

Statement of Major General Robert P. Steel U.S. Air Force
House Armed Services Committee
Subcommittee on Oversight and Investigations
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Mr. Chairman, Mr. Wittman, Members of the Subcommittee. I want to thank you for the opportunity to address your concerns for the men and women protecting and representing our country. In my testimony I will address my vision for the National War College, the quality of its faculty, the composition of its student body and the rigor of its curriculum.

It is an honor and privilege to serve as Commandant of the National War College which plays a prominent role in the education of our future national leaders. The National War College (NWC) has a unique mission. NWC prepares future generations of America's top military and civilian leaders by conducting a senior-level course of study that expands and enhances students' knowledge of national security issues; that sharpens their analytical abilities; and that focuses specifically on the skills essential to the successful formulation and execution of national grand strategy. To these ends, NWC develops and conducts a ten-month program in creating, implementing, and assessing strategy at the highest level. Our curriculum places emphasis on identifying strategic goals, weighing options for achieving them, and understanding global and domestic contexts as well as on the habits, breadth and depth of mind required by senior policymakers and military commanders. Above all, we encourage students to hone their critical thinking skills.

Mission and Vision

Our stated mission is to, "***Educate future leaders of the Armed Forces, Department of State and other civilian agencies for high-level policy, command and staff responsibilities by conducting a senior-level course of study in national security strategy.***" To that end, my vision for NWC is to be the pre-eminent institution for education, research and outreach in national security strategy. To achieve that aim, it is essential first that our military departments, the Department of State and other government agencies will continue to send their best and brightest future strategic leaders first and foremost, to the National War College. Then, the foundation for success rests upon the reputation of our faculty and staff, and the outstanding curriculum they execute. An in-depth understanding of our faculty and the process for recruiting and retaining them is necessary to understanding why I truly believe NWC is the preeminent educational institution for the study of national security strategy.

We accomplish our mission through our high quality of faculty and staff. The NWC faculty combines an impressive blend of academic expertise, operational experience, and practical knowledge in the formulation and implementation of national security strategy. This distinctive fusion of teaching

talent enriches the academic experience for the students by creating an unsurpassed joint and interagency learning environment.

Faculty

The faculty is made up of three components: military officers, civilian academics, and faculty on detail from various government agencies involved in the defense and foreign policy arena. The military faculty is drawn from the three military departments, with most officers holding the rank of colonel (or captain in the USN/USCG), most having had post command and Joint Qualified Officer Designation, and all possessing at least a master's degree. The civilian faculty all possess doctorates (or in two instances, a law degree plus a postgraduate degree) in traditional academic disciplines related to the NWC mission. Agency faculty are generally flag rank officials coming from senior policy and leadership positions.

The faculty are tasked with the faculty responsibilities of teaching, course development, supervision of student research, advising students, and professional development. As Commandant, I further refine these responsibilities in an annual memorandum detailing priorities for the coming academic year. Generally, I stress the following priorities:

- Teaching
- Continuous course update, refinement, and curriculum development
- Advising, assisting, counseling, and evaluating students
- Additional service to the College and the University
- Scholarship and individual professional development
- Outreach to relevant professional, policy, and academic communities outside the University

We turn over approximately twenty-five percent of our faculty per year; therefore, our selection of faculty is very important and vital to mission accomplishment.

Military faculty are selected through a nomination process. NWC seeks senior O-6s who are war college graduates, have a background of senior command and/or joint staff experience, hold a master's degree or higher, and have teaching experience. Each Service has a specified number of military faculty billets and nominates qualified officers based on operational experience and academic background. The NWC Service Chairs coordinate nominations for their respective Services' billets. The Associate Dean of Faculty heads the search committees, with committee members selected from both the Department of Strategy and Policy and the Department of Security Studies. The selection committees interview and evaluate the candidates, and make their recommendations through the Dean of Faculty to the Commandant. Generally, the Services assign officers to the College faculty for a three-year term. There

are, however, provisions for extending officers beyond the normal three-year tenure, and some military faculty have served longer.

Civilian faculty are recruited through a process similar to that followed by civilian universities. NDU Regulation 690-4, *Personnel-Civilian: Employment under 10 USC § 1595*, spells out in detail the requirements and characteristics sought in civilian professors at various salary levels. NWC requires prospective civilian faculty to hold a doctorate or terminal professional degree, show evidence of quality as a scholar and/or teacher, and, preferably, have experience in the national security community. Search committees, chaired by a senior member of the faculty and operating under the guidance of the Dean of Faculty, manage the selection process. The committee prepares the vacancy announcements, screens applications, interviews the most qualified candidates, prepares written evaluations, and makes its recommendation through the Dean of Faculty to the Commandant.

Once the Commandant decides on a nominee, that name is forwarded to the NDU President for approval and the grant of a faculty appointment. Initial appointments are for periods of one to three years and, when desired by the College and approved by the University, appointments can be renewed repeatedly, normally for periods not to exceed three years, although NDU may authorize longer renewals in exceptional circumstances. Reappointment for a specified term begins with discussion of terms between the faculty member, department chair, and the Dean of Faculty. The Dean makes his recommendation to the Commandant, who in turn forwards the recommendation to the NDU President for approval. If approval is granted, the NDU President issues a letter renewing the appointment and setting forth the new conditions of employment.

Agency faculty are assigned to the College via a process similar to that for military officers. NWC seeks senior officials with a master's degree or higher, teaching experience, considerable staff experience in the broad policy areas of the agency, and field experience related to the College mission. Participating agencies, working where possible with their senior representative currently assigned to the College's faculty, nominate candidates to serve ideally for a minimum two-year tour. Whenever possible, a search committee will interview candidates and make a recommendation to the Dean of Faculty. The Dean, in turn, recommends a candidate to the Commandant, who grants final approval for the assignment of agency faculty.

While each individual faculty member is critical to our success, so is our ability to maintain a 3.5:1 student to faculty ratio. Currently, NWC is authorized 63 faculty members for a student body of 221. This includes the Dean of Faculty, International Affairs Advisor, both associate deans, and both department chairs, all of whom have significant teaching and curriculum development responsibilities. It does not include the Commandant and Dean of Students.

Twenty-five of the 63 positions are military faculty, with 22 in Joint Table of Distribution (JTD) authorizations (7 AF, 5 Navy, 2 Marines, and 8 Army), three detailed to the College via written or oral agreements with the U.S. Military Academy (USMA), U.S. Special Operations Command (USSOCOM), and U.S. Coast Guard. Our Academic Year (AY) 2010 on hand projection indicates we will be down two Army officers and the West Point Fellow position will not be filled. However, we are in the process of completing an agreement with the Army National Guard for an ANG Chair that will add a faculty member in place of the USMA Fellow. Twenty-six faculty are Title 10 civilian professors. Our projection for AY10 is that we will be one down in the fall but we will have our total requirement by the spring of AY10. Currently we have 12 faculty representing federal agencies with which the College has long-standing agreements. We are in the process of adding one additional for AY10, an FBI Chair. This will provide us a total of 13 federal agency faculty.

For AY10 we project an on-board strength of 61 faculty for a student body of 221. A faculty short fall of two military (Two Army officers) will produce a student to faculty ratio of 3.62:1. While we work with the Army to fill their two JDAL positions, it appears unlikely that we will be successful as operational requirements are stressing their personnel system. We are working with the Joint Staff to remedy this situation.

Overall, NWC has enjoyed substantial success in attracting top-quality faculty. Of the current military faculty, 21 of the 22 are O-6's. All have held senior staff positions and more than half have been assigned to joint commands and 83 percent have served as commanders. All but one (USMA fellow) earned a war college diploma prior to assignment to NWC. All hold a minimum of a master's degree, and three have earned doctorates or law degrees from top graduate schools. Forty-two percent had taught at the undergraduate or graduate level before arriving here.

The civilian faculty is exceptionally strong. All but two faculty hold Ph.D. degrees from top graduate schools in disciplines central to the study of national security affairs, and the two exceptions have a law degree, one a former dean of a law school and one an SES (former ASD in OSD Policy) with extensive experience in the federal government. A number are well-known and widely respected scholars in their fields. All have served as teaching faculty at major universities or colleges, and all have published scholarly books and/or journal articles. Equally significant, many have served in some capacity at the federal level – adding immeasurably to their understanding of and capacity to teach national security affairs.

The thirteen agency representatives are all drawn from organizations that play principal roles in national security affairs, to include State, USAID, OSD, DIA, NSA, CIA, DHS, and FBI. The personnel detailed from these agencies are highly experienced senior managers and staff officers within their parent

organizations. Four of the agency faculty hold doctorate degrees or law degrees. Five are ambassadors (all are Minister-Counselors, a two-star equivalent), and most of the others hold SES or equivalent rank. Six are war college graduates and nearly half also taught at the undergraduate or graduate level prior to assignment to NWC.

A collective strength of our faculty is their skill level in JPME. The entire faculty is involved in teaching the JPME curriculum at NWC. NWC's JPME centers on the theory, formulation, and execution of national security strategy, which is the essence of the College curriculum and thus the business of the entire faculty. Study of national security strategy and the national security strategy process is inherently joint and interagency in the highest sense of those terms. It involves analysis and judgments about how best to employ all the instruments of national power to protect national interests and achieve national objectives. The NWC faculty is admirably qualified for teaching the College's JPME curriculum. The overall faculty mix promotes a thoroughly joint and interagency outlook within the faculty and ensures representation for the views of virtually every institution that plays a major role in the national security strategy process. As former senior commanders, managers and staff officers, military faculty and agency representatives have extensive experience in joint and interagency operations. Civilian professors not only have the impressive scholarly expertise needed to view national security problems from the broadest perspective, but most of them also have direct experience with either joint or interagency operations.

While the quality of our faculty is superb, we do not rest upon our laurels. Faculty quality at NWC is enhanced by a robust program of faculty development beginning as soon as a new faculty member arrives at NWC and extending all the way through his or her tenure. College policy for faculty development is set forth in the NWC Standard Operating Procedures Handbook and includes at least the following elements:

New Faculty Orientation. Upon arriving at the College, all new faculty attend a three day orientation – covering the range of issues any NWC faculty member is likely to encounter.

Faculty Offsite. Each year, the week before students arrive in the fall, the entire faculty attends an offsite to discuss the future year and to consider issues facing the College in the next three to five years.

Faculty Mentors. In their first semester, the College pairs each new faculty member with a veteran who is tasked with helping the new member get a sense of the variety of skills and techniques that underpin successful teaching at NWC.

Lesson Preparation. By emphasizing the criticality of individual lesson preparation and leading by example, deans, department chairs, and course directors ensure faculty undertake the continuous research, analysis and synthesis of their subject matter that is the most powerful engine of faculty development. To aid faculty preparation, Core Course directors prepare written guides for each lesson that provide a strong foundation upon which seminar leaders can build. Additionally, each core course director conducts a series of mandatory workshops to prepare faculty for seminars. In the end, however, the College recognizes and stresses that individual subject matter expertise, perspective, and teaching artistry are all crucial to achieving excellence in our educational endeavors.

End of Course Critiques. A variety of assessments after completion of each element of the academic program help faculty identify both areas for improvement and successful approaches/techniques to share with other faculty. These assessments include anonymous written critiques from students, as well as face-to-face “hot washes” with both students and faculty.

Curriculum Development. All faculty participate in course and curriculum development, and the intellectual investment involved is instrumental to honing the expertise of our faculty and keeping their work vibrant and fresh.

Faculty Pairings. Whenever appropriate, the College exploits opportunities to pair faculty, enabling them to reinforce each other’s expertise, share ideas about content and pedagogy, and add variety to their teaching.

Faculty Research and Publication. NWC encourages faculty to take maximum advantage of the time available for research and publication within the confines of their other responsibilities at the College.

Faculty Seminars/Colloquia. Over the course of the academic year, the College will sponsor a wide variety of informal discussion forums to stimulate professional discussion and keep faculty current on topics outside their own specialties.

Faculty Attendance at Conferences/Symposia. Each faculty member is given the opportunity and strongly encouraged to attend at least one of a wide array of conferences, symposia and other professional meetings for the purpose of either learning about others’ research or to present their own.

Faculty Sabbaticals. Every seventh year, civilian faculty are eligible for a 12 month sabbatical for research, writing, or some other professional development activity. Additionally, any faculty member – civilian, military, and agency – can request relief from a portion of the academic year to pursue some development opportunity.

Faculty Exchanges/Outreach. Both the College and the University have established formal or informal relationships with sister institutions around the world that give faculty the time to consider the work going on in other institutions, while also looking at trends, conditions and concerns that may be occurring around the world.

Along with all these measures, NWC has established clear goals for faculty improvement. The most important initiative is the replenishment of civilian faculty, an area where the College has enjoyed considerable success. In the last ten years, NWC has increased faculty expertise in the functional areas of terrorism, post-conflict stability operations, international negotiations, international law, political economy, energy, irregular warfare, multinationalism, language and culture, and in the regions of Latin America, Central Asia, the Caucasus and Africa. With a few recent losses (our Latin American expert becoming the DASD for Western Hemisphere, and the departure of our African specialist), future civilian hires would likely aim to increase further the College's expertise in economics and political economy, governance, irregular warfare, stability/reconstruction and state building, cultural anthropology, Africa and Latin America. To bolster further the qualifications of its military faculty, the College intends to work with the Services to find O-6 candidates with the requisite and recent top-level combat/crisis command and staff experience who also have solid teaching experience at the undergraduate or graduate levels. Teaching experience is the greatest determinant of how quickly new faculty are able to function effectively in the classroom at NWC. Finally, the College is seeking to improve the credentials and teaching expertise of agency representatives. To this end, we are pressing for more participation in the selection process and are strongly encouraging agencies to allow their representatives to remain on faculty duty for three years rather than just two.

Mr. Chairman, NWC is justifiably proud of the quality of its faculty. Title 10 hiring procedures have permitted the college to recruit and, for the most part, retain a first-rate civilian faculty which currently includes nationally and internationally recognized scholars. Military faculty come from the best of the military scholarship and policymaking communities, or are senior officers with distinguished records in a broad spectrum of operational and staff assignments. Agency faculty bring senior-level staff and operational experiences from across the government, with many having served in leadership posts overseas. The thoroughly joint and interagency character of the faculty, combined with a proportionate mix of leading regional specialists, ensures that the entire program of study reflects joint, interagency and multinational perspectives.

Students

Let me now address our student body. In academic year 2009, 222 students will be graduating. We started with 224 but one international fellow passed away unexpectedly, and one DOS student developed a debilitating

illness that precluded completion of the course of study. The class reflects an interagency/international character similar to our faculty make-up. We have 130 military students (which includes U.S. Coast Guard), 61 U.S. Government civilians from DOD and non-DOD agencies, and 31 International students. The students in an average class have a service length of about 19.3 years, have an average age of 42 to 43, and usually possess about 10-12 Ph.D.'s. Approximately 80% possess Masters' Degrees.

Generally, selection for the National War College is more competitive than promotion for the military services. The general requirements are a bachelor's degree from an accredited college or university, and officers must have attained the grade of O-5 before the academic year starts. They must have a demonstrated record of outstanding performance and have the potential for true growth in positions of senior strategic leadership. The Military Departments may allocate a portion of their military quotas for NWC to Reserve Component officers and Guard Officers, and generally this option is exercised by all the services, resulting in an average of one to three students from the Guard or Reserve. We ask that the Military Departments achieve an appropriate mix of specialties when selecting officers for attendance at NWC based upon the focus of the educational program (generally this course is most conducive to combat and combat support officers more than logistics and/or acquisition who generally attend ICAF). Generally, military officers sent to NWC have been selected from a service board process.

U.S. Government civilian students attending NWC are professionals in their parent organizations and comparable in rank to their military student counterparts (minimum of a GS14 or NSPS equivalent). They normally possess a graduate degree and demonstrate potential for senior executive-level service. Unlike most of our military students, civilian students are selected by an array of processes. Some are boarded, some have an extensive process such as the Defense Senior Leader Development Program (DSLDP) (formerly the Defense Leadership and Management Program), and some are selected directly by their Agency or Department Senior Executive. Generally, a list of civilian candidates along with their individual nomination packages is sent to NWC for review and approval. The Dean of Students, the agency chairs and the NDU registrar screens each package for adherence to the entrance requirements and qualifications of the individual. Agencies are notified of acceptance or the requirement to submit alternate candidates.

We enjoy one of the largest international student bodies of any of the senior service schools; thirty-two different countries are represented. The admissions process for international fellows is distinctive. The University collects requests and consolidates the lists using priority lists provided by the combatant commands. NDU distributes seats in a manner designed to achieve a global representation in classes. NDU determines how many seats are apportioned to each combatant command and recommends countries for invitations or

placement on the alternate list. NDU scrubs the lists against the Security Cooperation Guidance issued by the Secretary of Defense and annotates countries by tier group. This process occurs in August. The University sends a single proposed list of international attendees to the Joint Staff. The J-5 reviews and comments on the list based on current politico/military situations and events and the Security Cooperation Guidance. J-7 adjudicates any differences between NDU and J-5 recommendations. The Chairman approves and sends invitations for NWC in November. NWC is then notified as to which countries and students will attend.

The quality of our students is superb. They come armed with a broad national security experience and have a proven record as practitioners. Many of our military students (both U.S. and International) have multiple tours in high level staffs or command in Afghanistan, Iraq, and other crisis areas. Several Department of State, USAID, and military members have a broad range of experience with Provincial Reconstruction Teams (PRT). Their success in achieving flag rank, senior executive service designation, or in the case of our foreign officers, Chiefs of Defense, is impressive; about 50% of the class achieve such levels of success.

Curriculum

Mr. Chairman, let me now turn to our curriculum and our focus on critical thinking and development of National Security Strategy. Through a ten month curriculum that encompasses the international and American contexts, along with instruments of state power, NWC offers a comprehensive education that stresses the use of conceptual frameworks and critical thinking to develop future national security strategists.

Seminars constitute the heart of the NWC education experience and are taught in the “Socratic Method”, encouraging vigorous discussions and competing viewpoints to be articulated and debated. The very structure of our seminars places each student in an “interagency/international” context. Each seminar is composed of 13 students that includes 2-3 Army, 2-3 Air Force, 2-3 Navy/Marine/Coast Guard, one Department of State, 2-3 other civilian agencies, and two international fellows from diverse regions of the world. These seminars include interactive activities such as role playing and student-led strategic exercises that guarantee active participation from NWC’s diverse student body. The seminars typically dissect classical thinkers in strategic disciplines like Clausewitz, Sun Tzu, Mao, Adam Smith, Keynes, Marx, Hamilton, and Madison as well as important contemporary strategists. This active learning is supplemented by a balance of influential and notable speakers who lecture on important current and historical global and domestic issues. This past year as an example, the students enjoyed hearing from two sitting presidents, both President Bush and President Obama, past and present Members of Congress, Dr Henry Kissinger, and General Petraeus, as well as Associate Justice Scalia.

As you well know, in order to understand complexity, you must be well grounded in the basic foundations of any issue. This is how we structure our curriculum to enable our students to become critical and complex thinking strategists. Core Course 6100, "Introduction to Strategy," focuses on critical thinking and methods of strategic analysis. Historical case studies and crises are introduced, discussed, and analyzed with standardized frameworks. Students are then encouraged to break down these frameworks and to develop their own practical methods for analyzing issues. In this way, 6100 serves as the basis for subsequent courses focusing on military and non-military elements of statecraft, as well as the domestic and international contexts within which strategy must be implemented. During subsequent Core Courses, students are required to write papers that use these methods of analysis that they developed in this introductory offering.

Course 6200, "War and Statecraft," is designed to improve the students' ability to understand the nature, character and conduct of war in a combined and joint environment. Course 6300, "Non-Military Elements of Statecraft," analyzes the non-military instruments/tools available to strategists and how those tools flow from the broader elements of national power. Course 6400, "The Domestic Context," examines the U.S. domestic context of national security decisions across governmental agencies as well as factors external to the government that shape those decisions. Course 6500, "The Global Context," examines the complex global forces and actors that shape the strategic context and inform US policy and strategy. Course 6600, "Applications in National Security Strategy," synthesizes the previous courses by having the students create strategies using the entire spectrum of national power to address discrete emerging challenges. And finally, Course 6700, "Field Studies in National Security Strategic Policy-making," allows for an eyes-on, hands-on view of one particular region and its strategic relationship with the United States and our allies by taking approximately two weeks to experience cultures and talk with senior leaders of other countries throughout the world. In AY08-09, twenty-two different trips spread out to all corners of the globe, and upon return, the students exchanged observations and lessons learned from their experience, tying in the lessons and learning of the NWC core curriculum studied here in Washington with the observations of other countries around the globe.

The final two courses synthesize learning objectives from the previous ones. Course 6600, "Applications in National Security Strategy," focuses on complex national security issues that require the use of analytical tools developed in previous Core Courses. Course 6700, "Field Studies in National Security Strategic Policy-making," offers on-site explorations of foreign countries' national security strategies and perspectives.

Supplementing our core curriculum is an array of elective courses that build on the foundation provided by the Core Courses. All students take four electives, one of which supports their regional study travels, while the other three

are chosen from over 60 offerings at the College and many more across the University. In addition, through the analysis of topical issues (Global Economics, Analyzing Al Qaeda, etc.) and symposia, the students gain a more comprehensive overview of current strategic issues.

Another “supplement” to teaching strategy is the presence of our International Fellows who provide key viewpoints to each seminar and lecture. Through their experience and observations of the United States, the foreign officers provide perspectives that the majority of U.S. students rarely encounter. This interaction in seminar provides a critical shaping of the student cohort.

And finally, our interagency students and faculty help to foster further understanding of the governmental challenges that facilitate or inhibit strategic actions. During seminar and lecture, Department of State, USAID, intelligence agencies, Department of Homeland Security, and Department of Justice among other governmental entities further enhance students’ understanding of the nuances of governmental activity in developing strategies for a wide range of critical national issues.

Thus, because each of the three critical components of the College—faculty, student body, and curriculum—have a joint/combined/interagency composition and emphasis, the National War College is uniquely positioned to address past, current, and future national and international strategic opportunities, problems, and challenges. There is no particular Service lens by which problems are viewed—because of the representation among the faculty and student body, the personalities and tools of differing agencies and governments can be addressed against the backdrop of regional and culturally unique factors that comprise the pantheon of national security problems.

Academic Rigor

With this strong curriculum, there must be rigor to ensure learning. Academic rigor is one of our most important principles. It is a “core principle” imbedded throughout our strategic plan. We base our approach upon the fundamentals and guidelines outlined in the Goldwater-Nichols Panel on Military Education Report of 1989, the CJCS Officer Professional Military Education Policy, and the Middle States Commission on Higher Education Standards. We recognize that academic rigor is a process, not an end state. Every aspect of the educational experience contributes to the level of academic rigor present in our program. Only ongoing program assessment will ensure that rigor is sustained. In our assessment process, we have identified four major indicators of academic rigor.

- A challenging curriculum that engages students at the highest cognitive levels: application, analysis, synthesis and evaluation. We have established a dynamic process of curriculum review that ensures

continuous improvement. That process includes having multiple sources of input and feedback: students, faculty, graduates, senior leaders, and peer institutions. Added to this is our establishment of an internal Curriculum Coordinating Committee that meets monthly and is charged with ensuring compliance so that the highest standards of learning are facilitated. Additionally, we conduct a 3-to-5 year cycle of “blank sheet of paper” curriculum reviews, focused on mission and in context with the latest near term and future (next 10 years) strategic challenges to national security. These efforts are then augmented with the periodic Process for Accreditation of Joint Education (PAJE) and Middle States Reviews.

- An emphasis on active seminar learning which motivates students to interact with peers and faculty in critical thinking and creative problem solving is key to rigor. Our instruction emphasizes seminar interaction centered around a small size seminar of 13 students.
- A diversity of activities that require students to demonstrate their learning in relevant and realistic ways. We have developed diverse learning activities that challenge students to engage with ideas, to think critically and creatively e.g. case studies, exercises, debates, oral presentations and writing assignments. To enable the learning environment, faculty possessing subject expertise guide and prepare other faculty for course instruction. This is accomplished through a robust orientation of new faculty to seminar teaching; faculty Seminar Leader Qualification Criteria (new in AY 09); a “Backseat” instructor program for on-the-job training (OJT); weekly Core Course faculty workshops; and, an opportunity for improvement based on leadership and peer observations and student feedback.
- Evaluation of student learning against high standards which are clearly defined and consistently applied by teaching faculty. Learning assessment involves multiple evaluations and evaluators. Student performance is measured against standardized criteria: participation, writing and oral presentations. We have a well established remediation program provided for less than “Met” performance. Our demanding oral evaluations and our capstone Core Courses assess broader program outcomes to ensure the over all effort to develop critical thinking at the strategic level is accomplished. We reward superior performance (top 10%) through our Distinguished Graduate Program.

While we are proud of our efforts, we have several initiatives ongoing to improve our program. In our curriculum development and review process, we have initiated a number of exchanges with and benchmarking against peer institutions. We do this by increasing our faculty participation in PAJE evaluations and through the Military Education Coordination Council (MECC) working group. Additionally, we have developed a matrix to measure our course

objectives to OPMEP requirements. Finally, we have established systematic reviews of elective syllabi to ensure every elective has a paper, oral presentation or exercise requirement to assess learning. And of course, we conduct formal faculty seminar leader feedback session through our survey system.

Another initiative is in the realm of student evaluation. We have explored opportunities to best measure and document achievement of student learning outcomes. Specifically, we established a faculty assessment committee to develop a new rubric for evaluating student papers. This is in line with Middle States Standard 14 – assessing / documenting student learning outcomes. We ran a pilot program this year in our Core Courses 6600 and 6700. The intent was to look at whether students are learning what we say they do at a macro level. This provides the very feedback from student learning, to curriculum and to faculty that enhances the rigor of our program.

Mr. Chairman, I can say with confidence that we have a strong, rigorous program that is thoroughly assessed and maintained to meet today's and tomorrow's challenges.

Irregular Warfare

Let me now turn to another clear interest of this esteemed subcommittee, that is how we address Irregular Warfare. I will frame the question like this: **How does the National War College incorporate concepts of irregular warfare (counterinsurgency and counterterrorism) and the changing character of war into its curriculum?**

This year there were four lessons (out of 27) on irregular warfare in the Core Course on the military instrument (Core Course 6200): Theories of Insurgency (lecture given by Dr. Bard O'Neill), and three case studies (Algeria, Vietnam, and Iraq/Afghanistan). There was one session on globalization in the Non-military Instruments Core Course (6300) that discussed globalization and non-state actors. The Global Context Core Course (6500) had a lecture specifically focused on globalization and conflict that analyzed nontraditional threats including terrorism, piracy, mercenaries, enhanced communications (acovism, cyberthreats, etc.) and also briefly discussed hybrid warfare.

We have several electives that supplement this learning area. The following National War College courses deal directly with irregular warfare: NWC 5102: Insurgency and Terrorism; NWC 5203: Afghanistan: The Other War; NWC 5204: A History of the Vietnam War; NWC 5209: The Iraq War; NWC 5212: Analyzing Al Qaeda and other Transnational Threats; NWC 5215: US Experiences in Irregular Warfare; and NWC 5505: Introduction to US Special Operations Roles and Missions. The following either deal with support for irregular warfare or have special segments on the topic: NWC 5302: Intelligence and National Security; NWC 5303: Intelligence for the Twenty-first Century; NWC

5308: National Security Law and Legal Issues; NWC 5510: Post-Conflict Stabilization and Reconstruction: Operating in a Complex Environment; NWC 5515: Campaign Planning for Joint, Interagency and Multi-National Operations; NWC 5525: War, Peace, and the Modern State; NWC 5603: Sino-American Relations.

Another supplementing activity includes the special seminars that we conduct annually. For example, in fall 2008, the National War College conducted a special research seminar series, "Analyzing Al Qaeda," in conjunction with the Institute for National Security Studies which was held at Roosevelt Hall. It brought in the best national scholars in the study and analysis of Al Qaeda, including Peter Bergen, Fawaz Gerges, Bruce Riedel, Brian Jenkins, Marc Sageman, and Bruce Hoffman to speak, as well as two war college faculty members (Dr. Bard O'Neill and Dr. Audrey Kurth Cronin), among others. The seminars included war college students who were enrolled in a special elective by the same name. A large number of researchers from INSS and other organizations attended each session, as well as an average of 8-10 war college faculty members. There have also been numerous informal 'brown-bag' seminars by and for the students on issues related to Iraq and Afghanistan, particularly discussions of provincial reconstruction teams, challenges of Counter Terrorism intelligence, and operational experiences in counter-insurgency.

We have an impressive array of experts in Irregular Warfare on faculty. Two faculty members specialize particularly on Irregular Warfare, one on counterinsurgency (Dr. Bard O'Neill) and one on counterterrorism (Dr. Audrey Kurth Cronin). Another faculty member focuses mainly on post-conflict operations and counterinsurgency, mainly in Afghanistan and Iraq (Dr. Joseph Collins); a fourth is an expert on the use of air power in counterinsurgency (Dr. Mark Clodfelter), and a fifth is an expert in the lessons learned from Vietnam (Dean Mark Pizzo). In addition, the Special Operations Chair (COL Jim Campbell), the Army Chair (COL Rich Hooker), and a large proportion of the senior military faculty have recent operational experience in counterterrorism and counterinsurgency, most having just returned from tours in either Iraq or Afghanistan.

In terms of research and publications, our faculty has been very busy. The following books on irregular warfare have been published by NWC faculty members: Dr. John Ballard (recently left NWC to become the Dean of Faculty at the Center for Near East South Asia), *Triumph of Self-Determination: Operation Stabilise and United Nations Peacemaking in East Timor* (Praeger, 2008); Ballard, *Fighting for Fallujah* (Praeger, 2006); Ballard, *From Desert Storm to Iraqi Freedom: The Long Conflict between Iraq and the United States* (US Naval Institute Press, forthcoming 2009); Dr. Audrey Kurth Cronin, *Attacking Terrorism: Elements of a Grand Strategy* (Georgetown University Press, 2004); Cronin, *Ending Terrorism: Lessons for Defeating Al Qaeda* (Routledge, 2008); Cronin, *How Terrorism Ends: Understanding the Decline and Demise of Terrorist*

Campaigns (Princeton University Press, forthcoming 2009); Dr. Bard O'Neill, *Insurgency and Terrorism: From Revolution to Apocalypse* (Potomac Books, 2nd edition, 2005). There are dozens of articles, occasional papers, and book chapters published recently by NWC faculty on the topic of irregular warfare. NWC faculty are heavily represented for example in the edited collection, *Countering Terrorism and Insurgency in the 21st Century* (Praeger, 2007), on the subjects of counterinsurgency and applicability of the laws of war. In addition to these publications by faculty, we have many student initiatives to produce publications on the topic of irregular warfare. A sampling of recent student research projects on Irregular Warfare include: "Islamic Thought and Terrorism" (independent study, with Dr. John Ballard); "Prosecuting Terrorists" (long research paper with Harvey Rishikof, Esq.); "Legitimacy and Terrorism" (long research paper with Dr. Audrey Kurth Cronin).

Language and Culture

Another area of interest to the Committee is our work in language and culture. Our Core Course curriculum deals with cultural issues throughout and I will briefly highlight how we approach this subject area.

As I stated before, Core Course 6100, "Introduction to Strategy," lays the conceptual groundwork for all other curriculum courses by examining the basic elements that go into the design of national security strategy. Central to this course is the understanding of domestic, international, and strategic context. To this end, several topics and numerous readings focus on the critical element of culture; both American strategic culture and international mindsets/worldviews, and their impact on strategy formulation.

Course 6200, "War and Statecraft," is the seminal military strategy course that examines the classical and contemporary masters of military art as an intellectual foundation for evaluating the effectiveness of military power as a modern instrument of national policy. Understanding and predicting the actions of current and potential enemies is at the core of 6200. Drawing extensively on the rich asset of military International Fellows in each NWC seminar, students gain an appreciation for cultural differences in the development of strategy. This learning experience is complemented by Course 6300 which analyzes non-military elements of statecraft.

Course 6500, "The Global Context," is focused on analyzing the global and regional contexts in which U.S. national security policies and military strategies are formulated and carried out. You will recall that it is in this course that we evaluate the interests, goals and behavior of major international actors. Special attention is paid to the historical, cultural, religious, social, economic, technological and political factors that influence them. Again, our International Fellows offer a unique perspective through which U.S. students gain a greater appreciation for how U.S. policies are viewed by different cultures. Course 6500

is closely linked to Course 6700 with writing assignments and strategic exercises focused on the region where students will visit during their 6700 practicum.

Course 6700, “Field Studies in National Security Strategic Policy-Making,” is a practicum involving approximately 10 days of international travel to a region specifically studied during the course of the academic year. Preparation for travel includes completion of an elective course focused on the region for travel and 10, 2-hour blocks of trip preparation in which students meet with U.S. policymakers, representatives of foreign embassies, and non-governmental organizations to better understand the context in which U.S. policies are made, implemented and understood by foreign polities. Anecdotally, our students tell us that Course 6700 is the capstone course that solidifies for them the importance of understanding context, culture and the “others” perspective.

In addition to the Core Curriculum, the College addresses the issue of culture and language in a variety of ways. For example, the integration of our International Fellows (IFs) from allied militaries around the world constitute a significant enabler of cultural awareness at the National War College. IFs are integrated into every aspect of our U.S. students’ professional, academic, and social activities. Their contributions to seminar and committee discussion, as well as numerous social events with spouses, enrich academic discussion and deepen U.S. students’ cultural awareness.

Closely tied to our cultural awareness efforts is our language program. As you know, the CJCS has placed a premium on integrating language training across the spectrum of PME. Language education is not incorporated as an objective in the NWC Core Curriculum; however, “Arab Cultural Literacy” is offered as an elective to students expressing an interest. Faculty members picking up the charge of the Chairman worked hard to develop a viable program that would address the specific requirements of our student body.

“Arab Cultural Literacy” is a specialized course for those who want to learn and understand basic and practical Arabic language and culture. It reinforces Core Courses by delving in depth into the study of language and culture in the Arab and broader Islamic world. The course provides basic learning related to (1) the Arabic language; and (2) cultural norms for common situations, with variations for people, region, and sub-regions of the Arab and Islamic Worlds. This course is offered twice per academic year, once in the fall and once in the spring semesters. The contract is for a maximum enrollment of 24 students per year shared between the National War College and the Industrial College of the Armed Forces. The “Arab Cultural Literacy” elective is taught by an outside contractor with oversight provided by a NWC standing committee.

Leadership, Organization and Resources

Mr. Chairman, I would like to conclude by discussing three issues important to the committee: leadership, organization and resources.

I have read various pieces in which some question the quality of today's leadership for our senior PME institutions. I do not wish to make this a personal issue, but at the same time I wish to note my professional disagreement with this assessment. Leading the college requires the same senior leadership skills required for any other large and complex institution: a dedication to the mission, an immersion in the business of integrating the very best that the JPME and civilian academic experiences have to offer our students; and a vision to anticipate the challenges of tomorrow. Finally, a Commandant must also remember that these are hybrid organizations, a mix of military, civilian government and civilian academic environments, whose strength and effectiveness flow from their diversity. She or he must recognize and draw upon the strengths of a diverse, professional faculty and staff yet at the same time have the discipline required to make the tough decisions.

Thus, I disagree that our selection process for Commandants is broken or in dire straits. I also am concerned with what appears to be a line of thinking that fails to take into account our unique strengths as an institution that combines the best of the civilian academic world with senior government expertise. If the government simply wishes to provide its rising leaders with graduate degrees, our country has numerous high-quality institutions to which it can send them. However, offering an opportunity to earn a master's degree is not the only purpose of a school like the National War College. Instead, we bring together the next generation of our country's military and civilian leaders, along with their international peers, for a program of study that has the unique capacity of allowing them to (a) interact intensively with one another over an extended, ten-month period; (b) understand the various components and capabilities of national power which they represent; and (c) come to grips as a group with the key issues that collectively they will confront as they rise to positions of greater responsibility and authority.

This unique experience is the central added value that PME institutions like the National War College bring to the education of our future leaders. It is not replicated in private-sector universities, and without it we would lose our reason for existence. And the critical essential element in achieving our unique mission is professional diversity -- diversity in our leadership, in our faculty, in our student body, and in our curriculum. For example, we need a solid core of academic professionals (Ph.D. or JD) to help guide curriculum development, understand theory, and structure academic rigor. But we also need to have a core of professional practitioners who bring a viable sense of operational reality that can be applied to the theories we teach. Leading these institutions requires a careful blending and balance of these two forms of "education" where we will

find the success that Chairman Skelton, you and your subcommittee Chairman Snyder, and we who lead the schools seek.

I recognize that there are similar debates regarding the position of the Dean of Faculty, specifically the qualifications, experience and credentials required for an individual to succeed in this critical position. Our senior PME institutions staff this position in various ways. Some have active duty O-6 officers with Ph.D's in the positions; others draw upon the retired military ranks; and still others have tapped into the civilian world. At the National War College we traditionally have chosen the former route, with a series of distinguished military Ph.D's serving in the position.

I understand that the cohort of active duty military O-6 personnel with Ph.D's may be shrinking, and that there may have been a shift in their fields toward engineering and the sciences, although I do not know if this means that there are now insufficient numbers Service-wide with degrees in such fields as international relations, political science, and history to staff such important positions at the Deans of Faculty at the senior PME schools. I acknowledge that academic distinction and teaching excellence are not the only characteristics we seek in a Dean of Faculty. Also important are prior leadership/command of large, complex and diverse organizations such as the College, familiarity with integrated "whole of government" operations, and an ability to inspire confidence and enthusiasm among peers, subordinates, and stakeholders.

While in the future one could consider placing a civilian Ph.D in this position, or use a proven military leader who lacks that degree, over the near term I would prefer to continue our traditional practice of having an active duty O-6 with a doctorate serve as incumbent. In this regard, I will need the support of the Services in identifying and nominating candidates having and indeed exceeding the aforementioned prerequisites. I also will need the Services to continue to emphasize educational accomplishment at the highest levels by affording promising officers the opportunity to pursue doctoral degrees, so that we can staff not just the Dean of Faculty position but indeed certain military faculty slots as well. Finally, I would stress that, just as I seek a faculty and student body drawn from a diverse set of Services, departments, agencies, and countries, so must I have a leadership team that reflects a breadth of expertise, experience, and skill and melds the best that the military, governmental and academic professions can bring to the table in support of our critical mission.

This leads to the second question, the Chief of Staff/Dean of Students. This position was civilianized to meet the concerns of Middle States Commission on Higher Education, which raised concern over continuity of the colleges. Having a retired military civilian in this position is the right call, and it provides credibility for our military students. Commandants and Deans of Faculty do and will continue to serve at the pleasure of the University President or the Commandant. The Chief of Staff/Dean of Students provides the continuity for

budgeting, maintenance, logistics, and all the support functions critical to the needs of both faculty and students. He or she alone allows the Dean of Faculty to focus on our most important mission, the education of our students and the quality of our academic program. If we were to make the Chief of Staff/Dean of Students a military position, then we would lose that critical continuity aspect. Thus I believe this position is properly identified and structured for a retired military civilian and is in the best interest of our College.

Mr. Chairman, we are all aware of the current economic situation we find ourselves in, but that does not remove the importance of having the right resources critical to meeting the mission we have been directed to execute. NDU has worked hard to meet the increasing demands of both JPME schools, and the other colleges and research institutions under the University. As you can imagine, there are competing requirements all critical to our national security efforts and the imperatives of the Secretary of Defense. Operationally, I believe we do pretty well. Maintenance and upkeep of our physical plants is a big challenge. We are tenants on an Army installation, and the heavy burden the Army currently faces strains their ability to meet all the installation and logistics requirements it oversees. We live in a 100 plus years old building with historic preservation status, and we struggle to maintain the critical infrastructure needed to provide an acceptable learning environment.

Mr. Chairman, let me close with the most immediate and pressing challenge facing the NWC – that is, rebalancing its military faculty. Currently, we are short two Army officers and we project that we will remain two short for the next academic year. We are not meeting our OPMEP requirement for an even distribution of Army, sea services, and Air Force military faculty. At this point, it likely will take strong intervention by the Joint Staff to help the College correct this deficiency. We all know the burden the Army faces with its many challenges around the world, but if we are to prepare the right military leaders for the challenges they face, then JPME must be a high priority for the services.

The challenge that would emerge if the College were required to fix its military faculty mix problem could result in a dramatic reduction in the College's ratio of military faculty to civilian faculty. To maintain a proper military ratio, in addition to missing two Army faculty, we would not fill two sea service and two Air Force faculty billets. This six person swing in the balance of military to civilian faculty – six military billets unfilled and six additional civilian faculty hired to sustain the College's required student-to-faculty ratio – could weaken the representation of the military perspective in faculty debates, lessen the emphasis on the military instrument in the curriculum, and possibly even result in the status of the military faculty becoming that of a junior partner. This may sound draconian, but Mr. Chairman, you are asking us here today to provide you a solid assessment of PME, and in that regard, I must highlight this critical challenge.

Conclusion

In conclusion, I see JPME as a glass half full. The quality of our faculty, staff, and students is superb. In all three categories, we have people that are dedicated to the mission, principles and values that Chairman Skelton addressed in his report some 20 years ago. I did say half full. There is always room for improvement and the areas I would suggest your subcommittee look at are resources, personnel requirements, and uniqueness of missions for the senior colleges. Ensuring JPME II for all the war colleges may be an important issue, but it should not detract from the specialized excellence that each provides. When Chairman Skelton stressed the criticality of jointness in JPME years ago, he was careful to ensure that people did not interpret that as “one national uniformed service.” He recognized that jointness functioned best when it synthesized the best each service brought to the table. While we look for ways to improve JPME, I ask that you preserve the specific missions each war college was chartered to accomplish. For the National War College, the national security strategy mission must be preserved.