

America's Army

In an Era Of Persistent Conflict

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Less than a decade into the 21st century, its perils and challenges are increasingly evident. September 11, 2001, shattered our sense of domestic invulnerability to external threats and introduced us to a world where global terrorism and extremist ideologies are realities. To defend our country from this pernicious threat, our Nation went to war to

confront and defeat the menace of extremism. We have been engaged for more than seven years in continuous combat. More than 1 million of our country's men and women have deployed to combat, and more than 4,500 have sacrificed their lives. Our Army has been a leader in this war and in the liberation of 50 million people from tyranny and oppression. It has also been fully engaged



in the difficult process of consolidating success by providing security and assistance to develop local security forces and governance capacity.

As we look to the future, national security experts are virtually unanimous in predicting that the next several decades will be ones of Persistent Conflict—protracted confrontation among state, non-state and individual actors that are increasingly willing to use violence to achieve political and ideological ends. Your Army will remain essential to any national strategy to ensure our security by virtue of its capabilities as a campaign quality, expeditionary force able to effectively operate with joint, interagency and multinational partners across the spectrum of conflict. In the years ahead, we face two major challenges to ensuring our continued success in this era of persistent conflict—restoring balance to a force feeling the cumulative effects of seven years of



war and setting conditions for the future to fulfill our strategic role as an integral element of Landpower. While we have accomplished much on both fronts, unquestionably, more remains to be done. I believe we are on the right path to make progress on both fronts in the year ahead.

Restoring Balance

One year ago, I reported to you what you already knew—that our Army, while a committed, resilient and combat-seasoned force, was out of balance. The demand

for our forces exceeded the sustainable supply, and we had gone to 15-month deployments. Consumed with meeting the demands of the current fight, we lacked sufficient strategic flexibility and operational depth to respond to other contingencies. We were unable to provide a predictable, sustainable tempo of deployments for our Soldiers and their Families. Support systems designed for the pre-9/11 peacetime Army were stretched and stressed by the demands of lengthy and repeated deployments with insufficient recovery time. Overall, our readiness was being consumed as fast as we could build it.

We initiated a plan last year to restore balance founded on four imperatives. We said we would *sustain* the Army's Soldiers, Families and Civilians; continue to *prepare* forces for success in the current conflict; *reset* returning units to rebuild the readiness consumed in operations and to prepare for future deployments and future contingencies; and *transform* to meet the demands of the 21st century. At the time, we acknowledged that implementing these imperatives would require several years, considerable resources and sustained national commitment. By 2011, we expect to grow the Army to 1.1 million, establish acceptable balance between deployments and time spent at home, substantially complete modular transformation and rebalancing initiatives, complete Base Realignment and Closure and associated restationing, and fully implement the Army Force Generation (ARFORGEN) model—while continuing to sustain the All-Volunteer Force and set conditions for the future. Through the dedicated, unstinting efforts of our Soldiers, Civilians and Families, and with congressional and national leadership assistance, we are making substantial progress toward these goals.

To *sustain* our force for the difficult struggle ahead, we knew we had to recruit and retain quality people, and last year nearly 300,000 men and women enlisted or reenlisted in the all-volunteer Army. To help offset growing requirements for field grade officers, we offered retention incentive options to captains in select year groups in return for extended commitments; we achieved a nearly 90 percent retention rate. We also recognized that we were asking our Families to bear a significant burden to support repeated



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Regiment (Airborne) as a mortar platoon leader; he then became a liaison officer and executive officer before serving as the assistant S-4, then S-4 and a company commander for the 1st Battalion, 11th Infantry, 4th Infantry Division (Mechanized). After a stint as a military observer for the U.S. Military Observer Group, U.N. Truce Supervision Organization in Jerusalem, he returned to the 4th Infantry Division, where he served as the S-3 and executive officer of the 1st Battalion of the division's 10th Infantry before becoming the battalion's commander. He also served as the division's secretary of the General Staff. Gen. Casey served as a congressional program coordinator for the Office of the Chief of Legislative Liaison and as the special assistant to the Army's Chief of Staff. He returned to the field as chief of staff for the 1st Cavalry Division before commanding the division's 3rd Brigade. He became the assistant chief of staff, G-3 (Operations), and later the chief of staff for V Corp. He then became assistant division commander (Maneuver) and then assistant division commander (Support) for the 1st Armored Division. He returned to Washington to serve as the deputy director for politico-military affairs, J-5, for The Joint Staff before commanding the 1st Armored Division in Germany. He later commanded the Joint Warfighting Center and served as the director for Joint Training, J-7, for the U.S. Joint Forces Command. He then became the director of Strategic Plans and Policy, J-5, and later the director of The Joint Staff. He also served as the 30th Vice Chief of Staff of the Army. Gen. Casey has a master's degree in international relations from the University of Denver.

deployments of their Soldiers. Last October, we unveiled the Army Family Covenant as a restatement of our unwavering commitment to Army Families. We hired more than 1,000 new family readiness support assistants to provide support to battalion level. We placed Installation Management Command in charge of Soldier and Family programs, doubled the amount of money for those programs and standardized them across the Army. We are focused on providing better access to quality health care, improving Soldier and Family housing, and increasing availability of child care and youth services, child development, and educational opportunities for both children and spouses. As part of the program, we began construction on 72 Child Development Centers and 11 new Youth Centers. We also improved our support to the Families of Fallen Soldiers, helping them stay connected with the Army Family. We began signing Army Community Covenants across the U.S. and abroad—more than 60 to date—to foster effective community partnerships in support of our Families.

We established 35 Warrior Transition Units and nine community-based health-care organizations to help our Wounded focus on their treatment, rehabilitation and transition. We set out to reduce the stigma wrongly associated with diagnosing and treating Post-Traumatic Stress Disorder and mild Traumatic Brain Injury by initiating chain-train programs to educate the force and taking action to revise security clearance procedures to eliminate negative connotations of treatment sought for combat-related injuries. We continue to work hard at demystifying and simplifying the physical disability processes to enable Wounded Warriors to either remain in the Army or transition to meaningful civilian employment consistent with their desires and abilities. Recognizing that noncombat deaths, injuries and suicides are preventable, we implemented several programs to ensure that “Shoulder to Shoulder, No Soldier Stands Alone”—we are a team that watches each other’s back.

Recognizing that establishing balance in supply and demand for forces was the critical component to *prepare* forces for success in the current conflict, we pushed hard to accelerate plans to grow the Army to 76 brigade combat teams (BCTs) and about 225 support brigades, while simultaneously working to reduce the time units spent deployed in theater. National leadership supported both initiatives, and their decisions to accelerate the Army’s growth by two years and to reduce deployments from 15 to 12 months will begin to reduce strain on the force. We also received great support to provide our Soldiers with the best equipment and technology available. For example, last year the Army fielded more than 1 million new items of equipment, including 6,500 mine resistant ambush protected (MRAP) vehicles, providing the Soldier the equipment needed for success. We have also commenced execution of the ARFORGEN model, which thus far has enabled us to

meet combatant commander demands and has proven its potential to generate trained and ready forces in an era of persistent conflict. We continued to make improvements at both Home Stations and Combat Training Centers, where innovation and resources have combined to increase realism in challenging irregular warfare training scenarios. Soldiers continue to exhibit daily innovation and agility on the battlefield as a result of our improved preparation efforts.

Seven years of combat is taking a toll on our people and our equipment. Our ability to *reset* both will determine our readiness and versatility for future contingencies. This year, we reset nearly 125,000 pieces of equipment and intend to sustain this pace for as many years as we have substantial numbers of forces deployed. We also significantly improved efficiency of equipment reset operations, increasing speed, quantity and quality of material delivered back to the field. We recognized that we needed to standardize our reset processes and initiated a pilot program for 13 units. During this pilot, units spend their first six months following redeployment with no readiness expectations and with no Headquarters, Department of the Army-directed training so Soldiers can focus on reorganizing, education, property accountability and services—and on reuniting with their Families. At the end of six months, units will be filled with sufficient personnel and equip-



ment to begin training for their next mission. Given positive results thus far, we will extend this program to 20 units next year and to all resetting units by 2011.

All the while, we continue to *transform* to adapt our Army to meet the demands of the 21st century. We are on path to our goal of growing the Army to 1.1 million uniformed members by 2011. We have now converted 85 percent of our units to modular formations, the largest organizational change since World War II, and are 60 percent complete in our efforts to rebalance skills required for the 21st century. Through a process known as spin outs, we recently altered our Future Combat Systems (FCS) fielding strategy to accelerate delivery of advanced technologies to Infantry BCTs fighting in combat today. We also unveiled

the FCS non-line-of-sight cannon—the first of the common-chassis manned ground vehicles that will become the basis for the BCTs we will begin to field in 2015.

Following extensive coordination with leaders returning from theater, we published FM 3-0 *Operations*, the first update to our capstone doctrine since September 11, 2001, to reflect our wartime experiences. FM 3-0 includes a new operational concept for full spectrum operations where commanders simultaneously apply offensive, defensive and stability (or civil support) operations to achieve decisive results. We made Training and Doctrine Command responsible for leader development and will soon release FM 7-0 *Training for Full-Spectrum Operations* to provide a framework for thinking differently about how we train. We chartered the Center of Excellence for the Professional Military Ethic to ensure our core values and Warrior Ethos remained strong in the face of repeated deployments and the challenges of modern, complex battlefields. We recognized that our Reserve Components, designed as a strategic reserve and used only episodically for past major conflicts, were being routinely employed as an operational force both for homeland defense and as an integral part of current operations and that our Cold War mobilization systems had become a hindrance requiring constant adaptation. Consequently, we initiated efforts under Forces Command's leadership to operationalize the Reserve Components to better integrate contributions, more systematically build and sustain readiness, and make deployments more predictable for soldiers, families and employers.

We recognized that most of our institutional systems—personnel, education, training, healthcare, procurement and family support—were designed to support the pre-9/11 Army and that institutional transformation would be essential to cementing the significant changes we have already made in our Army. Therefore, we chartered a task force to lead the effort to adapt our institutions to effectively implement the ARFORGEN process and efficiently generate trained and ready forces and capabilities enabling Joint Force Commanders to operate effectively across the spectrum of conflict.

An Era of Persistent Conflict

We've thought a lot about the future security environment and about the nature and character of future conflict. We will continue to evolve our thinking and continuously adapt to this complex environment. We believe the global trends portend several decades of persistent conflict in which local and regional frictions, fueled by globalization

and other emerging trends, are exploited by extremists to support their efforts to destroy our way of life. They will increasingly confront the United States and our friends and allies with combinations of complex, dynamic and unanticipated challenges to our national and collective security. Future conflicts will occur in many forms as violence ebbs and flows across the spectrum of conflict—ranging from stable peace to general war and all points in between—and in each of the physical domains—in the air, at sea and on land.

While conflicts will be waged in each physical domain, they are essentially struggles between, among and for the allegiance of people. Conflicts, therefore, will primarily be conducted, won and ultimately concluded on land. It follows, then, that Landpower—the ability to achieve decisive results on land—will remain central to any national security strategy. Landpower offers our national leaders several options in pursuing our strategic objectives by providing the Nation with the capability to conduct four essential strategic functions—engage, deter, prevent and compel—in the land domain. Neither civil nor military means alone will be sufficient for success. Integration and collective application of all elements of national power—diplomatic, informational, military and economic—will be essential to achieving our national objectives.



Landpower, therefore, is far more than U.S. military forces, and it derives its *power* from the unity of effort derived from integrated application of a range of civil and military capabilities. Land forces—the military component of Landpower—the Army, Marine Corps and Special Operations Forces supported by air and naval forces from sister Services and allied nations—while the best in the world, are not sufficient for victory by themselves. They must be integrated with the efforts of interagency assets, our allies and indigenous partners to fully exploit the capabilities of each element in the conduct of Full Spectrum Operations—the simultaneous combination of offensive, defensive, and stability or civil support operations across the spectrum of conflict to achieve decisive results.

The Evolving Character Of Conflict

Although the fundamental *nature* of conflict is timeless, its *character*—ever evolving—reflects the unique conditions of each era. Global trends will engender a diverse range and complex set of operational challenges by altering the manner and timing of conflict emergence, changing the attributes and processes of conflict, requiring new techniques of conflict resolution and demanding much greater integration of all elements of national power. Several attributes of the character of conflict are especially important.

Diverse actors, especially nonstate actors, frequently operating covertly or as proxies for states, not bound by internationally recognized norms of behavior and resistant to traditional means of deterrence, will be difficult to discern and will shift their alliances and approaches over time to avoid our strengths. Hybrid threats—diverse, dynamic combinations of conventional, irregular, terrorist and criminal capabilities—will make pursuit of singular approaches difficult, necessitating innovative, hybrid solutions involving new combinations of all elements of national power. With conflicts increasingly waged “among the people” as opposed to “around the people” in conventional wars, civilian populations will permeate the operational environment. Foes seeking to mitigate our conventional advantages will operate anonymously among the people to avoid detection, deter counterstrikes, and secure popular support or acquiescence. As elusive and adaptive enemies rapidly distribute themselves in those areas least accessible to us, the norm will be sustained operations in tough urban terrain, challenging multicultural environments and increased complexity for leaders. Moreover, to secure lasting stability, allegiance of indigenous populations will no longer be simply instrumental to the outcome of conflict—it is increasingly the very objective of conflict.

Conflicts will become more unpredictable, arising suddenly, expanding rapidly and continuing for uncertain duration in unanticipated, austere locations. They may even expand to areas historically immune to conflict, such as space and cyberspace. Levels of violence, stability and effectiveness of governance will vary over time, necessitating adjustments in amounts and types of capabilities required to achieve decisive results. Conflict resolution will require rapid response by varied capabilities and continued application of effort to sustain security and build the social, economic and governance capabilities essential to maintaining stability. Conflicts will require significant efforts by Indigenous Governments and Forces, who frequently will lack the capability to resolve or prevent recurrence of conflicts themselves. We must be able to operate



with them, creating conditions for security while simultaneously providing assistance to build capacity in their own military and civil elements to provide and maintain security and governance in accordance with the rule of law.

The unblinking eye of 24-hour global media presence and increasingly universal access to information enhanced by satellite communications will ensure that conflict details and images are rapidly spread through social, communication and cyber networks. The ubiquity of telecommunications technology ensures coverage of local conflicts and their social, economic and political consequences, which offers increasing potential for spillover, creating regional and global destabilizing effects. Interagency partners will be essential to resolving conflicts with underlying causes deeply rooted in social, economic and cultural conditions. And, since the means of violence will no longer belong solely to state actors, military forces alone will be insufficient to establish the conditions for lasting stability, thus requiring application of civil interagency and intergovernmental capabilities integrated with those of military forces.

Essential Qualities of Land Forces

In this environment, land forces can be the enabling and integrating element of Landpower. The precise requirements for land forces will evolve throughout the 21st century, but the emerging character of conflict already points to certain distinct qualities that land forces must possess for the foreseeable future.

Versatility acknowledges that we can only be “about right” in predicting force requirements in this volatile and uncertain strategic environment. *Versatility* will enable reaction to the future as it actually presents itself. Versatile forces are multipurpose and can accomplish a broad range of tasks, moving easily across the spectrum of conflict as the situation demands. Our versatility in military operations—supported by full spectrum training, adaptable

equipment and scalable force packages readily adaptable to mission requirements—will prepare us to defeat a wide range of unpredictable threats.

The dynamic and global character of conflict requires the ability to rapidly respond to unanticipated conflicts in austere locations across the globe and to be able to fight upon arrival. Land forces must be *expeditionary*—organized, trained and equipped to go anywhere in the world, against any adversary, to accomplish the assigned mission, including the ability to conduct forcible entry operations in remote, antiaccess environments. A flexible, adaptive force generation model that can both meet the demands of current operations and hedge against new requirements can



ensure sufficient forces are ready to rapidly respond to a range of missions and, if required, to sustain that response over long duration. Land forces also require an expeditionary mind-set—Soldiers and leaders confident and competent enough to quickly adapt and function effectively in any environment. In an era characterized by conflicts among the people in which personal interaction between our forces and the indigenous population can mean the difference between victory and defeat, an expeditionary mind-set demands people who are culturally astute, including possessing a working knowledge of the language of the population with whom they are interacting.

Agile forces have the ability to adapt quickly to exploit opportunities in complex environments. An agile force requires not only agile units but also agile minds and institutions to adapt and work effectively in this dynamic environment. Our people must possess the mental agility to react quickly and appropriately to constantly changing situations and complex environments to determine which Landpower tool is most appropriate to generate the desired effect in the most efficient manner. Agile units must be supported by agile institutions. Once the mission is defined, our institutions must seamlessly and continuously adapt by tailoring force packages and quickly readjusting training, manning and equipping priorities to ensure units have all the physical and mental tools necessary to succeed. Without institutional adaptability, agility is not attainable.

The core competency of land forces is to effectively, efficiently and appropriately apply *lethal* force to defeat an enemy. They employ and enhance their capabilities to overmatch any enemy by exploiting cross-domain advantages of air and sea forces. Lethality, however, cannot be indiscriminate. Conflicts taking place among the population demand precision in the application of lethal force to avoid unnecessary civilian casualties and collateral damage. This requires the ability to quickly and accurately discriminate

between hostile, friendly and neutral actors and precisely identify targets. Such lethal precision requires not only the utilization of advanced technological capabilities, but also superior intelligence capabilities and situational understanding.

Because neither the duration nor character of military campaigns is easily predictable, land forces must possess campaign qualities for *sustainable* operations as long as necessary to achieve national objectives. Frequently, conflict resolution requires alteration of the fundamental conditions that prompted the conflict. Land forces should possess not only an ability to win decisive combat operations, but also an ability to persistently engage and sustain long-duration operations. In addition to being organized, trained and equipped for endurance, land forces have the logistical capacity to conduct operations over extended periods while presenting a minimal “footprint” to reduce exposure of support forces. Reducing demand through increased equipment reliability, fuel efficiency, battery longevity and other technological advances will improve sustainability as well as performance. With Reserve Components an integral part of both domestic and expeditionary operations, the future security environment demands that we continue transforming them to an operational reserve with predictable and assured access to capabilities at sustainable levels. Moreover, we must implement the transition in a way that sustains the All-Volunteer Force and is supported by Congress and the American People.

Beyond the capability to operate on the same radio frequencies and utilize the same caliber ammunition, land forces must be *interoperable* with all of the other elements of Landpower to integrate their effects and work towards common goals. The exceptional planning and organizational capabilities and experience of land forces should be considered national assets, and land forces can act as “peer integrators” to lead development of interoperability with

the interagency assets, allies and indigenous forces. Since all elements of Landpower contribute to national objectives and each can be decisive in certain circumstances, integration of their efforts is far more likely to result in greater effect. No authority exerts unity of command in these situations, and land forces can facilitate unity of effort through peer integration to access and synchronize the application of all elements of Landpower for mission accomplishment.

People—Our Asymmetric Advantage

Regardless of the importance of technological capabilities, People accomplish the mission. It is this human dimension with moral, cognitive and physical components that enables land forces to deal with the situational complexity of tactical actions with strategic impacts and adapt to rapidly changing conditions. Leadership is of paramount importance, and land forces must continue to develop agile and adaptive leaders who can handle the challenges of full spectrum operations. Leaders in the 21st century must be: competent in their core proficiencies; broad enough to operate across the spectrum of conflict; able to operate in joint, interagency and multinational environments and leverage political and diplomatic efforts in achieving their objectives; at home in other cultures and able to use this awareness and understanding to support operations in innovative ways; courageous enough to see and exploit opportunities in the challenges and complexities of future operating environments; and grounded in national values and a Warrior Ethos.

Leaders must be able to peer through the veil of cultural complexity inherent in operations among populations, discern friend from foe and initiate the personal interaction with the populace that can be the key enabler to mission accomplishment. Leaders at the lowest echelons, in constant contact with the enemy and local population, are especially critical to success in land conflict, as these leaders can often see and act on immediate opportunities and threats more rapidly than their superiors. Leaders must possess the knowledge, interpersonal skills and flexibility to orchestrate the activities of joint, multinational, indigenous and interagency partners in response to complex situations.

In an era of persistent conflict, Landpower will be indispensable to achieving decisive and lasting results for our Nation. With their versatile, expeditionary, agile, lethal, sustainable and interoperable capabilities, land forces will be instrumental in responding rapidly to unexpected circumstances. Led by agile, culturally astute and adaptive leaders and supported by agile institutions capable of sustaining operations for as long as necessary to ensure vic-



tory, land forces can act as peer integrators to harness and focus the contributions of all elements of Landpower.

America's Army—The Strength of the Nation

Throughout our history, the Army has served our Nation by winning its wars and securing the peace through the full spectrum of sustained combat and stability operations. Today faced with a future of persistent conflict, the Nation requires an expeditionary Army with campaign qualities adequately sized and supported to enable Joint Force Commanders to be successful across the spectrum of conflict.

Over the past year, we began executing our plan to restore balance and are on our way to achieving our goals. We will Sustain our Soldiers, Families and Civilians; Prepare Soldiers for success in current operations; Reset to restore readiness and depth for future operations; and Transform ourselves to become the Army the Nation needs today and in the future.

Restoring balance will also help enable us to set conditions for the future so the Army can fulfill its strategic purpose as an integral element of Landpower. The trends of the global strategic environment portend an era of persistent conflict, and the character of that conflict is likely to be as complex as any we have faced. As the uncertainties of an era of persistent conflict continue to unfold, your Army, executing full spectrum operations as part of the decisive and integrated application of Landpower, will be essential to providing the prompt, sustained and dominant responses necessary to ensure our security. While we possess many of the qualities required for the 21st century—including the essential ingredient, quality People—our 20th-century institutions must still evolve to enable us to exploit their inherent strengths.

Although your Army is unquestionably stretched, it is still the best in the world.

I could not be more proud to be a Soldier and to stand shoulder to shoulder with you and your Families during this time of great danger and uncertainty. Together we are, and always will be, the Strength of the Nation. ★