

# **“Official” Innovations: Enhanced Roles and Economic Mission of U.S. Army**

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We thank first the organizers and sponsors of this unprecedented gathering whose innovative spirit will prompt innovation in others. Second we thank them for this gathering of many different voices speaking to different kinds and methods of innovation. They invoke the lessons of particle physics – we do not yet know what mysterious forces may in a nanosecond produce a “big bang”.

Innovation, like beauty has many faces and may be innovative only in the eyes and minds of specific beholders. However, we consistently associate it with persons, enterprises, groups, which in the words of the English poet, Tennyson, are the “bringers of new things” the effects of which are “the useful and the good”.

Such effects can be attributed to the radical restatement of the roles and mission of the United States Army, announced in June 2008 and formally published in October 2008. This restatement not only is “new” for the Army and its service partners but it also embraces the operations and resources of all U.S. agencies and their partners and thus is “new” to them as well. A report on this development is especially appropriate here as Russia considers its new military organization.

Historically the “roles and mission” of the U.S. military have been concentrated on “offensive” and “defensive” operations. Though some attention was given to “peace keeping” and “stabilization”, they were afterthoughts.

Largely as a consequence of the experience in Vietnam and the adoption of the discipline of the “After Action Review”, the Army began a reexamination of its requirements and performance in a vastly changed combat operational environment. Learning, also, from the British experience in Malaysia, additional U.S. deployments in Bosnia, Kosovo and Iraq and the ongoing work of the Army’s civil affairs units, the Army concluded that a radical rethinking of its basic tasks was essential.

Combat operations are now conducted in this new world of informal actors, failed or nonexistent states, dysfunctional communities and distressed demographics in which these actors have ready access to low cost, low tech weapons and communication in a new world of fleeting electronic networks, exceeding, bypassing boundaries, governments, institutions of every sort, national, cultural, and personal. Armed intervention in this new world has to address the need for stability to ensure success of the intervention, to “protect the force” now in a different and uncertain kind of “harm’s way” and to allow and ensure a successful “exit” strategy. This transformation is also driven by the changing demographics of the U.S. population suitable for a volunteer force.

As this first slide shows, “stability operations” have now become the equal partner of “offensive” and “defensive” of operations. The principles of stability operations are summarized in this second slide. The fundamental idea is best captured, however, in this brief statement of one of the



- Stability Foundations**
- **Unity of Effort**
    - ? Establishes the Goals
  - **Conflict Transformation**
    - ? Addresses the Drivers of Conflict
  - **Capacity Building**
    - ? Strengthens the Host Nation
  - **Rule of Law**
    - ? Sets the Path
  - **Legitimacy**
    - ? Underpins the Mandate / Host Nation
  - **Fragile States**
    - ? Defines Engagement Spectrum

authors of this change, General William B. Caldwell, Commanding General, Combined Arms Center, Fort Leavenworth, Kansas speaking in the Military Review of July - August, 2008. (We owe General Caldwell and Colonel William Lawson much of the content of

this report today). General Caldwell described this “new thing” and the fundamental change in these words:

*“The release of Field Manual (FM) 3-07, Stability Operations, in the coming months will acknowledge and stress the criticality of the “whole-of-government” approach essential to achieving sustainable success in an era of persistent conflict. This approach is the key to operating in the uncertain future before us. The new doctrine will also present a number of important firsts. It will be the first stability doctrine – service or joint – to answer the immediate needs of the*

*force already actively engaged in ongoing operations. It will be the first doctrine of any type to undergo a comprehensive joint, service, interagency, intergovernmental, and nongovernmental review. It will also mark the first time any service has attempted to capture and define a national approach to conflict transformation in doctrine, and to do so with the broad support of the agencies, organizations, and institutions that share in that approach.”*

This excellent statement speaks to the radical reconstitution of the Army’s mission and also to an enlarged awareness of all of its partners in the public and private sectors – one such partner from the business sector presents these remarks today. The appointment of GEN (ret) James L. Jones, as the National Security Advisor of the United States, can be seen as the new administration’s adherence to these principles.

“Stability operations” so expands the Army’s scope of operations as to leave the observer scrambling for an adequate response. In the following slides the varied and comprehensive nature of this new role and mission are outlined and specific tasks are listed.

**Primary Stability Tasks**

**1) Establish Civil Security**

- Enforce Cessation of Hostilities
- Determine Disposition of Armed Forces and Intelligence Services
- Conduct Disarmament, Demobilization, and Reintegration
- Conduct Border / Boundary Control and Security
- Protect Key Personnel and Facilities
- Clear Explosives and other Hazards
- Establish Personal Identification Methods

**Primary Stability Tasks**

**2) Establish Civil Control**

- Establish Public Order and Safety
- Establish Criminal Justice System
- Support Law Enforcement and Police Reform
- Support Judicial Reform
- Support Property Dispute Process
- Support Corrections Reform
- Support War Crimes Courts
- Support Community Rebuilding Programs

**Primary Stability Tasks**

**3) Restore Essential Services**

- Provide Essential Public Services
- Support Emergency Food Programs
- Support Demining Operations
- Support Human Rights Initiatives
- Support Public Health Programs
- Support Education Programs

These last two slides in particular emphasize the importance of a governance model and economic development tasks as the ultimate objective of the new Army mission.

**Primary Stability Tasks**

**4) Support to Governance**

- Transitional Administrations
- Development of Local Governance
- Support Anticorruption Initiatives
- Support Elections
- Support Rule of Law

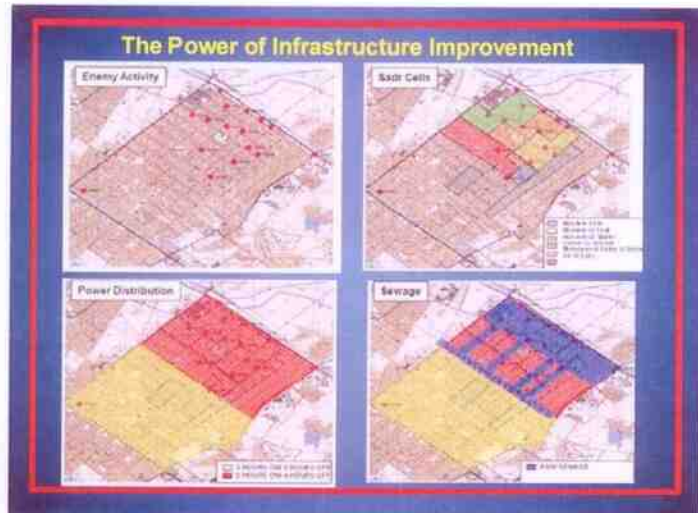
**Primary Stability Tasks**

**5) Economic and Infrastructure Programs**

- Economic Generation and Enterprise Creation
- Monetary Institutions and Programs
- National Treasury Operations
- Public Sector Investment Programs
- Private Sector Development
- Protect Natural Resources and Environment
- Agricultural Development Programs
- Restore Transportation and Communications
- Support Infrastructure Programs (energy, utilities, essential services)

As proof of the new mission's progress, consider one slide used by General Petraeus to illustrate the success of the recent "surge" in Iraq. General Petraeus focused on this slide in his briefing to the Army's Command and General Staff College of the achievements of stability operations conducted by the U.S. Army.

This slide describes the importance of the Power of Infrastructure Improvement to counter resurgent terrorist activities – in this regard we must control and make available electric power and sanitary



conditions to achieve neighborhood stability and freedom from violence.

It shows the relative disappearance of attacks and violent incidents where stability operations were executed in the "neighborhoods" in the Spring of 2008,

The Army, the Marines and its partners in ground operations represent “boots on ground”, the “bottoms up” engagement in the new mission – every soldier, every marine, becomes involved in community building. Each of the listed tasks must be addressed. All members of

**Implementing Stability Operations:  
Innovation Partners**

- Civil Affairs Forces
  - U.S. Army
- Interagency Partners
  - USAID
- Intergovernmental Partners
  - NATO
- Nongovernmental Partners
  - International Red Cross and Red Crescent



the military agree that all governmental agencies, domestic and allied, all relevant NGOs engaged in humanitarian intervention, and all private sector actors whose help can ensure success and whose resources may be useful are essential in the reshaped enterprise.

**How Does the Army Innovate ?  
Lessons Learned**

- Institutionalize the Process
- Positive Reaction to Change
- Constant Self Evaluation
- Pushing Innovation Execution to Lowest Unit Level
- Multiagency Approach for Integrating Demographic, Technological, and Political Realities.
- **After Action Review for Best Practices**

How was this “innovation” achieved? It is evident from the history mentioned that it did not happen overnight, it was collaborative; and it arose in major part from the adoption in the early 90’s of the discipline, often controversial within the ranks of the after action review.


These slides of the “After Action Review” process detail some aspects of this “internal innovation” which contributed much to the larger innovation.

The process and its remarkable results to date are provisional and on-going. That in itself is an innovation. We honor in this

**Snapshot of After Action Review**

**Objective: To Improve Individual and Collective Task Performance**

- Observe and Report on Key Observations
- Leading / Thought Provoking Questions
- Explore Alternative Courses of Action
- Not an Evaluation
- Focus on Improvement Process



conference the necessity of innovation, but we also acknowledge its “provisionality”. The Army’s new Field Manual shows that innovation is a process, a structural feature; a structural requirement for enterprise, reformation, and refreshment; it is neither a point in time nor a point in place or being. Rather it is on-going and necessary for survival. It is fitting that this first innovation conference be held in Moscow, in a Russia which has for over a century been identified with important innovations in science, engineering, and technology.

It is also more than fitting that this conference is convened on the 50<sup>th</sup> Anniversary of publication of Darwin’s *Origin of the Species*. Natural selection ensures survival through competition among life forms and their components. Innovation ensures not only survival but success in the Darwin scheme. Today’s “fittest” will probably be tomorrow’s “casualty”. Constant refreshment of the enterprise is required, as the Army has shown with its development and execution of “Stability Operations” within the context of governance and combat. Learning from chaos of the market place or the field of arms is necessary for all.

The Economist of last week (March 15) proclaimed, we are now all in “innovation and entrepreneurial societies”. The Army’s experience will be tested in all its subsequent engagements in campaigns and theaters, in conventional, informal and chaotic combat – much like the testing of its partners in the competitive market places.

The constitutions of Russia and the United States guarantee the creativity and autonomy that are essential to the innovation that is recognized and honored today. This conference is a good teacher for this learning, but we encourage its sponsors and originators to carry it on. Innovation must be constantly refreshed.

Thank you.

Reference:

FM3-07 Manual: <http://usacac.army.mil/CAC2/FM307.asp>