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America's Army in Transition: Force XXI, Process of Change to a Capabilities Based Army

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This pamphlet provides an update on what we have done since we published our first Force XXI pamphlet in January 1995 (America's Army of the 21st Century: Force XXI, Meeting the 21st Century Challenge). It serves to inform the Army community as well as government and industry officials what we are doing to move the Army into the future while remaining trained and ready today.

Our efforts involve both a process and a product. The process to reconceptualize and redesign the force at all echelons, from the foxhole to the factory, is Force XXI. The product, resulting from realizing these changes, will be Army XXI—our Army for the early 21st Century.

We are creating a force that enabled by Information Age technologies. Merely building a smaller version of our Army will not meet the challenges of the future. We need a new, better Army.

The Information Age is upon us and we must change in order to sustain current levels of excellence into the future. This is not easy. We are transforming the Army in its entirety to fulfill the responsibilities the Nation anticipates for the future.

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In September 1944, on the Crozan Peninsula, the Assistant Division Commander for the U.S. 8th Infantry Division, Brigadier General Canham, prepared to take the surrender of General Hermann Ramcke. As the two generals faced each other, American troops crowded behind the American general to watch the proceedings. As the moment approached, General Ramcke, speaking through an interpreter, questioned General Canham's credentials for accepting the surrender. Canham looked at his counterpart directly and jerked his thumb behind him at the assembled troops, and said gruffly, "They are my credentials."

Soldiers Are Our Credentials!
Tomorrow's Army—the Nation's force of decision—is taking shape today. This pamphlet provides an update on what we have done since we published our first Force XXI pamphlet in January 1995. It serves to inform the Army community as well as government and industry officials what we are doing to move the Army into the future while remaining trained and ready today.

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The Information Age is upon us and we must change in order to sustain current levels of excellence into the future. This is not easy. We are transforming the Army in its entirety to fulfill the responsibilities the Nation anticipates for the future.

We have made great progress in our journey into the future. There is still much to be done. We must continue to work, always keeping our soldiers first in our mind. This requires a holistic process of change throughout the Army in its entirety--how we recruit, organize, train, equip, and support the force. It requires adequate resourcing and a continued commitment to modernization in order to balance readiness today with investment for readiness for tomorrow.

Our Army is trained and ready today. We must remain ready while preparing to fight and win the battles of the future … wherever they occur, and whenever we are called by the Nation.

We are creating America's Army for the 21st Century today. Soldiers are our credentials!

[Signature]

Dennis J. Reimer
General, U. S. Army
Chief of Staff

[Signature]

Togo D. West, Jr.
Secretary of the Army
Power Projection Army
- Power Projection Strategy
- Broad Range of Missions
- 21st Century Technology
- Shorter Planning Horizon

ARMY XXI will be a more resource efficient Army, with capabilities enhanced through Information Age technologies. We will be able to project power into any area of the world more quickly, more effectively, and with greater efficiency as part of a joint, multi-national, and interagency effort.

So, Why Now? Playing catch-up is a more costly option and Monday-morning quarterbacking is unacceptable. America needs Army XXI and we are moving out now to make it reality.

Cold War Army
- Forward Deployed Strategy
- Focused Mission
- 20th Century Technology
- Longer Planning Horizon
This pamphlet is an update on Force XXI—the process of change our Army is using to lead us into the 21st Century. It is important that you understand the process, what we have accomplished so far, and the road we will take to field Army XXI—the end result of our efforts.

Not very long ago our Army began thinking about the future from a different perspective. Instead of the traditional way of looking as far ahead as we could see clearly from our vantage point in the present, we tried to get ourselves mentally on a mountain top in the year 2010. From that hypothetical mountain top we took a look around at the environment to see what conditions our Army might be called upon to operate in.

We then wrote it all down in TRADOC Pamphlet 525-5 and began a vigorous process of change that would enable us to field an army capable of operating successfully in this new environment—one rich in information that is acquired, processed, and disseminated more rapidly than ever before. At the same time, this new environment is one with more, rather than fewer, challenges to our national interests from numerous potential adversaries.

Today, and into the future, instead of posturing against a specific threat, we are developing a tool kit of capabilities. Army XXI will be able to reach into a kit bag that is filled with 21st Century technologies, training concepts, doctrine and organizations.

Our plan to enable change is Force XXI. It involves three efforts: redesign of the Institutional Army, integration of Information Age technologies into the force, and redesign of the Tactical Army.

The Vice Chief of Staff of the Army is reviewing how we recruit, organize, train, equip, and support the force so that it is able to go about its day-to-day business. The Army Digitization Office is responsible for assessing and applying information technologies which will increase the overall lethality, survivability, and operational tempo of the Army. TRADOC is leading the effort to redesign the Tactical Army—Joint Venture. Synchronized activity among these three efforts will take us to Army XXI.

We must change. But even as we grow into the future some things will remain constant. The nation will still expect us to field an Army capable of fulfilling four traditional roles:

- Compel any adversary to do our will
- Deter any potential adversary from threatening our national interests
- Reassure our friends and allies of our support
- Support our friends, allies, and domestic population in times of crisis or natural disaster

Read this pamphlet. Study it. Then support the effort. Change is never easy and the road ahead is not totally clear. But one thing is certain—we must change if we are to continue to provide the nation a trained and ready force, capable of decisive victory today and into the future.

William W. Hartzog
General, U.S. Army
Commanding
Army XXI – Into The Future

What we are doing today is building the Army of 2010... for our sons and daughters and our grandchildren. The Army is trained and ready today. We have outstanding equipment, training, and people because of the farsighted decisions by our predecessors and the commitment to resources from our civilian leadership.

Our challenge today is to be equally farsighted and provide the nation with a 21st Century force... a force capable of decisive victory on any battlefield, performing any mission that the Nation may ask of it.

What do we know about this force of 2010--Army XXI? Although we cannot be certain about our missions, we can guess from the character of the world today that the threat of war or of armed hostilities and conflicts will not recede. In 2010 the Army must still be ready to fight and win the Nation's wars.

The Army of 2010 will be based primarily in the continental United States. While we will continue to maintain a forward presence in some parts of the world, we will depend on a combination of airlift and sealift to execute the Nation's military strategy. We will support our forward deployed forces directly from bases in the United States. The power projection Army is a reality today--Army XXI will continue to be so.

By 2010, our battlefield will be digitized. The incorporation of digital technology across all of our services and battlefield systems will give commanders and soldiers unprecedented capability to gather and share tactical information. A task force commander will be able to more accurately know the position of vehicles in his unit, and that same information will be instantly available to all other units supporting him or operations in his area of operations.

As the battle continues, supply vehicles will remain uploaded with ammunition, repair parts, and supplies tailored to unit requirements. Information age technologies will enable us to know the three key pieces of information for successful sustainment operations: what we have, where it is, and where the assets are to move it. Onboard computers and sensors will provide both the tactical units and supporting logistical units a real time picture of the battlefield--common situational awareness.

The leaders of 2010 will be masters of information technology. We know who those leaders are today. The platoon leaders of 2010 are in the second grade and the generals are majors in the Command and General Staff College. They are our sons and daughters. The accelerating change in technology may be daunting, but for the leaders of 2010 information technology will be interwoven into the fabric of their lives.

No matter what they know, no matter how much our technology, our weapons, and our organizations may change, the leaders and soldiers of 2010 will find some things unchanged. Character, commitment, and courage--the values of our Army--will not change. They have been central to our Army for over 221 years and they will remain.
THE INCORPORATION OF DIGITAL TECHNOLOGY ACROSS ALL OF OUR BATTLEFIELD SYSTEMS WILL
GIVE COMMANDERS AND SOLDIERS UNPRECEDENTED CAPABILITY TO GATHER AND SHARE TACTICAL
INFORMATION.
FORCE XXI – THE PROCESS OF CHANGE

What has occurred over the last two years has been a prologue for the future. We have accomplished a great deal already. We have completed the initial, but crucially important, experiments that form the basis for our future redesign efforts. What we have already learned and will learn in the future will propel us beyond the year 2005.

The Force XXI process of change involves three separate but complementary efforts that contribute to the remaking of America’s Army. Joint Venture, the redesign of the Tactical Army, is the centerpiece of the effort, but the redesign of the Institutional Army and the integration of Information Age technologies into the force are key supporting initiatives that must succeed as well.

While warfare of the future will always be similar to that of the past, we see Army XXI conducting operations in an environment where the battlefield looks different than it has before, and where information is acquired, processed, and disseminated in radically new ways.

What we have learned so far from the Joint Venture process is that Army XXI will fight differently from before. This flows from five areas of change that the Information Age has thrust upon us. The five areas of change are:

- How we visualize the battlefield
- How we use technology
- How we conduct operations
- How we train
- How we develop requirements and equip the force.

The Force XXI process has also taught us much about where we need to go in reengineering the Institutional Army. There are many decisions still to be made, but we know that the design of our Institutional Army must be based around the basic Title 10, United States Code responsibilities it performs: create the force, generate the force, structure the force, and sustain the force.

Fundamental to the success of the Force XXI process is the achievement of a seamless worldwide information architecture. In this regard, the Army Digitization Office (ADO) serves as the enabler for the third effort of the Force XXI process. The ADO oversees and coordinates these two functions:

- Establishing an architecture to rapidly develop and field information technologies
- Streamlining the acquisition of information related technology to better integrate the collective efforts of the Army and industry.

These three efforts are complementary. Our implementation plan was outlined over a year ago in the original Force XXI Campaign Plan. We are well underway today and each phase of the operation is building on the lessons learned from the last.
The Force XXI Process of Change involves three separate but complementary efforts.

The redesign of the Tactical Army is the centerpiece; the redesign of the Institutional Army and the integration of Information Technologies into the force are key supporting initiatives.
WHAT WE’VE DONE

JOINT VENTURE -- REDESIGN OF THE TACTICAL ARMY

Joint Venture is our effort to redesign the Tactical Army. We created battle labs to develop and focus our concepts and ideas and integrate them throughout the Army. We are conducting Advanced Warfighting Experiments (AWE) to try out those concepts and ideas and the materiel that goes with them. At Fort Hood, Texas, we have reorganized the 4th Infantry Division (Mechanized) as an experimental force--the EXFOR--to experiment further and in greater depth.

While we are experimenting at several echelons simultaneously during each phase, we focus our efforts each phase on a specific echelon of command. The key event in each phase is an Advanced Warfighting Experiment designed to test hypotheses regarding the capabilities of the force in question. We began with the battalion task force, move on through the brigade combat team in March of 1997, and plan to conclude with a division level simulation exercise.

THE KEY EVENT IN EACH PHASE WILL BE AN ADVANCED WARFIGHTING EXPERIMENT (AWE)

designed to test hypotheses on the capabilities of the force.
ADVANCED WARFIGHTING EXPERIMENTS

We have, to date, conducted six "how to fight" seminars and five Advanced Warfighting Experiments. These have already provided useful lessons and insights into the future. We conducted an experiment that examined theater missile defense, two that looked at battle command, another with a heavy task force, and another with a light infantry brigade.

In **Roving Sands**, the theater missile defense experiment, we were reminded that joint, integrated training of this capability is critical, that all participants need a common view of the battlefield, and we learned some lessons on the organization and technologies of command posts. Some significant observations follow:

- Protection of maneuver forces against short-range ballistic missiles and UAVs remains difficult.
- Joint, interoperable, automated theater missile defense communications systems are critical.
- Preemptive attack of enemy missile systems is key to force survivability.
- Efforts to develop individual and unit warning must continue.
- A joint, automated target nomination system is required.

In our battle command experiments, **Prairie Warrior '95** and **Prairie Warrior '96**, we experimented with the organization and functions of staffs. Significant observations follow:

- Automated planning and rehearsal tools were found invaluable, but need technological maturity.
- The battlefield distribution and related logistics concepts require more experimentation to prove the concepts.
- Large screen displays, robust sensor suites, and continuous video-teleconference capabilities are critical investments.

During **Focused Dispatch**, the heavy task force experiment, as well as **Warrior Focus** where we experimented with a light infantry brigade, we discovered that we are not yet over the technological hump--a discovery that is as instructive as any other. We are furthering our knowledge of all that is available to us and discovering what encumbers and what enhances our operations. Some significant observations follow:

- Digital capabilities enable more effective battlefield integration.
- Greater situational awareness enables rapid mission execution.
- The combination of digital and own-the-night capabilities enhances unit control and enables more effective target engagement at night.
REDESIGN OF THE INSTITUTIONAL ARMY

The Army's responsibility is to organize, train, equip, provide for and sustain the land component of the combatant commander's joint/multinational force. The Institutional Army effort of the Force XXI campaign plan encompasses the redesign of the institution to effectively perform the functions outlined in Title 10, United States Code.

We think that an understanding of our core competencies combined with the insights gained from Joint Venture and the ADO will enable us to use Information Age technologies to reengineer our processes and organizations to produce a better product.

Results and observations of the given functional area assessments we have conducted follow:
• Power Projection FAA addressed the core capability Generate and Project the Force and the core process Tailor, Mobilize and Project Land Power. We identified fifteen installations within the United States as power projection platforms and twelve others as power support platforms. In addition, we accepted the challenge of continuing to exploit technologies for rapidly defining the size of items to be shipped in a rapid deployment situation. We are planning to be able to deploy selected Reserve Component units from their home station rather than processing them through mobilization stations enroute to their deployed locations.

• Train and Leader Development/Doctrine and Organize FAA addressed the core capability Develop the Force and three core processes: Develop Doctrine; Develop Requirements; and, Identify and Develop Leaders. We established TRADOC as the Army Doctrine process owner and as the source of the Army position on Joint Doctrine. All combat development activities will move to TRADOC as the process owner for combat development.

• Personnel Management FAA addressed the core capability Develop the Force and the core process Acquire and Sustain People. We explored a number of process related issues, the most significant of which involved accessions, attrition, and overall management. Currently under consideration are options that align all military accessions under one organization, reduce the attrition of first term enlisted soldiers, and merge all personnel management—active, reserve, and civilian—with one organization.

• Equip, Supply and Maintain FAA addressed the core capability Sustain the Force and two core processes: Acquire, Maintain and Sustain Equipment; and Maintain and Sustain Land Operations. Our process for managing contracts was one major area addressed and several subsequent initiatives to improve that process are underway. Supply and maintenance issues were also vetted.

• Construct FAA addressed the core capability Sustain the Force and the core process Acquire and Sustain Facilities. The most significant initiatives addressed were deferred until Phase II because they required enablers such as new or revised legislation to implement them. Included in these initiatives were proposals to increase the O&M authority at installation level for construction activities, establish a single real property disposal agent to reduce a backlog of excess property, outsource real property functions and facilities, and streamline the overall military construction process.

• Information Management FAA addressed the fourth core capability Direct, Acquire, and Resource the Force and the core process Manage Information. We established the DISC4 as the Army’s corporate Information Officer, migrated operational responsibilities for information management support of the combatant commanders to Forces Command by redesigning and reassigning the ISC as the Army Signal Command, and installed the Communications-Electronics Command of Army Materiel Command as the Army’s center of excellence for information management sustainment.
- HQDA, Staff Support Agencies and Field Operating Activities FAA also addressed the fourth core capability Direct, Acquire and Resource the Force and the core process Plan, Provide Direction; Obtain and Allocate Resources. The focus here was on the size of the headquarters, and the degree to which its many components were performing roles that might alternatively be divested or transferred to major commands. The assessment resulted in an overall reduction of the headquarters by eliminating numerous agencies and transferring several others to major commands.

The results of these FAAs represent the baseline institutional organization to be reflected in POM 98-03. It is the baseline from which the campaign continues along its axis toward Phase II, Revised Organization, POM 00-05, and ultimately Phase III, Final Organization, POM 02-07.

Baseline TDA began the institutional reorganization that must be kept aligned with Joint Venture and future funding strategies to achieve Army XXI.
INTEGRATE INFORMATION TECHNOLOGIES

In the two years since the Army Digitization Office was formed, great strides have been made toward transforming digitization's potential into a proven reality. This success has been made possible by the establishment of a close working relationship between combat and materiel developers, experimentation units in the field, and coordination at the ARSTAF and Secretariat levels.

We have established a comprehensive technical architecture for all Army XXI systems that produce, use, or exchange information electronically. A process is in place to develop, review and approve migration plans. The VCSA set a 'mark on the wall' of 2006 for achieving this compliance. Army acquisition documentation packages have been reviewed and modified to ensure compliance, thus beginning the process of oversight and standardization across major systems.

We developed a prototype acquisition streamlining model. The model was supported by both Congress and the Office of the Secretary of Defense and was instrumental in completing a contract award for our digital applique systems in only six months. This acquisition streamlining model has become the basis for fielding of other follow-on Army XXI digital systems.

We have increased the level of joint coordination and cooperation via Memoranda of Agreement with our sister services. A two-star Joint Battlefield Digitization General Officer Working Group and a Council of Colonels/Captains have been organized and hold regularly scheduled meetings. This has resulted in a better mutual understanding of the Common Operating Environment and the issues involved in a smooth migration to it.

We have made significant progress in multinational interoperability. The March 1996 International Digitization Strategy seeks to develop an interoperable architecture for command, control, communications, and intelligence; leverages existing international cooperative programs; and invites allies to observe AWEs and demonstrations. These efforts have led to discussions with many nations and the initiation of an interoperability program with Germany, France, and the United Kingdom.

Finally, we are conducting an ongoing information and education campaign on Army digitization and its future role on the battlefield. We have:

- Published and revised the Army Digitization Master Plan.
- Established an interactive Army Digitization Home Page on the Internet.
- Developed a multimedia CD-ROM describing the Army's digitization thrust.
- Developed and regularly updated a Digitization Master Schedule to provide visibility and synchronization of major contributing programs.
WHAT WE'RE DOING

Today, Information Age technology is offering some dramatic changes in the conduct of land warfare. Networked systems of databases allow us to gain access to a broad range of information in seconds, providing time and information to decision makers who can then make more informed judgments. That rapid diffusion of information is challenging everything we do and every way we currently operate.

Many challenges face us as we translate theory to practice. We are working very hard to determine exactly how we will train and equip ourselves to conduct successful operations in this Information Age. As results of Phase I of the Institutional Army Campaign, the baseline institutional design, are incorporated into POM 98-03, Phase II is already underway. Six more FAAs will be conducted addressing such areas as intelligence, health care and installation management not already addressed.

Currently we have reorganized the 4th Infantry Division--the EXFOR--at Fort Hood, Texas, to serve as our division level force for experimentation. We are fielding new equipment and a series of computer systems and other digital equipment that will revolutionize the information available at all levels. We are changing our tactics, techniques, and procedures to fully take advantage of this bow wave of technological innovation.

In training, links between the institutional training base and the tactical Army are becoming more sure and seamless. We are enhancing training realism by linking simulations with field training. We are also making the most of current training capabili-
ties so that we train and fight on the same equipment.

We are developing training support packages that combine simulations and live training. Our classroom XXI initiatives bring the classroom to the students with distance learning techniques and technologies, rather than always bringing the students to the classroom. It is promising. It is also challenging and requires significant investment to fully exploit the potential benefits and efficiencies, as well as identify what doesn’t work.

We are working hard to develop technologies that enable, rather than encumber, our people. So we are not changing the concept-based requirements process which integrates materiel development with training and doctrine nor are we changing the process which dictates that requirements be developed with and for real soldiers. We will continue to fight and preserve a balance between long-term modernization and near-term readiness.

For routine requirements, integrated concept teams translate future warfighting visions into warfighting concepts. The teams are partnerships between those who develop warfighting concepts, those who develop and test the equipment, and those who buy the equipment. One of the things they consider is cost. We are looking at cost early, not because cost is a determining factor, but because cost is a critical consideration. To fully support our warfighting commanders-in-chief, immediate operational requirements are sent directly to Department of the Army for quick turnaround. All routine warfighting requirements will be validated and approved by the TRADOC
Commander before they are released into the acquisition process.

The concepts are defined, detailed descriptions of Army capabilities and are directly linked to agencies which formulate and implement defense policy. The teams formulate clearly defined objectives with proposed requirement timelines. Concept development will generally lead to further research or experimentation. When a materiel requirement is approved, the concept teams transition to integrated product teams which allows continuity to be maintained from concept to fielding.

In the face of change we know one thing for certain: Army XXI will not consist of cyber-warriors launching precision munitions from the safety of air-conditioned armored command posts. If anything, the warrior ethos becomes more important in an information rich environment. We are not changing our doctrinal base, or our progressive leader development, or the central importance of tasks, conditions, and standards. We are not, and we will not, change the rigorous and realistic training afforded to us at the combat training centers.

We see the information rich environment of the future magnifying the importance of human endurance and unit cohesion. The stress induced by not knowing will be replaced by the pressure of knowing and having to choose. The high pace of operations will increase the need for confidence between soldiers and in our soldiers. We have that confidence now. We will have that confidence in the future.

Participate with us on this journey. It is, after all, America’s Army -- an Army you can count on.
IN CONCLUSION

The most powerful argument for the development of Army XXI is the quantum leap in capability it will provide the Nation. It will be better. The Force XXI process of change will field Army XXI—the best trained, led, and equipped Army in our history. Not only will we be able to generate greater combat power with a given force, but we will have the inherent organizational agility and versatility to respond to the increasingly broad range of missions the Nation requires us to perform, often on very short notice. America's sons and daughters will have the best capabilities available when we send them to protect the interests of our Nation.

This potential will be embodied in Army XXI—a technologically enhanced force committed to fighting the Nation's wars, and winning.

As American Industry harnesses tomorrow's technologies, remember that soldiers are the centerpiece of our Army. Technology must enable, not encumber them.

We need every American citizen's help. The Army represents the Nation, serving it at home or abroad. We exist by constitutional decree and congressional legislation to provide for America's defense and promote its domestic tranquility. To stay strong, responsive, and relevant, we need your support for adequate training, overmatching capability to counter any potential threat, and quality soldiers.

We are America's Army—the force of decision. Keep us strong.
BEYOND ARMY XXI --

Our process of change is a journey, not a destination. Army XXI is only one step along the way. While anticipating change beyond the year 2010 is difficult, we have begun the Army After Next (AAN) project to explore the uncertain world of the future and to provide the Army leadership with a long-term view of warfare in the next century.

Our focus is on issues well beyond the program objective memorandum (POM) so that POM pressures do not narrow options and demand more definitive results. AAN will keep its focus on a bracket of time 15 to 30 years in the future and is designed to provide a vehicle for anticipating the course of future warfare and strategic issues affecting the Army.

The AAN project is separate from but connected to our Force XXI efforts. AAN will also be closely linked with the futures programs of other services, as well as those of the Joint Staff and the Office of the Secretary of Defense. It encompasses a broad range of scientific and social scientific disciplines and employs the most modern analytical models and quantitative gaming that current technology permits.

By linking the Army After Next project to combat developments, requirements, and doctrine, the Army is well positioned to conduct a systematic effort to forecast not only its own future but also to assist in planning for the future of the nation.

The 1996-97 AAN project is focused toward national security strategy, growth of major competition, deterrence and conflict prevention, warfighting and conflict termination, and land force characteristics from 2020 through 2025. By maintaining a focus on the 30-year future, the AAN project remains a theoretical construct for Army senior leaders to gain insights about the likely nature of future war and about requirements for land power in those wars. Look for updates on these issues in the future.