

USAWC STRATEGY RESEARCH PROJECT

**DEVELOPING THE PENTATHLETE:
THE ARMY CONGRESSIONAL FELLOWSHIP EXPERIENCE**

by

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ABSTRACT

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The Chief of Staff of the Army briefed the Army War College Class of 2006 and described his vision of strategic Army Leaders in the 21st century. He envisions leaders as pentathletes, which serves as a metaphor requiring officers that are multi-skilled. These officers must be adaptive and innovative from warfighting to enterprise management skills. This paper will focus on three of these critical skills; governance, statesmanship, and diplomacy.

This strategic research paper defines the pentathlete skills of governance, statesmanship and diplomacy as they relate to a senior military leader. It will explore modern day senior military leaders who have exemplified these skills and how they developed through experience or similar fellowship programs. Additionally, it will define what the Army Congressional Fellowship Program's purpose is and provide the perspective of the value of the program from the Office of the Secretary of Defense (OSD), congressional and personal experience. It will explore other venues that the senior Army Leadership can consider to develop these skills in a new century.

DEVELOPING THE PENTATHLETE: THE ARMY CONGRESSIONAL FELLOWSHIP EXPERIENCE

It became clear to me that at age 58 I would have to learn new tricks that were not taught in the military manuals or on the battlefield. In this position I am a political soldier and will have to put my training in rapping-out orders and making snap decisions on the back burner, and have to learn the arts of persuasion and guile. I must become an expert in a whole new set of skills.¹

—General George C. Marshall

The Chief of Staff of the Army briefed the Army War College Class of 2006 and described his vision of strategic Army Leaders in the 21st century. He envisions leaders as pentathletes which serve as a metaphor requiring officers that are multi-skilled. These officers must be adaptive and innovative from warfighting to enterprise management. This paper will focus on three of these critical skills; governance, statesmanship, and diplomacy. The assumption can be made that the Army will continue to focus as they should, on tactically and technically developing its leaders. It is important to develop these additional key skills in order to have senior leaders that can communicate and lead at the most senior levels of our military. Without these skill sets, the Army senior leadership will be unable to ensure that Congress and the civilian leadership of DoD understand the Army's requirements. How do we train our officers today to have the skills that General Marshall writes about or that senior officers like General Colin Powell or General Wesley Clark possessed? What experiences contribute to developing these skills? The Army Congressional Fellowship Program (ACFP) is capable of contributing to the Chief of Staff's vision of developing pentathlete leaders by providing selected Army officers with practical experience in working with Congressional leaders and the legislative process. The Army Congressional Fellowship Program experience develops a core of Army officers capable of advising the Army's senior leadership on legislative issues of strategic importance to the Army and the Department of Defense (DoD). Given that warfighters tend to fill the higher ranks, fellowships such as the Congressional and White House Programs should be directed at the operational (warfighter) officers who have the potential to achieve senior leadership positions in the Army. These are the leaders who might not otherwise get the opportunity to develop those skills solely through operational assignments.

This strategic research paper defines the pentathlete skills of governance, statesmanship, and diplomacy as they relate to senior military leadership. It will explore modern day senior military leaders who have exemplified these skills and look at how they developed these skills through experience or similar fellowship programs. Additionally, it will define the purpose of the Army Congressional Fellowship Program and illustrate the value of the program from the Senior

OSD Legislative Affairs (LA) official, the Honorable Mr. Dan Stanley. I will discuss what personal and professional staff members believe are critical skills for senior Army leaders and which of these skills they believe are developed in the Army Congressional Fellowship Program. I will explore Congressional perspectives on how the lack of these skills impairs the ability of Army Senior Leaders to communicate their strategic message. Additionally, these personal and professional staffers provide advice to the senior Army leadership on improving relations with Congress. I will discuss my personal experience and the strategic impacts that my Congressional Fellowship experience had on DoD, and the Department of the Army; and other venues that the senior Army Leadership can consider to develop these skills in a new century that requires many more of our senior leaders to possess these pentathlete skills. Finally, I will discuss if the Army is willing or able to make the long term investment and initiate the institutional changes it will take to develop these pentathlete skills.

Defining governance, statesmanship, and diplomacy

Defining what the skills of governance, statesmanship, and diplomacy mean in the context of an Army strategic leader is vital before determining how to train leaders in these skills. Governance is defined as “the act of affecting government and monitoring (through policy) the long-term strategy and direction of an organization.”² Governance “comprises the traditions, institutions, and processes that determine how power is exercised, how citizens are given a voice, and how decisions are made on issues of public concern.”³ Statesmanship is defined as the “wisdom in the management of public affairs.”⁴ Diplomacy has many definitions but two stand out as relevant to military strategic leaders: “the ability to negotiate between Nations and the subtly skillful handling of a situation.”⁵

A Congressional professional staff director for one of the key defense committees stated, “Statesmanship is key. The component commanders like Admiral Fallon and General Jones understand the cultural and geographic requirements in their regions better than the ambassadors for those regions.”⁶ Why would component commanders need these skills? In many of these regions these component commanders are negotiating daily with heads of states who are also the commander and chief of their respective military. Many of these states are based on a strong military system and the heads of states feel more comfortable dealing with the component commanders in these regions. Additionally, an ambassador is only responsible for his or her country or mission. A component commander must understand a far larger geographic area and be able to work along side the ambassadors for each of the countries within his region. In Iraq and Afghanistan, senior military leaders are also required to use these

key skills as they rebuild cities and infrastructure; conduct coordination with tribal leaders, as well as being the key link between DoD and other interagency coordination. Senior leaders such as the component commanders are also required to effectively communicate with our civilian leaders in DoD, Congress, and the American public.

Recent Military Leaders who exemplify the Pentathlete

Leaders who have exemplified these leadership traits in recent times include Generals Colin Powell and Wesley Clark who were both White House Fellows and General James Jones who served as a Congressional liaison officer for five years. What does a White House Fellow experience during their year in the executive branch?

Fellows typically spend one year working as full-time, paid special assistants to senior White House Staff, the Vice President, Cabinet Secretaries, and other top-ranking government officials. Fellows also participate in an Education Program consisting of roundtable discussions with renowned leaders from the private and public sectors, and trips to study U.S. policy in action both domestically and internationally.⁷

In General Powell's book, *My American Journey*, he states that he had never particularly wanted to be a White House Fellow but was told by Infantry Branch to apply.⁸ General Powell defines this as a turning point in his career. He hoped to learn how government worked and "wanted the civilian world to see that military officers did not have horns."⁹ General Powell's experience as a White House Fellow working in the Office of Management and Budget exposed him to all facets of the executive branch, how they interacted with congress and with DoD, and provided an international view of the world. General Powell further states, "What I learned about government as a White House Fellow was key to the opportunities that came my way."¹⁰ An intangible skill learned is the development of relationships. The relationships he developed while serving as a White House Fellow would lead to other nontraditional roles as a senior military officer. General Powell would go on to roles as the Assistant National Security Advisor, National Security Advisor, and Chairman of the Joint Chiefs of Staff and after retirement serve as Secretary of State in the George W. Bush administration.

General Wesley Clark reflects in his book, *Waging Modern War*, on a visit to Israel as a White House Fellow in 1976. General Clark asked Prime Minister Yitzhak Rabin what advice he could provide to a young officer. Prime Minister Rabin told General Clark, "Persistence, it's the most important quality for a military leader."¹¹ General Clark went on to say that this advice he continually used over the years. He also mentions during this period that he "was going against the Army tide of the time, which emphasized older commanders and de-emphasized education and broadening experiences."¹² General Clark, like General Powell, left the White House

Fellowship with an expanded view of the government. Clark's NATO experience as SACEUR was an exceptionally challenging experience that tested his skills in diplomacy and statesmanship as well as understanding the governance requirements as plans were made to rebuild Kosovo following the war. These skill sets were learned by Clark while serving as a White House Fellow working in the Office of Management and Budget.

A currently serving senior military leader who has constantly emerged throughout the research of this paper is General James L. Jones, United States Marine Corps, Supreme Allied Commander, Europe and Commander, U.S. European Command. One professional staffer stated, "we need more like General Jones... access, value-added, personality are all attributes we need to be looking for in a strategic leader."¹³ Mr. Dan Stanley, OSD LA, identified General Jones as the example of these key skill sets. "Look at General Jones; he was a Congressional liaison working on the Hill as a major, lieutenant colonel, and a colonel. He understands how to communicate."¹⁴ In fact, General Jones while at the National War College wrote a strategic studies report in 1985 on Effective Legislative Liaison and the United States Senate. General Jones identified the skills that he had learned after spending five years in the Navy-Marine Corps Senate Liaison Office on Capitol Hill. He spoke of how "each service fully recognizes the criticality of the legislative process and organizes itself for "legislative combat" according to its perceived self-interest."¹⁵ Proficiency in legislation, constituent casework, and congressional travel were key in being a successful Senate Liaison officer and advance the services creditability.¹⁶ The skill set that General Jones identifies in his paper remain current today and support the ideals of a multi-skilled senior leader.

Congressional perspectives on the skills Army Senior Leaders need to possess

Several professional and personal congressional staff members were interviewed to gain their perspectives on the skills of a senior Army officer of the future and if the Congressional Fellowship was important to the development of the pentathlete skills. A common theme among all the interviewees was communication. "In particular, developing the ability to work with people to include people they do not agree with on issues."¹⁷ Army senior leaders need "the ability to understand a totally different culture and more importantly understand that the Army has to be effective in that environment in order to survive." As the old adage goes "if it is not funded it is not a priority," according to one Defense Staffer.¹⁸ This infers how senior leaders fail to communicate what the Army's priorities are to Congress. Without mastering the skills of governance and statesmanship, the senior leader may not be able to articulate what Congress must fund. Senior leaders need to develop the skill of determining what messages need to be

communicated. Many times senior leaders do not understand how to effectively communicate the critical requirements of their service in a short amount of time.¹⁹ “The priority message often gets lost.”²⁰ “The Army needs to frame the issues better.”²¹

The senior Army leader needs to be able to take information and apply it differently in different situations. The Army leaders must “move from linear thinking to “star cluster” thinking.”²² This is the ability to think about a set of thoughts or ideas and mentally move about the “star cluster” of ideas.²³ General Powell had this ability to deliberately take information and ideas that were presented to him and place them in a logical framework that could be communicated to the President and other senior civilian leaders in the government as well as down to his subordinate commanders. “Senior leaders need to understand the macro view and be broad thinkers.”²⁴ When senior leaders have a clear understanding of governance, statesmanship, and diplomacy, they will naturally look at the larger implications of such critical elements of government as the President’s Budget and how it affects the services and DoD. They need to understand budget implications for all services and how DoD and Executive branch policy affects the services. Colin Powell and Wesley Clark spent their White House Fellowships in the Office of Management and Budget, learning how the executive branch prepares the President’s Budget. In the Congressional Fellowship, working for an appropriator provides the experience of how Congress actually funds the President’s Budget. Understanding these broad applications and how to articulate these requirements are learned in these fellowship experiences. “Senior leaders must gain respect of their peers, and must be willing to speak up and ensure they maintain their personal credibility.”²⁵ General Powell demonstrated these key skills in the planning and execution of Desert Shield and Desert Storm. Whether he was testifying in front of the Congress or briefing the American public from the Pentagon, he projected himself as a creditable, professional military officer. One Professional Staff Member stated, “The Army leadership needs to understand that they have allies here in Congress, not enemies. They need to cultivate relationships with Congress.”²⁶

How effective the Army is in communicating with Congress was also asked during the interviews since communication was identified by several as being a key leadership skill and a meta skill of statesmanship, governance, and diplomacy. “We are at war; the Congress is sympathetic to the Army and the Marine Corps due to the loss of Soldiers and Marines.”²⁷ The Army has integrity and has core values; this is key that the Army maintains their integrity and is honest with Congress.²⁸ One professional staffer said, “The way (communication) is not lacking...lacking is communicating in a quicker manner. Many times, we get our “bad news” from the media not from the Army.”²⁹ Two professional staffers expressed concerns that senior

military leaders do not understand that potentially bad news does not get better if they wait to get to the 100% answer. Examples that have been cited during OIF and OEF by the media were the Pat Tillman friendly fire incident and the accurate accounts of what actually happened to PFC Jessica Lynch. One Military Legislative Assistant stated, "the Army and the Marines are doing okay right now because of the war, they are getting their funding now but it is unclear what the Army's priorities are: Modularity, Reset, or Future Combat Systems? The Army needs to work more like the Marines."³⁰ While some say it is easier for the Marines to do this because they are a smaller service, the Army must continue to work to do a better job. A senior professional staff member for a senate defense committee stated, "In order to be effective communicating with the Congress, senior Army officials must get over the existing parochial service culture that comes across as arrogant and condescending. There must be a sincere appreciation for the perspective of the Legislative Branch."³¹ This professional staff member further stated that a former Congressional Fellow and Office, Chief Legislative Liaison (OCLL) officer, retired Lieutenant Colonel, Steven Scroggs had written an excellent book in 2000, *Army Relations with Congress: Thick Armor, Dull Sword, Slow Horse*, "while critical, does describe how to form better relationships with the Congress."³²

All agreed that the Fellowship program was valuable in developing these key leadership skills of statesmanship, governance, and diplomacy. The Chief of Staff for a senior Senator stated "they learn to communicate with all levels of government."³³ Fellows learn to "build and maintain relationships."³⁴

The Army Congressional Fellowship

What is the Army Congressional Fellowship? Army Regulation 101-2 states,

The purpose of the Army Congressional Fellowship Program (ACFP) is to educate and train selected Army officers and civilians in all aspects of congressional activities, emphasizing those matters regarding the Department of Defense (DoD). The program provides an understanding of the dimensions and complexities of congressional responsibilities and their relationship to the total process of government that is of future value to the Army. ³⁵

The number of DoD Fellows has decreased in the last few years from approximately forty fellows to only twenty-five fellows. There are seven fellows each from the Army, Air Force, and Navy and four from the Marines. The Honorable Mr. Dan Stanley, the Assistant Secretary of Defense, Legislative Affairs stated, "Secretary Rumsfeld believes that our uniformed military should be focused on military missions, especially in a time of war. We simply do not have the luxury of providing adjunct staff for congressional offices and other agencies throughout the government. When we look across the training account that we cannot afford to allow that

many officers to be in the fellowship when we need them in operational assignments.”³⁶ This does concern Mr. Stanley when looking at training strategic leaders in the pentathlete skills of statesmanship and governance. The fellowship is a long term investment for the services and DoD. “The fellowship allows the Fellow to see the Department (DoD) and the Administration through their eyes (Congress). This is vital; it makes better strategic leaders.”³⁷ Mr. Stanley disagrees somewhat with Secretary Rumsfeld on the reduction of the fellowship. “Because fewer and fewer members of congress have served; the presence of a uniformed fellow provides an invaluable resource to members of our oversight committees. In addition these officers receive a tremendous education about the role of Congress.”³⁸ As stated in the introduction, in order to develop skills in governance, statesmanship, and diplomacy military officers must be given the opportunity to consider the Congressional Fellowship as a venue to develop these skills. The view that Secretary Rumsfeld has taken on this issue is troublesome and not forward thinking. There should be an increase in these positions and a process that ensures the best and brightest are encouraged to apply.

The Contribution the Fellow Provides in the Relationship between DoD, Services, and the Congress

When an officer begins the Fellowship, he or she is initially assigned to the OCLL or to the Secretary of the Army, Financial Management-Budget Liaison office (SAFM-BUL), to shadow a staff member. This assignment phase is intended to develop the Fellows understanding of how the Army, DoD, and the Pentagon operate before actually being assigned to a Congressional level office. These experiences are vital for developing enterprise management skills. A Fellow attends the Army Staff Officer Course at Fort Belvoir and attends lectures from all the major components of the Army Staff. The ACFP affiliates with a university or a federal agency like Georgetown University or United States Department of Agriculture which trains the Fellows on how Congress functions. The Fellows get guidance on what committees to focus with emphasis on the Senate and House Armed Services Committees (SASC/HASC) and the Senate and House Defense Appropriations Committees (SAC-D/HAC-D). While the Army does not tell the officer which office to go interview in, they encourage the Fellow to select a member from one of these committees. There has been a perception that the Office of the Secretary of Defense, Legislative Affairs was directing the assignment of Fellows to particular offices. Mr. Stanley was asked if it were true that DoD is telling Congress who can get a Fellow. “No, not really. I decided we need to better inform the eligible offices through a coordinated method. The interviewing and assignment of fellows is determined by the Congressional office and the Services. OSD makes no assignments.”³⁹

The Fellow starts in the Congress person's office in January. He or she immediately begins working on a portfolio for the member. The Fellow learns how to work with personal and professional staff in the House and in the Senate. The Fellow is expected to look for legislative issues that may require legislation. Most Fellows find they fit well into the offices. By training, military officers are self-directed and thorough. The Fellow writes talking points and draft floor speeches for the Congress person usually under the supervision of the Military Legislative Assistant or the Legislative Director. The Fellow becomes a conduit between DoD and Congress, assisting in interpreting and understanding the military perspective on issues. The relationship that develops allows both Congress and DoD to better understand each others requirements.

Critical Leadership Skills learned in the Congressional Fellowship

The Congressional Fellowship teaches effective communication with diverse groups of people from all segments of American society and culture. The Fellow learns to manage their time and prioritize what is important. The Fellow learns to confidently work with Members of Congress, personal, and professional staffers. The Fellow may begin the day meeting with an interest group related to veterans' health care, to taking a call from a constituent who had an issue related to military benefits. A Fellow might then attend a hearing where he or she would interact with professional staff members and senators. The afternoon might mean meeting with some personal staffers on a draft bill related to veterans' benefits. Finally, the military legislative members might attend a meeting with the Senator and the Secretary of the Army. "The Fellowship gives the fellow an appreciation of the legislative branch, and it helps frame the Constitution. It links in the foreign policy and world leader role in looking at the big picture."⁴⁰ "The Fellowship develops intellectual flexibility. The Fellow or the detailee learns to adapt quickly to any given situation. A Fellow learns to think the next step and anticipate requirements."⁴¹

While in the Army Congressional Fellowship Program, the Fellow meets with constituents from all kinds of advocacy groups and military members to include the Secretary of the Army, CSA, VCSA, and many general officers from all the services. They travel to the Congress member's state and visit various military installations, Veterans Administration facilities, and hospitals for the member. Through meeting and dialoguing with military and advocacy groups, the Fellow learns to critically look at issues and determine the second and third order effects legislation might have on an issue.

The Fellow learns to build and manage coalitions to support the various bills they are responsible for and to broaden their global view beyond just the military related issues. He or she learns to scan large amounts of information and look for critical issues that might become either negative or positive issues with a member of Congress. The Fellow learns the authorization and appropriations process and ensures Army requirements are articulated and correctly forecasted.

The Legislative Experience and Why it is Important to Understand as a Senior Leader

A Fellow learns more about the process of how the Congress runs when he or she works on legislation. A Senate Professional Staff Member stated, "A senior leader needs an appreciation of how a bill becomes law. This is a skill set that is important."⁴² Discussion of a bill and the explanation of the procedures of how a bill really goes from being an idea or an issue to a law are important. One such bill was the Survivor Benefits issues that had concerned this Fellow while deployed in the first rotation into post-war Kosovo. This bill addressed the inadequacies of benefit coverage for military members who die in the line of duty on active duty with less than twenty years of service. The Military Coalition backed the bill and obtained a letter from General Shelton, Chairman of the Joint Chiefs, in support of the legislation. The goal here was to build a coalition and grass roots effort. When you want to change a law you must go to the experts who understand the nuances of the law. I went to PERSCOM and Retirement Services. Because this bill would provide a benefit, it would create mandatory spending. Bills requiring mandatory spending must be scored out to determine the 5-year, 10-year, and 20-year cost of the bill. The Congressional Budget Office officially scores the bill. The scoring is critical because the personal and professional staff will not recommend their member sign on as a cosponsor without knowing the cost. Once the cost is determined, you must find the money to fund the bill before it becomes law. Because this particular bill created mandatory spending and was not an appropriation, the funding had to come from other programs.

This bill actually was adopted as an amendment to the National Defense Authorization Act of 2002 with an effective date of 10 September 2001 to provide for the families who lost military members in the Pentagon on 11 September 2001. This detailed explanation demonstrates how understanding the legislative process can assist a senior leader in accurately informing Congress on issues that are critical to the Army. By understanding the legislative process, senior leaders will better understand the implications of changing laws and how these laws can positively or negatively affect service members. These are critical skills for running the Army at the executive level.

Strategic Results produced from my Congressional Fellowship Experience

During the year that I spent as a Fellow, I drafted 11 pieces of legislation that would be introduced on the floor of the Senate. Eight of those bills would become laws. When preparing the Senator for a hearing that involved DoD, I drafted questions and the opening statement for the hearing. Additionally, I worked with the respective services legislative liaison offices to identify potential issues related to the subject of the hearing. I and members of the staff met with the Senator, senior military leaders, and senior civilians within the military before each hearing to get their views on critical issues to the services.

Through the drafted legislation, I learned how to interact with the professional staff members, the Congressional Budget Office, the Pentagon, the White House, and State Department. Senate Bill S.409 was the first bill on extending the presumptive period for Gulf War Illness. Other strategically significant bills for DoD and the Army included the Survivor Benefits Bill that was previously mentioned. The Service Academy Cadet Disability Bill that asked DoD to study the inequalities of benefits for service academy cadets who become disabled while attending one of the service academies was included in the NDAA of 2002. The Enhancement of Medical Product Development that enabled DoD to conduct trauma trials studies in order to bring life saving products to the battlefield sooner was included in the NDAA of 2002. This bill came about when I visited one of the Army's Trauma Training Sites for the Senator and received a briefing on how the civilian sector conducted trauma trials that DoD was prohibited from doing. One of the bills that required significant interagency coordination was the Afghan Women and Children's Relief Act sponsored by all the women of the Senate and passed within 60 days of being introduced by Senator Hutchison and Senator Mikulski. The bill involved negotiating with the State Department, the White House, and Afghan advocacy groups in order to bring the bill to realization. This bill ensured that State Department funding was set aside for the education of the Women and Children in Afghanistan. I was able to witness the signing of this bill by President Bush.

Following completion of the Army Congressional Fellowship Program, my Fellow utilization assignment was to the Army Surgeon General's (TSG) office as the Chief, Congressional Liaison for the Surgeon General and United States Army Medical Command. I felt confident going into the position because I had learned to research issues in the Senator's office and to think critically about how issues would affect the Army and the Army Medical Command. The relationships that I had developed on the Hill truly benefited the Army. The Surgeon General trusted my judgment and asked me to develop a comprehensive strategic congressional campaign plan. I developed a plan that was synchronized with the Army

message and the Office of the Secretary of Defense, Health Affairs message. I taught the Surgeon General to be more relaxed and comfortable meeting with members of Congress and their staff. I also understood the importance of coordinating with OSD and the Army to ensure the Army Medical Command stayed on message in support of the President's Budget.

I prepared the Surgeon General and other senior Army Medical Department leaders on testifying before Congress and accompanied the Surgeon General on every visit he made to the Hill. I taught the Surgeon General the art of the "drive-by", an office call with Congressional leaders, which is very effective in maintaining your contacts on the Hill. This technique made the Surgeon General more approachable to the members of Congress and paid dividends when there were contentious issues. I had to draft the Surgeon General's written statement for each of the hearings and get it cleared through the Army, Office of the Secretary of Defense, and Office of Management and Budget. I worked with the Army Staff to ensure our senior leaders on the Department of the Army staff were prepared to address the medical capabilities when they testified in front of Congress. Education of the Major Commands under the Army Medical Command was also critical to ensuring every hospital commander understood their role in interacting with Congress.

The examples cited above highlight how senior leaders can contribute to DoD and to the Army when participating in the Army Congressional Fellowship Program. The ACFP develops the skills sets of governance, statesmanship, and diplomacy by immersing the Army officer in the Congressional experience. These skill sets further develop a future senior leader who understands how to interact at all levels of government. A highly respected professional staff member from one of the Congressional defense committees stated, "They (the Fellow) gain a unique understanding of the political process, the relationship between the Executive and Legislative Branches, a perspective of the differences, strengths, weaknesses and corporate culture of the other Services, OSD, and the Joint Staff. They also gain an understanding of the dedication, work ethic, and concerns of Members of the Legislative Branch."⁴³

Other Congressionally Related Venues that Develop Governance, Diplomacy and Statesmanship

The potential for developing future senior leaders through the ACFP has declined in the last several years. Currently, the Army has only seven Fellows in the program for FY 2006. Starting in FY 2002, Secretary Rumsfeld reduced the numbers of active duty fellows from ten to four. This has seriously reduced the number of Army officers who have the opportunity to develop critical strategic legislative and leadership skills that the Army Congressional Fellowship Program provides. What other venues are available to build these pentathlete skills? One

military legislative assistant who had participated in the Army Congressional Fellowship recommended that the Army direct some officers to the fellowship programs like the Army Congressional Fellowship, White House Fellowship, and other interagency programs in lieu of the year required for Command and General Staff College.⁴⁴ This year to eighteen month experience would enhance their skills in governance, statesmanship, and diplomacy while ensuring they were better rounded officers. He also suggested programs like those offered through Georgetown University be offered to a wider number of military officers to educate them on the government process and link it to a graduate degree.⁴⁵ This program would also get credit for Command and General Staff College. He also recommended if the DoD or Army could not increase the number of Army Congressional Fellows that they need to not only selected them by a paper board but also add a personal interview to ensure the services were getting people with the right kind of personality to succeed in the Army Congressional Fellowship Program.⁴⁶ Actually, the Army OCLL has added a personal interview to the board process for the FY 2007 Army Congressional Fellowship Board. This should assist the board members with selecting officers who are the best qualified.

The Army should integrate legislative affairs courses into both the Command and General Staff College and the Army War College.⁴⁷ The Army War College offers an elective on legislative affairs, which brings in speakers from congressional staffs, committees, and the service liaisons. The Army War College offers little coverage of legislative affairs in the core courses, yet it is intended to develop senior leaders who very likely will frequently engage Congress. Personal and professional staff members from both sides of the aisle stated this should be a core course not an elective. They recommended that speakers should be from the congressional staffs and committees as well as the liaison officers from the services. This is key to ensure officers are educated on how the process actually takes place. It is not a clean or clear process but one of relationships, laws, policies, and history that must be looked at in totality not in a vacuum. Additionally, an alternate venue recommended by one senior professional staff director was putting key officers in assignments to the combatant commanders' staff.⁴⁸ The experience of working for these Combatant Commanders would expose officers to cultural and interagency experiences. Another possibility is to set up a program similar to the Eisenhower Program which would select officers from the War College to participate in an elective that would be partially based in Washington, D. C. War College students would take classes through Georgetown in their Legislative Affairs program like the Army Congressional Fellowship Program curriculum. These officers would then rotate for mini internships thorough select committees to OSD LA and services legislative and budget liaison

offices to gain perspectives on how Congress, the Pentagon, and services interact. Finally, identifying increased possibilities for interagency experiences in such departments as State or Homeland Security would also train officers in these skills sets as well as provide critical interagency experience.

The Future of the Fellowship

Relationships define the Hill. Maintaining and developing those relationships is important. By exposing more of our senior leaders to the Congressional Fellowship or similar programs, the Army would improve Congressional understanding of the Army's missions and goals. Just as a Soldier builds on credentials in the military, the military does the same with Congress, other governmental agencies, and the public. If the military is to develop strategic Army leaders for the 21st Century, the Army should seek an increase in the number of Army Congressional Fellows and develop other like experiences. The current program of four Fellows a year does not give the Army enough officers to assignments in the Office, Chief Legislative Liaison or in the office of the Secretary Financial Management Budget Liaison Office. The number of active duty Fellows should be doubled to ensure there is an adequate base to fill these positions. This investment is especially critical when the Army leadership determines who fills the key strategic leader roles in these two offices. This is a concern of Mr. Stanley, OSD-LA.

I think they (the Army) are doing the worst of all the services (in congressional liaison). In my opinion the Marines are the best. I told Secretary Harvey when he picked a new OCLL it was important to have experience and background. However, the Army consistently chooses someone with little or no LA experience to lead their OLA shop and it shows. To the extent that it gets down to getting what the services want (their share of the budget) and how their programs are funded, it is critical senior officers are educated, trained, and put in the right assignments to develop these skills. Legislative Affairs is no place for OJT.⁴⁹

The DoD and the Army cannot afford to ignore the need for long term investment in such programs as the Army Congressional Fellowship or some of the other previously mentioned venues. It will take a cultural change at all levels of the Army to foster the environment required to develop these pentathlete skills described by General Schoomaker. Twenty years ago the personnel managers ordered officers to apply to fellowships. In the eighties and nineties officers could apply but some were told it would not be career enhancing. The Army has too few positions to waste them and needs to encourage officers who have the most potential for future service to apply. The Army should take those officers and place them in positions within Army OCLL or SAFM-BUL to further increase their skills sets. These officers should be able to rotate between operational assignments and back into Congressional Liaison positions. These

positions should not be seen as a “career ender” but as a “key developmental position”. When the Secretary and the Chief of Staff of the Army looks at general officers to fill key positions like the OCLL, they should consider officers who have been in the fellowship or who have served in these “key developmental positions” in OCLL or SAFM-BUL. The Army Congressional Fellowship is an investment in the future of the Army and the pentathlete leader. Strategic leaders of tomorrow with a past experience at the Congressional level will be better prepared to address the critical issues that will continue to face the Army and nation.

Endnotes

¹ Poster in Seminar 1 Classroom, 2005.

² Public Health Agency of Canada-Voluntary Health Sector- Glossary of Terms: Governance, available from <http://www.phac-aspc.gc.ca/vs-sb/voluntarysector/glossary.html>; Internet; accessed on 11 December 2005.

³ IBID.

⁴ Wordnet Search-2.1: Statesmanship, available from <http://wordnet.princeton.edu>; Internet; accessed on 11 December 2005.

⁵ Wordnet Search-2.1: Diplomacy, available from <http://wordnet.princeton.edu/perl/webwn?s=diplomacy>; Internet; accessed on 11 December 2005.

⁶ Professional Staff Member 1, Senate , interview by author, 2 December 2005, Washington, D.C.

⁷ Description of White House Fellowship, available from <http://www.whitehouse.gov/fellows/about/faq.html.#1>; Internet; accessed on 30 December 2005.

⁸ Colin Powell, *My American Journey*, (New York, NY: Random House, 1995), 162.

⁹ Ibid.

¹⁰ Colin Powell quote about White House Fellowship, available from <http://www.whitehouse.gov/fellows/>; Internet; accessed on 30 December 2005.

¹¹ Wesley K. Clark, *Waging Modern War*, (New York, NY: Public Affairs, 2001), 25.

¹² Ibid.

¹³ Professional Staff Member 1, Senate.

¹⁴ Honorable Mr. Dan Stanley, OSD LA, interview by author, 2 December 2005, Pentagon.

¹⁵ James L. Jones, Jr., *Effective Legislative Liaison and the United States Senate*, Strategy Studies Report (Fort Lesley J. McNair: The National War College, March 1985), 4.

¹⁶ Jones, iii.

¹⁷ Defense Staffer on Capital Hill, interview by author, 2 December 2005, Washington, D.C.

¹⁸ Ibid.

¹⁹ Professional Staff Member 1, Senate.

²⁰ Professional Staff Member 1, House, interview by author, 2 December 2005, Washington, D.C.

²¹ Ibid.

²² Professional Staff Member 2, House, interview by author, 2 December 2005, Washington, D.C.

²³ Ibid.

²⁴ Defense Staffer.

²⁵ Professional Staff Member 1, Senate.

²⁶ Professional Staff Member 2, Senate, telephone interview by author, 6 January 2006.

²⁷ Professional Staff Member 1, Senate.

²⁸ Professional Staff Member 1, Senate.

²⁹ Professional Staff Member 2, House.

³⁰ Defense Staffer.

³¹ Professional Staff Member 4, Senate, email message to author, 24 January 2006.

³² Ibid.

³³ Chief Staff of Senator, interview by author, 2 December 2005, Washington, D.C.

³⁴ Defense Staffer.

³⁵ U.S. Department of the Army, *Army Congressional Fellowship Program*, Army Regulation 1-202 (Washington, D.C.: U.S. Department of the Army, 26 June 2000), 1.

³⁶ Stanley.

³⁷ Ibid.

³⁸ Ibid.

³⁹ Ibid.

⁴⁰ Professional Staff Member 1, Senate.

⁴¹ Chief of Staff of Senator, interview by author, 2 December 2005, Washington, D.C.

⁴² Professional Staff Member 3, Senate, telephone interview by author, 6 January 2006.

⁴³ Professional Staff Member 4, Senate.

⁴⁴ Defense Staffer.

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Professional Staff Member 1, Senate.

⁴⁸ Ibid.

⁴⁹ Stanley.