Staff Ride Program Update

*Colonel John Valledor*

*Director, Senior Leader Development Division, CSLD*

The Center for Strategic Leadership and Development (CSLD) continued its public outreach efforts through the Strategic Leader Staff Ride program, hosting four different corporate and academic organizations: Republic Services, Florida Hospital Group, The University of North Carolina Morehead-Cain scholars, and Deloitte Group over the past quarter. Each group followed the three-day strategic immersion experience model which included a staff ride to the Gettysburg National Military Park to glean insights on the strategic options and challenges relevant to U.S. military, corporate and academic environments. In addition to the battlefield staff rides, the groups participated in a variety of self-selected and uniquely focused exercises and seminars facilitated by the U.S. Army War College Faculty. Highlights of the topics selected included adopting commander's intent, the after action review methodology, Executive Leader Resiliency, and a crisis negotiation exercise.

The feedback received from each of the groups was very positive and included an appreciation of how effectively enduring lessons from a pivotal Civil War battle applied to them and their organization, their pleasure at the opportunity to interact with and learn from Army War College staff and faculty, and a renewed sense of energy for going forth and tackling the obstacles that reside within their own organizations. The groups departed with a greater appreciation and understanding of the Army, the Army War College, as well as the challenges

and potential solution sets that they have in common with the participating organization.

— CSLD —

### USAWC and Army Heritage and Education Center (AHEC) Drawdown Conference

*John A. Bonin, Ph.D.,*

*Professor, Concepts and Doctrine, CSLD*

The Concepts and Doctrine Division (CDD) of the Center for Strategic Leadership and Development (CSLD) and the Army Heritage and Education Center co-hosted the Drawdown Conference, from 29-30 May 2014. This conference served as an academic forum to gain insights into America's long history of military reductions after large-scale conflicts. Beginning with the seventeenth-century wars of the English colonies, America typically increases its active military forces at the beginning of major wars and correspondingly decreases them at the conclusion of these conflicts. With the termination of the recent campaign in Iraq and the winnowing of forces in Afghanistan, the United States military once again faces a significant drawdown in standing force structure and capabilities. The political and military debate raging around how to affect this force reduction, particularly in relation to the number of forces allocated to the Active and Reserve components, however, lacks a proper historical perspective.

U.S. Army War College (USAWC) interaction with policymakers in Washington DC, during staff rides and other events, confirmed this deficit of historical insight. This shortfall risks

*This and other CSLD publications can be obtained free of charge online at: <http://www.csl.army.mil>*



catastrophic consequences for America's national security. The USAWC, as an intellectual and academic standard bearer for the military, occupies a unique position to address this shortcoming.

The event was divided into eight panels set chronologically across the range of American history. These included the influence of Elizabethan-English thought on early Colonial American military establishments; the Revolutionary War and Early Republic; the Civil War to 1918; the Inter-war Years through World War II; the early Cold War; the Vietnam Era; the All-Volunteer Era; and concluded with Post 9/11 and the current U.S. force structure debate. Subject matter experts of similar interests were placed on each panel, and presented primary-source-based papers twenty-minutes in length. The panelists were asked to examine several aspects: the history of the debate and critical issues surrounding drawdowns for their chosen time periods; debates and eventual decisions related to the force structure requirements of Active versus Reserve Component forces (or regular army vs. militia in the years before National Guard/Reserve forces); combat effectiveness of residual units after drawdowns and how the United States recovered lost capabilities; multinational force assumptions concerning lost U.S. capabilities and its effect on their military establishment's decision-making; and effectiveness had the U.S. maintained a larger standing-force structure.

Participants included scholars from most of the major departments and institutes across the Army War College, Center for Military History, United States Military Academy, and several civilian universities. The CDD has prepared an executive summary of the findings of this event and the complete papers will be published under the auspices of the USAWC in the near future. The full report will be widely disseminated for consideration by military leaders and policymakers.

## **International Alumni Peace and Security Course (IAPSC)**

***Professor Bill Waddell***

*Director, Mission Command and Cyberspace Group, CSLD*

The first iteration of the International Alumni Peace and Security Course (IAPSC) was conducted at Collins Hall April 7-11, 2014, and focused on the theme of "Balancing the Joint Force to Meet Future Security Challenges." The intent of the course was to bring together international officers who are graduates of the Army War College to discuss issues related to professional military education and its importance to international military operations. The IAPSC was timed to coincide with the USAWC's Army Leader Day and annual Strategy Conference. The course was attended by alumni from Brazil, Colombia, Norway, Germany, Italy, Pakistan, and the United Kingdom. The plenary speaker was Major General Javier Fernandez Leal from Colombia, who spoke on the Colombian Security and Defense Strategy.

On 7 April participants attended the IAPSC presentations in Collins Hall, including opening remarks, the plenary presentation, seminar discussions lead by Dr. Don Snyder, and a seminar on the role of Senior Leader Professional Military Education presented by the Army War College Commandant, Major General Tony Cucolo, and the Provost, Dr. Lance Betros. Over the following days attendees participated in Army Leader Day events, followed by the USAWC Strategy Conference. The event culminated on 11 April with summary discussions lead by MG Cucolo.

There were multiple discussion points that emerged from this course. Some of those from the initial plenary presentation included:

- Senior officers should have an understanding of the international security environment. However, the successful leader must a full appreciation for state issues. The military leader must be "agnostic"

towards politics but operate inside political boundaries.

- Strategic communications must not solely focus on the Army, but instead describe the totality of the benefits of land power against the backdrop of the strategic environment.
- The concept of civilian control of the military differs between nations. Regardless of national norms, the military must be seen as truthful and work to establish trust with the whole of government and with the citizens.

Dr. Don Snyder led group discussions on how senior officers must be "stewards" of the profession of arms. These discussions included the following points:

- Military professionals should be thinkers and networkers; they must think critically about the profession of arms.
- Senior leaders should focus on strategic issues and avoid focusing on the tactical details or getting caught up in the minutiae of daily operations.
- Leadership requires interaction with and respect towards others; this extends to interaction within the political and civilian spheres. Success requires developing a cultural awareness of the political environment.

Dr. Betros led a discussion on leadership and education, focusing on new and innovative USAWC programs to enhance the student experience. Some of these areas included a faculty council, a distinguished graduate program, the Carlisle Scholars program, and a curriculum rewrite which will include more history as part of the core instruction.

In the final event of the IAPSC participants attended a working breakfast with discussions lead by MG Cucolo. He posed the following questions:

- Did the strategy conference hit the mark?
- Now that you have been away from the USAWC for several years, what could the institution have done better

to prepare you to serve as a strategic leader?

Responses included:

- The strategy conference was focused at the “advanced strategy level”, and perhaps could have used lessons from Afghanistan and Iraq on mission creep and force structure.
- There is value in looking to the future to include more robust discussions on interagency applications.

Finally the following topics were discussed:

- The impact that reductions in U.S. Land forces will have on international agendas.
- What will be the necessary acceptance of risk with this decrease in availability of land forces?
- How the fight for resources will affect the U.S. Military writ large.

The IAPSC was an important event to continue the important relationship between the USAWC and our international alumni. Future IAPSCs will address other strategic issues of interest to the international profession of arms.

## CSLD

### Wargame Looks at the Crisis in Ukraine

*Colonel John Mauk*

*Director of Landpower, Concepts, Doctrine and Wargaming, CSLD*

The U.S. Army War College's Center for Strategic Leadership and Development (CSLD) conducted a March 2014 wargame to consider the implications of the ongoing Ukraine crisis to U.S. interests and provide senior leaders with vital strategic context that might inform U.S. policy and strategy decisions. More specific attention was given to identify potential military support requirements with particular focus on potential roles and missions for the Army.

It is apparent that Russian aggression in Crimea and Ukraine has effectively

resurrected Cold War ghosts and reignited fears of Russian expansionism, particularly in former Soviet states in the Baltic and Eastern Europe. However, the lack of forceful U.S., NATO, and European Union (EU) responses to date indicate the relative weakness of the national interests at stake.

The CSLD convened a group of Subject Matter Experts from across the faculty, student body, International Fellows from the region, other academic institutions, and think tanks in order to gain their insights and analysis of the conflict. These experts pointed out that what began as an internal domestic political dispute was effectively manipulated by both Russia and the West into a confrontation between Russia, the United States, and its NATO partners over the political order within Europe. Subsequent Russian annexation of Crimea and pro-Russian separatist actions in eastern Ukraine compelled the Ukrainian government to request western economic aid and military support in order to control its borders and defend its sovereignty. Fears of expanded Russian aggression also motivated NATO partners in the Baltic States and Poland to request increased military support to improve their security postures.

The participants emphasized that the current crisis is the most recent manifestation of an ongoing dispute between Russia and NATO over the interpretation of the Conventional Forces in Europe (CFE) Treaty and specifically NATO expansion. Russia believes the West has violated the 2002 ‘agreement’ on NATO expansion which Russia claims excludes NATO membership for Georgia and Ukraine. NATO members do not acknowledge this as a specific part of the agreement. Meanwhile, Russia has clearly demonstrated its willingness to protect its interests through force. Key findings from experts also included:

- Russian objectives regarding Ukraine most likely include:
  - Sending a strong message that any future NATO expansion is unacceptable

– Maintaining its naval presence in the Black Sea

– Maintaining a Ukrainian nation politically oriented toward Moscow and economically tied to Russia

- Actions taken by NATO as a whole are likely to be more effective than U.S. actions taken alone, but NATO consensus may not be achievable quickly enough to engender a timely response
- U.S. decision-makers should take note of European unwillingness to take forceful economic or security actions against Russia, which provides insight into the lack of support the U.S. might expect in responding to Russian actions
- Decision-makers should remain aware that while Georgia, Poland and other former Soviet states embraced professional military development over the past 25 years, Ukraine did not and a lack of Ukrainian capacity to employ modern weapons and command and control systems should temper U.S. responses to requests for support.
- Russia likely views temporary troop rotations into the Baltic with little emotion but permanent forward stationing of troops and provision of weapons systems to Ukraine or other Baltic states is likely viewed as an unacceptable provocation.
- Future U.S. actions should focus on reassurance of NATO allies more than deterrence of Russia.
- Europe will remain predominantly a land theater and the Army can expect to provide a very large portion of U.S. military support used to reassure NATO allies and deter the Russian Federation.

Events that have occurred in the region since the exercise, including the downing of Malaysia Flight 17 and perceived Russian artillery attacks into eastern Ukraine, reflect persistent Russian intentions to retain Ukraine within its sphere of influence. The lack of significant EU, NATO, or U.S. consensus and



response, beyond the current economic sanctions, provides telling insights into the relatively divergent national interests among states with stakes in the region.

— CSLD —

## The Futures Seminar

*Mr. Sam White, Jr.*  
Deputy Director, CSLD

Academic Year 2014 (AY14) marked the inaugural year for the Futures Seminar – an elective course offered to U.S. Army War College (USAWC) resident students during the Term II elective period (Feb-Mar 2014). Created through a shared vision between the USAWC and the Army Capabilities Integration Center (ARCIC), The Futures Seminar is loosely modeled on the Army After Next Project (AANP) conducted at the USAWC in the late 1990s. The AANP was an innovative effort to leverage strategic-level education, research, and writing to inform senior leaders on strategic trends, the security environment, technology and other factors which would impact the Army in 10 to 25 years.

The first and only edition of the AANP Compendium, published in April 1998, featured seven Strategy Research Projects (SRPs) written by USAWC students (the capstone research paper for every Army War College student). The seven published SRPs ranged in topic from the future of infantry maneuver to data interoperability for a system of systems; from the intelligence information grid to strategic logistics; from unmanned aerial vehicles to revolutionary technologies. The AANP had hit the mark.

The Futures Seminar took a slightly different approach to student involvement in examining the Army of the future. Rather than publishing a collection of student SRPs, the Futures Seminar was structured as a standard 10-class elective course. The Futures Seminar challenged students to examine a topic relevant to the development and implementation of Army initiatives in 2025 and beyond. Through lecture, speakers, discussion



and research, students developed an understanding of challenges facing the Army in 2025+ and formulated recommendations and strategies to address one singular question:

***“What kind of Army will we need in 2025 and beyond?”***

At the end of the course students briefed their findings and recommendations and prepared an 8-12 page paper which summarized their thoughts. A compendium of all the student papers has been published and is available online at: <http://www.csl.army.mil/AllPublications.aspx>

The Futures Seminar curriculum was organized to provide students a broad perspective of the challenges the Army will face through the next 10-25 years – both in the operational environment as well as the fiscal and political landscape – and provide texture to the Army’s Strategic Planning Guidance. The broad lesson topics were:

- Lesson 1: Course Introduction – Maintaining Strategic Hegemony
- Lesson 2: Understanding Transition – Seeing Where We are Going by Knowing Where we Have Been
- Lesson 3: The Operational Environment over the Coming Decades

- Lesson 4: The Army Requirements in 2030 – Future Army Concepts, Policies and Strategies
- Lesson 5: Army Budget Outlook and Impacts over the next 10-15 years
- Lesson 6: Current and [Probable] Future War Plans
- Lesson 7: Strategic Transformation Choices: AC/RC Force Composition and Missions
- Lesson 8: Army Future Force Structure and Future Warfighting Capabilities
- Lesson 9: Unified Quest – A look at 2025 and Beyond
- Lesson 10: Student Recommendations

The 17 students who participated in the Futures Seminar were a true cross-section. Active Duty, Army Reserve, Army National Guard and Department of the Army Civilians – the class was well represented across all segments and greatly benefited from the diversity of ideas as well as experiences. But all the students did share one common belief – that as the Army once again stands at a transition point, now is the time for honest introspection and bold ideas.

The student papers in the compendium represent 17 different recommendations by 17 different Army War College students. In their writing they look to add one small bit of perspective to one small piece of the very large question, “What kind of Army will we need in 2025 and beyond?” Are these recommendations good ones? YES! They are as good as any other recommendation – and FAR BETTER than no recommendation at all. At the very least they have added to the professional discourse on serious Army matters.

Predicting the needs of the Army 10-25 years into the future is risky, tough business. As Colonel Richard H. Witherspoon wrote in his Foreword to the original 1997 *Army After Next Project Compendium*, “This is a difficult task with no know “Right” or “Wrong” markers. These students have hit the mark.

## Joint Land, Air and Sea Strategic Exercise Program Concludes 32<sup>nd</sup> Year with Largest Class

**CDR Ed “Cliffy” Zukowski**

*Director of Naval Operations, CSLD*

The Joint Land, Air and Sea Strategic Exercise (JLASS-EX) completed its 32<sup>nd</sup> year of strategic wargaming. JLASS-EX is the only wargame that is conducted jointly between all Senior Service Colleges (SSCs) and engages the students in a “world in crisis” set 10 years in the future. Over 150 students from the U.S. Army War College, Naval War College, Air War College, Marine Corps War College, National War College, and National Intelligence University, completed a 6-month long, two-phase exercise. Students role play senior members of all U.S. Combatant Commands, the Joint Staff, National Security Council, Department of Homeland Security, and Department of State.

JLASS-EX is unique in that the students determine how the wargame will progress through the policies and decisions made by each staff. The faculty teams from each war college adjudicate student decisions, and students see the results in a changed world. There is no set script or pre-planned events, only a framework of the world set at the beginning of the exercise. The only non-student role is that of the President of the United States.

The JLASS-EX elective offered at the U.S. Army War College had among the largest participation of any elective offered. 45 students from all four military services, two civilians, and 24 International Fellows (IFs) from 22 different countries participated this past academic year. The IFs serve the program in two very important ways. First, they add differing perspectives when analyzing crises encountered. These differing perspectives promote in-depth discussions between U.S. students and IFs. Ultimately all students are challenged in their strategic thought and

consider all perspectives when making decisions. Secondly, International Fellows bring an understanding of their homeland that one cannot get from academic study alone. Understanding culture, views on state relations, public and private views of the United States all add to the richness of learning offered by JLASS-EX.

The course is open to all students in the resident course and prior assignments on strategic staffs is not necessary. Student selection is carefully crafted to ensure a variety of differing experiences and perspectives. JLASS-EX elective is introduced to the student body early in the academic year. Selection of students is made by mid-October and the course begins in December. From December through the end of March JLASS-EX is conducted distributively between all war colleges. In early April all students and faculty converge on Maxwell Air Force Base, Montgomery, Alabama for 5 days of collective training. The LeMay Center Wargaming Institute runs the support program for student interaction and hosts the collective training event.

The U.S. Army War College students play the roles of Department of Homeland Security (DHS) Secretary and staff, the Joint Staff (JS) Chairman and staff, U.S. European Command (EUCOM) Commander and staff, and U.S. Africa Command (AFRICOM) Commander and staff. Only the lead positions of each staff are determined during student selection. The remaining staff positions are decided upon by each staff with advisement by their faculty. During game play each staff member will have unique tasks based on their role (i.e., operations, intelligence, political-military, etc.). These tasks are typically collaborated on with other classmates and faculty to develop critical strategic thinking.

The initial scenario provided for the wargame ensures that each staff must work with other staffs to accomplish their respective issues. Interaction between students from other war colleges via e-mail, video teleconference,

or phone calls highlights how personal interactions drive real-world issues. Students must work collectively to solve problems but ultimately have an area of responsibility for which they are held accountable. Depending on the individual personalities of the students assigned to each staff, game play is, more often than not, very dynamic. Faculty and support staff are continually communicating with each other to ensure that the wargame flows smoothly and educational objectives are met.

In the end students walk away from this experience having put into action those concepts and theories studied in the classroom. JLASS-EX’s track record is proven and the faculty and support staff at each SSC work year-round to improve the program and continue its legacy. To date over 70 JLASS-EX alumni have earned General and Flag Officer rank including the current Chairman of the Joint Chiefs of Staff General Martin Dempsey. JLASS-EX provides the vehicle for senior officers to develop the skills required to operate at the strategic level.

— CSLD —

### Strengthening the Professionalism of the Burkina Faso Armed Forces: Building a National Military Strategy

**Professors Bernard F. Griffard and Bert B. Tussing**

*Center for Strategic Leadership and Development*

Following the widespread unrest and mutinies by the Burkinabe military in the spring of 2011, there was a concerted initiative by the Burkina Faso government to professionalize the armed forces. In May 2014, a USAWC team consisting of Professor Bernard F. Griffard and Professor Bert B. Tussing traveled to Ouagadougou, Burkina Faso to support this initiative. This event was the final workshop of a three-phase strategic build in which the USAWC engaged with senior defense officials in

Burkina Faso to facilitate and mentor the Burkinabe Defense Staff. In February 2013, the initial event introduced the development of a Military Strategy Review Process. The second phase was conducted in June 2013. It followed up on the interim preparations accomplished by the Burkinabe Defense Staff and progressed to the development of the military objectives (ENDS) identified in support of vital, important, and peripheral national interests. To support these ENDS, the participants then developed supporting strategic concepts (WAYS) for each military objective in support of vital national interests. This third workshop's methodology assisted the Burkinabe general staff in determining the necessary resources (MEANS) required to meet identified requirements.

The Burkinabe's grasped the strategic planning processes necessary to develop a national military strategy (NMS) that supports the national interests of the country. Most importantly, they understand that not all solutions require the application of the military element of power. To bring the project to fruition, the Burkinabe G3 was identified as the lead agency for finalization of the NMS White Paper. They have requested that the Chief, Office of Security

Cooperation, U.S. Embassy, arrange for the USAWC team to return in one year's time to assist in vetting the final draft product.

An important part of the learning process is the realization that resource constraints and the influence of competing stakeholders will result in force and equipment modernization initiatives taking longer to achieve than currently desired. In addition, the disciplining of the Burkinabe budget process must be a major priority. Establishing a workable planning, programming, budgeting, and execution cycle must take place in order to maintain a feasible modernization timeline.

As the process moves forward over the next year, continued interest from the country team in the development of the NMS White Paper is essential in maintaining project momentum and in meeting the self-imposed one year completion time.

With the completion of the white paper it is the goal of the Burkinabe government to make the Military a respected institution by the citizens of Burkina Faso through the promotion of civil-military actions that enhance national unity and brotherhood, and instill the culture of civic duty within the Military at every level of training and professional

military education. It is hoped that the national military strategy will become a force to promote a democratic culture within the armed forces that guarantees its political neutrality and its submission to legitimate authority. It will direct that the armed forces provide training pertaining to human rights and democratic values at each level of command.

The participation of Burkinabe ground forces in the operations in Operation SERVAL in Mali, and in UN Peacekeeping Operations has provided a heightened sense of pride and partnership in the Burkinabe military. As challenging as it is for them to equip and support a deployed force, their level of success has given them a taste of what a professional force should be able to accomplish, and they are in search of the support and resources to progress further. A relatively small investment in training and professional military education for Burkina Faso and other West African countries could provide a more than acceptable return on investment in the current climate of success.

The USAWC is working closely with U.S. Africa Command and U.S. Army Africa to share the lessons learned from the Burkina Faso experience with other nations on the African continent.

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