



## **Military Education Workshop Addresses Threats to Stability and Security**

BY KENT HUGHES BUTTS AND ARTHUR L. BRADSHAW, JR.

### **Army Recognizes Importance of Variables Affecting Regional Stability**

Army equities in the new Department of Defense (DoD) Directive 3000.05, *Military Support to Stability, Security, Transition, and Reconstruction (SSTR) Operations*, took center stage at the recent Woodrow Wilson International Center for Scholars (WWC) *Teaching Environment, Population, and Security* Workshop, 22-23 May 2007, sponsored by the Environmental Change and Security Program. The purpose of the Professional Military Education oriented workshop was to determine how WWC could help provide educational resources and support to military educators and researchers. The objectives were to identify the role of the military element of power in responding to environmental security challenges, determining policy implications of this involvement, and identifying roles and missions for further research. Participants assembled to help develop a peer group of faculty who are teaching and researching these issues. They shared lessons learned for: developing related courses and introducing them into the curricula; identifying requirements for faculty in order to enhance effective teaching (research, policy analysis, materials, expert lists, field trip ideas, syllabi, and role-playing exercises); and developing a strategy for meeting those needs. The workshop was attended by representatives from the U.S. Army War College (USAWC), National Defense University (NDU), Industrial College of the Armed Forces (ICAF), the Air War College (AWC), Marine Corps War College (USMCWC), National War College (NWC), Air Command and General Staff College (ACGSC), Marine Corps Command and General Staff College (USMCCGSC), United States Military Academy (USMA), United States Naval Academy, Naval Post Graduate School (NPGS), and the Pell Center and NATO Defense College.

### **WWC partnership with CSL**

The WWC Environmental Change and Security Program (ESCP) has a long history of working with the USAWC's Center for Strategic Leadership (CSL) in supporting the DoD and the military community. Previous collaborations include developing Combatant Command (COCOM) Theater Engagement Plans (TEP) and Theater Security Cooperation Plans (TSCP) Environmental Security Annexes for U.S. Southern Command (SOUTHCOM), U.S. Pacific Command (PACOM) and U.S. Central Command (CENTCOM), and jointly sponsoring interagency based energy, security, contagion and conflict, demographic and migration simulations and policy workshops.



**The Woodrow Wilson Center**

---

***Dr. Butts is the Director of the National Security Issues Group within the Center for Strategic Leadership.  
Mr. Bradshaw is Regional Security Cooperation Advisor at the Center for Strategic Leadership.***

The WWC has contributed significantly to the understanding of the military role in addressing the security dimensions of environmental change. The ESCP has done more to promote interagency cooperation on environmental issues than any other organization, particularly in its work with CENTCOM to promote stability in the Central Asian States and the Middle East. In this workshop they shared their expertise and access to the Washington DC policy-making community in order to enhance the research and educational capabilities of the senior military education system. The WWC and CSL are currently collaborating on a series of workshops to support the Army Staff (ARSTAFF) in developing TSCP concepts for the newly designated U.S. Africa Command (AFRICOM).

## **DoD Directive 3000.05**

The publication of DoD Directive 3000.05 recognizes the importance of addressing the variables that affect regional stability. It is DoD policy that stability operations shall be given priority comparable to combat operations and be explicitly addressed and integrated across all DoD activities. This policy combines with a return to the preventive defense strategy of the 1990s, wherein a transformed DoD seeks to undertake “preventive actions so problems do not become crisis,” to focus on instability. United States interests turn on regional stability. Environmental issues are now recognized as a major variable in regional instability and conflict, exacerbating tensions resulting from religious, ethnic, and other local differences such as socio-economic disparities between rural and urban areas, rapid economic development and border disputes. However, environmental issues may also demonstrate good governance and promote regional confidence building measures, creating opportunities for communication and cooperation between regional states that might in all other ways be antagonists. They offer a viable option for U.S. preventive diplomacy and Combatant Command security cooperation strategies.

## **Value to the Army**

The workshop comes at a time when examining destabilizing issues is of growing importance to the U.S. Army. The Army has been designated the Executive Agent for AFRICOM, which will focus on building partner capacities to address humanitarian assistance, disaster mitigation, and response activities. At the same time the Secretary of Defense has published DoD 3000.05 stating that stability operations and Phase Zero roles and missions shall be given priority comparable to combat operations and integrated across all DoD activities. In addition, the combating terrorism community is evolving a new approach that emphasizes addressing the Underlying Conditions (UC) that terrorists seek to exploit. The 9/11 Commission Report highlighted “The People” as the center of gravity in the global insurgency pointing out that, “when people lose hope, when societies break down, when countries fragment, the breeding grounds for terrorism are created.” Promoting stability requires building host nation capacity to meet the needs of the people and to build its legitimacy. Finally, the Center for Naval Analysis (CNA) Corporation’s publication of its *National Security and the Threat of Climate Change Report* has resulted in a heightened focus by the national security community on the impact of climate change on failed and failing states, regional stability, and U.S. military roles and missions. In the future, Army units and other DoD forces will be called upon to work within multinational operations and in support of partner countries to address such destabilizing issues as competition for scarce resources, forced migration, food security, changing weather patterns and their impact on agriculture, infrastructure, and the spread of contagious diseases. The workshop examined the linkages between these issues and the regional instability that threatens U.S. national security interests.

## **AFRICOM**

The Army will support the Africa Command’s transition into its role as the first regional command primarily oriented toward theater security cooperation, with emphasis on humanitarian assistance, disaster preparedness, medical assistance, security cooperation, and capacity building. The Army used the workshop to examine new policy directions and engagement concepts for AFRICOM and to identify research themes for future exploration of AFRICOM security issues and needs. In particular, workshop participants explored the concept of using the Human Security paradigm instead of the conventional state-centric model to promote stability. The senior Africa analyst for the Army Staff, Major Shannon Beebe, briefed the experienced group of researchers on the roles and missions of the new command,

the challenges that it will face in supporting international and interagency initiatives on the African continent, and the importance of synchronizing these roles with other U.S. interagency efforts focused on diplomacy and development. The command will be unique in that it will have a Department of State Deputy Commander and a substantial cadre of interagency personnel.

The primary strategic concerns for U.S. security interests in Africa are: the use of Africa's ungoverned spaces and weak states for insurgency training and the development of extremist ideology; China's quest for mineral access and its growing influence with energy rich countries such as Sudan, Angola, and Nigeria; and U.S. access to petroleum and strategic mineral resources upon which the U.S. and the global economy depend. Countries essential to U.S. strategic objectives and regional stability are put at risk by resource scarcity and other destabilizing issues that will be exacerbated by changes in climate. Major Beebe was able to task the group to identify research priorities and directions that would determine the implications of these threats and policy recommendations for their mitigation.



Major Shannon Beebe

## Role of the National Intelligence Council

In an effort to identify potential national security ramifications from global climate change for an upcoming National Intelligence Estimate (NIE), the National Intelligence Council (NIC) has reached out to a broad group of U.S. government organizations and the academic community. The Climate Change NIE seeks to inform the policy community on how countries will adapt to the changes in their climate, associated costs, and the challenges states will face in meeting the demands placed on the political system by their citizens. The national security variables that are being addressed include conflict, failed states, terrorists' opportunities, economics, energy, social unrest, migration, and loss of governmental legitimacy. The effort is being led by the National Intelligence Officers (NIOs) for Economics and Global Issues, Science and Technology, and the NIC's Long Range Analysis team. MG Rich Engel, (USAF, Ret), Deputy NIO for Science and Technology, NIC, briefed the workshop on the unclassified framework of analysis for the NIE.



MG Rich Engel, USAF (Retired)

The intelligence community has long been involved in determining the linkage between environmental issues and security. In the late 1990s the Director of the Central Intelligence Agency's Environmental Center worked closely with the COCOMs to identify "environmental hot spots" in the command's Areas of Responsibility. The Commands, most of which had Environmental Security Annexes to their Theater Engagement Plans, often designated engagement activities to address these issues by building cooperative relationships with regional militaries. The new Africa Command appears headed down this path.

## CNA Report on *National Security and the Threat of Climate Change*

Former Deputy Undersecretary of Defense, and the Executive Director of the Military Advisory Board (MAB), Sherri W. Goodman, briefed the workshop on the results of the climate change and security work performed by the MAB under the sponsorship of CNA Corporation. The MAB is composed of three and four star retired generals and admirals under the chairmanship of former Army Chief of Staff, General Gordon R. Sullivan. According to the MAB, "the nature and pace of climate changes being observed today and the consequences projected by the consensus, scientific opinion are grave and pose equally grave implications for our national security." Moving beyond the debate on cause and effect, the board focused on the security implications of this phenomenon and authored recommendations that have been adapted by the Senate Armed Services Committee. Critical variables that were considered include

resource competition and conflict; water and food security; health and disease, and the stability of governments. The Army should be prepared to adapt its roles and missions and respond to the multiplier effect that changing climate brings to existing regional tensions. Ms. Goodman challenged the workshop to refine its research agenda to address the related security concerns and to incorporate the findings of the MAB into the teaching of their graduate and undergraduate students.

## Findings

The major security documents developed during the Bush administration have addressed the impact of environmental changes on regional stability and the need to use all elements of national power to ensure the regional stability necessary to secure U.S. national security interests. The timing of the United Nations Intergovernmental Panel on Climate Change (IPCC) report, *Climate Change 2007*, the publication of the CNA Report, the emerging findings of the NIE, and the Army's role in executing DoD 3000.05, SSTR-O, have given the Army a challenging new mission, to proactively consider environmental security threats and their second and third order effects. Of particular note, though the military element of power will rarely be the lead in addressing these threats, it may most likely be required to support the initiatives of the interagency community and international organizations. Failed and failing states create dangerous opportunities for terrorists to expand their global network; the military element of power, through its role in building partner military capacity, can support good governance, ensure that destabilizing environmental issues do not further erode the coalition of civilized nations opposing terrorism and enhance human security.

The WWC has contributed greatly to the potential for members of the military education and research communities to contribute to the development of competent and confident leaders who are knowledgeable in the environmental challenges that confront us and are equipped with the intellectual skills and tools necessary to move us through these challenges and see beyond the next generation of issues.

\*\*\*\*\*

*This and other CSL publications may be found on the USAWC/CSL web site at:  
<http://www.carlisle.army.mil/usacsl/IPapers.asp>.*

\*\*\*\*\*

*The views expressed in this report are those of the authors and do not necessarily reflect official policy or position of the United States Army War College, the Department of the Army, the Department of Defense, or any other Department or Agency within the U.S. Government. Further, these views do not reflect uniform agreement among workshop participants. This report is cleared for public release; distribution is unlimited.*



Ms. Sherri Goodman

# MILITARY EDUCATION WORKSHOP ADDRESSES THREATS TO STABILITY AND SECURITY

OFFICIAL BUSINESS

U.S. ARMY WAR COLLEGE  
Center for Strategic Leadership  
650 Wright Avenue  
Carlisle, PA 17103-5049