



## **Developing a Diplomatic Corps that is Second-to-None** *The Army War College Partners to Develop Tomorrow's Diplomats*

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*Diplomacy is as fundamental to our national security as our defense capability. Our diplomats are the first line of engagement, listening to our partners, learning from them, building respect for one another, and seeking common ground.*  
—2010 National Security Strategy<sup>1</sup>

The 2010 National Security Strategy (NSS) marked a change in emphasis in United States foreign policy direction after more than a decade of continuous military engagement in Afghanistan and Iraq. Global operations against violent extremist groups and entrenched and pervasive terror networks moved policy emphasis toward traditional “hard power” levers – primarily military and economic coercion. Though these elements have dominated U.S. efforts since 9/11, the current NSS implements foreign policy across a wider range of engagement options, balanced between appropriate measures of hard and soft power – coined “smart power” by Joseph Nye.

While a strong and capable military is still the cornerstone of U.S. national security, this broad and holistic approach to international relationships involves a whole-of-government mindset. In her 2009 confirmation hearings, then Secretary of State Nominee Hillary Clinton told the Senate Foreign Relations Committee, “We must use what has been called “*smart power*”: the full range of tools at our disposal – diplomatic, economic, military, political, legal, and cultural – picking the right tool, or combination of tools, for each situation. With “smart power,” diplomacy will be the vanguard of foreign policy.”<sup>2</sup>

The Center for Strategic Leadership (CSL) at the U.S. Army War College at Carlisle Barracks, PA, has partnered with universities from around the country to educate and develop future diplomats who will be part of this vanguard. This partnership began in 2003 with Georgetown University’s Institute for the Study of Diplomacy and has developed into similar partnerships with Princeton University’s Woodrow Wilson School for Public and International Affairs; The University of Kentucky’s Patterson School of Diplomacy and International Commerce; Texas A&M University’s George H.W. Bush School of Government and Public Service; and The University of Texas’ Lyndon B. Johnson School of Public Affairs.

### **The International Strategic Crisis Negotiation Exercise**

A highlight of these important partnerships is the International Strategic Crisis Negotiation Exercise (ISCNE) – a modified version of a negotiation exercise that the Army War College has run since 1998 to help educate senior foreign military officers on the key concepts of policymaking, diplomacy, negotiation and strategy development. The ISCNE is an experiential learning simulation set in the year 2020 against the backdrop of a United Nations Summit. The summit has been called to attempt to resolve a long-standing and potentially volatile crisis – such as the almost three decade-old frozen conflict involving Nagorno-Karabakh in the South Caucasus region or the Cyprus dispute involving the Republic of Cyprus. Up to 70 participating students are placed into roles as members of a diplomatic mission on country-teams invited to the summit. The teams are charged by their governments with negotiating an advantageous solution based on their own confidential instructions and publically and privately held positions. Students work as part of their team to negotiate the best solution in a tough, real-world stalemated conflict.

The ISCNE is a true experiential learning event. The ebb and flow during the two-day exercise is strictly based on student interactions and decisions – nothing is scripted. Students are asked to assume new and unfamiliar roles and positions. In these

1. National Security Strategy of the United States, 4.

2. Hillary Rodham Clinton, Nomination hearing to be Secretary of State, statement before the Senate Foreign Relations Committee, Washington, DC, January 13, 2009.

roles they develop negotiation strategy, work through a series of bi- and multilateral negotiation sessions, write communiqués and press releases and strive to arrive at a solution while protecting their national interests. The exercise culminates with a Ministerial Meeting to report their progress to the United Nations Special Representative. Throughout the process, mentors – career diplomats, senior military officers, regional experts and university faculty – coach and teach the students as they hone their strategic thinking and negotiation skills. Of significant note is the participation of retired U.S. Ambassadors as mentors, many of whom have significant experience in these regions and conflicts and, in several cases, have actually led U.S. negotiations in the real-world proceedings. For the students, this experience and interaction with seasoned diplomatic practitioners is priceless.

The ISCNE engages and educates participants on the processes of team building, strategic thinking and international crisis negotiation. The learning objectives are for participants to gain experience in the negotiation process and develop an appreciation for the complexity and effort required to achieve strategic objectives. To meet these objectives, the exercise forces participants to wrestle with a regional crisis that has international implications. Students interact with partner and adversarial nations who have diverse and often irreconcilable positions as well as experience relationships with non-state actors. An actual resolution of the crisis *is not* an expectation – experiencing the crisis resolution process *is* the objective.

## Partnerships to Achieve Common Educational Goals

The ISCNE is extremely popular among university students and their faculty. The U.S. government's shift to more *full spectrum foreign policy* highlights the need for full spectrum national security practitioners – foreign service, economic, cultural, military and international law professionals who are adept at navigating the demanding 21<sup>st</sup> century international environment. In preparing these new diplomatic practitioners, the partnership with the Army War College through the ISCNE and other activities is viewed as very beneficial by top-tier graduate-level International Relations (IR) programs.

The ISCNE is increasingly used by some universities as an annual event in their graduate-level diplomacy, public policy or IR curriculum. The exercise is well-suited as a capstone learning event, culminating a course of instruction on diplomacy, negotiation and regional or cultural awareness. The ISCNE is also used effectively as a mid-course exercise, allowing students to internalize course objectives and principles through experiential learning. Once these principles of negotiation and diplomacy are understood by the students, faculties use subsequent class periods for advanced discussions on statecraft and international relations.

Several deans and directors of graduate-level international relations schools take an expansive view of the ISCNE, leveraging the exercise to drive other portions of their curriculum. They appreciate that the fidelity and richness of the ISCNE scenarios make them good case studies for use in several areas and across multiple courses in their programs. One IR program director requires students to develop a formal strategic assessment of the crisis from the viewpoint of one of the principle negotiation participants. This assessment also addresses the regional and cultural aspects of the conflict. Another dean requires students to assume the role of negotiation team member and then develop, write and brief the team's negotiation strategy over several class periods. Programs also use the ISCNE to teach policy development principles – asking students to step into the role as a member of a nation's policy formulation body, study the conflict, determine their nation's interests, and develop the special negotiating instructions for the negotiating team.

Regardless of how a university uses the ISCNE scenarios in other facets of their curriculum, all participating deans and directors desire their students to also experience the actual ISCNE negotiation exercise. At most institutions, participants come from two or more courses within the IR, public policy, or diplomacy programs. At one top-tier school, every student in the two-year program participates in the exercise – with second-year students assuming leadership roles on the negotiating teams. A variety of ISCNE scenarios will ensure that students do not experience the same exercise twice during their time at the institution. Several deans or directors, after slotting the IR students into the exercise, offer the remaining negotiation team positions to the university student body at-large. This could prove to be effective at beginning or strengthening partnerships within universities, particularly between colleges/schools with complementary teaching objectives – such as between IR and International Law.

The ISCNE is also a dynamic addition to national and international student symposia. In 2011, the ISCNE was included as part of the 56<sup>th</sup> Student Conference on National Affairs (SCONA) at Texas A&M University – an annual conference that brings



**At Georgetown, during the conduct of the Ministerial Meeting, members of country negotiation teams work on positions in response to a question posed by the United Nations Special Representative, played by Ambassador W. Robert Pearson (upper left-hand corner).**

together 150+ university students from around the country to discuss topics of national importance. Two weeks before the conference, 55 delegates from 18 different universities were split into negotiating teams, assigned a mentor and given the scenario and their country's confidential instructions – all by e-mail. The teams spent the next two weeks “virtually” preparing for the exercise. Each team reviewed the scenario, studied the region and developed a team negotiation strategy. The 55 delegates then arrived one day early to SCONA to execute an abbreviated version of the ISCNE. The results were overwhelmingly positive. In the words of one delegate, “Honestly one of the most interesting, engaging, frustrating, and awesome events I’ve ever attended! Can’t describe how much I learned.” During the ISCNE, each country/team was mentored by a mentor “team” comprised of Army Fellows – senior U.S. Army officers serving a fellowship at either the LBJ School at the University of Texas, or the Bush School at Texas A&M, as well as graduate students from the Bush School. Because of the success of the inaugural SCONA/ISCNE event, the SCONA committee has invited CSL to make the ISCNE a part of SCONA 57 next year. CSL is exploring this opportunity as well as invitations to present the ISCNE as the kick-off event for other student conferences.



**Ambassador Richard Miles (far left) mentors members of the Russian team during the ISCNE at the Patterson School of Diplomacy and International Commerce, University of Kentucky.**

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## Developing New Partnerships and the Way Ahead

The 2010 National Security Strategy makes note of the complex security challenges facing our nation and outlines steps for engagement: “We must invest in diplomacy and development capabilities and institutions...However, work remains to *foster coordination across departments* and agencies. Key steps include...adapting the education and training of national security professionals to equip them to meet modern challenges...”<sup>3</sup>

A 2010 project at the Stimson Center at The American Academy of Diplomacy in Washington, DC, studied whether current education and training was adequate to prepare Foreign Service Officers (FSOs) to operate in the contemporary environment. The findings, published in February 2011, conclude that the traditional method of educating FSOs is no longer sufficient to, “develop a U.S. diplomatic service that is second to none.” Their effectiveness, the report continues, “like that of their military counterparts, should rest on a systematic regime of education, training, and professional preparation”<sup>4</sup> A core of skills are needed (see box).

The Army War College and its Center for Strategic Leadership are well-positioned to be valuable partners in the education and development of expert 21<sup>st</sup> century diplomats. Already, CSL is expanding the ISCNE to include economic and commercial development as part of the negotiations “kit-bag” each delegation will bring to the table. During a recent exercise, Proliferation Security Initiative provisions were included as part of much broader U.N. sponsored summit on the Nagorno-Karabakh negotiation. The objective was to give students exposure to these very real security issues. Scientists from Lawrence-Livermore National Laboratory joined the negotiation teams as Science Advisors and greatly enhanced the learning and formation of the graduate students who were preparing for a career in national security. Additionally, the negotiation teams can also be expanded to include both a cultural advisor as well as an expert on international law. This expansion could permit students from other departments and colleges across the university to lend their expertise and create a richer experiential learning event.

The Army War College is also providing opportunities for selected IR students to immerse themselves in strategic analysis of a regional conflict. A partner university is working with the Center for Strategic Leadership to develop a year-long practicum

### Essential Diplomatic Tradecraft

- Three-D Thinking: Thinking and planning based on mission, goals, and objectives aligned with strategy, tactics, and operations and effective budgeting.
- Cultural Psychology: effective cross-cultural listening, messaging, and marketing.
- Negotiation and conflict resolution.
- Tools of the trade: Analysis and report writing; public speaking and advocacy; strategic communications and media management; strategic planning and budgeting; a policy formulation, program development, and execution practicum.
- E3 Leadership: Envision, Educate, and Empower in the office, in the interagency, in the embassy, and in crisis.
- Doing things right: Management of self, others (up and down), events, teams, meetings, negotiating teams, policy and resources.
- Performance management: Programs and projects, grants and contracts, staff and peers, metrics and outcomes.

**Source: The American Academy of Diplomacy**

3. National Security Strategy of the United States, 14.

4. Ibid, 5.

for global policy students – partnering graduate students, university faculty, diplomats and Army War College experts to develop regional conflict scenarios for use in the next generation of ISCNE negotiation exercises. The initial effort looks to be a water-rights conflict in north-eastern Africa. The students will likely be under the tutelage of the university’s Ambassador in Residence who will be supported by a team of experiential learning and scenario development experts from CSL. The students will have frequent interaction with the CSL team as they conduct an intensive study of an on-going frozen conflict. The students will identify the stakeholders in the conflict, analyze and determine national interests and objectives develop policy and national positions and then craft the detailed scenario and country/team instructions to be used in a future ISCNE exercise.



**Army War College students participating in the JLASS-EX wargame.**

CSL offers other experiential learning and education possibilities for both graduate-level international relations students as well as current Foreign Service professionals. The Joint Land, Air, Sea Strategic Exercise (JLASS-EX) is an exercise that involves students and faculty from all the Senior Level Colleges – The Army, Naval, Air, and Marine War Colleges as well as the Joint Special Operations University and the Industrial College of the Armed Forces. U.S. and international students role-play members of a Geographic Combatant Command staff or key members of the Inter-agency – working to defuse a number of regional crises in the year 2022. There are opportunities for positions within the control cells to be filled by graduate students or Foreign Service professionals...and for the roles to be filled by virtually participating in the 4-month exercise – through email and teleconferences. The control cells role-play the positions of “other nations” – either Chiefs of Mission or Ambassadors to other countries – or regional security organizations, such as the African Union or Organization of American States. Serving in a control cell requires study of the crisis from other nations’ perspective and provides valuable insight into a non-U.S. view of a conflict.

## Conclusion

During his first inaugural address in 1969, President Richard Nixon stated that, “I know that peace does not come through wishing for it – that there is no substitute for days and even years of patient and prolonged diplomacy.” Skilled diplomats, too, do not come about by wishful thinking. They are grown and developed through thoughtful education and training. The Army War College and its Center for Strategic Leadership play a part in that development. CSL’s experiential learning expertise and portfolio of events make it an ideal partner for top-tier institutions dedicated to the development of national security professionals – as well as national security organizations within the U.S. government. Through this interaction, the Army War College builds long-term partnerships with like-minded institutions – institutions which share the same educational, enrichment and outreach objectives and who focus on developing strategic leaders and decision makers.

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