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Partnership Initiatives Help Meet Senior Leader Needs

Colonel John Mauk

Center for Strategic Leadership and Development

In one of the most significant organizational changes in the Army since World War II, the Army recently announced an initiative that will cut 10 Active Brigade Combat Teams over the next three years while at the same time adding a third maneuver battalion, as well as increased fires and engineer support. These changes come during a period of budget uncertainty and force reductions occurring while the force is adjusting to more than 12 years of constant conflict. The volatility and uncertainty the Army is experiencing during this transition and focus on Asia demands deliberate assessment and informed decision-making to identify the right capabilities and Army readiness to secure U.S. interests. General Raymond Odierno emphasized: "The new Army is something that is globally responsive and regionally engaged. We have to be able to respond anywhere in the world very quickly."

Against this backdrop of change the U.S. Army War College is contributing by focusing analysis on where the Army is likely to find itself in the emerging security environment and the capabilities needed to secure the nation's interests. As part of this effort, CSLD is partnering with other analytical organizations to increase our strategic wargaming and assessment capabilities. CSLD staff is teaming with the Defense Intelligence Agency (DIA) and Center for Army Analysis (CAA) to explore areas in which the three organizations might compliment the other's capabilities to provide leaders with a more integrated analysis of strategic issues. CSLD will leverage DIA's capabilities to assess the emerging security environment to identify emerging conflicts in which the Army will potentially be tasked to secure or defend the nation's interests. CSLD intends to leverage these DIA assessments through a new Futures Assessment initiative that will examine the strategic aspects of

emerging conflicts to identify planning considerations for further analysis by CAA.

USAWC's strategic wargames and assessments are designed to gain an understanding of the drivers of potential conflict and identify the roles the U.S. military (and principally Landpower), will play. CAA capabilities provide the critical next step to inform Army resource decisions. CAA provides the Army analysis of land warfare issues in a joint and combined context through operations research and the use and application of modeling and simulation. Their focus on force strategy, campaign analysis, and military options provides estimates on requirements supporting Army inputs to the Planning, Programming, Budgeting, and Execution (PPBE) process. CAA's evaluation of the Army's capabilities, ability to mobilize and deploy forces, development of force alternatives, theater force level scenarios, and resource analysis represent a logical extension of USAWC strategic assessments.

A recent exchange between the USAWC and CAA revealed other areas for closer collaboration. Senior leader need for improved strategic analysis revealed an opportunity to educate select Operations Research analysts in the Basic Strategic Arts Program (BSAP) taught at USAWC. This initiative will help ORSAs to better understand the needs of strategic leaders and elevate their analytical focus beyond their operational experience. The USAWC effort to inform the Army Chief of Staff's Strategic Landpower Task Force (SLTF) initiative also represents an opportunity for CAA to apply their substantial force capabilities assessment and scenario development ability to USAWC wargaming outcomes. Doing so will ensure that USAWC wargaming findings and recommendations may be further developed by CAA to link strategic requirements to resource arguments. USAWC's publishing expertise will provide a vehicle through which CAA analyses may be published for wider awareness and understanding.

Combined USAWC, DIA and CAA capabilities represent a greater analytical capacity and a potentially more powerful capability to ensure comprehensive senior

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leader understanding of the emerging strategic environment and identification of the Landpower capabilities required to posture the Army for success in securing U.S. interests. Likewise this type of partnership is vital to ensure maximum return on precious defense resources in an era of austere budgets and a persistently unstable security environment.

CSLD

USAWC Hosts Strategic and International Analytical Exchanges at Collins Hall

Mr. Chip Cleckner

Center for Strategic Leadership and Development

On 20-23 May 2013, the U.S. Army War College (USAWC) hosted the Annual Analytical Exchange with the Center for Army Analysis (CAA) followed by the 19th United States Army and French Ministry of Defense Data Exchange Agreement (DEA) 1791 Meeting in Collins Hall. The Center for Strategic Leadership and Development (CSLD) facilitated both events.

Each year USAWC and CAA meet to discuss current strategic analytical projects and explore areas for collaborative work. Under the auspices of DEA 1791, the U.S. Army and French Ministry of Defense (MoD) hold annual formal information exchanges on operations research, systems analysis, simulations, and generalized methodology use and development to support estimation of effectiveness and supportability of materiel systems. This year, CAA took the opportunity to hold both at the Collins Center.

The USAWC-CAA exchange was co-chaired by Dr. Forrest Crain, Director, CAA and Professor Doug Campbell, Director, CSLD. Topics presented and discussed included: First World Technology Near-Peer (presented by CAA), Analytical Support to Operational Assessment (CAA), USAWC Strategic Wargaming Series (CSLD), Current CAA Table Top Exercises (CAA), Strategic Landpower Task Force (Strategic Studies Institute), Deploying Analyst Training and Preparation (CAA) and the Strategic Leader Seminar (CSLD). During the working lunch, both directors led discussions on possible collaborative opportunities between the organizations. Both directors agreed on meeting more frequently and so the Exchange will now be conducted biannually. The next

meeting will take place at CAA (Ft. Belvoir) in the Fall of 2013.

On 21-23 May 2013, Dr. Crain, Director CAA, Mr. Patrick O'Neill, Acting Director of the Army Materiel Systems Analysis Activity (AMSAA) and Colonel Yves Cabon, Deputy Director of the Délégation Générale pour l'Armement Centre d'Analyse Technico-Opérationnelle de Défense (DGA-CATOD) led discussion and presentations with delegation analysts from AMSAA, CAA, U.S. Army Training and Doctrine Command (TRADOC), USAWC, DGA-CATOD and the French MOD.

The DEA 1791 meeting was divided into a formal briefing exchange (ten U.S. briefings, six French briefings) and a military staff ride at the Gettysburg National Military Park. Specific techniques and processes identified at the briefing sessions included: power and energy modeling, scenario development, deployed analytical capabilities for operations, and training simulation techniques. The group foresaw a need to expand upon international collaboration in several areas under this DEA, especially given recent global events in Africa and the need, given limited resources, to leverage agreements to achieve common strategic direction. Interim collaborative sessions and events on specific topic will continue throughout the year. The next formal exchange will take place May 2014 in Paris, France.

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Burkina Faso Military Strategy Review Phase II

Prof. B.F. Griffard and Prof. Bert B. Tussing

Center for Strategic Leadership and Development

Landlocked, and bordered by six other West African countries, Burkina Faso is challenged by high population density and limited natural resources. Although it faces no immediate military threats from its neighbors, it is directly impacted economically and physically when regional events such as the instability in Mali generate a refugee flow. In addition, Burkina Faso must address illicit cross-border activities, and unresolved boundary issues with Mali, Niger, and Benin. Within this security environment the Burkinabe Armed Forces are working with the U.S. Africa Command (USAFRICOM) and U.S. Army Africa



(USARAF) to develop a national military strategy that provides armed forces prepared to address these issues over the next decade.

As part of the USAFRICOM security cooperation initiative in West Africa, the U.S. Army War College (USAWC) developed a three phased program to introduce the Burkinabe planning staff to the strategic planning process. Phase 1 of this Military Strategy Review process was conducted in February 2012 and introduced the Burkinabe General Staff to the strategic planning process. This event was conducted by a three man team from the USAWC's Center for Strategic Leadership and Development (CSLD) and, in preparation for Phase 2 of the program, placed a requirement on the Burkinabe planners to identify vital, important, and peripheral national interests. From these interests they were to derive Defense Guidance that provided the planners with the Defense vision, an analysis of Burkina Faso's military strategic environment, and the identification of the military objectives that supported the identified national interests.

Burkina Faso's Military Strategy Review Phase 2 was conducted June 10-13, 2013 by USAWC CSLD Professors Bernard F. Griffard and Bert B. Tussing. During this workshop Burkinabe planners confirmed their assessment of the regional strategic environment and of the identified military objectives (ENDS) supporting the national interests. With this information in hand, the planners developed operating, functional, and enabling concepts for each military objective. These military strategic concepts (WAYS) identified how the Burkinabe armed forces would achieve the objectives they had identified.

The Burkinabe planners identified their vital national interests as territorial integrity, the safety and well-being of the population, and

the preservation of the institutions of the Republic. The military objectives called for defending the territorial integrity and the national institutions, and contributing to ensuring the well-being of the population. The Burkinabe-developed military concepts called for a professional, well-trained and equipped modern force with adequate intelligence, surveillance and mobility capabilities to defend sovereign territory, and to provide security to key national institutions. The concept also highlighted a military trusted and respected by the population that contributed to their overall well-being by being representative of the nation as a whole and supporting government training and education initiatives.

In preparation for Phase 3, Burkinabe planners will determine their desired capabilities, develop force structure and prioritization guidance, and analyze the military risk of their recommendations. Once this staff work is accomplished the final workshop will identify the resource strategy (MEANS) that allows for the execution of the concepts (WAYS) to accomplish the identified objectives (ENDS).

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Joint Land, Air and Sea Strategic Exercise (JLASS-EX) 2013

LTC Chris Rogers
*Center for Strategic Leadership and
Development*

April 2013 was a tumultuous month – in addition to ongoing operations in Afghanistan, continued unrest in Syria, and bellicose rhetoric emanating from North Korea, many Americans were glued to the television as tragic events unfolded around the Boston Marathon, an uncertain explosion in the small town of West, Texas, and potentially damaging flood waters rose across the upper Midwest. Yet, many students at the United States Army War College (USAWC) found these current events, as tragic as they were, relatively tame as they coped with the many challenging scenarios in their “world on the brink” of 2023.

From 14-19 April, 48 students from the USAWC, along with 87 of their colleagues from the other five Senior Level Colleges (SLCs) and the National Intelligence University, met at the Curtis E. LeMay Wargaming Institute at Maxwell Air

Force Base, Alabama, to culminate their participation in the 30th annual Joint Land, Air and Sea Strategic Exercise, or JLASS-EX. The only major educational experience that integrates the efforts of students across all of the different war colleges, JLASS-EX focuses on key strategic issues in a complex and realistic global scenario set ten years in the future.

JLASS-EX traces its roots back to 1983 and the Carlisle-Maxwell (CARMAX) series of computer-assisted exercises. CARMAX was the product of a formal agreement between the Army and Air Force Chiefs of Staff to incorporate into the curriculum of the Air and Army war colleges a single, coordinated, distributed wargame, to expand senior leader learning and develop a better understanding of Joint war fighting principles, procedures, responsibilities and actions. In 1986, CARMAX was expanded to include the Naval War College, the Industrial College of the Armed Forces (now the Eisenhower School) and the National War College. Because of the greatly broadened scope of the wargame, the series of annual exercises was re-designated as JLASS (Joint Land, Air and Sea Simulation). In 1992 JLASS became a fully joint exercise with annual participation by all SLCs. In 2010, the exercise was renamed the Joint Land, Air, Sea Strategic Exercise (JLASS-EX) to reflect the evolution of JLASS from a computer simulation at the operational level to a Decision Making Exercise at the strategic level.

A two-phased special program elective, JLASS-EX is an experiential learning opportunity that allows select students to enhance their knowledge and understanding of operational and strategic concepts taught in the core curriculum. This year’s exercise began in late 2012 with students interacting in a distributed fashion, role-playing key leaders and staff members across the U.S.



national security apparatus; the National Security Council (NSC), the Departments of State, Defense and Homeland Security, the Joint Staff and the Geographic Combatant Commands (GCCs). Throughout the distributed phase, students interacted via email and other web-based tools to develop and coordinate U.S. policies, strategies and plans in order to achieve national objectives in the fictitious global environment of 2023. During the collective phase at Maxwell, the scenario culminated with several domestic and regional crises that allowed the students to make strategic decisions, evaluate the impact of those decisions, and then adjust course in a fully-adjudicated “free-play” exercise environment.

The in-depth fictional scenarios were designed to present participants with tough issues such that they will face as emerging senior leaders shortly following graduation. The two-sided, computer-supported wargame is administered by approximately 100 faculty members, controllers, administrators, and technical support staff. The exercise team monitors real-world developments to ensure effective scenarios, and each year’s events are tailored to emphasize specific issues. While addressing four global contingency scenarios, students this year also focused heavily on Homeland Security, as well as mobility and reserve mobilization issues.

The exercise environment is not limited to merely adaptive mission planning processes, however. Students also face simulated real-world challenges, such as media interaction and public pressure. Mock press conferences, media interviews and student press releases, all facilitated by the U.S. Air Force Public Affairs Center of Excellence, provide exceptional training and educational benefit while also serving as a means to provide injects and feedback to student decision making. To set the stage for each day’s wargaming events, students view ‘special reports’ by the fictional *Global News Network*, as well as daily news updates in the *Early Worm* – a fabricated news digest that replicates our own Defense Department’s news service. Simulating press coverage exposed students to several of the external pressures they will face while responding to complex situations and allowed faculty mentors to display the need for effective public communication to support successful plans and strategies.

Throughout its 30-year history, JLASS-EX has retained the fidelity of the educational objectives first established for CARMAX in 1983, while adapting to meet the educational

needs of today's strategic decision-maker. The program has graduated nearly 3000 senior leaders across all services since its inception, with over 40 of those officers attaining flag rank, including our current Chairman of the Joint Chiefs of Staff, General Martin Dempsey.

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Combined/Joint Land Component Commander (C/JFLCC) Course 2-13

Prof. B.F. Griffard

*Center for Strategic Leadership and
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The Combined/Joint Force Land Component Commander (C/JFLCC) Course is a senior level program held at U.S. Army War College (USAWC). Held three times a year, the course prepares one, two, and three star flag officers to function effectively as land component commanders in a joint/combined, interagency, inter-governmental, and multinational (JIIM) environment. This seminar-based course challenges senior officers to examine the key elements of developing and executing land component command functions at the theater level in support of joint force commanders and in conjunction with air, maritime, and special operations functional commands.

C/JFLCC 2-13 was conducted April 15-19, 2013 at the USAWC's Center for Strategic Leadership and Development (CSLD). The

16 senior attendees included general and flag officers from the Army, Marines, Navy and Air Force, a member of the Senior Executive Service from the Defense Intelligence Agency, and two senior Foreign Service Officers from the Department of State and USAID. The multinational community was well represented by general officers from Australia, Canada, and the United Kingdom.

For future senior officers to function effectively as land component commanders in a JIIM environment it is important that they understand how land intervention discussions are framed for national decision makers. To set the stage, General (Ret.) John Abizaid discussed the strategy and resource interactions between national leaders and combatant commanders during deliberations that inform decisions to intervene with land-centric military operations. Complementing this presentation was former Deputy Assistant Secretary of State Mr. Len Hawley's discussion of civil-military interaction during conflict interventions. Building on this strategic foundation, General (Ret.) David McKiernan presented an operational command case study on the establishment of the land component command in Iraq and Afghanistan. Senior commanders and members of the Army staff provided information on campaign design, the role of the Army Service Component Commander (ASCC), operational intelligence and sustainment, and the roles the other functional commanders in supporting land-centric operations. The week closed with the Commander, Training and Doctrine

Command (TRADOC) General Robert Cone's presentation on "Commandership at the Operational Level," and General John F. Kelly, USMC, Commander U.S. Southern Command's talk on "Generalship."

Throughout the week, the discussions were guided by three senior mentors, Lieutenant General (Ret.) Ed Smith, USA, Lieutenant General (Ret.) William Webster, USA, and Lieutenant General (Ret.) Rich Zilmer, USMC, general officers who have previously served as joint and combined force land component commanders. Under their direction, participants explored the challenges of maintaining sustained unified land operations in a complex operating environment. This was enabled through the conduct of a rigorous exercise crafted to challenge the attendees to issue guidance and devise solutions to deploying, forming, controlling, protecting, operating, and sustaining a combined and joint land command at the theater and operational level of war. Within an East African scenario, participants studied the commander's role in campaign design, they reviewed and assessed staff recommendations for setting the theater, and they searched for optimized solutions to a series of operational command challenges.

At the conclusion of C/JFLCC course 2-13, the attendees had a better understanding of how to design and execute land-centric campaigns, and how to address the strategic challenges which are unique to land-centric operational command.

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