

Strategy Research Project

Interagency-Attuned Warriors: Cultivate Them as Cadets

by

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United States Army War College
Class of 2014

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REPORT DOCUMENTATION PAGE

Form Approved--OMB No. 0704-0188

The public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. **PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.**

1. REPORT DATE (DD-MM-YYYY) 15-04-2014		2. REPORT TYPE STRATEGY RESEARCH PROJECT		3. DATES COVERED (From - To)	
4. TITLE AND SUBTITLE Interagency-Attuned Warriors: Cultivate Them as Cadets				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) Lieutenant Colonel Cynthia Ann Matuskevich United States Army				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Professor Michael A. Marra Department of Military Strategy, Planning and Operations				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) U.S. Army War College, 122 Forbes Avenue, Carlisle, PA 17013				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Distribution A: Approved for Public Release. Distribution is Unlimited.					
13. SUPPLEMENTARY NOTES Word Count: 5,281					
14. ABSTRACT The U.S. Army's Training and Doctrine Command's Cultural Understanding and Language Proficiency (CULP) program for Cadets was created to achieve the objectives of the Army Culture and Foreign Language Strategy -- to produce officers who possess language and cultural skills. Program execution fulfils security cooperation objectives of Combatant Commands and Embassy Country Teams. Studies have shown the direct benefits CULP has had on developing cultural insights into foreign cultures but has overlooked and under-assessed the subsequent development of cultural insights into the inter-agency process of the 3Ds (Diplomacy, Development and Defense). This paper suggests that the Army needs to review its current Officer Professional Military Education and develop specific education, training, and policies targeted at developing joint, interagency, inter-governmental and multi-national (JIIM) competence earlier in an officer's career. It discusses the potential of adding new objectives to the CULP program focused on JIIM competency development, potential opposition, and makes final recommendations.					
15. SUBJECT TERMS Culture, Language, Joint, Interagency, Inter-Governmental and Multi-National, PME, ROTC, Embassy					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES 35	19a. NAME OF RESPONSIBLE PERSON
a. REPORT UU	b. ABSTRACT UU	c. THIS PAGE UU			19b. TELEPHONE NUMBER (w/ area code)

USAWC STRATEGY RESEARCH PROJECT

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Abstract

Title: Interagency-Attuned Warriors: Cultivate Them as Cadets
Report Date: 15 April 2014
Page Count: 35
Word Count: 5,281
Key Terms: Culture, Language, Joint, Interagency, Inter-Governmental and Multi-National, PME, ROTC, Embassy
Classification: Unclassified

The U.S. Army's Training and Doctrine Command's Cultural Understanding and Language Proficiency (CULP) program for Cadets was created to achieve the objectives of the Army Culture and Foreign Language Strategy -- to produce officers who possess language and cultural skills. Program execution fulfills security cooperation objectives of Combatant Commands and Embassy Country Teams. Studies have shown the direct benefits CULP has had on developing cultural insights into foreign cultures but has overlooked and under-assessed the subsequent development of cultural insights into the inter-agency process of the 3Ds (Diplomacy, Development and Defense). This paper suggests that the Army needs to review its current Officer Professional Military Education and develop specific education, training, and policies targeted at developing joint, interagency, inter-governmental and multi-national (JIIM) competence earlier in an officer's career. It discusses the potential of adding new objectives to the CULP program focused on JIIM competency development, potential opposition, and makes final recommendations.

Interagency-Attuned Warriors: Cultivate Them as Cadets

We need our Foreign Service and our military professionals to deliberately and systematically brush up against each other early and often in their own careers – indeed, to "grow up" together. If we do not institutionalize this attitude, our interactions will be inconsistent and will rely upon the personalities of principals and other actors. Moreover, as joint operations over the past 20 years have shown, closer cooperation in the field and early in careers builds greater mutual understanding that stimulates cultural and organizational changes that will better position all of us to deal with tomorrow's challenges, not just today's problems.

—John Hillen¹
Assistant Secretary for Political-Military Affairs

Today's U.S. Army demands leaders, skilled in cultural competence, who can work in the joint, interagency, inter-governmental and multi-national (JIIM) environment and move competently within the JIIM setting. Deployments over the last decade to humanitarian disasters, peacekeeping missions, conflict areas and wars, have demanded skill-sets for Army officers often beyond the core "tool kit" of service and branch skills trained and honed during pre-commissioning and basic officer training courses. One significant area under-represented in this training, education, and real-life engagement remains the focus on interaction of the 3Ds -- Diplomacy, Development and Defense (the Department of State (DOS), the United States Agency for International Development (USAID), and the Department of Defense (DOD)) which "provide the foundation for promoting and protecting U.S. interests abroad."²

Recent initiatives, such as Training and Doctrine Command's (TRADOC's) "United States Army Learning Concept (ALC) for 2015" link cultural competence with JIIM competence as one of the nine "21st Century Soldier Competencies," depicted in Table 5-2.³ ALC names these nine competencies as the essential skills that must be "instilled in initial military training and reinforced across the career span at varying levels

appropriate for each cohort and echelon.”⁴ ALC further defines Cultural and JIIM competence as:

Soldiers and leaders use cultural fundamentals, self-awareness skills, and regional competence to act effectively in any situation. They use communication, including foreign language, influence, and relational skills to work effectively in varied cultural and joint, interagency, intergovernmental, and multinational contexts. Soldiers and leaders consider and are sensitive to socially transmitted behavior patterns and beliefs of individuals from other communities and/or countries and effectively partner, influence, and operate in complex joint, interagency, intergovernmental, and multinational environments.⁵

Table 1: The Nine ALC 21st Century Soldier Competencies⁶

Army Learning Concept 21st Century Soldier Competencies
Character and Accountability
Comprehensive Fitness
Adaptability and Initiative
Lifelong Learner (includes digital literacy)
Teamwork and Collaboration
Communication and Engagement
Critical Thinking and Problem Solving
Cultural and JIIM Competence
Tactical and Technical Competence (Full Spectrum Capable)

To implement the ALC and institutionalize the development of JIIM capabilities at the junior level (pre-commissioning to Captain-level), the Army needs to review its current Officer Professional Military Education (O-PME) and develop specific education,

training, and policies targeted at developing JIIM competence, particularly among the 3Ds. This paper will briefly review the current O-PME targeted at JIIM, make a case for starting the training earlier in an officer's career, and discuss the potential for using TRADOC's United States Army Cadet Command's (USACC) Army Cultural Understanding and Language Proficiency Program (CULP) program as one initiative to develop junior leaders better exposed and attuned to the 3Ds interagency cultures by using examples of previous CULP missions. Finally, the paper will discuss potential opposition to adding new objectives to the CULP program focused on JIIM competency development, and make final recommendations.

Making the Case for Earlier JIIM Education and Training

Chairman of the Joint Chiefs of Staff Army General Martin E. Dempsey emphasized the importance of exposure, particularly to the 3Ds, early on in an officer's career. He remarked to the American Forces Press Service in June 2012, that "In today's military, every ensign or lieutenant, every master sergeant or master chief, had had some contact with some other agency of government, because we're all in this thing together."⁷ He further acknowledged that despite the need "to work effectively with counterparts across government,"⁸ "he was probably a lieutenant colonel with 22 years in service before he met anyone from the Department of State, and had completed around 26 years in uniform before he had any contact with U.S. Agency for International Development staffers."⁹

Commander of Special Operations Command (SOCOM) Admiral William McRaven additionally stated that "education had to begin at the junior level across the interagency to understand how the military operates and how the agencies operate."¹⁰

This was echoed in the words of Army chief of staff General Raymond Odierno -- to retain the "strong civil-military networks [developed] over the past 12 years."¹¹

The State Department also recognizes the need to start interagency training at an earlier time and over a prolonged period. Assistant Secretary for Political-Military Affairs John Hillen noted at the Joint Worldwide Planning Conference in 2005 that in today's changing nature of warfare in which DOS and DOD interact episodically: we need a more integrated approach to managing complex conflicts – and one that recognizes that today's political military interface is not at Eisenhower's headquarters, so to speak, but on a street corner in Fallujah, at a town-hall meeting in Mosul, at a PRT in Afghanistan, with CJTF's on the Horn of Africa, or in humanitarian relief task forces in Asia. This is where politics, diplomacy, and military operations with strategic impact are meeting – and not simply in the still important world of cables between capitals. The so-called strategic corporal – identified long ago by Marine Commandant Charles Krulak, needs his political/diplomatic partner on the ground as a fellow strategic actor.¹²

Conventional War?

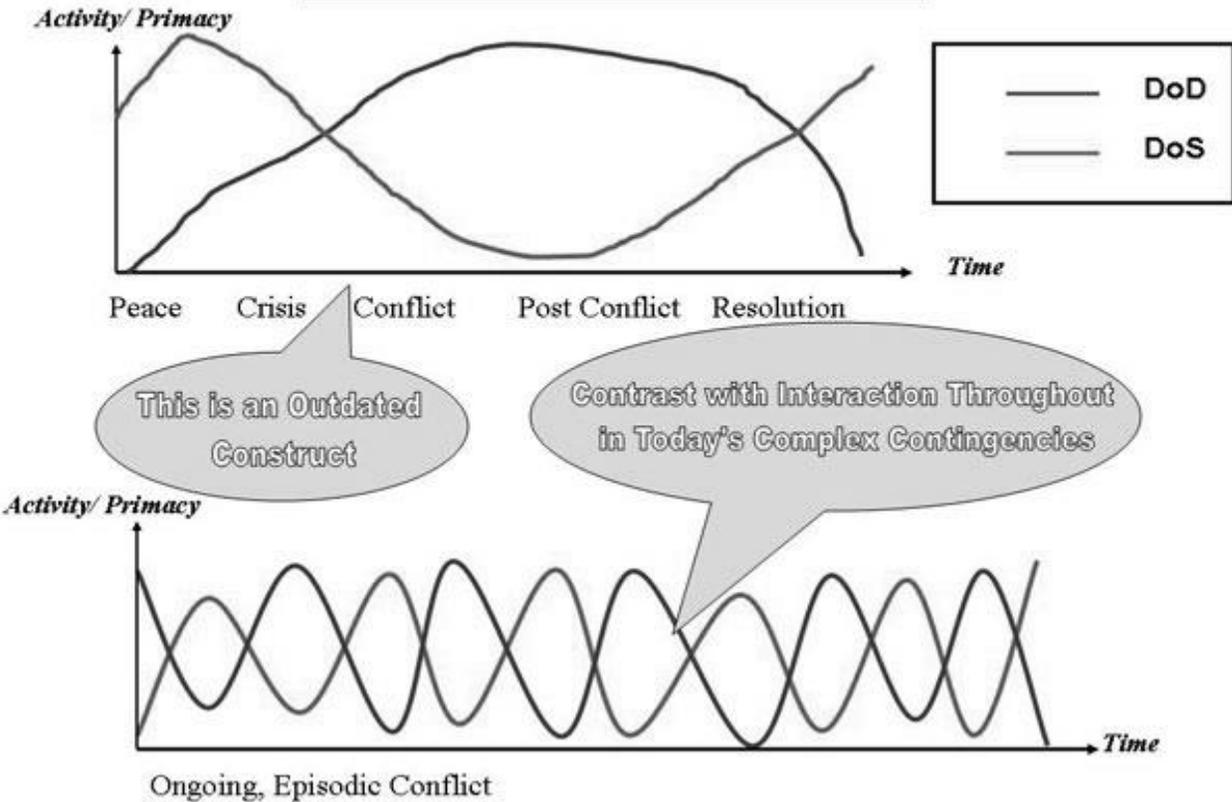


Figure 1. This chart accompanied Assistant Secretary for Political-Military Affairs John Hillen's remarks at the Joint Worldwide Planning Conference, Edelweiss Conference Center in Garmisch, Germany.¹³

His chart presented at the conference illustrates the levels of activity by DOS and DOD on a continuum conflict over time (see chart below). It emphasizes that DOS and DOD interact continually over an ongoing, episodic conflict, rather than peak and wane at differing stages in a conventional war. Therefore, interagency interaction must be considered a constant and normal expectation in today's complex contingencies and the 3Ds must prepare their personnel and institutionalize processes to ensure they "grow up" together.¹⁴

Current OPM-E Interagency Initiatives

Current OPM-E for the interagency resides in mid and senior-level education. In *The Army's Approach to Leader Development*, the authors note that at Intermediate Level Education (ILE) at Fort Leavenworth, Kansas, "the U.S. Army Command and General Staff College educates and trains mid-career Army officers, international officers, sister-service officers, and interagency leaders to operate in full-spectrum Army, joint, interagency and multinational environments as field grade commanders and staff officers. Each year, in two overlapping sessions, some 1,100 Army officers, 160 sister-service officers, 120 international officers and 30 interagency representatives complete the 10-month course of study."¹⁵ However, having interagency partners as resident students did not go far enough to establish sufficient interaction and develop interagency knowledge.

Lieutenant General William Caldwell, then commandant of the Command and General Staff College (CGSC), and commanding general of the U.S. Army Combined Arms Center, Fort Leavenworth, Kansas, created the Interagency (IA) Exchange Program in 2008 to partially address this leader-acknowledged development need.¹⁶ The program was designed to "improve how we as an Army work in conjunction with other governmental departments and agencies."¹⁷ The program is targeted at mid-career level and, "affords Army captains and majors the opportunity to join national agencies for a one-year, interagency fellowship. As interagency fellows, they replace a civilian government employee within the partnered organization, giving that employee the opportunity to attend the one-year CGSC Intermediate Level Education, or ILE. The intent of this cross-pollination of Army officers and governmental civilians is to increase collaboration, cooperation and interoperability to better serve the unified approach

described in Field Manual (FM) 3-24, Counterinsurgency, and FM 3-07, Stability Operations."¹⁸ The school describes the program as offering "a unique professional development opportunity for US Federal Agency mid-level officials. It offers a collaborative, experiential, and educational partnership in which interagency students, US military students, and international military officer students gain expertise and knowledge in solving today's complex problems. They also gain unique insights into each others' culture, language, organization and processes."¹⁹ "These interagency assignments are to provide fellows with valuable developmental experiences while they increase workforce capacity at their host civilian agencies, such as State and U.S. Agency for International Development."²⁰ The "pool" for officers afforded the opportunity was 23 in 2009, increased to 26 in 2010 and 28 in 2011.²¹ The number for inter-agency slots was lower than the available slots to attend foreign schooling opportunities estimated at 38.²²

While this program enhances the skills of Army officers to operate in an interagency environment, the program targets mid-level officers, and reaches a very small percentage of those who will likely require even rudimentary familiarity and skills. The program runs a yearlong and is coordinated with a follow-on assignment in the interagency. Additional emphasis on interagency familiarity should be placed prior to mid-level O-PME as many lieutenants and captains are deployed to operational missions requiring at least a basic level of knowledge of interagency competencies, roles, and missions.

Further emphasizing the importance of developing officers with JIIM capabilities, the RAND Arroyo Center was commissioned to do a study by the U.S. Army Human

Resources Command's Officer Personnel Management System (OPMS) Task Force "to examine the career patterns and professional development needs in the context of requirements for officers to operate in the more complex joint, interagency, intergovernmental and multinational (JIIM) circumstance of today and tomorrow."²³ In response, RAND published the study, *Developing U.S. Army Officers' Capabilities for Joint, Interagency, Intergovernmental and Multinational Environments*, in 2011. In one table of this study (See Table 2), RAND reported that "Evidence of meaningful JIIM experience in company-grade positions seems weak. While a few respondents felt that service as platoon leaders and company commanders did provide such experience, most did not. This result does not, by itself, indicate that company-grade officers are not receiving such experience. Further study, perhaps in the form of a large-scale survey, would be required to confirm or deny that hypothesis."²⁴

Table 2: Relative JIIM Opportunity²⁵

	Joint	Inter-agency	Intergovernmental	Multi-national
Platoon Leader/Company Executive Officer	2	3	2	2
Battalion Staff	3	2	1	3
Company Commander	1	1	1	2
Battalion Command Group (Commander, XO, S-3)	8*	3	3	8*
Brigade Staff	6	3	2	6
Brigade Command Group (Commander, Deputy Commander, XO, S-3)	12	7	6	13
Division/Corps Staff	11	10	8	10
Joint Staff	13	11	8	14
AC/RC Battle	3	1	2	3
Combat Developed	4	2	2	3
Advisor and Multinational Staff Officer	4	3	2	6
Instructor	7	2	3	5
Generating Force	5	2	2	3
Maneuver Combat Training Center Observer/Controller	4	2	3	4
Command Training Program Observer/Trainer	7	1		5
Other	1	1	1	

*Only nine branches with command opportunity responded to this survey.

NOTE: Red (1–5) = low confidence; yellow (6–9) = medium confidence;

green (≥ 10) = high confidence.

The study did not look at any pre-commissioning programs, but the demonstrated lack of opportunities for junior leaders and the increasing likelihood of exposure to operational missions involving interagency partners, particularly the 3Ds, suggests that all opportunities available, and at the earliest opportunity in service, should be leveraged to develop a corps of officers who by mid-level have

already been exposed to inter-agency skills needed to succeed in today's operational environment. The report, *The Infusion of Language, Regional, and Cultural Content into Military Education: Status Report, Officer Professional Military Education Program*, depicts the OPM-E levels as described in the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1800.01D, and depicts the JIIM emphasis showing only in senior level O-PME and did not address it in mid-grade O-PME.²⁶

Table 3: O-PME LRC Overview²⁷

PME Level	Target audience	Schools	Emphasis	LRC infusion
Pre-Commissioning/ Accessions	Officer candidates	Service Academies, ROTC, OCS/OTS	Service; foundations of leadership, ethics, management	Overall infused throughout the curriculum at the Academies; in ROTC LRC is an element of their education at this level
Primary/ Company-grade	O-1 through O-3	Branch/Specialty Schools	Service; tactical	Huge variations across the Services
Intermediate	O-4	Service & Joint Intermediate-level Colleges (i.e., Command and Staff College)	Jointness; Operational and Tactical	Huge variations across the Services
Senior	O-5 or O-6	Service & Joint Senior-level Colleges (i.e., War Colleges; NWC, ICAF, JFSC)	Strategic leadership; JIIM; Regional Studies	LRC are considered "warfighting enablers;" emphasis on Regional and Cultural
General/Flag Officer (GO/FO)	GO/FO	CAPSTONE, PINNACLE	Strategic, JIIM, Executive	Emphasis on Regional and Cultural

Source: CJCSI 1800.01D Officer Professional Military Education Program ("OPMEP"), 15 July 2009; as well as information gathered through site visits

Current formalized education and training for JIIM occurs primarily at CGSC and the War Colleges, despite the fact that junior officers currently operate in an environment in which the interagency not only operates but sometimes has the lead and the resident expertise. The current O-PME may be insufficient and come too late to impact hardened institutional cultures and make a long-term impact on developing true

interagency coordination. If we accept the fact that all agencies (such as the 3Ds) each have their own deeply engrained “culture” and that understanding other cultures takes significant time and must be consciously developed, then it follows that earlier exposure to these “cultures” may foster an openness and awareness that facilitate greater interagency understanding and cooperation. “Better coordination across the interagency community may not happen immediately because of improved education; it will have to be a cumulative effort sustained over time, bearing fruit in the midterm future.”²⁸ Mid and senior-grade officers better attuned to 3D cooperation may be the fruit born from increased education and exposure. By iterative exposure to other agency roles, responsibilities, and expertise, junior officers may amass the potential to make interagency coordination second-nature rather than contrived. Creating a basis of JIIM knowledge through positive and direct interagency exposure while at the junior officer level could potentially spark a more adaptive and receptive posture when placed in a JIIM position at the senior level.

A currently funded Army program, TRADOC’s United States Army Cadet Command’s (USACC) Army Cultural Understanding and Language Proficiency Program (CULP), may provide just such an inspiring and educational opportunity. While the program’s current objectives do not prioritize interagency as part of its “cultural” training, a review of the program may demonstrate that its objectives can be altered to accommodate this important junior O-PME objective.

Brief History of CULP

Under TRADOC, USACC’s CULP program began with a trial in 2006 in response to a task to achieve the objectives of the Army Culture and Foreign Language Strategy (ACFLS). One task specifically listed for officers and warrant officers is to

develop cultural self-awareness defined as: “The knowledge and attributes regarding the diverse American cultures, including US military and interagency culture, and the potential biases that may exist.”²⁹ For Stage 1 (Recruit through end of initial military training (IMT)) and Stage 2 (end of IMT through 7th year), it establishes its Culture Learning Objectives by Major Subject Area by Stage as a “Basic understanding of US interagency cultures” and “Expand understanding of US interagency cultures.”³⁰

USACC’s Language, Regional Expertise & Culture (LREC) programs are designed to promote foreign language skills among members of the Reserve Officers' Training Corps and are authorized under Title 10 USC SEC 2101 and DoD Instruction Number 5160.70 dated June 12, 2007. According to the chief of the culture and language division at Cadet Command Ray Causey, DA Execution Order for Cadet missions requires USACC to conduct overseas cultural deployments in support of worldwide Army Security Cooperation plans and the ACFLS. USACC performs this task by providing Cadets to perform missions all over the world during the summer training period normally from May to August. These immersion missions support the Army Security Cooperation Programs for U.S. Embassies worldwide and include humanitarian service, host nation military-to-military contact, education on the social, cultural and historical aspects of the country, and English Language Training Teams. All missions are coordinated through the Geographic Combatant Commander (GCC) and the US Ambassadors' country teams, and other agencies as appropriate.

Criteria for Cadets selected to participate in CULP include grade-point average (GPA), Army Physical Fitness Test score, and Primary Military Instructor recommendation.³¹ There are also increased opportunities for Simultaneous

Membership Program (SMP) Cadets from states that have State Partnership Programs with CULP host nations (for example, Maryland is partnered with Estonia; Lithuania with Pennsylvania).³² Professor of Military Science Lieutenant Colonel Thomas M. Gilleran emphasized that “these selection criteria for CULP closely aligned with USACC's selection process for active duty, Cadets who participate in CULP are much more likely than the average Cadet to be selected for active duty, and therefore more likely to use and benefit from the 3D skills and JIIM knowledge they developed while Cadets.”³³

The CULP program sends Reserve Officer Training Corps (ROTC) Cadets (and West Point Cadets) and cadre leaders (normally enlisted sergeants first class and officers from Captain to Lieutenant Colonel rank) on the immersion missions in teams of approximately fifteen members for three weeks. In FY2013, 1,214 Cadets travelled to 35 countries in 106 teams.³⁴ The USACC Commanding General established a future program goal “for at least 30% of newly commissioned ROTC Lieutenants to have participated in overseas culture and language immersion missions in order that as new Lieutenants they may, “on their initial OCONUS deployment, lead with confidence and competence in a Joint, Interagency, Intergovernmental, and Multinational, (JIIM) environment.”³⁵

While the current explicit objectives for CULP missions do not specifically include interagency familiarization, the program in its current format does already support it. Reviewing after-action-reviews (AARs) from FY2013 missions³⁶ confirms that many CULP missions, developed by embassy Country Teams (normally the Office of Defense Cooperation and Defense Attaché Office) already included embassy orientation and engagement as part of the mission. This included briefings by embassy teams on topics

such as culture, embassy mission and role, interagency roles, force protection, public affairs, and outreach. In some instances culled from AARs, the Ambassador personally hosted receptions, provided remarks, and held open forums for learning about DOS missions. No record of any direct contribution from USAID was noted but in some smaller embassies in which there was no USAID representation, public affairs, which covers outreach, played a significant role in scheduling events with the community to include humanitarian service missions.

The Ambassador and members of the Country Team engaged directly with Cadets in numerous countries such as Botswana, Bulgaria, Croatia, Estonia, Lithuania, Macedonia, Moldova, Montenegro, Paraguay, Guyana to name a few. In other instances, because the embassy Country Team often played the lead role in developing the missions, Cadet teams directly contributed to embassy public affairs outreach by engaging with the local community, often through American Corner programs.³⁷ In Macedonia at the American Corners “Summer Camp” event in June, 2013, Cadets ran seminars in a week-long event with approximately 60 Macedonian teenagers. Cadets ran seminars on American culture, ran sporting and physical training events, and interacted on a daily basis with their Macedonian counterparts, most of whom were only 1-2 years younger than themselves. The AAR stated that “This was a fantastic event, the highlight of our overall mission.”³⁸ In other instances, Cadets engaged with orphanages, senior citizens, Roma gypsies, university and high school students, and conducted other outreach events in the local community. These events helped cadets understand the broader U.S. mission goals and become participants in executing embassy missions as well as military security cooperation objectives.

Incorporating Interagency Training into CULP

CULP can build on its current program design and missions to incorporate interagency familiarization as a core objective tying it to current doctrine. DAMO-TR, the Army Language Authority, stated that DA recognized that “the long term solution to LREC, (Language, Regional Expertise, and Culture), lies in officer pre-commissioning.” According to TRADOC’s own paper entitled, *Cross-Cultural-Competence, (3C) in Our Future Military Leaders*,³⁹ the U.S. ACFLS’s desired end state is to “build and sustain an Army with the right blend of culture and foreign language capabilities to facilitate full spectrum operations”⁴⁰ and “to commission new lieutenants who, on their initial overseas deployment, lead with confidence and competence in a Joint, Interagency, Intergovernmental, and Multinational, (JIIM), environment having already “been there” through education and training.”⁴¹

USACC accepts that cultural immersion takes time and acknowledges that if the objective is to gain a depth of cultural understanding of a particular people, then short, three week immersion experiences will not provide that. However, it does operate under the premise that you can come to understand "culture" and cultural differences in a short time.⁴² In other words, “the most important objective for Cadet Command’s CULP overseas missions program is to bring the Cadet to a new and expanded frame of reference, an adjustment in their perceptions.⁴³ Cadets will gain a “larger, strategic picture - they won't be experts, just suitably aware and cognizant of the many complex "environmental" factors in which they will be called upon to operate.”⁴⁴

A 2010 report prepared for ROTC command, *Benefits of Cadet Cross-Cultural Immersion*,⁴⁵ showed the benefits CULP has had on developing Cadets’ language skills and cultural insights into foreign countries, but overlooked or under-assessed the

subsequent development of cultural insights into the interagency process of the 3Ds facilitated by executing CULP's security cooperation missions and additional complimentary outreach programs in the host nations. While no formalized study has been done, building upon the after-action reviews and previous CULP missions provides potential opportunities to deliberately leverage CULP to cultivate 3D interagency understanding.

Recommendations for Leveraging CULP for 3D Understanding

The CULP program, designed to develop foreign cultural proficiency, can also serve as a cost-effective model to develop junior leaders attuned to the role of the 3Ds. First, this can be done through minimal changes to the current CULP program and should not require redefining existing guidance or increased funding. First, USACC needs to explicitly and formally link the interagency 3D training objectives to its program. This can be done by using TRADOC's ALC which links cultural competence with JIIM competence as one of the nine "21st Century Soldier Competencies" and by using the ACFLS which already lists culture awareness (to include the interagency) as a core cultural learning objective.

Second, USACC should provide specific mission objectives to the embassy Country Team and CULP Mission Commanders in order for them to jointly incorporate 3D objectives into detailed mission plans in-country prior to the Cadets' arrival. Using Lithuania as an example, the Country Team developed the framework for the concept of operations for the specific CULP missions including embassy familiarization and outreach. The CULP Mission Commander, "understanding the intent, added details to plan, supervise the teams, and make decisions in accordance with the same intent (purpose, key tasks, and end state) in mind."⁴⁶ A Country Team's ability to incorporate

these 3D objectives can be included with the annual submission to USACC to request CULP missions and help USACC and Combatant Commands prioritize selected missions. Providing specific and limited objectives would allow embassy staff to organize briefings, meetings, and potential engagement opportunities which can make CULP execution more focused on CULP-specific objectives. During the in-country portion, embassies can maximize Cadet exposure to DOS and USAID (where available), and during mission execution, provide opportunities for further training on interagency cultures, processes, roles, and responsibilities.

Third, USACC should review the current process for selecting and prioritizing Cadet missions to maximize missions that meet objectives for cultural proficiency, security cooperation, and 3D interagency training for the Cadets. When the CULP program began in 2005, USACC had to seek opportunities for missions and build a base of host nations. Today the program has become well-established and has greater demand than it can fulfill based on available funding and Cadets for deployment. CULP has become “a very popular program that is actively sought after from the Embassy Country Teams.”⁴⁷ USACC uses a mature and complicated, weighted system to prioritize Cadet missions submitted by Combatant Commands after being proposed by Country Teams. USACC releases an overall prioritized list that is broken down by country as well as Combatant Command and also provides a backup list of those countries that didn't make the funding cut line (validated but unfilled Embassy Country team requests).⁴⁸ USACC should incorporate criteria into its weighted system to account for missions contributing to 3D familiarization. This would provide USACC a means to formalize 3D objectives into its CULP program prioritization process.

Fourth, during the pre-deployment phase, TRADOC should either require Cadets to complete a research project and prepare a class presentation on the roles and missions of the 3Ds or provide a short 3D briefing to all Cadets to provide some basic knowledge prior to immersion missions. Cadets are already required to prepare cultural and other briefings prior to deployment and upon receipt of orders for the country they are visiting. Cadets begin culture and language training at their school by completing the Joint Knowledge On-line (JKO) Cross-Cultural-Competency course. Cadets also complete the Peace Corps Cross-Cultural Workbook in advance of missions. USACC could look at jointly developing a workbook focused on the interagency with an emphasis on the 3Ds. Adding a supplemental briefing or workbook requirement would fit in with the current program and require little additional resourcing or time. USACC could also engage DOS to request a video teleconference (VTC) for cadets while at Fort Knox prior to deployment to further interagency understanding and interactively respond to questions regarding embassy mission roles and responsibilities. This option would also be low cost but provide a high return value.

As a final recommendation, USACC can request that the U.S. Army Research Institute for the Behavioral and Social Sciences (which conducted the Pre and Post self-assessment deployment survey of CULP missions) include cultural awareness and knowledge of the 3Ds as survey questions in addition to “foreign” cultural awareness and language competency. Question inclusion could be tailored to determine gain in ROTC Cadet cultural knowledge, understanding, and acuity of the 3Ds and be used to improve the program.⁴⁹

Potential Opposition to Adding 3D Objectives to CULP

Some may argue that it is not critical to target Cadets for interagency skill development. However, even if newly commissioned officers do not immediately interact with the 3Ds, similarly to the potential to interact at the joint level, a basic knowledge would benefit them as they grow into senior officers requiring a higher degree of interagency skills. “At this point, the U.S. Government lacks authority and budget priority for promoting interagency education. Despite these limitations, one only has to look at the issues on the strategic horizon to know that integration and collaboration will be essential in maintaining the national security of the United States.”⁵⁰ Therefore, all opportunities to develop training at the earliest opportunity should be explored. Since DOD holds the largest resources, it should continue to pave the way and provide opportunities for further institutionalized interagency training and exposure.

Others will suggest that three weeks, with perhaps less than a few hours or days devoted to studying the 3Ds, will be insufficient to alter Cadet perceptions. However, AARs and Cadet anecdotal commentary note that interaction, especially with Ambassadors and military personnel and staff at embassies, has had an impact on their understanding and knowledge base. Cadre who conducted a mission in Estonia noted that briefings by the Ambassador and Defense Attaché were “worthwhile and informative” for cadets.⁵¹ Another cadre noted that “A reception for us held at the U.S. Ambassador’s (Paul Wohlers) residence ... impressed upon the Cadets, whom had just arrived in-country, the importance of their mission to Macedonia” while Cadre and Cadets in Montenegro praised the benefits of learning about the “role of an Ambassador & the US embassy.” A cadre member in Botswana noted that, “The briefings were too heavily weighted in favor of US Embassy functions, the formation and execution of US

foreign policy...instead of focusing on the CULP mission. The insight into US Embassy functions and foreign policy was very valuable, topics well worth learning, but are not an essential aspect of the culture or language of Botswana.”⁵²

Opposition to expanding the CULP program could also include concern over diluting the core current objectives of the program focused on foreign language and cultural knowledge. With only three weeks of immersion plus one week of pre-deployment training at Fort Knox, adding another block of training, even if it is only a few hours both during the pre-deployment and in-country phase, could impact upon tight training schedules. Potentially negative impact could be minimized by asking embassy staff to plan ahead and best utilize time in-country to incorporate embassy interaction. A short stop at the embassy after arrival to meet with the Ambassador and Country Team, and well-coordinated outreach programs and/or humanitarian service can act as opportune moments for learning lessons on how DOD interacts with DOS and USAID. Another challenge may be bringing in elements of USAID. Unlike DOS that is resident in every country in which the Cadets deploy, USAID does not have representatives in each embassy or mission area available to cadets. The Center for Disease Control (CDC) if present could potentially fill-in as there is some overlap in roles. In other cases where USAID is not present, often the embassy Public Affairs Section (PAS) or Public Affairs Office (PAO) can serve as a means to address USAID’s role. In fact for many current CULP missions, public affairs coordinates Cadet outreach to include American Centers and humanitarian service in conjunction with embassy military personnel. In Panama, Cadets participated in a “humanitarian aid operation providing dental care to literally more than 2000 members of the local population as well as building schools.”⁵³

In Estonia, Cadets spent four days living at the Marja-Kula village for disabled adults and performing humanitarian work (chopped firewood, repaired items, built games, etc.).⁵⁴ In Lithuania, Cadets conducted outreach at orphanages, senior centers and with Roma gypsies.⁵⁵ In Latvia, Cadets participated in a humanitarian assistance operation at the Limbazi High School, spending two days painting and refurbishing areas of the school with supplies provided through the U.S. Embassy. The activity “provided a positive image of the US in their country.”⁵⁶

DOD has extensive resources in both personnel and budget relative to many interagency partners. While the CULP program may be small in terms of DOD, “sending large numbers of relatively inexperienced personnel overseas for other organizations with limited resources (DoS and USAID) to train” can be viewed as burdensome or taxing with little return value.⁵⁷ The CULP cadets may be viewed as just another passing group of DOD tourists that take away valuable work time from often busy and understaffed organizations. Visits to the embassy or other interagency locations must be structured to minimize any burden on the host and be communicated well in advance. This is best accomplished by providing several months notice when requesting representatives and by providing them the background and intent of the program as well as its benefits. Specifically, the immediate benefits should be highlighted in cases in which the Cadets will be executing outreach programs directly in support of the embassy, such as work at State Department Bureaus of Education and Cultural Affairs – American Corners Missions or Bi-National Centers. If the Cadets can be valued as contributing to current embassy or interagency missions, fostering representatives to promote the long-term value of the program (interagency knowledge)

will be easier to recruit. Ensuring that the Ambassador understands the CULP program and how it supports the Embassy Integrated Country Strategy's (ICS) overall goals may also help show the overall value and benefit and to non-DOD partners.

The CULP program itself could be at risk for budget and resourcing cuts as DOD's budget continues to decline. The average cost for each CULP participant for FY2013 across all venues was \$7,606.44.⁵⁸ Concrete return value in security cooperation efforts, as well as continued Country Team and Combatant Command support, will be critical to sustaining CULP. Since CULP missions are directly aligned activities with the Combatant Command Lines of Effort and Lines of Operation as part of the Theater Campaign Strategy and support Embassy Integrated Country Strategies, USACC prioritization of the best missions will enhance the ability to sustain it. Since CULP also supports recent DOD initiatives to develop greater JIIM capability, this aspect needs to be reinforced when developing and evaluating CULP objectives.

Conclusion

The next generation of future Army officers will likely grow up in an environment highly intertwined with the interagency. As Gabriella Marcella described: "the future officer will also need greater appreciation of the institutional diversity and complexity of government because of the need to advise a diverse audience of civilians on the utility of military power in complex contingencies that are neither peace nor war. He or she will have to work in tandem with civilian agencies and nongovernmental organizations unaccustomed to command systems and deliberate planning, and that often do not understand the limits of military power."⁵⁹

"Interagency education developed largely out of the recognition that there was a less than complete understanding of the multiple and often complex roles, missions,

and functions of departments and agencies.”⁶⁰ By adding 3D objectives to CULP missions, providing interagency familiarization training for Cadets during their pre-deployment phase for CULP missions at Ft. Knox, and reviewing the current process for selecting and prioritizing cadet missions, USACC can maximize the CULP missions for cultural and language proficiency, security cooperation, and 3D inter-agency training for Cadets. Both USACC and Embassy Country Teams can shape the CULP experience to better develop junior leaders in security cooperation and in the interagency process with the added life-long benefit of the development of “a valuable network of personal contacts from the interagency community” to add to their “tool kit.”⁶¹

Endnotes

¹ John Hillen, “The Changing Nature of the Political-Military Interface,” December 23, 2005, linked from *The United States Department of State Home Page* at “Bureau of Political Military Affairs Remarks,” <http://2001-2009.state.gov/t/pm/rls/rm/58189.htm> (accessed December 30, 2013).

² U.S. Department of State, *3D Planning Guide* (Washington, DC: U.S. Department of State, July 2012), 4. The 3D Planning Guide states that Diplomacy, Development, and Defense (3Ds) – as represented by the Department of State (State), the United States Agency for International Development (USAID), and the Department of Defense (DoD or Defense) – are the three pillars that provide the foundation for promoting and protecting U.S. national security interests abroad.

³ Amy Alrich et al., *The Infusion of Language, Regional, and Cultural Content into Military Education: Status Report* (Alexandria, VA: Institute for Defense Analyses, January 2011), 5-7, <http://www.google.com/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CCkQFjAA&url=http%3A%2F%2Fwww.dtic.mil%2Fcgibin%2FGetTRDoc%3FAD%3DADA562774&ei=k9yxUuaTFcLksATKqYGAAw&usq=AFQjCNFSiB04mtmrFnClfjI4t4S4jEglHQ> (accessed December 17, 2013).

⁴ U.S. Department of the Army, *The United States Army Learning Concept for 2015*, TRADOC PAM 525-8-2 (Fort Monroe, VA: U.S. Department of the Army Training and Doctrine Command, January 20, 2011), 18, 43.

⁵ Alrich et al., *The Infusion of Language, Regional, and Cultural Content into Military Education: Status Report*.

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⁷ Karen Parrish, "Chairman: Asia-Pacific Will Challenge Military Leaders," June 6, 2012, linked from *The United States Department of Defense Home Page* at "News Articles," <http://www.defense.gov/News/NewsArticle.aspx?ID=116649> (accessed November 18, 2013).

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¹⁰ John Grady, "The Future of Strategic Landpower," October 25, 2013, linked from *U.S. Naval Institute Home Page* at "Budget Industry."

¹¹ Ibid.

¹² John Hillen, "The Changing Nature of the Political-Military Interface."

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Jeffrey Lamoe and Ted Strickler, "The Army's Approach to Leader Development," *Foreign Service Journal*, July-August 2012, <http://www.cgscfoundation.org/the-armys-approach-to-leader-development/> (accessed December 18, 2013).

¹⁶ U.S. Government Accountability Office, *Interagency Collaboration: State and Army Personnel Rotation Programs Can Build on Positive Results with Additional Preparation and Evaluation* (Washington, DC: U.S. Government Accountability Office, March 9, 2012), 5.

¹⁷ Bryan Gibb, "Working Relationships: Interagency Exchange Program Improves Army's Relationship with Whole of Government," linked from "*United States Army Combined Arms Center Homepage*," in *Special Warfare*, September-October 2009, http://usacac.army.mil/cac2/call/docs/11-22/ch_8.asp (accessed November 18, 2013).

¹⁸ Ibid.

¹⁹ U.S. Army Combined Arms Center, "Command and General Staff School," <http://usacac.army.mil/cac2/cgsc/cgss/interagency.asp> (accessed November 18, 2013).

²⁰ U.S. Government Accountability Office, *Interagency Collaboration: State and Army Personnel Rotation Programs Can Build on Positive Results with Additional Preparation and Evaluation* (Washington, DC: U.S. Government Accountability Office, March 9, 2012), 5.

²¹ Ibid.

²² Jim Tice, "New School Options for Soldiers," May 23, 2010, linked from *The United States Army Home Page* at "News," <http://www.armytimes.com/article/20100523/NEWS/5230309/New-school-options-for-soldiers> (accessed December 18, 2013).

²³ Wade M. Markel, et al., *Developing U.S. Army Officers' Capabilities for Joint, Interagency, Intergovernmental, and Multinational Environments* (Santa Monica, CA: RAND

Corporation, 2011), iii,
http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG990.pdf(accessed November 18, 2013).

²⁴ Ibid., 59.

²⁵ Ibid., 58.

²⁶ Alrich et al., *The Infusion of Language, Regional, and Cultural Content into Military Education: Status Report*.

²⁷ Ibid.

²⁸ Gabriel Marcella, *Affairs of State: The Interagency and National Security* (Carlisle Barracks, PA: Strategic Studies Institute, U.S. Army War College, 2008), 43, 449, <http://www.strategicstudiesinstitute.army.mil/pdf/PUB896.pdf> (accessed December 18, 2013). Per Gabriel Marcella, “The six programs of interagency education are at the National War College (NWC) and The Dwight D. Eisenhower School for National Security and Resource Strategy (formerly the Industrial College of the Armed Forces), the School for National Security Executive Education (SNSEE), the Joint Forces Staff College (JFSC), the U.S. Army War College (USAWC), and the Interagency Education, Transformation & Analysis (ITEA) program. Over the last decade, the brick and mortar institutions at the top of DoD’s Joint Professional Military Education (JPME) system have increasingly recruited students and faculty members from the greater interagency community outside of DoD to enrich the education of senior military and civilian leaders.”

²⁹ U.S. Department of the Army, *Army Culture and Foreign Language Strategy*, TRADOC PAM 525-8-2 (Fort Monroe, Virginia: U.S. Department of the Army Training and Doctrine Command, December 1, 2009), 84.

³⁰ Ibid., 42.

³¹ Thomas M. Gilleran, U.S. Army Professor of Military Science at Furman University, e-mail message to author, January 24, 2014.

³² The Simultaneous Membership option is available to current members of the Reserve Component (Army Reserve or National Guard) or non-scholarship ROTC Basic Course cadets. Members of the Reserve Component who wish to enroll in ROTC will serve concurrently in both their assigned unit and their ROTC unit, drawing benefits from both.

³³ Thomas M. Gilleran, U.S. Army Professor of Military Science at Furman University, e-mail message to author, January 24, 2014.

³⁴ Ray Causey, e-mail message with Excel FY13 statistics to author, November 1, 2013.

³⁵ Ray Causey, “Yalom’s Universality and Cross-Cultural-Competence 3C,” March 14, 2012, linked from *Cultural Knowledge Consortium Home Page* at “Forums,” <https://www.culturalknowledge.org/Forums/Thread.aspx?ItemID=20&mid=13&pageid=5&thread=100> (accessed October 28, 2013).

³⁶ Ray Causey, e-mail message with Excel FY13 statistics to author, November 1, 2013.

³⁷ U.S. Department of State Bureau of International Information Programs Office of Information Resources, "How to Run an American Corners," linked from *The United States Army Home Page* at "Soldier Stories," 2010, https://americanspaces.state.gov/drupal5/webfm_send/71 (accessed February 24, 2014). In more than 400 locations around the world U.S. embassies and local institutions have joined together to create small libraries where visitors can go to find information about the United States. Typically the embassy provides funding, programs, training, computer equipment, and other support while the local partner supplies a space, personnel, collection maintenance, and other basic services. These libraries are called "American Corners," a name chosen for them in Russia where the first such partnerships emerged in the spring of 2000. In some countries these sites are known locally as Windows on America or Lincoln Learning Centers, and in a few places, they have been named after other famous Americans. Central and South American countries host a number of Bi-national Centers (BNCs) that perform a function similar to that of American Corners. There are American Corners in every region of the world, usually situated far from the capital city in each country. Every year several million people visit an American Corner, where they find books, magazines, music, and electronic databases with accurate information about the USA. Most Corners also offer access to the Internet and use video conferencing to span time zones and vast distances. Corners also offer an ever-changing array of programs with speakers, films, workshops, and classes.

³⁸ Ray Causey, e-mail message with After Action Reviews to author, November 1, 2013.

³⁹ Ray Causey, "Cross-Cultural-Competence, (3C) in Our Future Military Leaders," word document with scripted commentary, e-mail message to author, September 3, 2013.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Robert Kennedy, Mission Commander CULP Lithuania, e-mail message to author, February 20, 2014.

⁴⁵ Jennifer Klafehn and Jessica Gallus, *Benefits of Cadet Cross-Cultural Immersion* (Dayton, OH and Arlington, VA: 361 Interactive, LLC and U.S. Army Research Institute for the Behavioral and Social Sciences (Basic Research), October 29, 2010).

⁴⁶ Robert Kennedy, Mission Commander CULP Lithuania, e-mail message to author, February 20, 2014.

⁴⁷ Trevor, Boyko, Academia Coordinator Civil Partnership Division, EUCOM J9 Interagency Partnering, e-mail message to author, October 9, 2013.

⁴⁸ Ibid.

⁴⁹ Jennifer Klafehn and Jessica Gallus, "U.S. Army Cadet Command Culture Summer Immersion Program 2012, Draft Summary of Key Findings," briefing slides, December 20, 2012, e-mail message to author, November 1, 2013.

⁵⁰ Marcella, *Affairs of State*, 468.

⁵¹ Thomas M. Gilleran, U.S. Army Professor of Military Science at Furman University, "Estonia CULP AAR," e-mail message to author with word document, September 3, 2013.

⁵² Donald J. McDannald, Mission Commander Botswana, "After Action Report for Botswana CULP trip June 2013," dated June 26, 2013, email message to author with word document, September 3, 2013.

⁵³ Panama Cadet-level AAR, June 17, 2013, e-mail to author November 1, 2013.

⁵⁴ Thomas M. Gilleran, U.S. Army Professor of Military Science at Furman University, "Estonia CULP AAR," e-mail message to author with word document, September 3, 2013.

⁵⁵ Robert Kennedy, Mission Commander CULP Lithuania, "Lithuania CULP AAR," dated June 24, 2013, e-mail message to author with word document, September 3, 2013.

⁵⁶ William Galinger, Latvian CULP 2013 Mission Commander, "After Action Review and Summary – Latvia CULP 2013," dated June 28, 2013, e-mail message to author with word document, September 3, 2013.

⁵⁷ Perry Ball, Professor of International Relations, U.S. Army War College, e-mail message to author, January 28, 2014.

⁵⁸ Ray Causey, e-mail message with Excel FY13 totals to author, November 1, 2013.

⁵⁹ Marcella, *Affairs of State*, 43.

⁶⁰ *Ibid.*, 460.

⁶¹ *Ibid.*, 450.