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HOUSE ARMED SERVICES COMMITTEE**

**STATEMENT OF  
BG SEAN B. MACFARLAND  
DEPUTY COMMANDANT  
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**BEFORE THE  
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS  
OF THE  
HOUSE ARMED SERVICES COMMITTEE  
ON  
ANOTHER CROSSROADS?  
PROFESSIONAL MILITARY  
EDUCATION TWO DECADES AFTER THE GOLDWATER-NICHOLS  
ACT AND THE SKELTON PANEL**

**NOVEMBER 30, 2010**

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**Statement of**  
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**House Armed Services Subcommittee on Investigations and Oversight**

**Hearing on “Another Crossroads? Professional Military Education  
Two Decades After the Goldwater-Nichols Act and the Skelton Panel”**

**November 30, 2010**

**INTRODUCTION**

Chairman Snyder, Representative Wittman, Honorable Members of the Subcommittee, I am BG Sean MacFarland, Deputy Commanding General of the Combined Arms Center. On behalf of the Chief of Staff Army, I would like to thank you for the opportunity to speak with you today about the present status of Professional Military Education in the Army and discuss what we are doing to better prepare leaders to operate with competence and character in the future.

The Army concurs with the Subcommittee’s conclusion, the Professional Military Education (PME) system is basically sound, and agrees there are “systemic” and “institutional” areas requiring our continued focus. We recognize the Subcommittee’s report provides valuable insights to assist us in our continual assessment of PME and efforts to provide the best educational opportunities to our Soldiers. My comments focus on three areas of interest: Framework for Leader Development, Building a Strategic Bench, and Army PME Institutions.

## FRAMEWORK FOR LEADER DEVELOPMENT

First, the Subcommittee's report recommended the Services review their officer development timelines from a holistic perspective to explore innovative avenues to develop their respective officer corps through education, training, and experience. The Army supports this recommendation. We fully recognize Professional Military Education is paramount to an officer's career development. We continuously review our officer Professional Military Education to ensure it remains relevant to our force and national needs.

The strategic environment is growing more complex, increasing the demand on education within innovative and dynamic leader development. The changing environment, nine years of war and the requirement to sustain our readiness causes us to think fundamentally different about the integration of Education, Training, and Experiences for our leaders. We are working diligently to adapt our institutions and policies to achieve better balance of Professional Military Education within leader development. This is particularly evident in our PME approach, as we must account for educational changes in our leader development and personnel management policies. We are driving these changes through development of a comprehensive Army Leader Development Strategy (ALDS) focused on educating the next generation of Army leaders.

The Army's Leader Development Strategy seeks to develop agile, adaptive, and innovative leaders for our Army within a flexible, relevant, and enduring framework of training, education, and experience. In an uncertain and complex future security environment Army leader development must prepare leaders to operate with competence, confidence, and character in ambiguous, frequently changing circumstances. Our leaders deserve the best possible leader development process to enable them to effectively lead our Soldiers and protect and promote our national interests and sustain the public trust. In this era of persistent conflict, we must increase

our efforts to develop each of our leaders, and we must ensure that we are preparing our most talented leaders to lead our Army into the future.

Professional Military Education is essential to an officer's career development. We are shaping the future of our PME system to progressively develop leaders to prevail in the Full Spectrum Operations security environment of the 21st Century. Our Professional Military Education continues to reflect our adaptability to changing conditions and demonstrates the strong emphasis our Army Senior Leaders place on education through agility, adaptability, innovation, and versatility.

Over the past several years, as many recognize, we have become an Army out of balance. Less well known, but increasingly evident, is the fact we are out of balance in developing our leaders for the demands of Full Spectrum Operations. Overemphasizing operational experience at the expense of Professional Military Education and assignment to broadening experiences has contributed to the imbalance.

The Army recognizes it must restore this balance, while simultaneously setting conditions for future success. Our future readiness demands we continue to modernize, adapt our institutions, and transform Soldier and leader development to ensure our campaign capable force is versatile, expeditionary, agile, lethal, sustainable, and interoperable. Adapting our institutions increases efficiency and effectiveness in providing trained and ready forces for combatant commanders. We appreciate your frank evaluation of our schools and educational processes.

Transforming how we train Soldiers and develop agile and adaptive leaders, based on the lessons we continue to learn in Afghanistan and Iraq, is paramount to the success of Full Spectrum Operations in dynamic and complex operating environments.

The Army's Training and Doctrine Command is leading our Human Capital Enterprise. This new initiative will allow synchronization of effort for Army leader development and personnel policies. An important part of the Human Capital Enterprise

mission is to make a concerted effort to restore the balance between the pillars of education, training, and experience.

*[Note: References in the report depict the Human Capital Enterprise in a manner implying that this organizational entity is part of the Army's approved structure. At this time, the Human Capital Enterprise is one of four Core Enterprises, which are functioning on a trial basis as part of the Army's transformation efforts. The concept of Core Enterprises has not yet been decided; nor have they been approved or incorporated into the Army's official structure. If approved, the current intent is for the appropriate Assistant Secretary of the Army to lead their functional Core Enterprise with support from the Army Staff and Army Commands.]*

## BUILDING A STRATEGIC BENCH

Second, the Subcommittee's report recommended the Services carefully review and further develop relevant processes for identifying and cultivating strategists. The Army's challenge is to grow adaptive innovative leaders who learn faster, understand better, and successfully handle uncertainty. Our leaders must be able to effectively work with our Joint, Interagency, Intergovernmental, and Multinational teammates. We must continually challenge our leaders with a competitive learning environment, and it is in this environment where we must prevail. PME alone is no longer adequate. We have to recognize the officers with high potential and provide them with challenging experiences. To do this, the Army offers multiple broadening opportunities outside the realm of our traditional PME to educate our officers throughout their career timeline. These experiences are designed to develop a wider range of knowledge and skills; augment understanding of the spectrum of military missions; promote application of specialized skills; and expand awareness of other agencies, organizations, and environments. I would like to highlight a few of these broadening programs.

Through the Advance Civil Schooling (ACS) Program, the Army resources up to 412 fully funded resident degree programs placing officers into positions requiring a

graduate or doctoral level degree. The ACS program also contributes to an inventory of officers who possess requisite academic credentials and technical skills to meet existing force structure requirements, as well as meeting future capabilities envisaged by the Army Educational Requirements System (AERS). Additionally, ACS educates officers about emerging technologies, who can then transform relevant information from the laboratory to real world applications on the battlefield.

Since 2006 we have offered the Expanded Graduate School Program (EGSP) for up to 600 officers per year. We identify officers prior to commissioning who we believe have the potential for long and productive service. At the 10-12 year mark in their career, selected officers have the opportunity to attend a US civilian graduate school and are encouraged to study an approved discipline to enhance the competencies required in an expeditionary Army--emphasizing cultural awareness, regional knowledge, foreign language, governance, diplomacy, national security, or social sciences to reinforce operational skills.

The Joint Chiefs of Staff/Office of the Secretary of Defense (JCS/OSD) Internship is another great opportunity for our young captains with outstanding potential for service to experience the Joint environment early in their career. They complete a three-phase, degree-producing program. Completion of Phase One results in a Master's Degree in Policy Management from Georgetown University's Public Policy Institute. Phase Two is a one-year internship within a single office in the Joint Staff or the Office of the Secretary of Defense. Phase Three is a one-year internship on the Army Staff. Assignments to Army Staff positions are based upon unique skills acquired during both of the previous phases of the program. Like the Joint Staff and OSD Staff, the Army Staff places interns into demanding roles as staff officers, to leverage their knowledge base to represent the Army within the Pentagon and the Department of Defense.

The Army Congressional Fellowship Program (ACFP) educates selected Army captains and civilians in all aspects of congressional activities, emphasizing those matters regarding the Department of Defense (DOD). A three-year program, ACFP

includes a master's degree in legislative affairs at George Washington University, service on the staff of a Member of Congress, and utilization on the Army or Joint Staff in a legislative liaison duty position. The program provides insights into the dimensions and complexities of congressional responsibilities and their relationship to the total process of government. In the past year we have increased ACFP opportunities from 12 to 24.

The Functional Area (FA) 59, Strategist career field is another component for building our strategic bench. The Army selects most strategists between year seven and 14 of commissioned service and educates them with Advanced Civilian Schooling, Intermediate Level Education, the on-line Defense Strategy Course, and the resident Basic Strategic Arts Program. FA59 utilizes the School of Advanced Military Studies and Civilian Fellowships to develop and strengthen core competencies. After these educational opportunities the strategists serve in a variety of headquarters from division to combatant command level. Senior FA59s (COL-BG) will then work within the Interagency, Office of the Secretary of Defense, Army and the Joint Staff. In these positions, they participate in campaign planning, policy development and work with interagency partners on a wide variety of critical national security issues. A concern raised by the Committee was the lack of viability in promotion prospects for senior FA59s. This trend is shifting as the second FA59 officer has recently been nominated for promotion to General Officer.

Established in 2009, the Command and General Staff College (CGSC) Interagency Fellowship Program is another unique opportunity to help build our strategic bench. This program offers Army majors a greater understanding of the role of our interagency partners. They have the opportunity to gain personal knowledge about the capabilities, missions, procedures, and requirements of Federal departments, agencies, and Non-Governmental Organizations (NGOs) through participation in a 9-12 month fellowship. We currently have 28 majors working with 13 agencies. This program has also allowed interagency organizations to send their employees to CGSC, thus enhancing Intermediate Level Education (ILE).

The Advanced Military Studies Program (AMSP) is another critical component of our efforts to develop officers as operational planners. Majors may apply while attending Intermediate Level Education or may be nominated from field units after having completed their Intermediate Level Education course. Each candidate undergoes a rigorous selection process. AMSP educates leaders to be critical thinkers and operational planners by teaching officers to understand the theory of operational art, to define security problems using design methodology, to understand and evaluate the strategic context for operational art, to understand the evolution of operational art through history, and to be competent at preparing military plans using both the Joint Operation Planning Process and the Army Military Decision Making Process. The Army recognized the growing need for such planners in 2008, and increased the student population from 68 to 108 per year.

The Command and General Staff College also offers a senior level program for officers in the rank of LTC-COL. The Advanced Operational Art Studies Fellowship (AOASF) focuses on the art of command and leadership for national and theater-strategic strategy development and campaign planning. AOASF seeks to educate the future leaders of our Armed Forces, our Allies, and the Inter-Agency at the graduate level to be agile and adaptive leaders who think critically at the strategic level to solve complex, ambiguous problems.

On behalf of the Chief of Staff of the Army, the Army War College administers a mature and competitive Senior Service Fellowship program designed to broaden up to 75 senior officers in a wide variety of disciplines at 35 prestigious educational, governmental, and non-governmental institutions. This program provides the Army with a cohort of senior leaders possessing a broad range of competencies and experiences to better meet the demands of the strategic and institutional environments of the 21st Century.

Other broadening opportunities for senior leaders include fellowships at the Brookings Institute; the Council of Foreign Relations; and the Harvard University, Weatherhead Center for International Affairs. Additionally, there are Regional Fellowships, including the Asia-Pacific Center of Security Studies; the George C. Marshall Center; and the State Department Planning and Policy Fellowship. Other Fellowships are conducted at the White House, Congress, Arroyo Center, and RAND.

The focal point of Army General Officer Training is the Army Strategic Leadership Development Program (ASLDP). This program supports Army General Officer development by requiring attendance at the Basic, Intermediate, Advanced and Senior courses as officers are promoted from Brigadier to Lieutenant General. Other courses cover Army Senior Leader Communication, Force Integration, Battle Command, Legal, Senior Commander, National Security Studies, National and International Security, Defense Policy, Senior Joint Information Operations, National Security Decision Making, Language and Cultural Awareness and Individual Terrorism Awareness.

The Army War College also offers several short courses for general/flag officers including: Combined/Joint Force Land Component Commander Course (C/JFLCC), Adjutant's General National Security Seminar (AGNSS), and Senior Reserve Component Officers' Course (SRCOC). The Army War College also supports the Joint Flag Officer Warfighting Course (JFOWC) hosted by Air University.

## PROFESSIONAL MILITARY EDUCATION INSTITUTIONS

Finally, the quality of our Professional Military Education Institutions is important to us as it directly influences the education our Soldiers receive. The Subcommittee's report referenced a number of valid concerns I would like to address.

The Subcommittee's report referenced a continuing debate concerning how the school presidents, commanders, commandants, and directors should be selected and how long they should remain in their positions. The Army takes very seriously both the professional and academic credentials of its PME leaders. The Army has specific

requirements for the leadership positions at both CGSC and US Army War College (USAWC). These requirements are codified into the manning documents at the Human Resources Command.

The Commandant, USAWC should possess an extensive background in both professional and academic domains. The professional background should include extensive experience at the theater and strategic levels. Academically, Commandants should possess, at a minimum, a masters degree and preferably a terminal degree in a discipline appropriate to Senior Level College curriculum. Prior teaching experience, especially at the graduate level or within the JPME educational system is a decided plus. As befits a professional development school, leadership capabilities of the Commandant should be a paramount consideration in selection.

The ideal candidate for the Dean of Academics, USAWC would be an Army colonel who has commanded at the battalion level or higher, has extensive professional experience at the operational or strategic level, is a Senior Level College graduate and possesses a terminal degree in a discipline relevant to the Army War College academic program. Alternatively, a civilian candidate should have a terminal degree in an appropriate discipline and military or civilian experience at the strategic level. In either case, teaching experience, particularly at the graduate level or within the JPME system is highly desired. Because ideal conditions cannot always be met and because war colleges are professional development institutions, preference should be given to professional experiences. Department chairs should have qualifications similar to the Dean of Academics.

At CGSC, school directors must be a colonel or civilian equivalent, be graduates of senior level colleges, hold masters degrees, have leadership experience in the operational environment, and have commanded battalions or higher. Their civilian counterparts must have terminal degrees, be considered subject matter experts in their chosen area of expertise, have leadership experience, and have a thorough understanding of Army structure and organization. The civilian Dean of Academics at

CGSC holds a terminal degree and has the requisite experience and background commensurate with the position. Having a terminal degree is extremely important for the Dean of Academics because he is responsible for faculty and curriculum. In addition, he provides subject matter expertise to other institutions that comprise the Army's Leader Development and Education (LD&E) enterprise. Under the Dean's purview, he is responsible for quality assurance, accreditation, faculty development, registrar functions, graduate degree programs, the library, the captains career course, academic chairs, digital leader development center, and academic operations.

The quality of the faculty at our PME institutions is extremely important to us. The report raised a concern about the hiring and retaining of Title 10 civilian professors. We have found hiring under Title 10 to be a real strength. The law offers the ability to identify specific faculty requirements, provides flexibility in hiring searches, and allows for competitive salary and benefits. Since all faculty are on term appointments requiring review at regular intervals, the Title 10 process allows CGSC and USAWC greater flexibility to retain the best faculty and the ability to release those who may not meet the rigorous standards.

An observation in the report inferred that CGSC used contracted faculty that had limited operational experience. Firstly, all faculty at CGSC are government employees, the vast majority hired as Title X, who go through a rigorous screening process. Secondly, the majority of the civilian faculty members at CGSC are retired military officers from all services, many of whom have extensive operational experience. Consequently, they possess a thorough knowledge of the Department of Defense and their particular service. However, recent operational experience is not a sufficient criterion for teaching at CGSC. This is a graduate school which employs an adult learning model highlighted by facilitated discussion in the classroom. The civilian faculty at CGSC is dedicated to becoming expert teachers and facilitators as well as subject matter experts and scholars in their chosen fields. It is the strong belief of the leadership at CGSC a mix of military and civilian faculty best achieves the graduate

level educational goals of the College. Further, the augmentation of guest speakers provides operational currency as needed throughout the course.

Of course we would like to have a higher percentage of military faculty at ILE, but the requirements of the operational force have strained our ability to fill the generating force. The current ratio of 70 percent civilian and 30 percent military is a result of not having the requisite number of military faculty assigned to CGSC. A balance closer to 50% would allow us to better develop both the rotational military faculty and maintain closer ties to the operating force. As the operational environment changes, the availability of qualified military officers to teach at CGSC should improve; however, CGSC will not lower faculty standards to accept any military officer.

The quality of the facilities is an essential element of a quality education. The Army has invested in providing an optimum environment for our officers to learn. To accommodate the increase in International Fellows/Foreign Military Officers from 40 to 80 by AY2013, the Army War College is expanding from 20 to 24 classrooms, all of which will have extensive educational and informational technology. Office space will be increased to accommodate additional faculty. Both projects will be complete in June 2011. This expansion project also will reduce the number of students per seminar from 17 to 16, bringing it more in line with the adult learning model.

The CGSC Lewis and Clark Center is a state of the art learning center. It is four floors high, with 96 classrooms each configured with a horseshoe-shape of 16 workstations and an instructor station, white boards, plasma screens, video-teleconference capability, and cameras. Eisenhower Auditorium also features state-of-the art technology and holds over 2,000 people.

CGSC views the integration of technology as critical to learning. The College has acquired and extensively leveraged appropriate technologies sufficient to enable the conduct of operational and tactical planning singularly or in concert with other units,

service centers, and schools using battle command systems available in the field. Technology is fundamental to CGSC's mission and is a real strength of the institution.

## CLOSING

We fully recognize and accept that we must continually adapt our institutions and policies to achieve a better balance of Professional Military Education as a part of the Army Leader Development Strategy. Today, the Army's challenge is to develop a sustainable learning environment that is essential to support operational adaptability. We are shaping the future of our PME system to better develop the leader characteristics our Expeditionary Army requires of its officers to lead Full Spectrum Operations in an era of persistent conflict. We must continue to prepare our leaders to be adaptive and open minded in framing the problems they will face, agile in considering new ideas, and grounded in the values to which our Nation aspires.

We look forward to continuing to work with the Subcommittee on these issues and related PME issues you have identified for further study. We recognize that your continued support of Professional Military Education programs is vital to the sustained health of our leader development and the security of our Nation. Furthermore, your continued concern and support of our Soldiers, Families, Civilians and Veterans who serve our great Nation is greatly appreciated.