

“A Comprehensive Approach for the 21<sup>st</sup> Century”

As Prepared Remarks by LTG William B. Caldwell, IV.

Brookings Institution, Washington, DC

March 27, 2009

Janine, thanks for that kind introduction. I appreciate the opportunity to be here with you today, to share a very special day for our Army and our Nation. Michèle, it's always great to see you, and I appreciate you taking time out of your schedule to be here – I know this probably isn't as exciting as Releasing the Afghanistan-Pakistan strategy with the President, speaking in front of the white house press corps, or addressing the entire nation on live television, but we'll do our best to keep things interesting for the next couple of hours! Carlos, I also want to thank you and the whole Brookings team for hosting this forum and bringing us all together today, to continue the critical dialog that began this morning with the President's announcement of the new comprehensive regional strategy for Afghanistan and Pakistan.

Let me say what an honor it is for me to be here today. It is a privilege to address such a distinguished audience, to have so many of you here – interagency partners, our friends in the NGO community, leaders from academia and the private sector, congressional staffers, and members of the media. Let me take this opportunity to invite you out to Fort Leavenworth. We'd love to share with you what we're doing at the “intellectual center of the army.” I want you to know that you all have an open invitation to visit America's Heartland.

Today marks a very special day for us, the next step in a journey that has redefined how our army will operate in the 21<sup>st</sup> century, a journey that will guide us into the future, a journey that will take us beyond the conflicts of today to meet the challenges of tomorrow. This is a journey that will mark our generation as agents of change: change for a better, safer, and more stable world.

This is a journey that began over a year ago. I'd been in command only a few months when I heard of an effort just getting off the ground, an effort to write a new Army field manual for stability operations. "Wow," I thought, "Another field manual." But this wasn't exactly your garden variety army doctrine. It promised to address some of our most pressing national security concerns, to open critical debate on how our government would operate as an interagency team, to draw broad guidelines for military forces conducting operations abroad to help stabilize fragile states. But it wasn't just the product that caught my interest, it was the process.

Traditionally, when we write doctrine, it's done "in house" using Army doctrine writers, Army expertise, and following a very standard Army process. We broke this mold when we published our counterinsurgency manual in 2006 – that manual was written in less than a year, in concert with the Marine Corps and a great team of civilian experts, and made a significant mark on the strategy applied in Iraq these past two years.

But this manual – this stability operations doctrine – is even more unique, focusing on skills and capabilities not typically resident in our military forces. These soft power skills – rebuilding and reforming the institutions of government, revitalizing fragile economies, restoring social well-being – will be critical to a future where operating among the people of the world – mastering the human dimension of conflict – will be the only sure path to success. These soft power skills are drawn from the contributions of a number of different sources: the other departments and agencies of our government, the development community, the humanitarian community, our allies and friends, even the private sector. To write about these skills – and to do so in a way that would support our ability to work together in harmony – required an equally unique team of experts.

At the urging of my staff, I came to Washington in October of 2007 to meet some of the people who would form this team. Let me tell you, what I saw was not a collection of the usual suspects that typically come together to write Army doctrine. Many of the people who would form the core of this writing effort gathered at the US Institute for Peace that day to chart a way ahead, with a timeline and agenda that

were about as aggressive as it gets in this business – less than one year to break ground, write, edit, and publish a new Army field manual.

That team included some of the people in the room with us today. Janine Davidson, then the director of the Consortium for Complex Operations, was crucial at helping bring together representatives from the other agencies. Elena Brineman, a career minister from USAID, brought a lifetime of development experience to the effort. Beth Cole, from the Institute for Peace, and Ambassador Jim Bishop, the vice president of InterAction, helped to leverage the wealth of experience in the nongovernmental community.

The team included only one Army officer – the lead author, Steve Leonard. As Janine noted so eloquently in her introduction to the book, what Steve brought to the table was an ability “to know what he didn’t know,” and where to turn to fill those gaps in our Army’s institutional knowledge. Together, they began to close those gaps, to assemble a single document that would capture the experience of an entire community of practice. But what began as an effort to develop a manual became much more – it became a process; a process of team building, developing relationships, and knowledge sharing; a process that resulted in lasting professional friendships that continue to this day.

That process also helped to blaze a pathway to the future, to spark a debate on how we will develop the next generation of leaders. Not just military leaders, but leaders from other agencies, organizations, and countries capable of forging effective teams. Leaders who can unite diverse groups of people and work toward a shared goal, creative and adaptive leaders comfortable in the complex environments we already face today.

This is the essence of the comprehensive approach – evolving leadership beyond traditional models of command and control to embrace a more comprehensive approach based on collaboration, coordination, and cooperation. The comprehensive approach allows us to move beyond unity of command to forge unity of effort and unity of purpose among a diverse array of actors in a whole of

community effort. The comprehensive approach represents the greatest challenge our leaders will face in the next generation. Our leaders must understand that military force – although necessary – is not sufficient. Military power will win every battle and engagement, but alone cannot win the peace.

Forging the comprehensive approach to operations must be at the very core of our leader development efforts. At Fort Leavenworth, we are already pressing forward with initiatives to achieve the synergy so critical to our future success as a nation, as a community of nations. This book is just an example of what we can accomplish when we work together – when we set our minds on something that brings us closer together, working in harmony toward a shared goal.

In our educational programs – in the command and general staff college – we have expanded our classes to include representation from outside the US military, now more than 100 international students and an increasing number of students from among the other agencies of the government. In the School of Advanced Military Studies – the premiere leader development institution in the military – we have already begun pushing interagency graduates out into key positions in the field. Our faculty now includes permanent members of the interagency and our allies, and coursework routinely involves regular interaction with international and nongovernmental organizations. At our combat training centers, we are working to integrate our interagency partners into critical pre-deployment training exercises – provincial reconstruction teams will soon be training alongside the very units they will operate with in the field.

And, just two weeks ago, we completed the first iteration of our one-week course for interagency planners. This initiative – launched in conjunction with the State Department's office of political-military affairs – is just one more step in a comprehensive approach that will help to build the next generation of leaders so very important to our future.

Before I pass the microphone to Carlos, I want to leave you with one last thought. We bear the responsibility of developing the creative, adaptive leaders that are the

very heart and soul of the comprehensive approach. Leaders with an innate ability to contend with the emerging drivers of conflict and instability in the face of rapid cultural, social, and technological change. Leaders who can integrate the tools of statecraft with our military forces, international partners, humanitarian organizations, and the private sector. Leaders who can forge unity of effort among a very rich and diverse group of actors to shape a better future, a better tomorrow. It's been said that there is no greater responsibility than to bear the mantle of leadership. Our generation, the people in this room today, bear the great responsibility of developing the leaders of tomorrow, and we believe this book is the first step in training and educating our next generation of leaders.