COLLINS CENTER UPDATE

A Center for Strategic Leadership Newsletter

THE UNITED STATES ARMY WAR COLLEGE

STRENGTH and WISDOM

The Center for Strategic Leadership

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Facing the Worst Case Scenario: The Military and Law Enforcement in Extreme Crises

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Beginning in the summer of 2015, the Homeland Defense and Security Issues Group of the Army War College's Center for Strategic Leadership (CSL) embarked upon an examination of the relationship between law enforcement and the military in times of extreme crises. Paying due deference from the outset to the traditional divide between defense and law enforcement functions in this country, the initiative nevertheless called for consideration of events that could lead to security requirements that would overwhelm the capabilities and capacities of our federal, state and local law enforcement agencies. These incidents would be characterized by devastation that would eclipse major disasters akin to Hurricanes Katrina and Sandy, widespread in scope, long-term in duration, and extensive in destruction. Belying notions of reinforcement from adjoining jurisdictions' law enforcement, these events would find those jurisdictions in a shared state of debilitation. And the military, no more anxious to take on the mission than its civil counterparts to call for its assistance, may still be pressed to service.

The examination began with a gathering of "thought leaders" from law enforcement that took place in November 2015 at the Army War College. Representing police functions across the spectrum of federal, state and local government, these participants began a discussion of what kinds of urgency would lead them, and their armed forces counterparts, to this kind of expanded partnership.

Members of the forum acknowledged kinds of assistance provided today by the military to assist law enforcement agencies in functions short of the more corporal necessities of police work. They were formally introduced to Defense Support to Civilian Law Enforcement Agencies (DSCLEA) as a mission set of the military as it stands today – carefully restricted from arrest, apprehension and similar functions – but attuned to technical, logistical, and other tasks that have occasionally been called for in supplementing law enforcement capacities. And, in a frank exchange, these thought leaders acknowledged potential scenarios when more than this kind of restricted augmentation could be required.

The next event in support of the initiative focused on the military's interpretation of how and when the military might be required to serve directly alongside police forces in providing for security in times of extreme crisis. Held again at USAWC's CSL, this forum branched out in discussions ranging from the appropriate application of the active component of the military in response to conditions following major disasters, to the potential requirement foreseeable at the next tier of destruction envisioned in what the Federal Emergency Management Agency would characterize as a "catastrophic incident." Approaching these scenarios with due reticence, participants were nevertheless reminded that the military seldom plans for adversities they want to see played out. But that hardly frees it from the necessity of deliberate, detailed preparations.

The noteworthy exception to general policy surrounding the use of the country's armed forces in law enforcement situations is the National Guard. When deployed in support of their

states and territories, under the command and control of their respective governors, the Guard can serve as law enforcement forces in the fullest sense of the word. The delineation and execution of that function would be in response to, and under the limitations of, their governors' directives. Moreover, subject to agreements between the states (as embodied, for instance, in Emergency Management Assistance Compacts [EMACs]), National Guard units from other states can be employed in law enforcement functions in support of a state in need. But these National Guard forces may not, under current statutes, be serving in a "federalized" status. The distinction is directly reflective of limitations imposed on their active duty counterparts.

The latest forum held in support of USAWC's DSCLEA initiative was hosted by the Office of the U.S. Senate Sergeant at Arms on Capitol Hill. This forum brought together not only military and law enforcement officials, but representatives of eight different sectors of critical infrastructure that would require a secure environment for restoration following a catastrophic event. Ranging from the Medical Community, to Bulk Power Energy Providers, to Transportation infrastructure and beyond, this forum's participants postulated the kinds of protection that would have to be provided in a long, arduous return to normalcy in each of their areas of interest and responsibility.

Rounding out the forum was a group from Winchester, VA, whose purpose was to provide a "community view" of these requirements as a conglomerate. Within the Winchester component, too, were law enforcement officials ranging from local and county sheriffs to municipal police. These members provided insight not only into the security requirements they would be tasked to provide, but also the human toll against themselves and their families, which would have to be included into the calculus of a long recovery.

Plans are underway to continue these symposiums. Future forums, following the outcome of a separate session held with the Winchester group, may look at law enforcement security requirements through the lens of county, city and state governments. Sessions will concurrently remain aware of the potential transition from law enforcement security concerns, to the conduct of defense missions within the territorial confines of the United States, and will assess how that may affect relations as the Department of Defense moves from being "in support" to becoming "the supported agency."

The ultimate intent of these studies will be to start a dedicated focus on developing doctrine and policies towards these ends, as well as the relationships to implement those policies if crises were to require it. Questions surrounding these events, and future forums to follow, may directed to Professor Tussing at bert.b.tussing.civ@mail.mil. *CSL*

C/JFLCC Course 2-16

Gregg Cantwell, Ph.D.
Department of Strategic Leader Development

The Combined Joint Force Land Component Commanders (C/JFLCC) Course 2-16 reached a new milestone 20-25 March 2016 when it surpassed 500 graduates since the first pilot course was conducted in 2004. Since inception the course has graduated: 127 partner nation officers, 223 U.S. Army generals, 57 U.S. Marine Corps generals, 46 U.S. Navy admirals, 36 U.S. Air Force generals, 15 Department of State officials, 11 Defense Intelligence Agency officers, and 2 U.S. Agency for International Development officers; for a total of 517 senior officer graduates over the past 12 years. The course was developed following the U.S. Army's performance in OPERATION IRAQI FREEDOM in 2003 and has the mission to prepare one, two, and three-star officers of all Services for theater-level combat leadership. The vision of the Secretary of defense was to capture the lessons learned from recent operations *"to better prepare general officers at the component level to face the future crisis as functional Component Commanders."*

Each service Chief was directed to develop a component commander's course. The Chief of Staff of the Army delegated development and execution of the course to the Commandant of the U.S. Army War College. The course addresses the challenge of establishing and conducting operations as a land component headquarters. It is tailored to provide future land component commanders with a broad perspective of the operational and strategic levels of war across the range of military operations. The course is codified in the Chairman of the Joint Chiefs of Staff's Instructions (CJCSI), Officer Professional Military Education Program (OPMEP) 1800.01E, dated 29 May 2015.

Course 2-16 was facilitated by two Highly Qualified Expert Senior Mentors (HQE-SM), retired Lieutenant Generals William Webster (USA) and Richard Zilmer (USMC). The HQE-SMs are former land component commanders that are appointed as special government employees by the Secretary of the Army. Seventeen general officer level attendees participated in the course from the Army, Navy, Air Force, Marine Corps, Department of State, Defense Intelligence Agency, United Kingdom, and Canada. This was the first course that included a State Department Political Advisor. The course achieved the learning objectives through a series of presentations by senior experts in their fields, discussions with the HQE-SMs, and discussions between the attendees. Many prominent senior leaders provided their candid comments for the attendees' consideration. Of note: Generals Milley, Perkins, Abrams, and Brooks, General (Ret.) Allen, Lieutenant Generals Anderson, Ashley, and Perna addressed the group. Many of the attendees noted that they appreciated the opportunity to have candid discussions with each other and the senior leaders about current and projected strategic challenges.

The attendees also completed four table top exercises in two smaller seminar groups facilitated by the HQE-SMs. The smaller group discussions also provided the opportunity to explore some of the concepts presented by the speakers

during the week with the HQE-SMs. The attendees studied a notional future scenario to examine four enduring C/JFLCC challenge sets:

- Assessing the operational environment
- The commander's role in design
- Setting the theater and forming the coalition
- Operational-level command challenges

Course attendees remain impressed by the scope of the land component commander's Title 10, USC responsibilities, as well as, the commander's inherent responsibilities for Army support to other services. These requirements continue to require a total Army solution that is often much larger than the brigade combat team or combat arms element. Additionally, the attendees concluded that the theater or operational level support available determines the range of strategic options available at the theater-strategic levels. Further, the science of establishing a theater for sustained operations on land is a perishable skill. The Army focus for the last 13 years has not been on training to conduct large scale operations in a contested, remote region of the world. A generation of soldiers have experienced war conducted from established base camps. Training for some of the tasks that were second nature to the Army in the Cold War have been neglected and need to be re-emphasized to leaders with less than 15 years' service. While the attendees maintain confidence that our soldiers can adapt quickly to future challenges, a friction exists between conducting current operations and training for anticipated future threats. This friction is further complicated by the reductions in headquarters force structures that are responsible for the planning and shaping of the theater prior to the employment of combat forces. Component commander courses, like the C/JFLCC course, provide graduates with an increased understanding of these current shortcomings and identify their component command responsibilities prior to being faced with a crisis. Senior leaders must understand, before they can visualize, describe, and direct. **CSL**

Strategic Mission Command: "Growing and Enabling Agile Leadership to Advance U.S. National Security."

Andrew Lippert
Center for Strategic Leadership

The Challenge

Although Mission Command (MC) is intended to address complex issues and has many constituent elements, at its core, it may be relatively simple. Some leaders have even described a person who demonstrates mission command philosophy as having "it." Like a work of art, "it" may be hard to quantify. It is readily visible in some leaders who have the ability to leverage new capabilities, act decisively, and empower subordinates. However, as Winston Churchill noted, they can also step back and resurvey a strategic issue based on new information.[1]

Beyond the notion of decentralized operations, "MC is now both a philosophy based on trust and empowerment and a warfighting function (WfF) with an enabling system."[2] Under the auspices of the Army Learning Concept, and through the effort of organizations like the Army University, the Army Capabilities Integration Center, the Combined Arms Center's Mission Command Center of Excellence, and the U.S. Army War College, the Army is making great strides toward the implementation of Mission Command.[3]

However, while the Army's current combination of education, training, and assignments, is coherent, the full portfolio of learning outcomes needed for successful MC is still a work in progress.

The Response: Enabling Mission Command

Since the dawn of our nation, the Army's operating environment has always been complex and resource constrained. Whether or not the present challenges are unprecedented, they are nonetheless significant. As *The Army Operating Concept: Win in a Complex World* aptly summarizes, "The environment the Army will operate in is unknown. The enemy is unknown, the location is unknown, and the coalitions involved are unknown."[4] It later notes that, "What all Army operations will have in common is a need for innovative and adaptive leaders and cohesive teams that thrive in conditions of complexity and uncertainty."[5]

MC is central to meeting this challenge. As an analogy, it has been noted that courage is not so much a virtue as the evidence of all other virtues at the point of their testing.[6] In similar vein, perhaps Mission Command is emblematic of the Army's integrated capability, desired culture, and future potential. MC is the art and science of empowering disciplined initiative throughout all levels of the Army Force.[7] It is comprised of an overarching philosophy for conducting tactical, operational, and strategic endeavors. And it is also resident in a system of systems that facilitates understanding and execution. ADRP 6.0 offers that MC philosophy is the "Exercise of authority and direction by the commander using mission order to enable disciplined initiative within the commander's intent to empower

1. Steven F. Hayward, *Churchill on Leadership: Executive Success in the Face of Adversity* (New York: Gramercy Books, 2004), 89-90.
2. Headquarters, Department of the Army, *U.S. Army Mission Command Strategy,* 2013, 2, http://usacac.army.mil/organizations/mccoe/dots (accessed Apr. 7, 2016).
3. For additional insight, see TRADOC Pamphlet, 525-3-1, *The Army Operating Concept: Win in a Complex World;* TRADOC Pamphlet 525-8-2, *The Army Learning Concept for 2015;* TRADOC Pamphlet 525-8-2, *The Army Learning Concept for Training & Education 2020-2040*; and *The Human Dimension Strategy*.

4. TRADOC Pamphlet, 525-3-1, iii.
5. Ibid., 14.
6. C.S. Lewis, *The Screwtape Letters* (New York: HarperCollins Books, 2015), 61.
7. Headquarters, Department of the Army, *ADRP 6-0, C2, Mission Command,* Mar 28, 2014, Chapter 1.

agile and adaptive leaders in the conduct of unified land operations." In parallel, the MC WfF is "the related tasks and systems that develop and integrate those activities enabling a commander to balance the art of command the science of control in order to integrate the other warfighting functions."[8] The mutually reinforcing interaction of these two aspects of MC augments a leader's ability to Understand, Visualize, Describe, Direct, Lead, and Assess.[9]

Strategic Mission Command

Strategy seeks to balance ends, ways, and means. At the U.S. Army War College, Campaign Design is a developing methodology that seeks to aid in the formulation of ends. Design serves as a bridge between the ontology of ends and the attributes of strategy itself. Before addressing the question of how a strategy can achieve its ends, design explores the inherent value and efficacy of the ends themselves. It promotes better strategy by facilitating how we understand the environment, define the problem, and develop a strategic approach for addressing it.

Implicit within the MC philosophy is a focus on ends. Given this congruence between strategy, design, and MC, it is reasonable to explore the application of MC at the strategic level. To function effectively in the current and future operating environment, our force

needs to be strategic minded at all levels. Strategic Mindedness is grown through broad education, training, and experience, augmented by a personal commitment to life-long learning.[10] The recently reconfigured Mission Command and Cyber Division, part of CSL, is applying focus and resources to the growing Mission Command Community of Excellence.

Way Ahead: Lines of Effort

The following lines of effort support the development and institutionalization of Strategic Mission Command:

- Explore what being Strategic Minded entails. [through interdisciplinary literature review and collaboration]
- Improve our understanding of how we grow Strategic Mindedness [drawing upon Army, public and private best practices]
- Determine the Army's current capability to grow Strategic Minded leaders [assess education, training, and assignment contributions]
- Conduct a gap analysis
- Refine the MC campaign plan, so that it supports programs of record

Near Term Efforts

The following near-term efforts flow from these LOEs and mutually support better understanding of Strategic Mission Command:

- Establish a Strategic Mission Command Community of Interest linked to current efforts under the auspices of the Army Learning Concept and the Army University (3rd Qtr., FY '16).
- Generate a white paper to "prime" a symposium/simulation (3rd Qtr., FY '16), and then produce a summary white paper to support a follow-on symposium/simulation (2nd Qtr., FY '17).
- Build a Strategic Mission Command elective which will be taught at the USAWC during AY '16 –'17. **CSL**
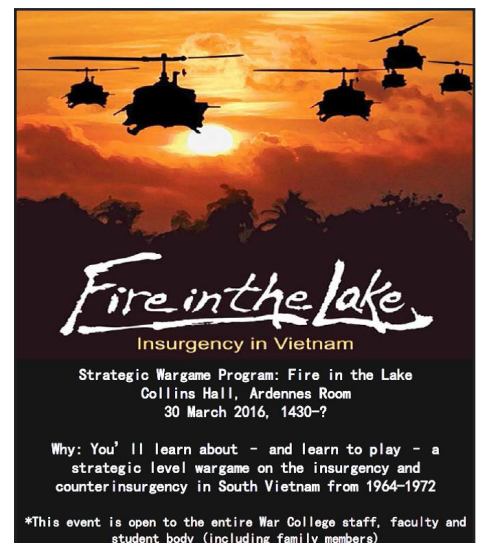
The U.S. Army War College Strategic Wargame Program

Colonel Jerry Hall
Director, Strategic Simulations Division, CSL

Whereas lectures and articles merely disseminate information and ideas, wargames allow active learning in which not only the players but also teachers and game designers are confronted with continuous and often unexpected questions and challenges as they explore, experiment and compete within the artificial model which the game provides.

The U.S. Army War College recently implemented a new special program, the Strategic Wargame Program (SWP). The SWP uses commercial and government wargames – physical board games, miniatures, and computer simulations - to enhance the educational experience of its students. The SWP offers optional afternoon and evening wargame events tied to the USAWC Core Curriculum. Typical wargames used in the program are at the strategic level, relevant to the curriculum, are easy to teach and play, can be ideally completed in a few hours, include command and control aspects, and can support multiple players or teams of players.

Strategic Wargame Program: Fire in the Lake
Collins Hall, Ardennes Room
30 March 2016, 1430–?

Why: You'll learn about – and learn to play – a strategic level wargame on the insurgency and counterinsurgency in South Vietnam from 1964–1972

*This event is open to the entire War College staff, faculty and student body (including family members)

Each event in the program is moderated by an expert (when possible the game designer), and facilitated by experienced players from the USAWC faculty, staff,

8. Headquarters, Department of the Army, *ADRP 6-0, C2, Mission Command,* Mar 28, 2014, Figure 1-1, "Overview of the Exercise of Mission Command."

9. "LTG Perkins – Understanding Mission Command," https://www.youtube.com/watch?v= Rw6lcaqA5MM&feature=youtu.be (accessed Apr 7, 2016). General publications related to Mission Command include the *Army Mission Command Strategy* (AMCS), *Army Mission Command Assessment Plan* (AMCAP), *Mission Command Training and Education Plan* (MCTEP), *MCCoE-CTC Mission Command Synch*, *Mission Command T&EOs*, *Collective Tasks*, and the *Mission Command ICTL, Individual Critical Task List*, http://usacac.army.mil/organizations/mccoe/dots (accessed Apr 7, 2016)

10. John R. Galvin, "What's the Matter with Being a Strategist?" *Parameters* (Winter, 2010-11), 82-89.

and students or the local wargame community. Each SWP session begins with the moderator providing introductory remarks and a game orientation. Following the introduction, the facilitators lead players through the wargame for two to three hours, then the moderator leads an after action review (AAR), focused on how the wargame supports USAWC learning objectives.

The inaugural SWP event was *Fire in The Lake*, moderated by Mr. Volko Ruhnke, on Wednesday, 30 March 2016. *Fire in The Lake* is Volume IV in GMT's COIN (Counterinsurgency) Series. From the GMT website:

"*Fire in the Lake* dives headlong into the momentous and complex battle for South Vietnam. A unique multi-faction treatment of the Vietnam War, **Fire in the Lake** will take 1 to 4 players on U.S. heliborne sweeps of the jungle and Communist infiltration of the South, and into inter-allied conferences, Saigon politics, interdiction of the Ho Chi Minh Trail, air defense of Northern infrastructure, graduated escalation, and media war.

Renowned designer and modern warfare expert Mark Herman joins COIN Series creator Volko Ruhnke for a collaborative production not to be missed. **Fire in the Lake** features the same card-assisted counterinsurgency game system as GMT's **Andean Abyss**, **Cuba Libre**, and **A Distant Plain**. Each **Fire in the Lake** faction presents fresh challenges:

• As the Viet Cong, you must light the people's fire for the Revolution. How long do you build in the shadows, and when do you emerge to set the spark? Your big brother from the North will draw the enemy's attention away from you, but be careful that he does not take over your movement from the inside!

• As the Republic of Vietnam, you have a big brother too. He will help you build a strong Army, control the country, and kill the Communists, but at what cost to your traditional way of governing? Should you fight hard with the forces and resources that you have, or

Volko Ruhnke (center) explaining Fire in the Lake to players. The player to the far right is an International Fellow from Vietnam.

leave that to the U.S. and just focus on strengthening your political hold?

• As North Vietnam, you have friends feeding you resources as well. But you must see to funneling them southward through a well-developed logistical trail, then decide which moment is right for your painstakingly assembled forces to venture from the relative safety of Laos and Cambodia to control the South.

• As the United States, you have the firepower and the mobility. A certain number of U.S. casualties is to be expected, but too many will break the public's support for South Vietnam and the War. And your air power and incursions into Laos or Cambodia can help or turn counterproductive. Together with the ARVN, the fight is winnable."

The event began with a facilitator lunch, hosted by Volko Ruhnke, to discuss the best practices for the facilitation of the game to the faculty, staff, and students. The volunteer facilitators consisted of USAWC faculty and staff, as well as civilian wargamers from as far away as Quantico, Virginia. Their role was to explain the game mechanics to the players and guide them through play after Volko's introduction.

After lunch the team set-up five copies of the game, reviewed the rules and variants, and discussed how to gradually introduce the players to the game. Volko recommended the 1965-67 Short Scenario (Westy's War) with two variants

to mitigate a common U.S. exit strategy technique. After the players arrived Volko provided them an overview of the strategic setting for the game and turned it over to the facilitators.

After two hours of game play, Volko led the players through a wide-ranging AAR discussion on the game design mechanics and principles focused on two lessons from the USAWC curriculum: escalation in Vietnam and COIN theory. Players liked the conflicting objectives of the four factions: the US seeks to gain popular support and ultimately withdraw forces, while the Viet Cong seek to undermine popular support and develop infrastructure in the form of bases; the ARVN (Army of the Republic of Vietnam) seeks to control territory and increase patronage to maintain control, while the NVA (North Vietnamese Army) seeks to wrest control of territories from the COIN players and increase its infrastructure in the form of bases and the Ho Chi Minh Trail.

During the AAR several players questioned the largely deterministic nature of combat interactions in the game, such as assaults and sweeps (vice stochastic or more random outcomes). Volko explained that this was a game design decision to streamline game play, and elaborated that while tactical outcomes may be more random, the overall outcome of a campaign over several months was more predictable.

Overall, the inaugural Strategic Wargame Program event with Volko Ruhnke and *Fire in the Lake* was a success. If you are interested in establishing a similar program, feel free to contact the author. Some keys to success:

- Plan early and account for possible changes to your institution's calendar!
- When possible, invite the game designer to moderate the event. They can provide key insights into the game design.
- Provide relevant institutional lesson plans to the moderator in advance so he/she can tailor the AAR to support learning objectives
- Identify and train a group of facilitators who are experts in the game. This leaves the moderator free to check on all of the games in progress
- Advertise to get the word out... electronic marquees, Facebook, mass emails, and institutional websites all help
- Have enough copies of the game available to accommodate your audience
- Reproduce larger copies of the game board to facilitate multiple players or teams of players. Educational use allows you to create one copy per game that you own. The maps used were reproduced at 150%

After the event, Volko and the facilitators headed to a local game store and café for dinner and more games, including the latest installment of the COIN series, *Liberty or Death*! **CSL**

ISIS Crisis: A Matrix Wargame

Lieutenant Colonel Joseph Chretien
Strategic Simulations Division, CSL

On 10 December 2015, the Strategic Simulations Division (SSD) led by Colonel Jerry Hall, demonstrated a Matrix Wargame to the CSL Wargame and Analysis Divisions. The purpose of the demonstration was to provide an overview of Matrix Games and their potential use in Wargaming and Strategic Leader Education at CSL

and the U.S. Army War College. An alternative to the current wargame structure, Matrix Games are free-form, facilitated, multi-player, role-playing games where players propose actions, and counter actions that will achieve their game objective. The Matrix methodology is composed of players (taking turns) making an argument that leads to an expected action, as well as their expected outcome and why they believe it should be successful. Since actions are not executed in a vacuum, other players are invited to strengthen another player's argument or counter an argument both of which can lead to plus/minus modifiers for a successful action. The umpire, with or without the use of dice, then adjudicates the outcome.

The SSD team led the participants through a complex scenario called ISIS Crisis brought the players back to Middle East in July 2014 when ISIS was making inroads into Syria and Iraq. In ISIS Crisis, the participants were assigned to one of six teams: United States, Iran, Iraq, Sunnis, Kurds, and ISIS. Prior to the game, each team was provided their country background information, objectives, and a card that explains actions that lead to either positive or negative modifiers. The game began with each team conducting diplomatic negotiations with other

teams or discussing strategy within their own team. For some teams, the negotiation session was instrumental in brokering deals that would provide modifiers for initial actions. For others, the negotiation session provided a sensing of where they stood politically with other teams. As for the remainder of the game, participants completed 4 turns and, as you will see below, with very surprising results.

In turn one, the United States successfully conducted a strategic communication campaign that discredited ISIS. This campaign hindered ISIS recruiting and reduced the spread of propaganda. Following the U.S. turn, the Iranian team received approval from the Syrian Government to provide clandestine assistance in the form of equipment and Special Forces. ISIS wasted no time taking action into their own hands when they successfully attacked and held on to the Hasakah Province, Syria. After a very successful attack, ISIS received a second move in this round and used it to counter the United States strategic communication campaign. With its move, Iraq attempted, and failed, to enact parliamentary change that would provide more representation to the Sunni's and the Kurd's. Following the Iraq's failed move to change parliament, the Sunni's, similar to

Iraq, proposed to parliament a new law that would create equal representation for all sectors in Iraq. After a close vote, the proposed law failed. The final move in turn one belonged to the Kurds who were able to retake Mosul from ISIS.

In turn two, the United States agreed to provide military equipment, Special Forces, and money to the Kurdish Regional Government. Iran completed moving Special Forces and equipment into Syria but did not maintain anonymity because their arrival leaked by an unknown group. ISIS, seeking to maintain momentum, failed to retake Mosul from the Kurdish forces. The Iraqi team, seeing that ISIS was more aggressive than they planned for, asked for ground forces from any country that would listen. Only one county listened, Iran. Iran agreed to provide four ground forces brigades to Iraq. This event caused the Sunni's to change their strategy in stride and instead of trying to work with the Iraqi government began to build a militia to support an uprising in Tikrit. Up North, the Kurds attempted and failed to retake the Hasakah Province. Bolstered by its success in Hasakah, ISIS received another move and used it to support the Tikrit Uprising.

The third turn began with the United States conducting back door meetings with the Gulf Cooperation Council (GCC). The intent was to get their help in finding and stopping the money that is flowing to ISIS. While this was a successful action, it came out as a very soft threat. For its turn, Iran moved two brigades of ground forces into Iraq (one each in Najaf and Karbala). ISIS, after supporting an uprising in Tikrit in the last turn, conducted a successful attack of Tikrit. Out of options, Iraq began a "one Iraq" strategic campaign aimed at uniting all three regions and opposing ISIS. The campaign was not successful but paved the way for the Sunni's to reintroduce their equal representation legislation that

was passed by Iraqi parliament. The Turks, with U.S. assistance, retook the Hasakah Province and pushed ISIS out of Northern Syria.

In the final turn, the United States struck a Nuclear Deal with the Iranian Government with the caveat that Iran help fight ISIS. United States involvement in getting Iran to help was a contingency of this deal. Iran continued to move forces into Iraq and sent two brigades into Samara with a follow on mission to retake Tikrit from ISIS. This move prompted a free move for ISIS who then blew up some Mosques in Sunni held territories with Iran held responsible for the bombings. ISIS then conducted a successful recruiting campaign and received another militia that attacked and occupied Fallujah. Iraq attempted conduct a coordinated attack with Iran to retake Fallujah but the coordination failed and they attacked alone – the attack failed. The Sunni team, watching ISIS steamroll through Iraq appealed to the United States for support. The United States would not offer any troops and was busy supporting the Turks in the North. In the final move of the day, the Turks failed at pushing ISIS out of Kirkuk.

At the end, the consensus in the room was that a Matrix game would provide immediate benefits to the current wargame structure. It offers a free-flowing formation of idea sharing that provides more data for the analyst to capture as well as a quantitative adjudication format that would add more substance to a final report. The game is not perfect and the group came up with a few suggestions that could help such as letting the players create their team objectives, publishing a list of constraints and restraints for each team, making the player pieces (chits) a higher, more general level (DIMEFIL) or even blank chits that players fill in during their turn. Finally, the game proved that nothing is predictive

since no one would have guessed that Iran would have four brigades in Iraq, the Sunni's would have equal representation, or that the United States would threaten the GCC. *CSL*

Talking the Talk at the School of Strategic Landpower: A Post-9/11 Landpower Appraisal

Major Jason Warren
Concepts and Doctrine Branch,
Department of Strategic Examination, CSL

A review of the failed war strategy of his nation fell to the Chief of Staff Army (CSA). His institution had just waged a long and unsuccessful war that had a profound effect on the nation, causing the hardening of internal political divisions and bringing into question the relationship between war and society. A severe impending drawdown threatened to disable the Army's ground forces. The future was very much uncertain.

This is not a description of the problems that current CSA General Mark Milley faces today, although the same can be said of the current situation facing the U.S. Army. This account instead relates what General Creighton Abrams faced after the failure of the Vietnam War, which humiliated the U.S. military, particularly the Army. It resulted in undermining the employment Strategic Landpower for two decades, and ended the American paradigm of a draft-based Army.

After 14 years of war with dubious results, a diminished national reputation, and a continuing drawdown, the U.S. Army today finds itself in similar circumstances. Designated by the CSA as the Center of Strategic Thought in the Army, the U.S. Army War College (USAWC) is uniquely responsible for considering the Strategic Landpower implications of the post-9/11 era. The Emerging Concepts and Doctrine Division (ECDD) of the Department of Strategic Examination executed a three-day conference that served as the Army's first attempt at understanding the

import of strategic landpower elements that began with the terrorist attacks of 11 September 2001.

The successful 2-4 December 2015 Strategic Landpower Conference was not the first effort of its kind at the Army War College. In 1981, Colonel Harry Summers, then of the Strategic Studies Institute, attempted to craft just such a study of the strategic failures of the U.S. military in Vietnam. Although historians later criticized a version of the USAWC pamphlet that Summers produced, the study was ground-breaking. Unfortunately his study, titled "On Strategy: The Vietnam War in Context," though widely read and cited, did not cause the post-Vietnam U.S. Army to incorporate the historical insights from the war. ECDD intends to ensure better integration of the Strategic Landpower Conference output through publications and outreach than Summers achieved with his Vietnam study.

USAWC Commandant Major General William Rapp set the stage for the conference by delivering prescient remarks on the critical nature of civil-military relations. This was an excellent prelude for Lieutenant General (Ret.) Daniel P. Bolger keynote address. Bolger, who once led NATO's training mission in Afghanistan developed the theme from his controversial book *Why We Lost*. This established the tone for the conference, ensuring that the historical and policy critiques of the disparate voices would be considered. ECDD organized the conference to begin with the overarching themes highlighted by Rapp and Bolger and then progressively narrow the strategic focus over the course of the three-day conference.

The first panel, chaired by Professor Peter Mansoor, wrestled with the strategic considerations of the United States in the post-9/11 world, and if an adjusted grand strategic view was necessary. This was followed by a panel chaired by Dr. Antulio Echevarria on conceptualizing strategy through the lens of globalization, non-state actors, American strategic culture, and past

pre-war shortcomings. The final panel of the initial day of the conference focused on the influence of theater strategies, particularly on Europe, Southwest and East Asia. Theater landpower strategies serve as the critical link between U.S. regional and national objectives.

Day two focused primarily on the Army institution's reaction to the prolonged wars after 9/11. This included the Army Active Component's relationship with the Reserve Component as well as the other services. There was a valuable panel chaired by the DoD proponent of contracting, Christopher Mayer, concerning the Army's association with contractors on the modern battlefield. A lively discussion of force structure, moved the dialogue forward during the first afternoon session, while day two culminated with a diverse civil-military and civil affairs panel. The final day dealt with the more concentrated strategic issues of ethics and humanitarian assistance and female engagement teams' role in the strategic environment. ECDD will publish a synthesis of the conference proceedings in *Parameters*, and a book may be in the offing. **CSL**

The ISCNE Premiers at the Middlebury Institute for International Studies

Colonel Christopher Wendland
U.S. Army War College Fellow, AY 16

The Middlebury Institute of International Studies at Monterey (MIIS) recently teamed up with the U.S. Army War College in February 2016 to host their inaugural International Strategic Crisis Negotiation Exercise (ISCNE). This ISCNE differed from others in a few ways. For over a decade, the ISCNE was traditionally conducted at our nation's top graduate schools where students from the host school were divided into teams (usually representing different nations) to attend an internationally sanctioned peace conference and must come together and negotiation as team to resolve an

actual decades-old frozen conflict. MIIS changed the model by opening their ISCNE to non-MIIS students attending schools within the region. The MIIS Leadership felt that opening their ISCNE to non-MIIS students would be a great way to create interaction and "thought diversity" with students from different academic institutions and professional backgrounds as they would all be required quickly bond as a team and work together resolve their ISCNE "frozen conflict." In addition to expanding the pool of participants, MIIS leadership also decided to leverage their Graduate School of Translation, Interpretation, and Language Education (GSTILE) to truly create the "International" aspect of the ISCNE by having the opening plenary translated into each of the five United Nations languages and have some of the students provide their opening plenary as well as some of the critical negotiation sessions in their native or practiced secondary language. Negotiations are complicated enough when everyone speaks the same language, but MIIS has the capability to add an additional layer of difficulty (and realism) by integrating their GSTILE students.

At the conclusion of a three-day weekend workshop, 60 students participated in a hectic schedule of negotiation training, team-building events, team strategy meetings, and intense negotiations where the students learned more about themselves as leaders and team members than they were ever truly able to resolve or make much progress on the ISCNE "frozen conflict" scenario. University of California – Berkeley, Stanford University, the Naval Postgraduate School (NPS), California State University at Monterey Bay (CSU-MB), and the Defense Language Institute (DLI) each contributed 5-7 students to the MIIS ISCNE. MIIS decided to employ the Jammu-Kashmir frozen conflict scenario and would need held the mock peace conference on the MIIS campus with delegations from the United States, India, the United Kingdom, China, Russia, Pakistan, and the fictional People's Democratic Party

The student Heads of Delegation were (left to right) Yasuhito Uto (Stanford), Kyle Pilutti (MIIS), Farah Al-mousawi (MIIS), Sachchal Ahmad (MIIS), Hanane Omari (MIIS), Mustafa Abdul-Hamid (Stanford), and Hannah Philgreen (MIIS)

Ryan Jerman (right foreground), a Berkeley student and member of the Russian delegation, briefs Mr. Ritch Dion, CSL, role-playing the Russian Foreign Minister, on a proposed change to his team's negotiation strategy

(PDP) representing Jammu-Kashmir. MIIS divided all participants evenly across the different delegations. A typical delegation would have five MIIS students, and one student each from NPS or DLI, Stanford, CSU-MB, and Berkeley. The student education level range from undergraduates (CSU-MB, Berkeley, DLI) to second year graduate students (Stanford, MIIS, and NPS).

To foster quick team bonds, MIIS identified a team captain for each delegation about two weeks prior to the commencement of the workshop. MIIS assigned a professor to provide requisite background reading and answer questions prior to the start of the ISCNE. This was a means to ensure each of the participants felt comfortable with the scenario and would arrive to MIIS

prepared for negotiations. Upon arrival, each of the 60 participants received a three-hour mini-course on negotiation training before the Army War College provided the exercise overview and the delegations provided their initial remarks at the Peace Conference Opening Plenary. After the plenary, all of the participants conducted 2-hours of team building during their dinner meal and had the remainder of the first evening to develop their strategy for the next 1.5 days of negotiations.

MIIS assigned a faculty member or Army War College Fellow to serve as a mentor for each of the delegations. MIIS leveraged faculty assistance from their own professors as well as the professors from some of the participating universities (DLI, CSU-MB) as well as a professor from the University of Southern California who was interested in following the MIIS model at their inaugural ISCNE later this year. MIIS hosted a visiting faculty dinner with the Dean of Institute as a means to thank the regional schools for supporting the MIIS ISCNE and foster stronger bonds with their regional university neighbors.

Overall the MIIS ISCNE was an overwhelming success and MIIS agreed to host their second ISCNE in February 2017. Stanford, Berkeley, NPS, CSU-MB, and DLI have all indicated that they would definitely attend and felt that the MIIS model for the ISCNE was a model other universities should emulate. In a post-exercise review session with the MIIS ISCNE participants, the students felt that the two greatest aspects of the ISCNE were 1) the close interaction with fellow graduate/undergraduate students from different universities and 2) the integration of different languages throughout the exercise and during the negotiation sessions. The students felt that they were able to learn more by seeing how different students approached problem solving during a compressed timeline scenario and they also felt that integration of the foreign language in the negotiation session added a greater layer of realistic complexity. *CSL*

Ambassador Lewis Lukens (seated to the right), role-playing the United Nations Special Representative to South Asia, conducts a meeting with the heads of each delegation, while Mr. Dion (left), observes in his capacity as the Senior Controller.