

STATEMENT BY

MG ROBERT M. WILLIAMS

COMMANDANT

U.S. ARMY WAR COLLEGE

BEFORE

OVERSIGHT & INVESTIGATIONS SUBCOMMITTEE

HOUSE ARMED SERVICES COMMITTEE

THE UNITED STATES HOUSE OF REPRESENTATIVES

FIRST SESSION, 111TH CONGRESS

JUNE 4, 2009

NOT FOR PUBLICATION

UNTIL RELEASED BY

THE HOUSE ARMED SERVICES COMMITTEE

## **Introduction**

My name is Major General Bob Williams. I am the Commandant of the U.S. Army War College at Carlisle Barracks, PA. I am a Soldier who has had the good fortune of being associated with the education and training of Cadets and Soldiers for more than 34 years. I taught Philosophy and English as an instructor and assistant professor at West Point for three years, and I have also served as the Commander of two of the Army's premier Combat Training Centers, as well as the Armor School and Center. In addition to those education and training jobs, I have had the great privilege of serving in the operational Army, both in peace and in war.

I am convinced that the War College I command is an invaluable asset to the Army and the nation. Our Senior Level College Program is the primary focus of the Army War College and is the best known of our programs. Students attend the Army War College only after extensive and highly successful performance at the direct and organizational levels of leadership. While a small number may have worked within the strategic arena, most of our students are in an unfamiliar environment at the strategic level where the problems and challenges they will face are less structured and certain than the conditions they have previously experienced.

My comments include: Mission, Vision, curriculum of the resident and distance programs, faculty, students, and assessment, as well as the specified areas of interest given to us by the committee,

## **Mission of the U.S. Army War College**

As the Army's ultimate professional development institution, the mission of the U.S. Army War College (USAWC) is to:

Prepare selected military, civilian, and international leaders for the responsibilities of strategic leadership in a joint, interagency, intergovernmental, and multinational environment.

Four core competencies are inherent in our mission:

- Educate current and future leaders on the development and employment of landpower;
- Support the operational and institutional force;
- Conduct research and publish to inform thought on national security and military strategy;
- Support the Army's strategic communication efforts.

## **Vision:**

My vision to help realize the unique contribution of the United States Army War College is to focus all of our assets toward maintaining a balanced approach to the demands of landpower in an evolving strategic landscape. To do this, we must maintain a highly diverse mix of credible faculty that encompasses the educational spectrum we teach. We also must incorporate increased numbers of interagency and international students. Our institution must also effectively communicate understanding on how to operate in strategic security environments and deal effectively with complex, unstructured problems when the application of landpower is a policy option. Finally, we must continue to be responsive to the needs of the force in the field through the use of subject matter experts, timely support to Major Army Commands, the Department of the Army, and the larger national security community.

## **Curriculum**

Our curriculum is distinct from other Senior Service Colleges by its focus on landpower in the context of the joint, interagency, intergovernmental, and multinational environments.

First, and foremost, our program must satisfy the criteria for awarding the Army's Senior Level College designation and the standards specified for Joint Professional Military Education Phase II (JPME II). In addition, we also must meet the broad academic expectations for a Master of Strategic Studies degree. We also must meet the current and anticipated needs of Major Army Commands and Combatant Commanders of unified commands around the world, as well as a variety of leader and staff positions in other agencies, militaries, and staffs. In so doing, our curriculum must help students identify, acquire, examine, evaluate, and synthesize the knowledge, skills, and competencies required by current and emerging trends in strategic leadership, international and national security affairs, and the profession of arms. In this regard, we are like other professional schools, such as business, education, or law in preparing our students for successfully in meeting the challenges confronting their professions and applying professional accreditation standards.

The nature of strategic studies and its practice influences the nature and implementation of the curriculum. On the one hand, the body of knowledge must address theoretical elements such as leadership, international and national political systems, international relations theory, social and economic issues, the nature of warfare, the classical strategists, and the profession of arms to prepare graduates for the environment they will encounter as they ascend to senior leadership positions. On the other hand, the curriculum must offer students practical applications of strategic leadership, policy and strategy formulation, and the implementation of policy, strategy, and plans for the environment and

positions they will confront immediately following graduation. These points are important, as students will assess and evaluate current strategic leadership, U.S. security and defense issues, policies, strategies, and planning as an integral part of their program of studies to prepare for both the near and long terms.

We consider this bifurcation to be complementary as opposed to contradictory. On graduation, students assume key subordinate positions in support of military and political leadership, applying their education and continuing their learning. Successful performance in this new realm will require students to break some old habits, hone existing critical skills, and develop new competencies. To succeed in the strategic environment will require these future senior leaders to think differently than they have in the past. To that end, and regardless of program, our curricula are designed to produce graduates who can:

- Distinguish the uniqueness of strategic level leadership and apply competencies required by strategic leaders;
- Use strategic thought processes to evaluate the national security challenges and opportunities facing the United States in the 21st Century;
- Evaluate the theory of war and strategy;
- Evaluate DOD, joint, interagency, intergovernmental, multinational, and NGO processes and relationships, including Army contributions to the nation in peace and war;
- Evaluate the role of landpower in joint, interagency, intergovernmental, and multinational operations;
- Synthesize theater strategies, estimates, and campaign plans to employ military power in a unified, joint, multinational and interagency environment;
- Synthesize critical elements, enablers, and processes that define the strategic environment in peace and war; and
- Study and confer on the American military profession and guide its future direction.

To help students achieve these institutional learning objectives, our strategic studies program is built around the concept of mastering the strategic art, which we define as:

"The skillful formulation, coordination, and application of ends (objectives), ways (courses of action), and means (supporting resources) to promote and defend the national interests."

Our educational offerings lay the foundation for strategic mastery, but its accomplishment is a lifelong enterprise in which graduates continue to study, practice, and improve their mastery. Mastering the strategic art encompasses three general areas of expertise: strategic leader, strategic theorist, and strategic practitioner. Each area of study requires knowledge, competencies, and skills

that graduates must have if they are to maximize their potential in service to their organizations and nations.

Identifying these essential qualities is only a first step. Within the curriculum, we help students in their transition from direct and organizational leadership skills to strategic level leadership competencies, to include the ability to distinguish between the nature of leadership and management in a strategic environment. In the latter case, the curriculum provides students with the skills needed to create or sustain value-based ethical behavior, decision-making, and cultures within organizations.

Senior leaders must be grounded in strategic theory. They must have the ability to evaluate today's emerging complex interdependent and dynamic international system, understand the interrelationship between the domestic and international environments, formulate and assess competing policies and strategies for securing national security objectives, understand the national security decision-making process, and articulate and integrate the role of military power as one of several instruments of power in recommending and securing national objectives. Strategic thinking requires creativity, as well as discipline, in grappling with the complex matters of policy, strategy, peace, and war.

In addition, a significant portion of the curriculum addresses the more specific skills needed by strategic practitioners in the military. Our curriculum helps students understand and apply the adaptive planning process involved in translating national and theater strategic guidance into theater strategies, campaign plans, theater security cooperation, and contingency plans. Equally important, this part of the curriculum addresses the students' abilities to assess the responsibilities, capabilities, and limitations of each Service in supporting unified Combatant Commanders as they develop and execute theater plans in support of national military strategy.

Successful warfighting and other military operations do not occur without well-trained, properly-equipped, and doctrinally-sound forces. The development, training, resourcing, equipping, and sustaining of U.S. military forces relates to important warfighting competencies. To that end, our curriculum focuses on providing students with the ability to analyze the roles of the President and the Secretary of Defense, the Department of Defense, the Military Departments, the Joint Staff, the Combatant Commanders, and Congress in resourcing and implementing the national military strategy.

Key themes are woven throughout the curriculum. History, ethics, strategic vision, human dimensions of strategic leadership, and jointness are "enduring themes" that permeate the curriculum and are embedded in lesson outlines and discussions. Special themes are pursued on an annual basis to link the curriculum and mission with more contemporary themes of interest such as strategic communication and irregular warfare. Additionally, the Commandant

focuses student interest on the Commandant's Lecture Series each year. Each of these "themes" links curricula and mission by emphasizing key issues facing the profession and providing a frame of reference for students to mature within their profession.

The Electives Program supplements subjects taught in the core curriculum. Students have the opportunity to gain in-depth knowledge of specific subjects and issues related to senior leader development, joint and multinational planning and operations, theater warfare, coordination of interagency operations, and strategic studies and analysis. Electives also broaden individual perspectives and exercise the strategic thought processes, as well as prepare students for future assignments in the strategic environment where volatility, complexity, ambiguity, and uncertainty are the norm.

Throughout the students' academic experience, we offer Special and Complementary Programs. While not part of the core body of knowledge, these programs contribute to the professional and personal development of senior leaders. "Special Programs" enhance academic development and students may receive elective credit for these programs. These include: Advanced Strategic Art Program, National Security Policy Program, Eisenhower College Series Program, the Joint Warfighting Advanced Studies Program, and the Joint Land-Aerospace-Sea Simulation war game. While not for academic credit, "Complementary Programs," such as Executive Development and Assessment Military History, and Military Family programs, enhance individual skills, while providing a better personal, as well as professional, balance in our students' lives. Together, the Special and Complementary Programs add breadth and depth to the students' core body of knowledge and practice of the profession, as well as enhance the overall quality of the educational experience and campus life. Distance Education students have similar, if more limited, opportunities.

The sum of all of the elements outlined above constitutes the body of knowledge presented at the USAWC. The curriculum offers students the opportunity to learn and master skills that will help them become effective masters of the strategic art. As befits a professional degree program, the body of knowledge contained in our curriculum combines academic and professional education to prepare graduates for the demands of the strategic environment they will face for the remainder of their careers.

Both the Resident and Distance Education programs adhere to this paradigm, although the delivery systems are different. The Resident Education Program is a ten-month course of study, while the Distance Education Program is taught over two years and includes two two-week-long resident courses. Successful completion of either program leads to the award of a U.S. Army War College Diploma and, for qualified graduates, the Master of Strategic Studies Degree. By law, Resident Education Program graduates receive JPME II credit, while Distance Education Program graduates receive JPME I credit.



## **Resident Education Program**

The Resident Education Program consists of six core courses (Strategic Thinking, Theory of War and Strategy, Strategic Leadership, National Security Policy and Strategy, Theater Strategy and Campaigning, Joint Processes and Landpower Development), the Strategic Decision Making Exercise (a six-day comprehensive capstone exercise), five elective courses (one of which must be a Regional Studies elective), and the National Security Seminar. Each student also must complete a Strategy Research Project.

## **Distance Education Program**

The Distance Education Program consists of a series of ten on-line courses (Strategic Leadership; International Relations and the Use of Power; National Security Policy and Strategy; War and Military Strategy; Regional Issues and Interests; DOD Organization, Planning, and Strategy; Theater Operations; Campaign Planning and Operational Art; Irregular Operations and Homeland Security; and Contemporary Military Issues) and two, two-week resident courses, taken over a two-year period. The program is comparable to the Resident Education Program and utilizes the same institutional learning objectives.

## **Specified Curricular Issues**

While the entire curriculum is directed at preparing students for the responsibilities of strategic leadership, with emphasis on the strategic art, the Committee requested responses on several specific elements of the curriculum. The Resident Education Program will be the basis for the discussion that follows

## **Strategy**

As indicated earlier, the study of strategy is a central aspect of the curriculum throughout the academic year. The study of strategy begins with the course on the Theory of War and Strategy, designed to produce senior officers and leaders who understand the theory and nature of war and conflict, and who can evaluate the relationships between warfare and the complex, interdependent contemporary strategic environment. It also seeks to produce senior officers and leaders conversant in strategic theory.

The course offers a model for understanding strategy as the calculated relationship among objectives (ends), concepts (ways) and resources (means). The model also requires students to comprehend the nature of strategic risk and provides them techniques for evaluating strategies. Students also examine how strategists consider broad questions about the nature of strategy such as the purpose of war and how war should be fought and won. An informed



understanding of these elements also requires students to study factors that influence strategy formulation, including international law and legitimacy

These foundational topics are followed by an in-depth study of war and strategy, with particular emphasis on how to conduct war. This study begins with an examination of classics such as Carl von Clausewitz's *On War* and Sun Tzu's ancient text, *The Art of War*. By grappling with these works, students come to understand the nature and characteristics of war. The curriculum also exposes them to a broad range of theorists and strategists who have examined warfare and strategy within the context of a variety of domains (for example, land, sea and aerospace). The course also addresses nuclear, limited, and irregular war, as well as forms of conflict and political violence such as insurgencies and terrorism. Theory is supported by the study of historical examples that demonstrate the practical application of the theory to conflict. This ability to "think in time" and to analyze and assess the strategy of past conflicts is essential to their progress as strategic thinkers. Study of these theorists and strategists enhances students' ability to skillfully practice the art of strategy making and implementation.

The National Security Policy and Strategy course provides students with a framework for logically considering and organizing the process of strategy formulation. Because policy flows from the political process and is derived from our nation's enduring beliefs, ethics and values, the course provides broad strategic guidance for political and military leaders and articulates national interests in the context of the strategic environment. The course requires students to understand the actors, both domestic and international, who influence strategy formulation, the policymaking and strategy formulation process, and ultimately, connects this process to the framework they learned in the previous course: the calculated relationship among ends, ways and means, considering risk, as well as the tests of an effective strategy. To underscore these learning objectives, the students review historical case studies, such as the formulation of NSC-68 during the Truman administration, and current national strategy documents, such as the National Security Strategy. The course ends with a capstone exercise in which the students devise a regional security strategy as part of an interagency task force at the national level.

Building on previous courses, Theater Strategy and Campaigning examines strategy formulation and implementation at the theater level. The course focuses on theater strategic level and Combatant Commands, particularly, the fundamentals of theater warfare and design of a theater strategy and campaign plan. It provides the doctrinal basis for employment of national elements of power with an emphasis on military capabilities. The course also addresses Campaign Design; the need for commanders to frame a problem and provide a vision for subordinates; courses of action development, war-gaming and selection; strategic concept; and concept of operations.

Using a realistic future scenario, students complete a series of practical exercises that result in a Combatant Commander's concept of operation. The exercises require students to apply full spectrum operations (offensive, defensive, and stability operations) along the spectrum of conflict. The scenario includes a complex variety of operational themes (e.g., conventional war, insurgency, irregular warfare, and peace operations) that force students to identify the critical transition points, and plan accordingly. The scenario and exercises also require students to apply Joint and Service doctrine.

## **Military History**

History, one of our enduring themes, underpins the curriculum. Our faculty uses history to provide depth, breadth and perspective to lessons in both the core and electives programs. We also strive to instill a sense of "historical-mindedness" in our students. As part of that effort, an historian is assigned to seminar teaching teams for the resident seminars.

History (including biographies, case studies, historical examples, and staff rides) is infused throughout the six core courses. Strategic Thinking includes a lesson entitled "The Uses of History" to make the point that history will be used repeatedly throughout the year to illuminate theories, illustrate concepts, and demonstrate ideas. The Gettysburg staff ride, which follows, demonstrates how history can be used to discuss the use of military operations to secure political objectives, as well as offer insights on aspects of command, leadership, and management. History features prominently in our Theory of War and Strategy course, which includes discussions and readings that span history from the Peloponnesian Wars to 9/11 and lessons on topics that span from insurgencies and terrorism to conventional war and weapons of mass destruction. Our National Security Policy and Strategy course makes abundant use of history to provide a context and perspective for discussions relating to the development and application of the National Security Strategy and the National Military Strategy. Historical examples illustrate the underpinnings of current joint and service doctrinal concepts in our Theater Strategy and Campaigning course.

More than two dozen (25) courses offered in our Electives Program use history in varying degrees of emphasis to support learning. Courses include "War in the Ancient World," "Men in Battle: The Human Dimension of Warfare," "The European Campaign of 1944-1945," and "American Indian Wars: Strategic Fundamentals of Asymmetric Cultural Warfare."

## **Irregular Warfare**

To prepare our future strategic leaders to meet the needs of our nation from a global perspective, we educate for an uncertain future. Specifically, we devote a significant portion of our curriculum to developing the skills necessary to gain an in-depth understanding of a complex problem prior to recommending a

solution. Irregular Warfare and its components represent a major portion of this endeavor. Upon graduation, our students will be able to recognize the inter-related characteristics of strategic problems and apply comprehensive, “whole-of-government” solutions to resolve them.

First, we grow students’ perspectives from a tactical to a strategic mindset by challenging and refocusing their viewpoints from singular to multiple. From an Irregular Warfare perspective, we provide students an appreciation for the complexity of the relationships between multiple state and non-state actors and the impact of those relationships on the strategic problem. Promoting a broad-based, strategic leadership perspective for students offers insights on interactions and introduces students to the requirement for practitioners to think and act at the joint, interagency, intergovernmental, and multinational level. Trust, highly developed interpersonal skills, and a willingness to collaborate create the synergistic effects necessary to achieve results in an irregular conflict.

We continue the foundation-building process by introducing the theory, characteristics, and the nature of warfare in order to define key components of conflict among state and non-state actors. Insurgency theories and theorists (e.g. Mao Tse Tung, Che Guevara, and urban warfare) and counterinsurgency theories (e.g. French, British, and U.S.) specifically enhance students’ Irregular Warfare perspectives. In addition, emerging theories of terrorism as a strategy, compared to its classic use as a tactic, create a broader understanding of the complexity of the Irregular Warfare challenge. Counterterrorism theory completes the strategic-level curriculum in preparation for future strategy and campaign development.

Next, we delve into the concepts and theory behind national security policy and strategy to gain a greater understanding of the various “whole-of-government,” non-governmental, and neutral actors’ perspectives on national security issues. This balanced study of the diplomatic, informational, military, and economic elements of national power provides the students an appreciation of their interconnected nature relative to traditional or irregular conflict. In addition, this course provides students the strategic perspective necessary to approach and help resolve the problems challenging our nation’s values, security, and the stated objectives of our National Security Strategy. Numerous discussions of irregular warfare related topics permeate seminar dialogue.

These earlier foundation courses prepare students for the theater-level strategy and campaigning course encompassing traditional, irregular, and hybrid campaign concepts. This course places special emphasis on the unified command level to frame the problem and scope the solution. This course specifically emphasizes the development of a properly-sized, synchronized, and resourced Irregular Warfare strategy to prevent an adversary from gaining power and influence over the target population while sustaining the support of the legitimate government. Embedded exercises within this course highlight the

complexity of problems and the need to apply joint, interagency, intergovernmental, and multinational solutions.

The culminating Strategic Decision-Making Exercise challenges students to perform in at least two different strategic roles. Each student makes critical decisions and/or recommendations related to the global security environment, both traditional and irregular in nature, in a time-compressed and resource-constrained setting. Unique to this dynamic exercise is the free-play aspect of the scenario requiring students to apply the skills developed in the classroom in an interagency and intergovernmental environment. Finally, the students develop an understanding of the need to measure risk, build coalitions, and negotiate solutions to complex problems.

Finally, two separate elective periods offer students multiple opportunities to select from over 15 courses to further their understanding of irregular warfare within a national security context. Each student also must complete a regional study elective to amplify his or her understanding of a specific region of the globe. The presence of International Fellows within each regional study elective adds credibility and transparency to the topics of discussion. Nearly every regional elective contains a reference to an ongoing irregular warfare campaign or specific Theater Security Cooperation activities designed to prevent the development of an insurgency or small-scale conflict.

We leverage the US Army Peacekeeping and Stability Operations Institute (PKSOI) collocated at Carlisle Barracks. PKSOI senior staff members affiliate with each seminar, providing a dedicated, one-on-one resource for adult learning. In addition, peacekeeping institute experts assist faculty members with cutting-edge doctrine, publications, and course development recommendations throughout the academic year. These experts also host “noon-time” lectures and act as Strategy Research Project advisors.

## **Cultural Awareness**

We approach the topic of “culture” broadly and strategically. Our goal is for students to possess a sophisticated appreciation for the cultural dimensions of strategy and policy formulation, implementation, and outcome. To that end, we provide them with a mental framework to conduct that inquiry in an intellectually rigorous manner. We, therefore, do not “train” strategic leaders on cultural skills such as cultural do’s and don’ts, but educate them on how to think strategically about culture’s intersection with national security.

In our efforts, we address three distinct areas. The first concerns cultural dimensions at the individual level. This includes leadership, management and interpersonal relations such as negotiations. The second area covers cultural factors that operate in and affect military operations from tactical to the theater level. This includes from military and organizational culture to doctrine, training

philosophy, leadership philosophy, and tactics and campaign design principles, as well as approaches to coalition operations. The third area concerns the cultural dimensions of strategy and policy formulation, implementation and outcome, or how cultural factors can affect the highest levels of strategy (grand strategy, national strategy) and policy. To ensure comprehensive coverage of cultural awareness at the senior leadership level, each of our three residential teaching departments oversees one of the three areas. The Department of Distance Education covers all three areas during their two-year program.

Because of the importance of this topic within the current operating environment and specific JPME emphasis, our efforts focus on culture as a fundamental strategic thinking precept that practitioners must always consider. Specifically, at the level where strategy and policy are concerned (e.g. a nation-state), cultural factors dominate. It is thus an imperative that strategy and policy formulation, the way plans are implemented, and the outcome to be expected must consider cultural dimensions.

To assist in understanding these critical linkages, the initial core course, Strategic Thinking, introduces a general consideration of culture, as well as a detailed analytical framework about the cultural dimensions of strategy and policy. The framework consists of three cultural dimensions: identity, political culture, and resilience that we believe are the most pertinent cultural factors affecting policy and strategy formulation, implementation and outcome. Identity refers to the basis for defining identity and its linkage to interests. Political culture refers to the structure of power and decision making and includes political structure and strategic culture. Resilience is the capacity or ability of a society to resist, adapt or succumb to external forces. Continuously evolving, the Analytical Cultural Framework for Strategy and Policy informs the remainder of the academic curriculum. The framework also forms the foundational framework for the six regional studies courses, one of which every student must take.

The framework is not a how-to manual, but simply one way to consider cultural factors. Rather, the framework provides a way to get at the complex issue of how culture figures into strategic and political behavior. The students are encouraged to explore beyond the framework to achieve a level of comprehension and usefulness that works for them. We begin the educational process by applying the framework to the United States. This provides the necessary real life example that students can readily comprehend to understand the utility and importance of cultural considerations. Furthermore, it helps them to be more conscious of how American culture affects our strategy and policy by understanding how American sense of purpose, core values and national interests derive from American culture.

In addition to our curricular coverage, 40+ International Fellows (~15 % of the student body) attend our College annually. In addition to daily participation in seminar, International Fellows present a series of regional panels that offer

insights into their region and sub-region. These panels provide a collective briefing to discuss their region's/sub-region's greatest concerns. Panelists offer broad subject matter that encompasses social, economic, environmental, and cultural issues, as well security issues. The panels are open to the entire College community. They are also broadcast, recorded and web streamed in order to attain the widest coverage and largest audience.

## **Faculty**

In operational parlance, our faculty comprises what the great German philosopher of war, Carl von Clausewitz, termed the center of gravity—"the hub of all power and movement on which everything depends."

The experience and diversity (academic diversity as well as the more traditional dimensions of diversity) of our faculty compete favorably with graduate-level faculties of most American academic institutions. The faculty represents a merger of the best elements of two disparate cultures: the military officer and the academic professor. Military faculty members possess wide-ranging specialties and 22-30 years of professional expertise. To have been successful, all military officers also must have been life-long informal teachers. Civilian faculty members possess records of outstanding performance, a variety of terminal degrees, subject matter expertise, and academic credentials. Many are published authors in their field and have extensive research expertise. The melding of these two cultures forms a truly synergistic faculty that is more powerful than either of its parts.

The curriculum requires a blend of generalists and specialists in their area of expertise capable of articulating their life experiences coupled with the programmed curriculum onto the teaching platform. The breadth of subjects taught transcends the knowledge or experience of any one faculty member and requires numerous hours of research and preparation for new faculty members.

### **Recruiting:**

The Dean, Department Chairmen, Directors of Centers and Institutes and the Chief of Staff are major participants in the recruitment effort for all faculty members. The Commandant is personally involved in the final selection. Equally important, current faculty members identify potential faculty members from former students or from operational assignments.

Military faculty positions (usually colonel-level or equivalent) are nominative. As a minimum, Army officers must possess the specialized experience and knowledge required by our Department Chairs, be Senior Level College graduates, have a proven record of high potential for outstanding performance of duty, have earned a Master's Degree, and be approved by the Commandant for reassignment to the USAWC. Faculty from other Services are

expected to meet similar qualifications or, at minimum, the qualifications specified in the CJCS Officer Professional Military Education Policy.

Normally, recruitment begins a minimum of one year in advance of assignment. Each autumn, Department Chairmen identify personnel to the USAWC Chief of Staff to begin the nomination process. As a matter of policy, staff and faculty fills from the resident student class are minimized. We prefer that incoming faculty members have field experience as a graduate of a Senior Level College before taking a faculty position. The Commandant may grant exceptions.

Civilian faculty usually fall under the provisions of 10 USC 4021; therefore they are recruited under established personnel regulations and local policies. The authorities provided under 10 USC 4021 for the employment of civilian faculty are a real strength. They offer the ability to identify specific faculty requirements, flexibility in hiring searches, and competitive salary and benefits. Because such positions are term-limited appointments, the provisions allow us to adapt the faculty to meet the evolving demands of the contemporary operating environment on our curriculum. Term-limited appointments also allow us to retain only the very best of our faculty.

Small numbers of civilian visiting professors also are hired under the provisions of the Intergovernmental Personnel Act (IPA) to teach and/or participate in research studies. Appointments are normally for one year with a possible one-year extension. Limited numbers of faculty are contracted in accordance with government regulations.

## Composition

Faculty composition meets the standards set by law and the CJCS, Officer Professional Military Education Policy.

## Special Initiatives:

- Professor, USAWC. The Chief of Staff of the Army authorizes the USAWC to select two to three officers per year to pursue appropriate doctoral degrees to increase the academic credentials of military faculty members, enhance curriculum development, and to retain this expertise on the faculty. National-level searches ensure that only the most highly qualified individuals are selected. Principal responsibilities of Professor, USAWC include academic leadership, teaching, and scholarship. Specific duties include teaching core curriculum as well as electives, faculty development, service on faculty committees, service in leadership positions, participation in strategic communications activities, and research. These officers will return to Carlisle Barracks and normally serve on the faculty until their mandatory retirement date. We can have as many as 12 to 15 Professors, USAWC (roughly ten

percent of the College faculty) at any given time.

- **Tour Stabilization.** The Chief of Staff of the Army has approved twelve tour stabilized positions for Army faculty. As a general rule, tour stabilization is awarded only to uniformed faculty demonstrating extraordinary potential for long-term continued service to USAWC and the Army. Additionally, selected tour stabilization provides institutional continuity and sustained excellence in key educational leadership, management, and administrative positions. Usually, but not always, these positions are held by Professor, USAWC.

## **Students**

Our central academic focus is the education of leaders prepared to play key roles in the development and implementation of U.S. national security policy and strategy from the highest levels of government to the theater level. Graduates serve in key leadership and staff positions in the military and other governmental activities and are expected to understand the linkages among the elements of power at the national level, their strategic development by senior officials of the Defense Department, and the planning and conduct of warfare by theater Combatant Commanders. The requirements inherent in these responsibilities shape our student body.

Students are selected based on their past leadership and management record and, most importantly, for their potential to hold higher leadership and management positions. Such potential is key because the USAWC is a professional program dedicated through its stated mission to educate the future senior Army and Joint leadership. Because the majority of our students have already proven their academic capabilities, potential for future leadership rather than academic scores is a key selection criterion in this process.

Our students, the majority of whom are uniformed officers, are selected by their respective personnel commands through a central selection process. In short, a selection board reviews the prospective student's file to determine the individual's eligibility. All organizations adhere to "most highly qualified" selection processes that ensure that only the best members of the organization are selected. Within the Army, for example, only the top four to eight percent of a particular year group will be selected.

Each military Service has established criteria and a selection process for identifying students. The Army, for example, specifies in Army Regulation 350-1, Army Training and Leader Development that an Active Army, Army National Guard, or Army Reserve officer must be serving at Lieutenant Colonel or Colonel rank with at least 16 but not more than 25 years of military service completed at the starting date of this course. Military students must have completed the Army's Command and General Staff College or its Service equivalent and have an earned baccalaureate degree from an accredited college or university.



Eligible civilian students must be an employee of Department of the Army, Department of Defense or a closely allied branch of Government service in the grade of GS/GM-14 (equivalent) or above. Civilians are chosen by their individual personnel activities, based on past accomplishments and potential for executive level service. We also enroll students from the Department of State, National Security Agency, CIA, and other branches of government. In each case, the agency selects the student(s) from the list of applicants or nominees and we review the individuals selected.

For International Fellows, we receive a list of the countries selected for participation from Headquarters, Department of the Army based on nominations from the Geographic Combatant Commanders. To ensure regional diversity, each Geographic Combatant Command is normally given a proportional number of available seats. Each respective country selects their candidate(s). International Fellows are all uniformed officers of their armed forces.

#### Student Composition:

The majority of our students are Army officers (no more than 60 percent) selected from one of the three components of Active Army, Army Reserve, and Army National Guard. The Resident Education Program enrollment has the largest number of active duty students while the Distance Education Program attracts a larger number of reserve component officers from various branches of Service. The difference reflects the fact that many Reservist Component officers have full-time civilian careers in addition to their reserve component duties. Thus, many are not able to leave their civilian positions for the ten-month commitment required for the Resident Education Program.

Of 336 students in the resident portion of the Class of 2009, 238 possessed graduate degrees at the start of the year. Of that number, 213 held master's degrees, 13 had academic doctorates, and 12 had Juris Doctorates. The Distance Education Program Class of 2008 consisted of 276 students of whom 105 had master's degrees, 12 had academic doctorates, and 18 had Juris Doctorates.

Joint student composition meets the standards set by law and the Officer Professional Military Education Policy.

#### Beyond Joint Students

I would like very much to increase the number of students from within the Interagency. However, recent experience of interagency partners' inability to fill even limited numbers of student seats indicates that many civilian agencies within the US Government may not have sufficient staffing to allow for substantially increased numbers of students.

The Chief of Staff of the Army has directed us to double the number of International Fellows enrolled from 40 to 80 over the next four years. For Academic Year (AY) 10, we will enroll 50 International Fellows. Our plan is to enroll a total of 70 International Fellows in AY12 and 80 in AY13.

### **Balancing Continuity and Change**

Our faculty engages in an ongoing dialogue on the need for continuity and change, the *yin* and the *yang* of the curriculum. The goal is not the extreme of one versus the other, but finding an appropriate balance between the old and the new; what should remain constant and what must change.

For example, war has been and will remain an intellectual endeavor, fought between thinking and adaptive opponents. Thus, how to think, rather than what to think, must remain a key element of continuity for senior leaders. Clearly, what to do and how to do it matters tremendously, but the decision on what to do must be preceded by an accurate framing of the problem, thoughtful analysis of the conditions surrounding the issues, assessment of options, and an evaluation of the opportunities and risks inherent in those alternatives.

Similarly, the nature of war is little changed. Thus, classical strategists, such as Thucydides, Sun Tzu, and Clausewitz, have much to offer today's student of war. But the conduct of war, how the basic tenets of strategy are applied in the actual waging of war in the current operating environment, requires continuous adaptation. The curriculum, therefore, must address how effective senior leaders use these continuities to adapt to what Clausewitz referred to as the chameleon-like nature of war.

As ongoing operations in Iraq, Afghanistan, and elsewhere routinely underscore, warfare—the conduct of war—is always evolving. So too, therefore, must the curriculum. Thus, in recent years our primary warfighting course has evolved from a focus on Implementing National Military Strategy to Theater Strategy and Campaigning. At the same time, the course evolved from a focus on crisis action planning and the military decision-making process to the concept of adaptive planning, and we have been on the leading edge of the concepts inherent in Commander's Assessment and Campaign Design.

At the same time, as more modern strategists like Mao, Bernard Brodie, Thomas Schelling, or Colin Gray serve to remind us, strategic thought is not static. New strategies have and will continue to emerge from the specific contexts of their time. We must, therefore, remain alert for their emergence and diligent in introducing our students to these new and potentially disruptive changes. Even though some of these emerging concepts will fall by the wayside, we can ill-afford to neglect them until their utility has been proved or disproved.

In a similar vein, the basic tenets of senior level leadership, of leading and managing change in large, complex organizations are similarly well-known: know yourself, create a vision, understand the current and future environment, and be able to build consensus among diverse individuals, groups, and cultures, all the while fostering an ethical climate throughout the organization. But applying these skills under the specific conditions of a given time is an art that requires an adaptable curriculum that is open to new concepts and practices.

Likewise, the United States has enduring values and interests. But how to promote those values and secure those interests will necessarily change according to the specific circumstances facing our leaders at a particular point in time. Thus, we expose our students to the current versions of key policy and strategy documents, such as the National Security Strategy, National Defense Strategy, and National Military Strategy, while underscoring the key continuities that guide and shape them.

Similarly, the DOD has a long-standing framework for strategic planning, resourcing, and force management processes. The details within each of those processes and, particularly, the policies that guide them evolve--sometimes significantly—over time. The perennial question is not guns or butter, but how much of each can the nation sustain given the specific security conditions of the time. This argues for specific lessons to evolve to fit those conditions.

### **Balancing Contact Time and Time for Reflection**

We continuously struggle with balancing the amount of time devoted to seminar learning versus the amount of time out of class available for research, reflection, and synthesis. Our curriculum model strives to limit contact time (exclusive of exercises) to no more than 15 hours per week. However, curriculum demands driven by expanding requirements in the CJCS Officer Professional Military Education Policy, a growing number and complexity of Joint Professional Military Education Special Areas of Emphasis, and Army training requirements strain our ability to hold to 15 hours per week. These demands are compounded by the desires of senior civilian and military leaders to address our students, and the vital relevance of these senior leaders to our students.

To address the number of required and desired topics in the depth necessary for sophisticated understanding required at the senior level takes time. However, that time cannot be solely time spent in the lecture hall or seminar room. Students must be given the time necessary to reflect and synthesize ideas. These twin demands require us to continuously reassess the amount of time available to each activity. These are always spirited discussions. As demands for adding material to the curriculum—regardless of source—increase, so, too, will these internal debates sharpen in intensity.

These deliberations are influenced, in turn, by the continuous and frequently contentious debate over breadth versus depth in the curriculum. While both are reasonable philosophical approaches to curriculum development and delivery, Professional Military Education must avoid both extremes: knowing almost nothing about everything or knowing everything about nothing. But, achieving an appropriate balance between the two poles frequently requires hard decisions about the amount of time devoted to particular subjects. For example, in responding to new JPME II requirements in developing the curriculum for AY 06, we extended the amount of time devoted to core curriculum by five weeks. This increase came at the cost of reducing elective offerings from eight to five.

Demands for adding material to the curriculum are not likely to decrease in the near or long term. On the positive side, many see the USAWC as a possible solution to many of the challenges facing the military, in general, or the Army, in particular. On a less positive note, the accumulation of these demands runs the risk of diverting us from an education to a training institution.

### **Student Assessment**

The faculty has the ultimate responsibility for evaluating student grasp of learning objectives and student progress towards graduation requirements. The faculty's challenge is to provide an appropriate environment, resources, and direction for learning. The intent is to design and administer student academic requirements that enhance the learning process as well as to provide comprehensive and useful feedback to the student on those requirements. To those ends, our assessment objectives are to:

- Improve student learning;
- Provide timely, useful feedback to students;
- Measure student achievement against USAWC standards;
- Enhance the curriculum development process;
- Promote consistency in the evaluation of graduation requirements; and
- Provide student management and academic record keeping.

Our educational offerings coupled with the methods of instruction employed meet the requirements of graduate-level academic rigor. Through extensive seminar participation, oral presentations, written work, and role-playing exercises, the students in the Resident and Distance Education Programs are continuously evaluated on their ability to synthesize the knowledge, concepts, skills, competencies, and attributes of strategic leaders. Seminar dialogue, in particular, complements, reinforces, and stimulates learning, as students face the challenge of submitting their ideas for critical seminar group appraisal and discussion by their peers.

Student performance is measured against lesson and course objectives using a variety of techniques. While some distinctions in evaluation remain

between the Resident and Distance Education Programs, advances in online capabilities and required on-campus courses for distance learning students minimize these differences. Both programs stipulate written evaluative requirements that measure how well the course objectives are achieved. By methodology, the Resident Education Program relies more heavily on verbal contributions and presentations, and the Distance Education Program also evaluates student achievements in this manner while in resident courses.

Within the Distance Education Program, a former reliance on individual writing requirements has evolved to be part of a more varied and integrated learning process that includes online activities such as threaded discussions, a highly structured simulation, and informal student-to-student discussions, in addition to the intensive lecture, exercise, and seminar experience of the two summer resident courses. These innovations encourage students in educating themselves in “how to think” as opposed to knowledge based on “what to think.” We believe that these efforts foster the higher levels of cognitive development expected from the curriculum.

While the final course evaluation for each core and elective course is based on a pass/fail system, all student requirements are evaluated on a scale from 1-5, (fails to meet standards, incomplete, meets standards, exceeds standards, and outstanding, respectively). The minimum passing evaluation is “meets standards” (3).

## **Conclusion**

From my perspective, PME at the USAWC is in good health. The reforms of the last twenty years, and particularly the advent of JPME II, set high, but appropriate, standards that offer a firm foundation for continued improvement.

Thank you for the opportunity to discuss this vital issue with the committee.