

BEYOND BOMBS, BULLETS AND PLANES: DEVELOPING "AIRMEN-STATESMEN"
FOR THE 21ST CENTURY

A thesis presented to the Faculty of the U.S. Army
Command and General Staff College in partial
fulfillment of the requirements for the
degree

MASTER OF MILITARY ART AND SCIENCE
General Studies

by

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2009-02

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REPORT DOCUMENTATION PAGE				Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.					
1. REPORT DATE (DD-MM-YYYY) 11-12-2009		2. REPORT TYPE Master's Thesis		3. DATES COVERED (From - To) FEB 2009 – DEC 2009	
4. TITLE AND SUBTITLE Beyond Bombs, Bullets and Planes: Developing "Airmen-Statesmen" for the 21st Century				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) Christopher A. Filipietz, Major, USAF				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) U.S. Army Command and General Staff College ATTN: ATZL-SWD-GD Fort Leavenworth, KS 66027-2301				8. PERFORMING ORG REPORT NUMBER	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Approved for Public Release; Distribution is Unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT In response to lessons learned, the U.S. Air Force (USAF) launched a comprehensive program, in 2009, to make all Airmen cross-culturally competent (3C). As part of this program, the USAF has included cultural training in all levels of professional military education (PME), expanded the cultural training content of pre-deployment training courses, and begun adjusting doctrine to better reflect the need for cultural considerations in planning and conducting operations. While this approach is a step in the right direction, it is not without flaws that may prevent it from meeting the needs of the 21st Century. By relying on the PME system to deliver cultural training, the program does not adequately support the continuous learning process needed to become 3C. In addition, the program fails to address the motivational aspect of cultural learning. In only addressing the cognitive and behavior aspects, the program misses opportunities to develop greater cultural understanding through self-initiated study. Finally, the program lacks an effective method or tool to assess, categorize, and track each Airman's cultural skills. Without these tools, the USAF will be unable to accurately gauge program success, will miss opportunities, to enhance each Airman's cultural skills, and will continue to inefficiently use personnel resources.					
15. SUBJECT TERMS Cultural Awareness, Culture, Professional Military Education, DOTMLPF Analysis, Cross-Cultural Competence					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NUMBER OF PAGES	19a. NAME OF RESPONSIBLE PERSON
a. REPORT	b. ABSTRACT	c. THIS PAGE			19b. PHONE NUMBER (include area code)
(U)	(U)	(U)	(U)	112	

Standard Form 298 (Rev. 8-98)
Prescribed by ANSI Std. Z39.18

MASTER OF MILITARY ART AND SCIENCE

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The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

ABSTRACT

BEYOND BOMBS, BULLETS AND PLANES: DEVELOPING “AIRMEN-STATESMEN” FOR THE 21ST CENTURY, by Major Christopher A. Filipietz, 112 pages.

In response to lessons learned, the U.S. Air Force (USAF) launched a comprehensive program, in 2009, to make all Airmen cross-culturally competent (3C). As part of this program, the USAF has included cultural training in all levels of professional military education (PME), expanded the cultural training content of pre-deployment training courses, and begun adjusting doctrine to better reflect the need for cultural considerations in planning and conducting operations. While this approach is a step in the right direction, it is not without flaws that may prevent it from meeting the needs of the 21st Century. By relying on the PME system to deliver cultural training, the program does not adequately support the continuous learning process needed to become 3C. In addition, the program fails to address the motivational aspect of cultural learning. In only addressing the cognitive and behavior aspects, the program misses opportunities to develop greater cultural understanding through self-initiated study. Finally, the program lacks an effective method or tool to assess, categorize, and track each Airman’s cultural skills. Without these tools, the USAF will be unable to accurately gauge program success, will miss opportunities, to enhance each Airman’s cultural skills, and will continue to inefficiently use personnel resources.

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ACRONYMS

3C	Cross-cultural competence
ACSC	Air Command and Staff College
ACTS	Air Corps Tactical School
AETC	Air Education and Training Command
AF	Air Force
AFCLC	Air Force Culture and Language Center
AFDD	Air Force Doctrine Document
AFIT	Air Force Institute of Technology
AFSC	Air Force Specialty Code
ASBC	Air and Space Basic Course
AU	Air University
AWC	Air War College
C3	Cross-culturally competent
CCAF	Community College of the Air Force
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
COCOM	Combatant Commander
COE	Contemporary operational environment
CQ	Cultural Intelligence Quotient
CRL	Culture, Region and Language
DGDP	Directorate of Graduate Degree Programs
DLI	Defense Language Institute
DoD	Department of Defense

DOTMLPF	Doctrine, organization, training, materiel, leadership and education, personnel and facilities
EST	Expeditionary skills training
FAO	Foreign Area Officers
FSO	Full Spectrum Operations
GDP	Graduate Degree Programs
IGO	Intergovernmental organization
ISR	Intelligence, Surveillance and Reconnaissance
JCIDS	Joint Capabilities Integration and Development System
JCS	Joint Chiefs of Staff
JFC	Joint Forces Command
JP	Joint Publication
MOUT	Military Operations in Urban Terrain
NCOA	Noncommissioned Officers Academy
NGO	Non-governmental organization
OEF	Operation Enduring Freedom
OIF	Operation Iraqi Freedom
PME	Professional military education
QDR	Quadrennial Defense Review
ROTC	Reserve Officer Training Corps
SOC	Squadron Officer College
USAF	U.S. Air Force
USAFA	USAF Academy

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CHAPTER 1

INTRODUCTION

Simply put, our Air Force is executing a wider and more diverse range of missions today than ever before, and a large number of these taskings require increased language and cultural training.¹

Michael B. Donley, Secretary of the Air Force

Background

In the 1970s, General Motors came up with the catchy jingle, “Baseball, hotdogs, apple pie and Chevrolet, they go together in the good ‘ole USA,”² to entice Americans to buy their products. Why would an automobile company choose a slogan with references to food and sports in it to help sell cars? In particular, why would the company choose hotdogs and apple pie as the food and baseball as the sport? The answer is that these items are distinctly a part of the American culture. Chevrolet was trying to lure Americans into their showrooms by appealing to them on a more personal level. Chevrolet understood what makes Americans feel comfortable, what Americans are passionate about, and what Americans can identify with as part of their everyday life. Marketers at Chevrolet hoped to use their knowledge of American culture to sell automobiles. Now, over thirty years later, the U.S. Air Force (USAF) aims to increase every Airman’s knowledge of other cultures to make them more effective in any environment.

What is it then about culture that makes knowledge of it so useful? The answer lies in the definition, which itself can vary widely depending on the source. According to one online dictionary, culture is “the behaviors and beliefs characteristic of a particular social, ethnic, or age group.” From an anthropological perspective, the same dictionary

further defines culture as “the sum total of ways of living built up by a group of human beings and transmitted from one generation to another.”³ While numerous other definitions of culture exist in literature, the Air Force Culture and Language Center (AFCLC) provides the most relevant definition for this research project. AFCLC defines culture as the “creation, maintenance and transformation across generations of semi-shared patterns of meaning, sense making, affiliation, action and organization by groups.”⁴

Even when these definitions of culture are combined and analyzed, the term remains somewhat nebulous. Likely, a person can more easily describe what their culture is not, than what their culture is. Even so, the definitions should begin to impress the importance of understanding culture. In effect, culture defines what people believe, how they interact with each other, and what they consider normal behavior. With a full understanding of a people’s culture, an individual can then predict, to some degree, how those people may act given a specific scenario. Perhaps most importantly, the right cultural knowledge and skills can be used to influence how people act. In terms of military operations, the ability to influence people is of critical importance.

When the Air Force closed over two-thirds of its overseas bases following the Cold War, it also significantly reduced the hands-on opportunities for Airmen to gain an appreciation for foreign cultures. Until many of the overseas bases closed, a large portion of Airmen routinely found themselves assigned to different areas of the world for years at a time. As a byproduct of these overseas assignments, Airmen had an opportunity to develop a general awareness of the differences between the local culture and that of America. Out of necessity, Airmen would naturally modify their behaviors to be more in

line with the local culture. These behavioral adaptations allowed Airmen to interact more effectively with the local population. During subsequent overseas deployments, these same Airmen likely found that the process of adapting to different cultures took less time to occur, even if the subsequent assignments were to different regions of the world. As overseas bases closed, fewer Airmen had opportunities to develop and exercise their cultural intelligence.

According to the two researchers, Christopher Early and Soon Ang, who first introduced the term, cultural intelligence--measured as a cultural intelligence quotient--(CQ) “refers to *a person’s capability to adapt effectively to new cultural contexts.*”⁵ On the basic level, CQ encompasses the cognitive, motivational and behavioral aspects of cross-cultural interactions touched on in the preceding paragraph. At the highest CQ level, an individual’s cognitive ability allows them to both acquire and transfer new, content-specific knowledge across vastly different cultures. From a motivational aspect, this same individual must also be interested and genuinely believe he or she is capable of effectively dealing with other cultures. Finally, the behavioral aspect of an individual possessing a high CQ requires that he or she readily acquire and produce a culturally appropriate response to a given scenario.⁶ As the remainder of this chapter will show, recent events have convinced the USAF that these aspects of CQ should be nurtured such that each Airman can more efficiently and effectively accomplish their missions in culturally challenging situations.

Following the Cold War, the U.S. military slowly entered a new era of warfare in which culture began to play a bigger part in military operations. Instead of being solely focused on countering the looming Soviet conventional and nuclear threat, senior U.S.

policy makers began to ask U.S. military to routinely perform missions that required expertise beyond those required to just “kill bad guys and break things.” These missions included everything from peacekeeping operations in Haiti to the far less successful humanitarian assistance to peacemaking operations in Somalia.

As the War on Terrorism transitioned away from the more dominant conventional operations, the U.S. military quickly began to realize that its cultural capabilities were lacking. Even the USAF, which traditionally fought wars from far above the battlefields, recognized the need to move beyond just bullets, bombs and planes and towards creating “Airmen-Statesmen.” Instead of just working on isolated bases, Airmen found themselves performing duties as Air Advisors, convoy commanders, and in various other “in-lieu-of” taskings with the other services. Increasingly, the knowledge of other cultures became more important to even the USAF’s mission success. To develop more culturally aware Airmen, the USAF initially responded by injecting a few hours of cultural awareness training into their predeployment processing. While the training was better than nothing, it varied in quality, consistency and effectiveness. Eventually, the USAF, like the rest of the military, realized it must do more to better prepare its Airmen for their deployments.⁷

At the beginning of 2009, the USAF, with its Air University as the lead agency, initiated a five-year plan to create cross-culturally competent (C3) Airmen. Overall, the USAF plans to create Airmen with the “ability to quickly and accurately comprehend, then appropriately and effectively act in a culturally complex environment to achieve the desired effect.”⁸ The plan calls for adding cultural education and training to all levels of Air Force professional military education (PME). Overall, the program seeks to create an

environment where Airmen continually develop cross-cultural skills throughout their military careers. In effect, the program aims to nurture every Airman's CQ.

During the first phase, which began in January 2009, cross-cultural training is targeting the widest population of junior Airmen possible by offering a web-based course through the Community College of the Air Force (CCAF) and incorporating cultural training into Officer Training School (OTS) and Squadron Officer College (SOC) instructional programs. Phase Two, which will begin no later than Academic Year 2011, will expand the cross-cultural education to Airmen attending the Noncommissioned Officer Academy (NCOA), Air Command and Staff College (ACSC) and the Air War College (AWC). In the final phase, which begins in 2013, Air University (AU) will review effectiveness and make necessary adjustments to the program.⁹

Outwardly, the USAF's plan to create C3 Airmen appears to be well thought out, realistically achievable and comprehensive enough to meet the needs of the service. Still, no program is perfect from the outset. Without continuous assessment and improvement, programs often fail to achieve their stated long-term goals.

The objective of this study is to answer the question, "Is the USAF's approach to cultural education and training sufficient to meet the needs of the 21st Century?" In answering this broad question, the author hopes that this research will assist the USAF and AU in identifying any problems with or potential opportunities to enhance the C3 program before critical time and resources are wasted. In addition, the author believes that other military services may also benefit from the results of this research as they continually adjust and refine their own cultural training programs.

Of course, there are a number of secondary questions that must first be answered along the way to a conclusion. These include: How much of a role will culture continue to play in the future of military operations? Will all Airmen need cultural education and training to accomplish their missions? How much cultural training will Airmen need? Are there other opportunities, beyond the current plan to provide education and training during PME, that the USAF leverage to increase cross-cultural competence?

Again, this research looks at the USAF's overall approach, as an institution, towards creating an entire force of 3C Airmen. The research is not limited to any one career field, set of duties or rank. Within this thesis, the author argues that while the overall C3 program is generally sound, the USAF will never be able to successfully inculcate the necessary cultural awareness skills required to create "Airmen-Statesmen" through just accession programs and PME schools. To truly cultivate "Airmen-Statesmen," the USAF will need to change its own institutional culture to foster an environment where all Airmen are encouraged, recognized, and perhaps even rewarded for studying other cultures.

Limitations

Inevitably, the study of culture and cultural training can lead down any number of paths or into other disciplines like behavior studies and adult learning. While this thesis does discuss some aspects of these related disciplines, it does so only to the depth necessary to add clarity or to support the analysis and conclusion. In addition, the thesis makes no attempt to specifically assess the quality or effectiveness of language training programs. While Department of Defense (DoD) and USAF language training programs do serve as a gateway to greater cultural awareness, they are just one element of the

larger effort to cultivate 3C Airmen. The researcher also recognizes that the USAF is constantly evaluating and adjusting how it provides cultural education and training to its Airmen. Given these constant changes, the author will strive to ensure the latest information is included in this research.

Definitions

To avoid confusion in later chapters, there is a need in this study to define a few more key terms, beyond those already discussed. These terms include:

Cross-cultural Competence: “The ability to quickly and accurately comprehend, then appropriately and effectively act, in a culturally complex environment to achieve the desired effect.”¹⁰

Cultural Awareness: “The ability to understand and appreciate differences among cultures and to be sensitive to the unique challenges cultural differences can create.”¹¹

Cultural Competence: “The highest level of cultural awareness, representing the fusion of cultural understanding with cultural intelligence to allow for focused insight into planning and decision making for current and future military operations.”¹²

Cultural Understanding: “A higher level of cultural awareness that includes insights into the thought processes, motivating factors, and other issues that directly support the military decision making process.”¹³

Education: “A process that leads to the acquisition of general bodies of knowledge and develops habits of mind applicable to a broad spectrum of endeavors. At its highest levels and in its purest form, education fosters breadth of view, diverse perspectives and critical analysis, abstract reasoning, comfort with ambiguity and

uncertainty and innovative thinking, particularly with respect to complex, non-linear problems.”¹⁴

Expeditionary Skills Training (EST): “The culture-specific education and training Airmen receive prior to deploying on an expeditionary operation to a specific geographically bounded place or region. EST builds on culture-general, regional and foreign language learning.”¹⁵

Training: The process of providing instruction to a person to instill discipline or improve proficiency to perform a particular task or set of tasks.

While no one can accurately predict the future, the next chapter shows how three prominent theorists, Samuel P. Huntington, Robert D. Kaplan and Thomas L. Friedman, all foresee a future, albeit in different ways, heavily shaped by cultural factors. The chapter then looks at U.S. policies and military doctrine, down to the USAF level, and reveals how these policies and doctrine are also beginning to reflect the need for greater cultural awareness and understanding in the contemporary operational environment (COE). Since this research effort is not first to examine USAF cultural awareness education and training, chapter 3 briefly reviews three prior research studies specifically related to USAF cultural education and training. The chapter then discusses how the researcher gathered information for the study and introduces the model that is used for analysis in chapter 4. Finally, chapter 5 offers a conclusion based on the analysis and offers some recommendations the USAF should consider as it moves forward with the C3 program.

¹Michael P. Donley, “Air Force Committed to Increased Language Training,” Air Force Speeches, <http://www.af.mil/information/speeches/speech.asp?id=513> (accessed 19 November 2009).

²Brian Chee, “Baseball, Apple Pie and Chevrolet: Ballparks, hot dogs, apple pie and 1,000 miles in the 2007 Chevrolet Tahoe,” Autobyte.com, http://www.myride.com/content/shared/articles/templates/index.cfm/article_id_int/3965/page/page1/id/27915;ride (accessed 12 April 2009).

³Dictionary.com, “culture,” <http://dictionary.reference.com/browse/culture> (accessed 1 September 2009).

⁴Air Force Culture and Language Center, “AFCLC: Culture,” U.S. Air Force Culture, Region & Language Program, <http://www.culture.af.edu/Culture.html> (accessed 12 April 2009).

⁵P. Christopher Early and Soon Ang, *Cultural Intelligence: Individual Interactions Across Cultures* (Stanford, CA: Stanford Business Books, 2003), 59.

⁶*Ibid.*, 16-18.

⁷Air Force Culture and Language Center, “Global Cultural, Regional and Linguistic Competency Framework,” U.S. Air Force Culture, Region & Language Program, [http://www.culture.af.edu/PDFs-Policy/\(Governance%20and%20guidance\)%20CSAF%20Global%20Cultural%20Regional%20and%20Linguistic%20Framework.pdf](http://www.culture.af.edu/PDFs-Policy/(Governance%20and%20guidance)%20CSAF%20Global%20Cultural%20Regional%20and%20Linguistic%20Framework.pdf) (accessed 12 April 2009).

⁸*Ibid.*

⁹Air Force Culture and Language Center, “Organization, Concepts & Plans,” U.S. Air Force Culture, Region & Language Program, [http://www.culture.af.edu/PDFsPolicy/\(Governance%20and%20guidance\)%20CSAF%20Global%20Cultural%20Regional%20and%20Linguistic%20Framework.pdf](http://www.culture.af.edu/PDFsPolicy/(Governance%20and%20guidance)%20CSAF%20Global%20Cultural%20Regional%20and%20Linguistic%20Framework.pdf) (accessed 12 April 2009).

¹⁰Air Force Culture and Language Center, “Air Force Culture, Region & Language Flight Plan,” U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 18.

¹¹Michael D. Rothstein, “Fire, Ready, Aim: Developing Intercultural Skills During Officer Formal Education” (Master’s thesis, Air University, 2006), 6.

¹²William D. Wunderle, *Through the Lens of Cultural Awareness: A Primer for the US Armed Forces Deploying to Arab and Middle Eastern Countries* (Fort Leavenworth, KS: Combat Studies Institute Press, 2007), 57.

¹³*Ibid.*

¹⁴Air Force Culture and Language Center, “Air Force Culture, Region & Language Flight Plan,” U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 20.

¹⁵*Ibid.*

CHAPTER 2

LITERATURE REVIEW

In order to determine if the U.S. Air Force's (USAF) current approach to cultural education and training is sufficient to meet the needs of the 21st Century, this chapter first examines existing literature to predict what the U.S. military's operational environment likely will look like for the remainder of the 21st Century. Then, this chapter explores the relevance of cultural education and training to contemporary operations and the connection to the U.S. military's current push to increase the cultural competency of its forces. Finally, this chapter investigates current DoD and USAF policies and regulations to explain how this guidance has shaped the Air University's program to create C3 Airmen.

The Future Operational Environment

While there is no way to predict with complete certainty what the future will present in terms of cultural challenges for the U.S. military, an examination of the views of several prominent theorists is helpful in forecasting how the remainder of the 21st Century may unfold. Prominent among these theorists is political scientist Samuel P. Huntington, who stirred considerable debate after the Cold War with his series of lectures and subsequent book entitled *The Clash of Civilizations and the Remaking of World Order*.

In Huntington's post-Cold War works, he postulated that the world will revert back to being multipolar and that this process would be based on the traditional differences between civilizations. As part of this process, people would "define

themselves in terms of ancestry, religion, language, history, values, customs, and institutions. They identify with cultural groups: tribes, ethnic groups, religious communities, nations, and at the broadest levels, civilizations.”¹ Huntington believed that future conflicts would occur along seven or eight remaining civilizations, instead of the Cold War political divide between capitalism and communism. To Huntington, there were rather distinct civilizational fault lines that could be drawn between similar Western, African, Sinic, Hindu, Islamic Japanese, and Latin American cultures.² Although traditional sources of tension between these civilizations, such as battles over resources, wealth, land and power, will continue to fuel conflict, the importance of cultural differences between groups and its potential to lead to conflict between civilizations will only increase. In short, Huntington believed there is an increasing tendency for people and groups to identify themselves along cultural lines. This cultural division further accentuates differences between civilizations and increases the potential for civilizational clashes. To Huntington, “The end of the Cold War has not ended conflict but has rather given rise to new identities rooted in culture and to new patterns of conflict among groups from different cultures which at the broadest level are civilizations.”³

While many regions of the world may already show signs of clashing civilizations, some theorists, including Pulitzer Prize winning author and *New York Times* columnist, Thomas L. Friedman, believe a new wave of globalization is shaping world affairs. Globalization is “a process of interaction and integration among the people, companies, and governments of different nations, a process driven by international trade and investment and aided by information technology. This process has effects on the

environment, on culture, on political systems, on economic development and prosperity, and on human physical well-being in societies around the world.”⁴ These “Globalists” believe interaction on the personal, corporate, and governmental level can have ripple effects that extend well beyond the immediate environment.

Events, such as drought, financial crisis and conflicts that occur in one region of the world, have second and third order affects with global consequences. Not only are the effects of these events global, they are near instantaneous because of modern information technology.⁵ The mass political demonstrations following allegedly tainted elections in Iran, in early June 2009, are an excellent example. As soon as the protests began, news of the events was being broadcast worldwide. Even attempts by the Iranian government to censor further news of the protests failed, because people in the country were able to bypass government controls on the internet. For the most part, the effects of globalization are positive like they are in the case of enabling greater trade and communication. On the negative side, globalization can create tension as it does when a people’s desire for modernity is at odds with their culture. In Iran, reports of women protesting the election while defiantly dressed in western clothes are a prime example.⁶ In essence, while people recognize potential benefits in embracing globalization, they also see it as a threat to their identity. Globalization simply cannot be ignored, but neither can those things, like culture, that people find familiar and which provides meaning and structure to their lives.

While many have joined Huntington in his belief that civilizational clashes will dominate the future or rallied with Friedman around the banner of globalization, there are still others that believe in a future filled with chaos. The standard-bearer among these futurists is the thought provoking journalist and author of *The Coming Anarchy*, Robert

D. Kaplan. Kaplan believes that “scarcity, crime, overpopulation, tribalism, and disease are rapidly destroying the social fabric of our planet.” Kaplan foresees a future in which the rapidly declining conditions in weak and failing states, brought about by the factors mentioned above, will eventually cause some countries to implode. With the implosion, anarchy will ensue that will spread across borders and eventually affect all nations. While some nations with sufficient resources will make adjustments that will allow them to insulate themselves, most will not escape the downward spiral enabled by transnational forces such as crime, culture and tribal mentality. Countries like Somalia, which has been the proverbial “rotten apple” of the African continent for decades now with tribes constantly battling for control and criminal gangs pirating ships off the coast, certainly add merit to Friedman’s theory. In many ways, Kaplan’s view of the “coming anarchy” is a fusion of the negative effects of globalization combined with a strengthening of cultural affiliations.⁷

It should be no surprise that there is a high degree of correlation between what the theorists have to say about the future and what is contained in U.S. Joint Forces Command’s (JFC) most recent study on the future entitled, *The Joint Operational Environment 2008: Challenges and Implications for the Future Joint Force*. In the report, JFC attempted to determine what future trends and disruptions will affect the Joint Force over the next twenty-five years, how they will define the future contexts of joint operations and the impacts of those trends and contexts. For the most part, JFC saw the continuing complex interaction between “economic trends, vastly different cultures and historical experiences, and the idiosyncrasies of leaders, among a host of other factors” only interrupted by occasional disruptions, such as a regime change, natural disaster or

economic downturn, as defining the future. Not only will globalization continue to play a significant role in the future, JFC believed, “A more peaceful cooperative world is only possible if the pace of globalization continues.”⁸

Like Kaplan, the report also predicted a future shaped by competition over scarce resources, cites continued concern over the potential for weak and failing states to spiral into global violence and highlights the increasing ability of transnational actors to manipulate the political environment by integrating their use of the global media, more lethal weapons, and greater cultural awareness and intelligence. To confront these complex challenges, the report concluded that U.S. forces must broaden their cultural, historical and psychological understanding of potential enemies and allies alike.⁹

In summary, the future operational environment appears to be a mere continuation of what the U.S. military has experienced over the last decade. Although there remains the likelihood of some singular event radically altering the course of the future, culture will continue to influence the way the world interacts politically, economically and socially. Factors such as increasing populations, resource scarcity, the increasing impact of technology, and population migration will all continue to create tension in the global systems. As these tensions ebb and flow, people may increasingly react, either positively or negatively, based on what they find comfortable, their cultural ties and relations.

The Relevance of Cultural Education and Training

Operations Iraqi Freedom (OIF) and Enduring Freedom (OEF) have validated what the theorists were predicting the operational environment would look like. Since the end of the Cold War, the contemporary operational environment has evolved to include a complex mix of conflicts and crises requiring small-scale conventional, peacekeeping,

humanitarian and irregular warfare operations. To meet these challenges, the U.S. military has had to transform itself to be able to conduct, what the U.S. Army has aptly labeled, Full Spectrum Operations (FSO).¹⁰ In addition, operations with multinational partners have become the norm. The complex nature of these operations and the potential need to interact with people with vastly different customs, beliefs, values, languages, and religious and historical motivations means leaders must also possess both a high degree of cultural awareness and cross-cultural competence.

OIF and OEF have served as an enormous wake up call to the U.S. military. As these operations eventually evolved into a counterinsurgency, the U.S. military began to re-learn the importance of cultural awareness and cross-cultural communication skills to these types of operations. Even as far back as the Moro Campaign on the Philippines Islands, which lasted from 1899 to 1903, the need for cultural awareness was evident.

The realities of the clash of different cultures and priorities were noticed. Language problems were obvious as few United States Army soldiers spoke native languages and few natives spoke English. . . . Culturally, the natives took their time while the Americans were impatient.¹¹

While the Philippine Insurrection ended over one-hundred years ago, the U.S. military continues to struggle with inadequate cultural awareness and cross-cultural skills. In October 2004, Major General Robert H. Scales Jr. effectively argued that OIF and OEF have demonstrated that the human element in war continues to be at least as important to winning wars as the ability to overwhelm the enemy with technology. According to Scales, senior officers returning from Iraq and Afghanistan have told him that “wars are won as much by creating alliances, leveraging nonmilitary advantages, reading intentions, building trust, converting opinions, and managing perceptions--all of these are tasks that demand an exceptional ability to understand people, their culture, and their

motivation.”¹² As commanders and other leaders have learned in every conflict since the birth of the United States, cultural awareness goes beyond just understanding the enemy.

An often-overlooked aspect of the present operational environment is the increasing tendency for the U.S. military to engage in multinational operations. Regardless of where an operation falls along the FSO scale, the U.S. military must be prepared to work with multinational partners. As part of this preparation, the U.S. military must understand that multinational partners will have their own cultural biases. Although cultural biases, those held by both the U.S. and partner nation personnel, may appear trivial, they can create significant barriers to multinational operations. As a student at the Army War College in 2007, Colonel Anthony P. Arcuri noted that the difference between maintaining a coalition of the *willing*, versus a coalition of the *compelled*, often depends on simply treating other nations with respect and dignity. Military leaders can only create the level of effective cooperation and collaboration necessary for successful partner nation participation, if they understand the various cultures of the other nations.¹³

In addition to the increasing tendency to conduct multinational operations, the US military has begun to realize the importance of working more closely with intergovernmental organizations (IGO) and non-governmental organizations (NGO) through all phases of operations. Like multinational partners, these agencies have access to unique resources and expertise that the U.S. military lacks. Again, the willingness of IGOs and NGOs to cooperate and collaborate often depends on the ability of U.S. military personnel to develop and maintain good working relationships with the leaders of these organizations. Because many people who lead and serve in these organizations

are from cultures different from that of America, military personnel must be able to navigate any cultural divides that could inhibit effective relationships.

USAF Policies and Doctrine

There is a direct relationship between USAF policies, doctrine, and cultural education and training programs and those of higher levels of command. In 2004, the leadership of the United States appears to have finally begun to realize how the nation's general lack of cultural awareness was both hindering military operations, specifically OEF and OIF, and contributing to souring relations with other nations. In response, national and military leaders launched a number of initiatives and began to adjust policies and doctrine to correct the deficiencies. Not surprising, the roots of current USAF policies and doctrine can be traced back to a series of Presidential and DoD initiatives that began just over five years ago.

In January 2005, the Secretary of the Defense published the "Defense Language Transformation Roadmap." In the roadmap, the Secretary established four goals for the DoD. While the overall focus of the roadmap was on language requirements, the call to also increase cultural skills is plainly evident in the first two goals.

1. Create foundational language and cultural expertise in the officer, civilian, and enlisted ranks for both Active and Reserve Components.
2. Create the capacity to surge language and cultural resources beyond these foundational and in-house capabilities.
3. Establish a cadre of language specialists possessing a level 3/3/3 ability (reading/listening/speaking ability).
4. Establish a process to track the accession, separation and promotion rates of language professionals and Foreign Area Officers (FAOs).¹⁴

To meet these goals, the roadmap identified several requirements. The most important of which, from a culture perspective, was the need to update DoD doctrine and policies to ensure operational and contingency planning processes address language and regional expertise as critical “warfighting skills.”¹⁵ To convert the roadmap into policy, the Chairman of the Joint Chiefs of Staff (CJCS) published CJCS Instruction (CJCSI) 3126.01, *Language and Regional Expertise and Planning*, on 23 January 2006. This instruction provided “comprehensive guidance and procedures to COCOMs for identifying foreign language and regional expertise requirements during COCOMs’ operational and security cooperation planning efforts, and planning for day-to-day manning needs in support of operations.”¹⁶

While the DoD was making policy changes, the Executive Branch was working to recruit more individuals with cultural and language skills. In 2006, President George W. Bush announced the National Security Language Initiative. This interagency program, initiated by the Secretaries of State, Education, and Defense, and the Director of National Intelligence focused primarily on increasing the number and proficiency of U.S. residents who speak and teach critical-need foreign languages. In substance, this national program recognized “that foreign language skills are essential for engaging foreign governments and peoples, especially in critical world regions, and for promoting understanding, conveying respect for other cultures, and encouraging reform.” Periodically, the interagency team is revises the critical-need foreign languages based on the best interests of the nation. At the time of this research, the languages included Chinese, Russian, Arabic, Korean, and the Indic, Turkic, and Persian language families. If funding is any

indication, the program is comprehensive. Congress appropriated \$65 million in 2007 and \$85 million in 2008 for the program.¹⁷

Although slowly, the DoD has started to update doctrine to reflect the lessons learned in OIF and OEF and to capture policy changes. As Joint Publication (JP) 3-0, *Joint Operations*, dated 17 September 2006, showed, the references to cultural awareness may be subtle, but they are significant. This key doctrine document now addressed the need for commanders to account for language and cultural differences when working with multinational partners. The publication also identified “cultural experience or training with the home country of the command”¹⁸ as a desirable trait for liaison officers. In addition, JP 3-0 recommended that intelligence organizations should now include foreign area officers, because they “add valuable cultural awareness to the production of useable intelligence.”¹⁹ Finally, JP 3-0 identified cultural awareness as a “Unique Consideration” for host nation military engagement, security cooperation, and deterrence.”²⁰

Even long-term DoD planning documents began to reflect the importance of cultural awareness. Probably the most notable of these documents is the 2006 *Quadrennial Defense Review (QDR) Report*, which is in effect is the DOD’s roadmap for the next 20 years. The *QDR* stated that, “broader linguistic capability and cultural understanding is also critical to prevail in the long war and to meet 21st century challenges.” The report then called for the DoD to “foster a level of understanding and cultural intelligence about the Middle East and Asia comparable to that developed about the Soviet Union during the Cold War.”²¹

From an Air Force specific perspective, the call for the military services to increase the amount of emphasis being placed on cultural education and training seems to have had the desired effect. In a speech to National Language Conference in June 2004, Air Force Chief of Staff General John P. Jumper emphasized that changes to the way the USAF's educates and trains its personnel, in terms of language and cultural awareness, were on the way when he said:

It will happen sooner rather than later, and we will have ourselves a cadre of people out there who are skilled in languages of the world, who understand the world that we live in, who have a natural curiosity about it and understand the other person's point of view. That's where we're going in this effort that we all are engaged in.²²

Just short of two years later, the USAF established the AFCLC. Since AFCLC's activation, it has slowly led the USAF's efforts to create cross-culturally competent Airmen. Initially, AFCLC focused on expanding regional, cultural and linguistic education and training in officer accession programs, namely the USAFA and Reserve Officer Training Corps. Since then, AFCLC has worked to ensure the USAF provides at least some cultural education and training, for both officer and enlisted, at all levels of professional military education (PME). In addition, AFCLC has collaborated with the CCAF to offer a web-based Introduction to Culture course to junior enlisted members. The course, taught through AU's Blackboard website, is designed to develop an Airman's general knowledge about culture.²³ According to AFCLC, every Airman needs a foundational cultural knowledge, which AFCLC provides through a culture-general approach. Whereas the culture-general approach emphasizes common aspects of cultures, a culture-specific approach focuses on detailed aspects of particular cultures. AFCLC uses the culture-specific approach to train Airmen who need a higher level of cultural

knowledge. These Airmen include those slated for certain deployments or other specialized duties.²⁴

While AFCLC has been busy updating cultural education and training programs, it has also been ensuring updates to Air Force doctrine incorporate cultural considerations. At the very basic level, Air Force Doctrine Document (AFDD) 1-1, *Leadership and Force Development*, published on 18 February 2006, now calls for senior leaders to be able to “assess the international environment in which they will operate. This assessment should include the strengths, weaknesses, and cultural considerations of the enemy as well as the US and/or coalition forces.”²⁵ Beyond AFDD 1-1, USAF doctrine on Irregular Warfare articulates several additional cultural considerations including the need to consider host nation culture when building partner capacity, the need for intelligence personnel to possess a high degree of CQ and the importance of culture during targeting, military deception and counterpropaganda operations, as well as during strategy development and operational execution.²⁶ In addition to these two key documents, doctrine for Foreign Internal Defense, Information Operations, Health Services, and Intelligence, Surveillance and Reconnaissance (ISR) Operations all reflect the need for USAF personnel to better understand the cultures of multinational and host nations partners and of course, the enemy.

Of all of the doctrine documents mentioned earlier, the one on Health Services is worth singling out. Published almost three years before the DoD began calling on the services to increase their cultural competency and before the lessons learned from OEF and OIF germinated, AFDD 2-4.2, *Health Services*, indicated that the medical community already understood the importance of culture. Not only did they believe “an

in-depth understanding of [sic] International partners' respective cultures, including a working knowledge of local languages . . . is crucial to the success of military operations in general," they believed that "transcultural training for all deployed forces will help US forces avoid mistakes caused by cultural misperceptions." Finally, they seemed to have gazed into the proverbial crystal ball when they wrote, "a healthy understanding and appreciation of international cultures will be demanded of future leaders."²⁷

Summary

Although the importance to U.S. military operations of understanding other cultures can be traced back to at least the dawn of the 20th Century, the DoD did not begin to revisit and reemphasize cultural awareness education and training until the lessons learned during OEF and OIF became apparent. In response to the overall refocusing of the DoD on culture in 2004, the USAF began to look at ways to increase the cultural competencies of its forces to meet the needs of an increasing complex, future operational environment. Since then, the USAF has updated some of its doctrine and has instituted changes to its PME and officer accession training programs in an effort to increase the overall cultural competence of its forces.

The next chapter briefly takes a look at previous research efforts that also investigated USAF cultural education and training. Following this review, the chapter then discusses the research methodology that was used for this thesis. In the final chapter, the researcher provides an overall conclusion and recommends some actions for the USAF to consider as it continues to improve its 3C program.

¹Samuel P. Huntington, *The Clash of Civilizations and the Remaking of World Order* (New York: Simon & Shuster Paperback, 2003), 21.

²Ibid., 87.

³Ibid., 130.

⁴The Levin Institute, “Globalization101.org,” www.globalization101.org/What_is_Globalization.html (accessed on 15 May 2009).

⁵Thomas L. Friedman, *The Lexus and the Olive Tree* (New York: Anchor Books, 2000), 29-43.

⁶CNN, “Iranian women stand up in defiance, flout rules,” CNN.com, <http://www.cnn.com/2009/WORLD/meast/06/23/iran.women/index.html> (accessed 23 June 2009).

⁷Robert D. Kaplan, “The Coming Anarchy,” *The Atlantic Monthly* (February 1994): 44.

⁸U.S. Joint Forces Command, *The Joint Operational Environment 2008: Challenges and Implications for the Future Joint Force* (Washington, DC: Government Printing Office, 2008), 13.

⁹Ibid., 4, 6, 19-41, 50.

¹⁰Headquarters, Department of the Army, Field Manual (FM) 3-0, *Operations*, (Washington, DC: Government Printing Office, February 2008), 2-1.

¹¹George A. Latham, “Cultural Awareness and Cross Cultural Communication: Combat Multipliers for Leaders in the Next Millennium” (Monograph, U.S. Army Command and General Staff College, 2000), 14.

¹²Robert H. Scales Jr., “Culture-Centric Warfare,” Military.com, http://www.military.com/NewContent/0,13190,NI_1004_Culture-P1,00.html (accessed 3 July 2009).

¹³Anthony P. Arcuri, “The Importance of Cross-Cultural Awareness for Today's Operational Environment” (Strategy Research Project, Army War College, 30 March 2007), 4.

¹⁴U.S. Department of Defense. “The Defense Language Transformation Roadmap.” under “News,” <http://www.defenselink.mil/news/Mar2005/d20050330roadmap.pdf> (accessed 18 May 2009), 1.

¹⁵Ibid., 4.

¹⁶Chairman, Joint Chiefs of Staff, *Chairman of the Joint Chiefs of Staff Instruction 3126.01* (Washington, DC: Government Printing Office, 23 January 2006), 1.

¹⁷U.S. Department of Education, “National Security Language Initiative Budget Information,” ED.gov, <http://www.ed.gov/about/inits/ed/competitiveness/nsli/about.html> (accessed 27 July 2009).

¹⁸Chairman, Joint Chiefs of Staff, Joint Publication (JP) 3-0, *Joint Operations*, (Washington, DC: Government Printing Office, 13 February 2008), II-5.

¹⁹*Ibid.*, VI-15.

²⁰*Ibid.*, VII-10.

²¹U.S. Department of Defense, *2006 Quadrennial Defense Review Report* (Washington, DC: Government Printing Office, February 2006), 78.

²²John P. Jumper, “Cultural Awareness for an Expeditionary Military,” Air Force Speeches, <http://www.af.mil/speech/speech.asp?speechID=80> (accessed 16 June 2009).

²³Erik Holmes, “New Culture Course Takes a Global Approach,” *Air Force Times*, 2 February 2009, 10.

²⁴Air Force Culture and Language Center, “Culture, Region & Language Program,” <http://www.culture.af.edu/Training.html> (accessed 13 April 2009).

²⁵U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 1-1, *Leadership and Force Development* (Washington, DC: Government Printing Office, February 2006) 35.

²⁶U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 2-3, *Irregular Warfare* (Washington, DC: Government Printing Office, August 2007), 27-74.

²⁷U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 2-4.2, *Health Services* (Washington, DC: Government Printing Office, December 2002), 45.

CHAPTER 3

PRIOR RESEARCH AND METHODOLOGY

The previous chapter reviewed existing literature published by both civilian theorists and government and military sources to forecast what the future operational environment may look like for USAF Airmen. While the theories are distinctly different, they all predict a future in which the importance of cross-cultural knowledge and skills to military operations cannot be overstated. Following this review, the chapter then examined doctrine addressing cultural considerations in military operations from the national level down to the USAF level. In doing so, the chapter set the foundation for answering the primary question of this research effort. That question being, “Is the USAF’s approach to creating Airmen-Statesmen sufficient to meet the needs of the 21st Century?”

This chapter briefly summarizes three prior research efforts that directly relate to USAF cultural education and training. The chapter then discusses the methodology used to support analysis in chapter 4. The first research effort, by Michael D. Rothstein, serves as a good baseline for showing how USAF cultural training has progressed, since 2006. The second, by Reza A. Grigorian, illustrates that cultural training, at least for contingency contracting officers in 2008, needs to be more robust to be effective. Finally, a RAND Corporation study, published in 2009, shows that the diverse cultural needs of Airmen makes any attempt to tailor a cultural training programs to meet the needs of specific Airmen impractical.

Prior Research

In September 2006, Lieutenant Colonel Michael D. Rothstein, an Air War College student, examined the core “intercultural curricula” at the USAF’s various officer PME schools and commissioning institutions. In Rothstein’s thesis, he analyzed the USAF’s perceived needs against the planned instruction for Academic Year 2007. To establish the perceived needs, Rothstein “interviewed faculty and staff at all of the institutions, reviewed applicable lesson plans and consulted experts in the field.” Ultimately, Rothstein concluded that “no institution has stepped up to the plate to provide officers a solid enough foundation in the fundamentals of cultural awareness and cross-cultural communications.”¹

In addition to the above conclusion, Rothstein’s thesis offered three recommendations to the USAF. First, the USAF should provide a “course aimed at laying the foundation for future cultural learning” to officers earlier in their careers, specifically during the Air and Space Basic Course (ASBC). Second, AU should increase the time devoted to cultural education and training to students of the ACSC and AWC. Third, AU should institute a course, similar to the one proposed for ASBC, at both ACSC and AWC for a period of five to six years. In doing so, AU would fill the gap in foundational cultural knowledge that existed in senior officers until the majority of these officers entered the next level of PME. From all indications, the USAF was listening.² In April 2007, the USAF selected “cross-cultural competence as the centerpiece of AU’s re-accreditation.”³ Since then, the USAF has not only increased the emphasis on cultural awareness, but also revised the approach to providing cultural education and training.

In 2008, Captain Reza A. Grigorian, an Air Force Institute of Technology student, investigated the sufficiency of cultural education and training specifically being provided to USAF Contracting Officers. For his thesis, he conducted a limited survey of Defense Acquisition University CON 234 course students to determine the impact of the course on the cognitive, motivational and behavioral aspects of CQ originally described by Earley and Ang. The overall objective of his research was to determine if contingency contracting officers were receiving sufficient cultural training “to be successful in any foreign business environment.”⁴

At the time the CON 234 course included a one-hour block of cultural awareness instruction. Though the surveys, Grigorian, was able to conclude that with only the one-hour block of instruction, CON 234 students still showed a marginal increase in their cultural awareness. However, Grigorian rightly had reservations about concluding that the knowledge and behavioral intent, gained during the instruction, would be lasting.⁵ Cultural awareness, like any other skill, is perishable without sustained reinforcement.

In 2008, AF/A1 commissioned RAND Corporation to perform a study to “assist in developing a comprehensive program for preparing members of the Air Force in cross-cultural skills.”⁶ In the study, which was released in 2009 under the title, *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance*, RAND attempted to answer three questions.

1. What is cross-cultural performance, or behavior?
2. Which cross-cultural behaviors do airmen identify as important to their deployed jobs?
3. Do all airmen, regardless of job requirements, need the same type and/or amount of cross-cultural training?⁷

Starting with a literature review, RAND established an initial list of 14 cross-cultural behaviors, which they divided up into two sets, as shown in Table 1. The first set, labeled enabling behaviors are those day-to-day behaviors that every Airman was likely to need. The second set, which they labeled goal-oriented behaviors, are those behaviors that only specific Airmen in specific Air Force Specialty Codes (AFSC) were likely to need to perform certain tasks.

Table 1. RAND's 14 Cross-Cultural Behavior Categories

Enabling Behaviors	Goal-oriented Behaviors
<ul style="list-style-type: none"> • Foreign language skills • Verbal and nonverbal communication • Applying appropriate social etiquette • Managing stress in an unfamiliar cultural setting • Changing behavior to fit cultural context • Gathering and interpreting observed information • Applying regional knowledge • Self-initiated learning • Respecting cultural differences 	<ul style="list-style-type: none"> • Establishing authority • Influencing others • Negotiating with others • Establishing credibility, trust and respect • Resolving conflict

Source: Chaitra M. Hardison, Carra S. Sims, Farahana Ali, Andres Villamizar, Ben Mundell, and Paul Howe, *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), 7-11.

In an effort to validate their initial set of behaviors and to determine what skills and behaviors USAF Airmen need to effectively perform in a challenging cross-cultural environment, the RAND researchers surveyed over 21,000 Airmen. The sample set included Airmen from almost every AFSC and was limited to those Airmen who were either deployed or had been deployed in the previous 18 months.⁸ Using questions based on the set of 14 behaviors, RAND asked the participants to rate the importance, on a scale of 1 to 5 (1= strongly disagree, 5=strongly agree), of the behaviors to their perceived ability to perform their mission. In addition to these questions, RAND also collected demographic data including two-digit AFSC (career field group), grade and deployment location. The results were then weighted to normalize subpopulation, and were then sized and analyzed. Once again, one of the goals was to determine if Airmen in specific AFSCs perceived a need for specific behaviors.

In aggregate, the results, as shown in figure 1, are noteworthy. Perhaps most interesting, RAND determined that overall Airmen perceived foreign language skills (the ability to speak, write and understand a non-English language) as the third least important behavior. In contrast, the ability to just speak a foreign language ranked just below the middle of all behaviors. As RAND was also quick to point out, the low ranking of foreign language skills is surprising, given the USAF's willingness to develop Airmen's language skills.⁹

When looking at the data, RAND also observed that all of the goal oriented behaviors were ranked at or near the bottom in terms of importance. To RAND, this confirmed their expectation that these behaviors are highly specialized and needed by

Airmen in only certain AFSCs. In other words, relatively few respondents felt these specialized skills were critical to succeeding in a culturally challenging environment.¹⁰

Finally, RAND noted that every one of the 14 behaviors was rated as important by at least some Airmen. This result also validated RAND's initial set of behaviors. Although the researchers did not offer a reason, this result may be a reflection of the incredibly diverse range of duties Airmen now perform while deployed. Ultimately, the researchers concluded that although some of the above behavior categories may be more important than others, the USAF should address all of them during training.¹¹

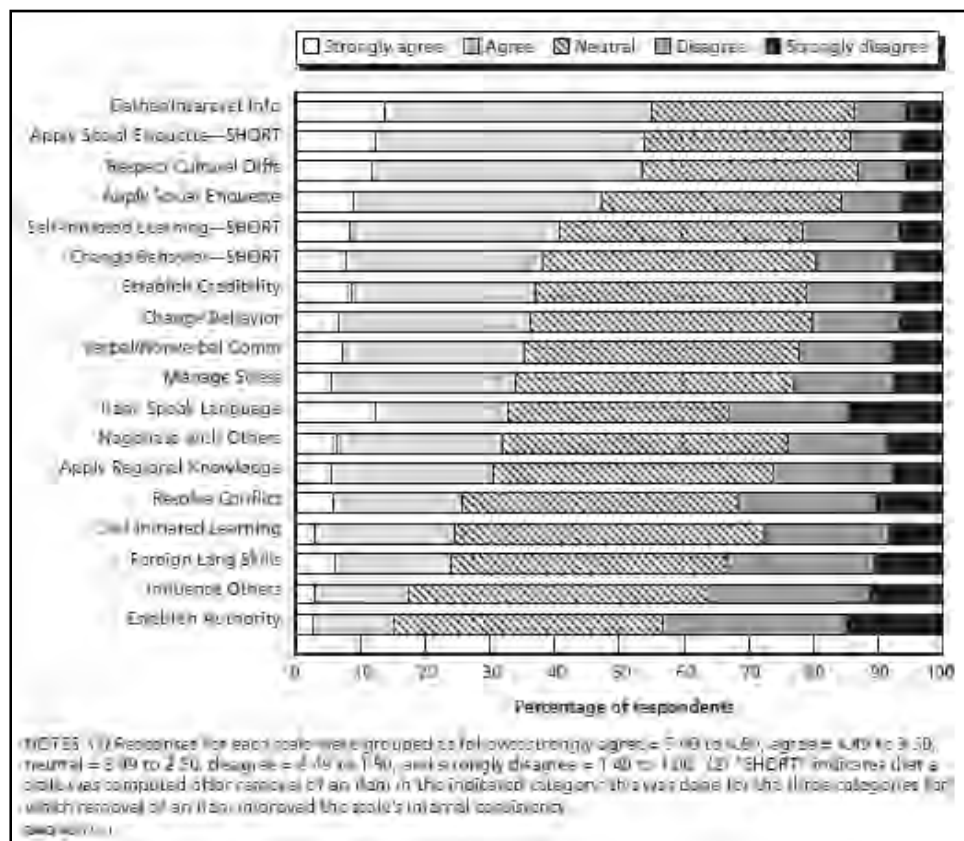


Figure 1. RAND Survey Results: Perceived Importance of Categories of Behavior
Source: Chaitra M. Hardison, Carra S. Sims, Farahana Ali, Andres Villamizar, Ben Mundell, and Paul Howe, *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), 23.

When looking between AFSCs, there was considerable variation in terms of overall importance of the behaviors to mission accomplishment. Figure 2, shows how each AFSC ranked the importance of the behaviors when the data was averaged across all behavior categories. At the top of the rankings are career fields that typically interact more with the local populations. These career fields include Special Investigations, Security Forces, and Public Affairs. As the figure shows, those career fields that are normally confined to main operating bases tended to rank the importance of the behaviors as low. These career fields included Pilot, Weather, and Logistics Plans.

Rank	AFSC	Rank	AFSC
1	Special Investigations (DSI) (75XXX)	31	Mission Support (35XXX)
2	Security Forces (31XX)	31	Chaplain Assistant (5RXXX)
3	Special Investigations (DSI) (71XX)	32	Biomedical Specialists (43XX)
4	Support Commander (30XX)	32	Law (51XX)
5	Contracting (64XX)	33	Maintenance Management Systems (2RXXX)
6	Contracting (6CXXX)	34	Safety (15XXX)
7	Public Affairs (3NXXX)	34	Information Management (3AXXX)
7	Security Forces (Military Police) (3PXXX)	34	Civil Engineering (3EXXX)
8	Surgery (45XX)	34	Acquisition (63XX)
9	Unallotted Airman (9UXXX)	35	Aerospace Medicine (48XX)
10	Public Affairs (35XX)	35	Medical Laboratory (4TXXX)
11	Civil Engineer (32XX)	36	Intelligence (14XX)
12	Cardiopulmonary Laboratory (4HXXX)	37	Weather (15XX)
13	TCN Escort	38	Health Services Administrator (41XX)
14	Chaplain (52XX)	38	Biomedical Clinician (42XX)
15	International Affairs/FAO (16XX)	39	Command & Control Systems Ops (1CXXX)
16	Visual Information (3VXXX)	39	Transportation & Vehicle Maintenance (2TXXX)
17	Aircrew Protection (1TXXX)	40	Paralegal (5JXXX)
18	Services (34XX)	41	Aircraft Maintenance (21XX)
19	Services (3MXXX)	42	Aircrew Operations (1AXXX)
19	Postal Specialist (8MXXX)	42	Scientific/Research (61XX)
20	No AFSC Provided	43	Precision Measurement Equipment Lab (2PXXX)
21	Intelligence (1NXXX)	43	Comm-Information Systems (33XX)
22	Financial (6FXXX)	44	Munitions & Weapons (2WXXX)
23	Nurse (46XX)	45	Manned Aerospace Maintenance (2AXXX)
23	Physician (44XX)	45	Communications & Computer Systems (3CXXX)
24	Group Superintendent (9GXXX)	46	Communications & Electronics (2EXXX)
25	Space, Missile, and Command & Control (13XX)	47	Navigator (12XX)
26	Fuels (2FXXX)	48	Mental Health Services (4CXXX)
26	Finance (65XX)	49	Logistics Plans (2GXXX)
27	Medical Service (4NXXX)	50	Weather (1WXXX)
28	Medical (4AXXX)	51	Pilot (11)
29	Manpower/Personnel (37XX)		
30	Supply (2SXXX)		
30	First Sergeant (8FXXX)		

NOTES: (1) These are the results after controlling for grade, deployment location, and deployed mission. For full regression results, see Appendix F. (2) Some rankings are shared.

Figure 2. RAND Survey Results: Rank Order of AFSCs by Importance Ratings Averaged Across All Categories

Source: Chaitra M. Hardison, Carra S. Sims, Farahana Ali, Andres Villamizar, Ben Mundell, and Paul Howe, *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), 23.

Within some AFSCs there were patterns of agreement as to the priority of importance of the 14 behaviors, while in others there were not. In other words, rank and deployment location accounted for differences in how Airmen in some, but not all, AFSCs prioritized the behaviors. As the research report goes on to point out, the wide variation means that “attempting to tailor training programs to each combination of AFSC, grade, and deployment location would be impractical.”¹²

As to the usefulness of current training, the researchers concluded from the survey that most respondents were either not aware that they had received any training or believed that they had not. Ultimately, the survey respondents that did believe they had received training did not find it helpful. Considering that this survey was conducted just before the USAF began fielding its 3C program in early 2009, this conclusion is not unexpected.¹³

Armed with the results of their analysis, RAND made several recommendations to the USAF. First, the USAF should set performance standards for each of the 14 RAND’s 14 behaviors. Beyond measuring and simply tracking, RAND felt the USAF should identify the amount of skill, for each behavior, that an Airman must display to succeed in a particular duty. To this end, RAND proposed the USAF adopt five levels of classifications, ranging from novice to expert.¹⁴

Second, RAND recommended the USAF examine its cross-cultural curricula and ensure it covers all of the 14 behaviors RAND has identified as important. To further support the training, RAND felt a tool or set of tools could be designed to measure the skill levels in each of the 14 behaviors. Further, RAND believed this tool would also support tracking each Airman’s cross-cultural skills. By tracking the skills of all Airmen,

the USAF could better assign personnel to positions, based on their capabilities. In effect, the USAF would better be able to utilize its available personnel resources.¹⁵

Lastly, RAND recognized that training is expensive and suggested that the USAF adopt a multileveled approach to training Airmen over the course of their career. RAND also recommended that the USAF explore the use of less expensive training aids, such as books, online resources, videos, computer based training, and other media. As a follow on, RAND added that these training aids may also prove useful for self-initiated learning.¹⁶

Research Methodology

Whereas Rothstein's research and analysis was solely focused on intercultural training for officers to assess "leaderships' direction,"¹⁷ and Gregorian's research was specific to contingency contracting officers, this research uses the DoD's doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) model to analyze the overall USAF plan to create an entire force of 3C Airmen. This approach also differs from RAND's research, described earlier, in that it makes no attempt to determine how the USAF should approach cultural training. Instead, this "garbage can" like approach seeks to determine if the planned approach will meet the USAF's longer term needs.

The DoD primarily uses the DOTMLPF model to identify non-material solutions to capability gaps through the Joint Capabilities Integration and Development System (JCIDS) process. The advantage of using DOTMLPF for this study is that it supports a capability-based approach to analysis. In a capabilities-based analysis, any one element or combination of elements of DOTMLPF may be selected to provide the greatest

capability for the least cost. Again, the USAF is seeking to create Airmen capable of more efficiently and effectively performing their missions by leveraging their cultural knowledge and skills.

To support the analysis using the DOTMLPF model, the researcher first reviewed a variety of existing literature on the USAF's plans to increase emphasis on cross-cultural education and training in its PME programs. The primary source for these documents was AFCLC's website. Next, the researcher revisited research done by Rothstein, Grigorian, and the RAND Corporation. Finally, the researcher reviewed the AU Course Catalog for Academic Year 2009-2010 to determine both the objectives and time dedicated towards cultural education and training in each PME program.

In the next chapter, the information and data gathered during the documents based research is applied against each element of the DOTMLPF model. The goal was to use DOTMLPF to qualitatively analyze USAF efforts to create Airmen with requisite cultural knowledge and skills to meet the challenges of the 21st Century.

¹Michael D. Rothstein, "Fire, Ready, Aim: Developing Intercultural Skills During Officer Formal Education" (Master's thesis, Air War College, 2006), iv-v.

²Ibid.

³Air Force Culture and Language Center, "Culture, Region & Language Program," <http://www.culture.af.edu/History.html> (accessed 13 April 2009).

⁴Reza A. Grigoriene, "Assessment of the Current Cultural Awareness and Training for the Air Force Contingency Contracting Officer" (Master's thesis, Air Force Institute of Technology, March 2008), 6.

⁵Ibid., 33.

⁶Chaitra M. Hardison et al., *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), xi.

⁷Ibid.

⁸Ibid., 15-16.

⁹Ibid., 19-20.

¹⁰Ibid.

¹¹Ibid., 20, 39.

¹²Ibid., 39-40.

¹³Ibid.

¹⁴Ibid., 42-43.

¹⁵Ibid., 44-46.

¹⁶Ibid., 46-47.

¹⁷Rothstein, iv-v.

CHAPTER 4

ANALYSIS

The DOTMLPF model is a key element of the Joint Chiefs of Staff (JCS) JCIDS process to vet proposed solutions to joint capability gaps identified by Combatant Commanders. While there is a tendency within the military organizations, in particular the USAF, to gravitate towards increasing their capabilities by seeking to incorporate the latest technology into some new piece of warfighting hardware, solutions to capability gaps often come in a non-material form. The USAF's initiative to create a cross-culturally competent force is one such non-material approach. While there is no indication that the need for more culturally aware Airmen was ever vetted through the JCIDS process, the DOTMLPF model is still useful in analyzing the USAF's program to create 3C Airmen.

In this chapter, DOTMLPF is used to determine whether or not the USAF's plans to create Airmen with the requisite cross-culture competencies are sufficient to meet the needs of the 21st Century. In the process, this chapter answers a number of important secondary questions. Is the USAF taking appropriate steps to ensure its doctrine reflects the importance of culture to the COE? Is the USAF correctly organized to meet the cultural challenges it will continue to face? Are cultural training and education programs comprehensive enough to produce Airmen with the right cultural skills? Are materiel and facilities suitable to support this training? Are leaders fostering the institutional changes that are necessary to create a new cultural mindset? Are personnel being managed to take full advantage of and further develop their cross-cultural capabilities?

As with all models though, DOTMLPF is not perfect. First, the model can be very subjective, especially when analyzing people-based capabilities. The second challenge with using the DOTMLPF model is the difficulty in limiting analysis to one element of the model at a time. The lines between one element and the next are not always clear, nor is it always possible to separate them for analysis. For example, a single class on leadership may provide training on the basic doctrinal concepts, while also enhancing the educational experience through practical exercises. Despite the above challenges, the DOTMLPF model provides an effective framework for analyzing the USAF's overall plan to create 3C Airmen.

Doctrine

The first element of the DOTMLPF model is doctrine. Joint Publication (JP) 1-02, *Department of Defense Dictionary of Military and Associated Terms*, defines doctrine as “Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.”¹ In effect, doctrine serves as the basis for how the military intends to accomplish its various missions. Doctrine is based on previous experiences, lessons learned, experiments and both current policies and practices. “It represents what is taught, believed, and advocated as what is right.”² While not strategy, operations or tactics, doctrine does reflect the military beliefs on how it should approach a given situation. The maintenance and development of good doctrine requires that the military take into account both the contemporary operating environment and the emerging military capabilities of both friends and enemies. From a DoD perspective, joint doctrine is captured in the form of JPs. When the USAF determines that joint doctrine is insufficient

to address its particular roles and missions, it publishes its own service-specific doctrine in the form of AFDDs.

In chapter 2, a review of existing doctrine showed that the DoD and the USAF are slowly addressing the need for additional cultural education and training as a result of the recent experiences in OIF and OEF. While these changes to joint and USAF doctrine prove the service is unwilling to let its doctrine become dogma, they do not mean that the doctrine is correct. During the interwar period the Air Corps Tactical School (ACTS) preached a doctrine centered on the belief that airpower could win future wars through the use of strategic bombardment. As any USAF historian now knows, the experiences of World War II proved that doctrine to be woefully inadequate for many reasons. Among other reasons, ACTS failed to realize that the bomber will not always get through, that an enemy may be able to mitigate the effects of strategic bombardment and that only a ground army can effectively control territory.³

According to AFDD-1, *Basic Air Force Doctrine*, “Good doctrine informs, provides a sound departure point, and allows flexibility; bad doctrine overly bounds.”⁴ While AFDD also provides a litany of characteristics of good and bad doctrine, it can best be summarized by saying that good doctrine provides basic answers to the questions of how and why to accomplish a mission. Since knowledge and skills in other cultures is only an enabler for accomplishing various USAF missions, there is no need for a stand-alone doctrine document specifically on cultural awareness. Instead, basic, operational and tactical doctrine should explain how and why cultural knowledge can and should be used to enhance mission accomplishment.

Within some of the USAF's basic and operational doctrine documents there is a clear message that Airmen need to be cross-culturally competent to better accomplish the USAF's missions. As expected, AFDD 2-3, *Irregular Warfare*, contains extensive references to culture. This key doctrine document points out that culture is a critical consideration for building partnership capacity, highlights its relevance to intelligence, and emphasizes its role in strategy development.⁵ Within AFDD 2-3.1, *Foreign Internal Defense*, statements such as, "Foreign area and geopolitical expertise, language ability, cultural intelligence, and advanced force protection capability are indispensable tools in the FID toolkit,"⁶ address how culture can contribute to mission accomplishment. When the same document says, "Understanding allied cultural, regulatory, and management differences are essential to unity of effort," it addresses why cultural knowledge is important.

As with AFDD 2-4.2, *Health Services*, already discussed in chapter 2, AFDD 2-5, *Information Operations*, explicitly addresses the importance and utility of cultural considerations to mission accomplishment. AFDD 2-5 further implies that Airmen need to take an active role in developing their cross-cultural competence.

Actions and words have different effects on different cultures. What we perceive is not necessarily what another culture may perceive. Worldview is described as a shared sense of reality by a group of people and is formed by values, preferences, beliefs, experiences, expectations, and language. *Knowledge of other cultures enhances our effectiveness and helps to ensure our activities do not create misunderstandings or unintended negative attitudes. There are resources, in addition to academic works, that can provide insight into different cultures* [Emphasis added].⁷

Although more subtly, the respective doctrine documents for combat support, command and control and intelligence, surveillance and reconnaissance operations also address the relevance of culture to these type of operations.

While the USAF appears to be making progress, three-quarters of the key doctrine documents, such as public affairs, space operations and force protection, do not yet address the need for cultural considerations. The question then becomes, should these other documents address culture? Since culture is expected to permeate every aspect of the COE, the answer is probably yes. Given the progress to date, there is no reason to expect that these other documents will not be eventually updated to reflect the importance of culture.

For the most part, the general message is consistent and clear throughout USAF doctrine – USAF mission accomplishment will suffer without 3C Airmen. Surprisingly though, AFDD 1-1, *Leadership and Force Development*, seems to miss the mark. By only addressing the need for senior leaders to be taught to use their cultural “lens” when assessing their operational environment, the doctrine fails to recognize the role the proverbial “strategic corporal” or junior Airman can have on mission accomplishment. As defined by Australian Army Major Lynda Liddy, “a strategic corporal is [an Airman] that possesses technical mastery in the skill of arms while being aware that his judgment, decision-making and action can all have strategic and political consequences that can affect the outcome of a given mission and the reputation of his country.”⁸ Fortunately though, AFDD-1’s singular focus on only senior leaders appears to be just an oversight. As later DOTLMPF analysis will show, the USAF is teaching all Airmen, in practice, to assess their environment through the cultural “lens.”

Organization

One of the biggest challenges to any institution or business is to establish and maintain the proper organizational structure congruent with the products or services that

it provides. Overall, the best organizational structure is the one that facilitates the most efficient and effective production of goods and services. In the corporate world, profit is the main metric for gauging the correctness of organizational structure. Generally, the military measures success in terms of warfighting capabilities. Unfortunately, there is no standard template for choosing the appropriate organization structure. Instead, a myriad of internal factors, such as organizational size, geographic dispersion of work and production elements and leadership desires, all work to shape the organizational structure. In addition, outside influences, such as governmental regulations and market competition, often contribute to the final organization design.

Most military organizations typically follow the pattern of being highly hierarchical in structure, because this structure provides for the greatest degree of command and control. Even so, other sub-structures can and do exist under the parent military organization. These sub-structures can also run the full spectrum of designs to include being matrixed or functional. From a DOTMLPF analysis perspective, military organizational structures should be optimized to acquire, provide, or sustain a warfighting capability, while ensuring effective command and control is maintained.

At the top level, Air Education and Training Command (AETC), with its roots dating back to WWII, is the USAF's primary organization for recruiting, training and educating Airmen. Under AETC's umbrella are all of the officer and enlisted accession training organizations, excluding USAFA. Additionally, AETC is responsible for all officer and enlisted technical training, and PME schools. Within AETC's structure, these schools are managed by AU. Yet another level lower, under AU, resides the Thomas N. Barnes Center for Enlisted Education, the Ira C. Eaker Center for Professional

Development, the Carl A. Spaatz Center for Officer Education, CCAF and AFCLC. In addition AU supports the Air Force Institute of Technology (AFIT). Collectively, these AU sub-organizations help it “provide the full spectrum of Air Force education, from pre-commissioning to all levels of professional military education, including degree granting and professional continuing education for officers, enlisted and civilian.”⁹ The final relevant organization under AU is the Curtis E. LeMay Center for Doctrine Development & Education. The missions of the organizations under AU are as follows:

AFIT--AFIT’s mission is to “Provide defense-focused technical graduate and continuing education, research, and consultation for air, space, and cyberspace competence.” AFIT accomplishes its mission through a combination of in-residence programs and partnerships with civilian institutions.¹⁰

Barnes Center for Enlisted Education--The Barnes Center for Enlisted Education’s mission is to “Provide the continuum of education necessary to inspire and develop enlisted leaders with the moral framework of integrity, service and excellence.” In addition to refining, adapting, and deploying enlisted PME curriculum, the Barnes Center oversees the Air Force Senior Non-Commissioned Officer Academy, NCOAs within the continental United States, and lends guidance to overseas NCOAs and Airman Leadership Schools worldwide.¹¹

Ira C. Eaker Center for Professional Development--The Eaker Center, with its five specialized schools for commanders, chaplains, comptrollers, human resource managers, and national security studies, provides specialized education and training to USAF, DoD and international students via 73 resident and distance learning courses.¹²

Carl A. Spaatz Center for Officer Education--The mission of the Spaatz Center is to “Direct, integrate, synchronize and support a continuum of officer professional military education, research and outreach that produces leaders who effectively articulate, advocate and employ air, space, and cyberspace power in a joint and multinational environment.” The three officer PME schools, SOC, ACSC, and AWC, all fall under the Spaatz Center.

CCAF--The mission of CCAF is to “Offer and award job-related associate in applied science degrees and other academic credentials that enhance mission readiness, contribute to recruiting, assist in retention and support the career transitions of Air Force enlisted members.” As a fully accredited college, CCAF has awarded more than 335,000 associate in applied science degrees. In early 2009, the college began offering the AFCLC-sponsored Introduction to Culture Course via distance learning.¹³

Curtis E. LeMay Center for Doctrine Development & Education--The LeMay Center “leads in the development of Air Force operational-level doctrine, and establishes the Air Force position in Joint and multinational doctrine. The Center assists in the development, analysis, and wargaming of air, space, and cyberspace power concepts, doctrine, and strategy, and educates Air Force, Joint and multinational communities on warfighting doctrine through wargaming and military education.”¹⁴

As is readily apparent, the centers and schools provide a full spectrum of education and training to USAF personnel. While the various centers and schools directly provide the cultural education and training to Airmen, AFCLC is the USAF’s primary organization for ensuring unity of effort. According to the *AFCLC Charter*, “AFCLC is responsible for defining, coordinating, and implementing cultural, region and foreign

language education and training programs to satisfy Air Force requirements.”¹⁵ Although AFCLC resides under AU, it ultimately operates under the direction of the Air Force Senior Language Authority, a member of the Headquarters USAF staff otherwise known as AF/A1D. As figure 3 shows, AF/A1D also chairs the Air Force Language and Culture Executive Steering Committee, which meets semiannually. Committee membership includes representatives from AETC, USAFA, the Secretary of the Air Force Staff, the USAF Special Operations School, the Air Force ISR Agency, the Defense Language Institute (DLI) and Air University’s Holm Center.¹⁶



Figure 3. Air Force Culture, Region and Language Structure

Source: Air Force Culture and Language Center, “Air Force Culture, Region & Language Flight Plan,” U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 13.

In terms of the organizational analysis, a couple questions need to be answered. First, is the organization of the USAF optimized to provide the necessary cultural education and training to its Airmen? During their long history, AETC and AU have

constantly evolved to be able to better fulfill their respective missions. In the process they have continued to produce the most highly capable and respected Airmen in the World.

The second question is not as easy to answer. Is AFCLC positioned and empowered to be able to influence the curriculum to meet the goal of creating 3C Airmen? When the USAF decided to stand up AFCLC at AU, it clearly understood that geographical separation can create additional challenges for organizations that must work together towards a common goal. As part of AU's self described "Intellectual Center of the Air Force," AFCLC now has tremendous access to the core USAF educational and training organizations. At some point in their career, every Airman passes through one or more of the school's within AU's sphere of responsibility. As a result, AFCLC has the *potential* to indirectly ensure Airmen receive the necessary classroom or distance learning based instruction needed to support their cultural development. Of course, only the ability of AFCLC to actually influence each school's curriculum can ensure positive, lasting results. In looking back up the organizational hierarchy, there is strong reason to believe that AF/A1D and the Air Force Language and Culture Executive Steering Committee will continue to give AFCLC the leverage it may need to continue to influence each school's curriculum.

Training and Education

Normally under the DOTMLPF analysis, education is analyzed in conjunction with leadership. While not readily apparent, there is a reason for this relationship. Throughout the military, leadership is a commonly believed to be a capability that can be developed, in part, through education. DOTMLPF analysis normally links leadership and education, because the services' PME schools and programs are oriented on developing

leaders. In the case of this analysis, the USAF's educational system is not being analyzed for the purpose of creating better leaders, but to create a force of 3C Airmen. Since the USAF's approach to creating cross-cultural competence involves both training and education, the reasonable approach is to combine them for analysis now. In a later section, leadership analysis will instead be refocused on the effectiveness of USAF leaders in fostering the institutional cultural changes that are needed to promote and sustain a cross-cultural mindset.

As noted at the beginning of this chapter, there is a subtle distinction between training and education that is sometimes misunderstood. Whereas training focuses on improving a person's declarative and procedural knowledge, education focuses on developing a person's ability to reason and understand the social environment. Typically, knowledge and proficiency tests are used to determine the degree of effectiveness of training. With education, a person's cognitive skills are generally assessed by immersing the individual into a practical scenario to see how he or she performs. Besides being somewhat subjective, educational assessments can only *predict* how an individual may perform in a real social engagement.

The distinction between education and training becomes largely irrelevant in the context of cross-cultural competence. Why? The overall objective is to create individuals who freely use their cognitive abilities to correctly interpret their social environment and then can integrate and transform their knowledge about that environment (culture) into the appropriate patterns of behavior to produce a desired outcome.¹⁷ To meet this objective, both training and education are needed.

Before continuing, there is also the need to point out that there is some debate as to whether intelligence is a human trait that can be nurtured or whether humans are genetically predisposed to a certain level of cognitive ability. In addition, an increasing number of theorists tend to fall in the middle with their belief that intelligence is determined by both environmental and genetic factors.¹⁸ By even establishing the goal to create 3C Airmen, the USAF has indicated that it believes, at least, that CQ can be nurtured.

To further complicate this portion of the analysis, there is no consensus on what constitutes an ideal cross-cultural training program and no one set of commonly accepted competencies. As Earley and Ang concluded in their research, “these competencies were conceptually fuzzy and not well defined . . . this conceptual fuzziness of cross-cultural competencies has bedeviled cross-cultural training programs.”¹⁹ True to fashion, the USAF faced the same issue when it set out to develop its training program. Looking for help, the USAF contracted with RAND Corporation in 2008 “to assist in developing a comprehensive program for preparing members of the Air Force in cross-cultural skills.”²⁰

As discussed in the previous chapter, RAND researchers surveyed over 21,000 previously deployed Airmen. Using 14 predefined categories of cross-cultural behaviors, the survey was designed to determine whether perceived training needs differed by AFSC, grade, and deployment location. When the analysis was complete, it showed that the USAF was facing a number of difficult challenges. First, the USAF needs to provide at least some cultural training to all Airmen. Second, some Airmen need more in depth

training, but there is no proven way to identify which ones based either grade or AFSC.

Third, training needs to occur over the career of all Airmen.²¹

In response to the findings, the RAND researchers suggested an approach to developing the appropriate behaviors that centered on providing three levels of training. At the lowest level, they suggested the USAF focus on providing Airmen with some basic level of cross-cultural training in behavior categories that overall ranked the highest. At the middle level, they suggested providing additional training to those Airmen in AFSCs that indicated the cross-cultural behaviors were moderately important to in performing their missions. At the top level, they suggested providing specialized, expert-level training to AFSCs that clearly showed a strong need in a particular category.²² As table 2 shows, the approach the USAF adopted is somewhat along these lines.

Table 2. AFCLC Approach to Cultural Training

	Tier	
Culture-General	1 - Foundational	Provides the culture-general foundation upon which culture-specific learning takes place. Occurs in officer accessions and initial PME, the enlisted pipeline and universal programs
	2A – Proficiency	Reinforces culture-general learning to ensure that every Airman maintains proficiency.
Culture-Specific	2B – Deployment tasked	Culture-specific training at the wing level for every deploying Airman.
	3 - Enhanced	Provides enhanced development for select Airmen as determined by deployment location, threat assessment, specific mission, duty assignment, role, operation or special requirement (e.g., Basic Combat Convoy Course, “In-lieu Of Taskings,” etc.). EST training takes place at this level to produce Airmen ready for specific AEF taskings. Culture-specific learning will be integrated into AETC’s courses and delivered at multiple locations.
	4 - Advanced	Provides advanced training for Airmen tasked for specialized duties (e.g., Air advisors, Special Operations, Phoenix Raven, etc.) with detailed attention to culture specific learning tailored to operational requirements.

Source: Air Force Culture and Language Center, “AFCLC: Organization, Concepts & Plans,” U.S. Air Force Culture, Region and Language Center Portal, (accessed 10 November 2009).

Instead of the suggested three-level approach, the USAF has opted for a two-level approach, dividing the training into cultural-general and culture-specific levels. Culture-general is defined as “an approach that emphasizes common aspects and domains of the culture concept, providing individuals with knowledge (concepts, theories, processes, etc.) and skills that offer broadly-applicable general principles and serve as a framework for culture-specific learning.” As the name implies, culture-specific is “an approach that emphasizes specific aspects of particular cultures, affording individuals much of the knowledge and/or skills necessary to interact more competently with individuals of other cultural backgrounds.”²³

Within the two levels, training is categorized into four tiers. At Tier 1, labeled the Foundational Tier, the focus is providing initial culture-general training to all Airmen. Tier 2 is actually split between the culture-general and culture-specific approaches. Still using the culture-general approach, Tier 2A is designed to ensure Airmen remain proficient. Making the transition to culture-specific, Tier 2B is geared towards training every deployment tasked Airman at the wing level. The next tier, Tier 3 or the Enhanced Tier, is where Airmen will receive specialized training just prior to their deployments. At the top, Tier 4 or Advanced Tier, training is tailored to specific Airmen that perform highly specialized duties.²⁴

In practice, the USAF is pursuing a multifaceted approach to providing the culture-general and culture-specific training. While there is a heavy reliance on providing general and specific training through the extensive PME programs, the USAF has also partnered with other agencies to meet culture-specific needs. For example, the Air Advisor curriculum at Ft Dix includes 56-hours of “integrated classroom and interactive

culture and language training.”²⁵ In addition, the USAF’s Regional Affairs Strategist program sends select officers to attend a “regionally-oriented international affairs graduate program at the US Naval Postgraduate School followed by foreign language training at the Defense Language Institute Foreign Language Center.”²⁶ Finally, a very limited number of officers and cadets are immersed in other cultures through exchange programs with partner nations.

On the PME side, data compiled from the AU Catalog for Academic Year 2009-2010 reveals the extent of cultural training the USAF is directly providing its Airmen. As table 3 and table 4 show, the amount of time dedicated to cultural training generally increases proportionately with rank. At the two highest levels of resident officer PME, AWC and ACSC, officers are required to take courses specifically on regional and cultural studies. In addition, these programs allow officers to take additional culture and language related courses. What table 3 does not show is that less than 20 percent of all eligible majors get to attend ACSC in residence. Although the researcher could not find any statistics on AWC attendance, the figure is believed to be even less for those eligible officers. Also noteworthy, the AWC Distance Learning Course incorporates an interactive simulation to increase cultural awareness as part of its requirements.

From the enlisted standpoint, the degree and time spent in PME studying culture is miniscule. Assuming a conservative fifty-percent of the contact hours spent on the respective courses in international studies contribute to building cultural awareness, a career enlisted Airman will cumulatively spend less than twelve hours in PME, over the course of their entire career. In more dramatic terms, the twelve hours equates to thirty-six minutes a year, over a twenty-year career.

Table 3. Cultural Training in USAF Officer PME

Course or Program	Eligible Ranks	Time Dedicated to Culture or Culture Related Courses
AWC Master of Strategic Studies and Diploma Program	Colonel Lieutenant Colonel International officers	Students are required to take a 4 semester course in regional and cultural studies. Students are also required to take 2 electives. Of the 41 creditable electives offered, 9 are culture related. In addition, 8 non-credit language familiarization courses are offered. ²⁷
AWC Distance Learning Course	Colonel Lieutenant Colonel	A required 99 contact hour course on joint strategic leadership delves into culture related topics. The course concludes with an interactive simulation to provide cultural awareness and familiarization. Additionally, students must complete one elective. Of the 9 electives offered, one is a language familiarization course. ²⁸
ACSC Master of Military Operational Art and Science Degree	Major International officers	Students are required to take a 3 semester hour regional and cultural studies course. Students may opt to research a cultural related subject to meet a mandatory 6 semester research requirement. ²⁹
ACSC Online Program–Master of Military Operational Art and Science Degree	Major	Students are required to take a 3 semester hour regional and cultural studies course. Students may opt to research a cultural related subject to meet a mandatory 6 semester research requirement. ³⁰
ACSC Nonresident IDE–Non-Master’s Program	Major	Part of a required 27 contact hour course on strategy and war provides some study on culture. ³¹
SOS Resident Program	Captain	Part of a required 8.2 contact hour course on international studies provides some cultural awareness training. ³²
SOS Distance Learning Program	Captain	Unspecified, but one of the learning outcomes of this 138 contact hour course is to comprehend differences between other military services and cultures during the decision-making process. ³³
ASBC	Second Lieutenant	Part of a required 4.2 contact hour course on international studies is designed to develop cultural awareness. ³⁴
Basic Officer Training	Officer trainees	Unspecified, but one of the stated learning outcomes for this 682 academic hour course is to comprehend differences between other military services and cultures during the decision-making process. ³⁵
Reserve Officer Training Corps	Officer trainees	Unspecified, but one of the stated learning outcomes for this 876 academic hour course is to comprehend differences between other military services and cultures during the decision-making process. ³⁶

Source: Author created.

Table 4. Cultural Training in USAF Enlisted PME

Course or Program	Eligible Ranks	Time Dedicated to Culture or Culture Related Courses
CCAF	All enlisted	Began offering an optional 3 credit hour Introduction to Culture course in 2009. Participation in the course is completely voluntary. ³⁷
Senior NCOA Resident Program	Master Sergeant and above	As part of a 7.5 contact hour course in international security studies, students receive cultural awareness instruction. ³⁸
NCOA Resident Program	Technical Sergeant	As part of a 10 contact hour course in international security studies, students receive cultural awareness instruction. ³⁹
Airman Leadership School	Senior Airman	As part of a 6.5 contact hour course in international security studies, students receive cultural awareness instruction. ⁴⁰

Source: Author created.

Another element that is not shown in tables 3 and 4 is the approximate time gaps between when an Airman attends one PME course and when he attends the next. In some cases, this gap can be substantial. For officers, the gap between in-residence SOS and in-residence ACSC can be as much as nine years. On the enlisted side, the gap between attending Airman Leadership School and NCOA can similarly reach six to nine years. These large gaps create a significant problem for the USAF's efforts to create 3C Airman, because they do not allow for the type of sustained development necessary to achieve a higher level of cultural competence.

Overall, the USAF's multifaceted approach to providing cultural training and education may be the only reasonable way to meet the diverse needs of every Airman. Even so, this approach has some deficiencies that could be addressed. With the bulk of the training occurring during PME, Airmen may experience significant gaps in their cultural training. During these gaps, their cultural skills may perish. Primarily designed to develop leadership skills, the PME program also does not account for the need for certain Airmen at lower ranks to possess greater cultural skills than others at higher. Even with a

culture-specific “crash course” as part of their predeployment training, enlisted Airmen have disproportionately steep ramp to climb to become cross-culturally-competent. Courses like the Introduction to Culture course, CCAF offers enlisted members, may help. The downside is Airmen are not required to take the course.

Materiel

With the acquisition of a weapon system, there are a whole range of questions the JCIDS process seeks to answer. Among the many are: Is there a need for the capability? Is there some system out there that can already deliver the capability? Is there another system that can be modified to provide the capability? Is there a commercial product that the military can buy or modify to provide the capability? What other elements of DOTMLPF can be enhanced to negate the need to buy a new system?

At first glance, the acquisition of people-based capabilities does not seem to even warrant a materiel analysis. After all, and Airman’s main weapon in a culturally challenging environment is his mind. Even so, training aids and tools are often required to facilitate cognitive development. With this in mind, material analysis then becomes relevant to the USAF’s plans to develop 3C Airmen.

What types of tools and training aids can the USAF use to enhance the capabilities of its Airmen? An article published in the U.S. Army’s *Field Artillery* magazine, by Lieutenant Colonel Prisco R. Hernandez in 2007, offers some clues. In the article Hernandez proposed a three-step approach to developing cultural understanding. Since knowledge is the foundation upon which every other human capability is built, Hernandez suggested that the first step include the study of the history and culture of a target region or area. With a solid knowledge base, Hernandez suggested the student

should then try to learn the dominant language of the region. Finally, Hernandez recognized that practical application of the student's cultural and linguistic knowledge through actual immersion in the target culture is the only way to attain cultural understanding.⁴¹

One approach to determining what material the USAF could use in developing 3C Airmen is to simply think logically about what types of products could support each of Hernandez's three steps. To develop a foundational knowledge base, a student can read books and access to web-based resources on the target culture. To develop language skills, a student could use any of the commercially available, web-based or stand-alone language training software. Additionally, the use of simulations can lessen the need for lengthy and costly immersion programs. Finally, a student may want to gauge their progress towards a greater cultural understanding. To meet this need, the student must have access to some sort of assessment tool. Ideally, the student would access the assessment electronically to minimize costs.

In addition to materials that are readily available to general public at libraries or on the Internet, USAF personnel have access to DLI resources. Though the Advanced Distributed Learning System, a web-based system accessible through the Air Force Portal, all Airmen have access to DLI's culture familiarization courses on Iraq and Afghanistan. Unit mobility officers normally require Airmen deploying to these regions to complete the respective course as part of their predeployment training. While it is not well known, all Airmen can also directly access DLI's vast online database of cultural and language support materials to include a basic cultural assessment tool.⁴²

So what other materials is the USAF using to support cultural training? The most prominent use is in higher level officer PME programs. According to information provided by Lieutenant Colonel Michelle Hall, an ACSC instructor, the reading list for the Regional and Cultural Studies course includes excerpts from over forty-five books and journals. While impressive, this reading list only supports building a cultural knowledge base. To develop linguistic skills, the USAF also offers AWC and ACSC students the opportunity to take advantage of commercial, web-based language training applications. Also recall from table 3, only AWC Distance Learning students are required or even have access to cultural simulation software.⁴³

Overall, the USAF is utilizing the spectrum of available training aids and materials that could possibly support cultural development, but the USAF may not be using them as effectively or as extensively as possible. Although cost may be an issue, the USAF could make language training software and applications available to all personnel. In addition the USAF could make wider use of simulation software. Given the current generation's addiction to technology, these two investments may be just enough to inspire self-study and bridge the final step towards changing institutional culture.

Leadership

In terms of the USAF's plan to create a force of 3C Airmen, leadership has the potential to have the greatest impact. In essence, USAF leaders are going to need to lead a change in institutional culture. Instead of the typical American reluctance to embrace and explore other cultures, leaders are going to need to instill Airmen with a sense of cultural adventurism.

In the absence of empirical data that could be used to gage the degree of success towards instituting change and creating a new cultural mindset, leadership analysis under the DOTMLPF construct becomes problematic. For this reason, this researcher turned to John P. Kotter's eight-stage model for leading change.⁴⁴ While the model is primarily designed to chart a path for leading an organization through change, it can be used to determine where an organization is at in the change process. The key to this analytical approach is the identification of certain institutional and individual behaviors that can be used to pinpoint what stage an organization is at in the change process.

The first step in Kotter's model is to *establish a sense of urgency*. The fundamental approach to establishing this urgency is to eliminate complacency and get the institution to recognize that there is a problem. To accomplish this objective, Kotter suggested creating a crisis.⁴⁵ For the USAF, as well as the rest of the U.S. military, the crisis landed in its lap in the form of OIF and OEF. During these operations, the need for increased cultural competence among the military forces became apparent to everyone from the President to the general public. The Chief of Staff of the Air Force's speech back in 2004 should be proof enough. In his speech, General Jumper acknowledged culturally complex operational environment the USAF was involved in and then called on every Airman to be an ambassador.⁴⁶

The next step in Kotter's model calls for organizational leaders to *create a guiding coalition*. While not just any team will do, the team must have the positional power, proper expertise, credibility, and proven leaders to be effective.⁴⁷ By revisiting the organizational analysis earlier, there are clear indications that this criterion has been

met. Not only has the USAF established an Executive Steering Committee at the right level, it has chartered and empowered the AFCLC.

There is also concrete evidence that the USAF has completed the third step of Kotter's model, developing a vision and strategy. The Air Force Vision statement reads, "Airmen competent in cultural, regional and foreign language expertise to positively influence Air Force expeditionary operations worldwide."⁴⁸ In addition, a draft strategy was in place as early as July 2008. The strategy was eventually approved by the Chief of Staff of the Air Force, on 30 April 2009, as the *Air Force Culture, Region & Language Flight Plan*.⁴⁹

The fourth step of Kotter's model involves *communicating the change vision*. At this point, the leaders and change agents lead by example and continually seek to push the change vision to the greater organization through a variety of means.⁵⁰ Again, USAF efforts seem to be on track. In addition to several key AF leaders speaking about the need to transition to a new cultural mindset, AFCLC has published a number of news articles, and has participated in a number of symposiums. In addition, the USAF has pushed out numerous press releases, audio podcasts, and even created an online site to "air" information about the plan to the general USAF population.⁵¹

The USAF has also fulfilled the next two steps in Kotter's model, *empowering employees for broad-based action* and *generating short-term wins*. One way to look at the evolution of the change is by revisiting Rothstein's research. In 2006, Rothstein also investigated the USAF's effort to field a culture training program. Basically, Rothstein concluded that the lack of a lead organization was impeding progress.⁵² Since then, the USAF has chartered and fully empowered the staff of AFCLC tackle the challenge of

creating 3C Airmen. In addition, AU has further added fuel to the process by designating the 3C Airmen program for its Quality Enhancement Plan. In doing so, AU tied its future as a degree-granting institution, via its accrediting process, to the overall success of the 3C Airmen program.⁵³ Even the short-term wins are starting to add up. Take for example, the cultural awareness training, however minimal, now being provided during every major PME course and the successful deployment of dedicated culture courses at ACSC, AWC and CCAF.

By all appearances, the change process is now at Kotter's seventh step where leaders *consolidate gains and producing more change*. This conclusion is based on the lack of evidence proving that leaders are actually *anchoring new approaches in the organizational culture*, which is the final step. In order to declare the process in the final step, this researcher would expect to routinely observe fellow Airmen engaging in culture related discussions, talking about a language course they have or are taking, and most importantly, espousing the merits of their cultural capabilities in regards to mission accomplishment. Instead, Airmen appear to be still trying to assign meaning to the changes taking place around them. The seventh step, Kotter acknowledges, can take as much as a decade to complete.⁵⁴

Personnel

According to *Chairman Joint Chiefs of Staff Manual 3170.01C*, the personnel element of DOTMLPF analysis "primarily ensures that qualified personnel exist to support joint capabilities."⁵⁵ Except for one key aspect, the personnel element remains largely a fixed variable. That key aspect is term "qualified," because it implies the need to classify and track each Airman's cross-cultural capabilities. Currently, the USAF

neither widely classifies, nor tracks each Airman's cultural capabilities, because it has not yet determined an effective method to assess these capabilities. In the USAF's defense, AU has identified the need to create or adopt assessment tools as one of its "Lines of Activity" under the Quality Enhancement Program.⁵⁶ Once the USAF adopts an assessment method, it will then be able to track capabilities and better utilize personnel resources according to the goals outlined in the *Air Force Culture, Region & Language Flight Plan*. Again, assessing cultural capabilities is not an easy task.

While there are some tools to measure various aspects of cultural competence, their reliability and validity remain questionable.⁵⁷ Even a tool specifically created to measure proficiency levels for the 14 behaviors RAND identified, would have to be extremely robust. When looking at the multiple behavior components, each with possibly multiple levels of competency, it is easy to see how complex assessing cultural-competence quickly becomes. In the end, observation of an individual in an actual culturally challenging environment may be the best method. In effect, this is how the USAF currently assesses leadership. Airmen are observed in leadership roles and promoted based on their potential to serve in the next grade. As a byproduct of this process, an Airman's rank serves as the classifier for their current leadership capabilities. Unfortunately, even direct observation of cultural capabilities has some drawbacks including, observer bias and skill, time, money, and unpredictable cultural engagement opportunities.⁵⁸

Facilities

A typical weapon system, like a fighter aircraft, may require a number of different types of support facilities. In the case of a fighter aircraft, the support facilities

might include specialized maintenance facilities, hangars, or even dormitories for the support Airmen. With the acquisition of new aircraft, analysts must contend with a number of issues to determine what facilities must be built or modified. These issues include such things as military construction timelines, environmental impacts, long-term basing plans, and even congressional interests.

From a facilities perspective, the USAF's approach to developing "Airman-Statesman" requires little analysis. Quite simply, there are only two types of facilities that could be used to support the development of 3C Airmen, schools and urban training facilities. Currently, there is no evidence to suggest the USAF plans to construct new schools specifically for cultural training and education. Instead, cultural training will continue to be delivered at existing PME schools.

While the USAF could use urban training facilities, like the U.S. Marine Corp's Military Operations in Urban Terrain (MOUT) facility at Camp Lejeune, to enhance cultural learning, there is no indication that it plans to do so. MOUT facilities are mock-ups of villages or towns. During training scenarios, MOUT operators typically use actors to simulate civilians and enemy combatants to simulate combat in an urban environment. In some cases, MOUT operators employ actual expatriates from the target culture to further enhance the overall realism. Of course, the degree of realism is directly related to the skills of the role players. For the USAF, the use of a MOUNT facility to augment cultural training for all Airmen is probably not cost effective. The primary reason is the number of Airmen performing these types of combat operations is extremely small.

Summary

In this chapter, DOTMLPF analysis was used to determine if the USAF's efforts to create 3C Airmen will be sufficient to meet the cultural needs of COE and beyond. Doctrinally, the USAF has begun to emphasize the need to consider cultural when planning and conducting operations. While there are a few key documents that do not yet reflect the importance of culture considerations, the message is slowly making its way into USAF doctrine.

Organizationally, the USAF is well postured to fully institute a new cultural mindset. By utilizing the existing PME structure, which has proven that it is highly capable of developing leaders, the USAF has set the foundation for realizing its goal to make every Airman cross-culturally competent. Although there can be significant time gaps between levels of PME, the system does provide opportunities throughout an Airman's career to reinforce their skills.

From a change perspective, the establishment and empowerment of the AFCLC has already proven to be the right move. The position of AFCLC within AU gives it considerable access and influence over core personnel education and training programs. This influence, backed by leadership all the way up to the Chief of Staff and Secretary of the Air Force, has allowed AFCLC to champion and set in motion a comprehensive "Flight Plan." With continued emphasis by all leaders, the USAF should be able to fully bring about the final step in the institutional change process, but this final step may take some time.

In terms of training and education, the tiered approach to providing culture-general and culture-specific training seems logical, given there is no way of accurately

predicting what cultures will be included in the future operational environment. While culture-specific “crash courses” may not be the best solution for preparing Airman to operate in specific cultures, they are better than nothing. In an environment where tactical decisions have already proven to have strategic effects, Airman, both officer and enlisted, may not receive the breadth and depth of cultural training they need early enough in their careers to fully meet mission needs, under current plans.

Materiel and facility considerations for the development of 3C Airman are minimal. The USAF’s decision to incorporate cultural training into existing PME programs means that no new school facilities should need to be built. Although cost is always a consideration, the USAF could make wider use of training aids, such as computer simulations and language training tools. In a generation of technology addicts, these tools may be enough to help bridge the gap towards self-initiated learning.

Finally, the USAF recognizes that it needs to be able to better track and utilize personnel based on their cultural capabilities. While, the USAF already tracks language skills, it is a long way from tracking more ambiguous cultural skills. Until the USAF creates or adopts a way to assess these skills, it will never be able classify or track them.

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²Chairman, Joint Chiefs of Staff, Joint Publication (JP)1, *Doctrine for the Armed Forces of the United States* (Washington, DC: Government Printing Office, May 2007), ix.

³Williamson Murray, “Strategic Bombing” in *Military Innovation in the Interwar Period*, ed. Williamson Murray and Allan R. Millett (New York: Cambridge University Press, 1996), 127.

⁴U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 1, *Basic Air Force Doctrine* (Washington, DC: Government Printing Office, November 2003), 4.

⁵U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 2-3, *Irregular Warfare* (Washington, DC: Government Printing Office, August 2007), 27-80.

⁶U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 2-3.1, *Foreign Internal Defense* (Washington, DC: Government Printing Office, September 2007), 58.

⁷U.S. Department of the Air Force, Air Force Doctrine Document (AFDD) 2-5, *Information Operations* (Washington, DC: Government Printing Office, January 2005), 16.

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¹⁴Air University, "Curtis E. LeMay Center for Doctrine Development and Education," Air University Public Portal, <http://www.au.af.mil/au/lemay/about.asp> (accessed 13 November 2009).

¹⁵Air Force Culture and Language Center, "Air Force Culture and Language Center Charter," U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/center.html> (accessed 15 August 2009).

¹⁶Air Force Culture and Language Center, "Air Force Culture, Region & Language Flight Plan," U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 13.

¹⁷*Ibid.*, 263.

¹⁸P. Christopher Early and Soon Ang, “Cultural Intelligence: Individual Interactions Across Cultures” (Stanford, CA: Stanford Business Books, 2003), 258-259.

¹⁹*Ibid.*, 265.

²⁰Chaitra M. Hardison et al., *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), xi.

²¹*Ibid.*, 4,15.

²²*Ibid.*

²³Air Force Culture and Language Center, “Air Force Culture, Region & Language Flight Plan,” U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 18.

²⁴Air Force Culture and Language Center, “Training,” Air Force Culture, Region & Language Program, <http://www.culture.af.edu/Training.html> (accessed 13 April 2009).

²⁵Joseph M. McDade, Jr., “Language and Culture Transformation Efforts,” Statement to the Committee on Armed Services Subcommittee on Oversight and Investigations, U.S. House of Representatives, 10 September 2008, http://armedservices.house.gov/pdfs/O1091008/McDade_Testimony091008.pdf (accessed 2 November 2009) 9.

²⁶*Ibid.*, 7.

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²⁸*Ibid.*, 129-137.

²⁹*Ibid.*, 58-67.

³⁰*Ibid.*, 68-75.

³¹*Ibid.*, 138-144.

³²*Ibid.*, 150-153.

³³*Ibid.*, 154-157.

³⁴*Ibid.*, 157-161.

³⁵*Ibid.*, 169-170.

- ³⁶ Ibid., 176-179.
- ³⁷ Erik Holmes, "New Culture Course Takes a Global Approach," *Air Force Times*, 2 February 2009.
- ³⁸ Ibid., 115-118.
- ³⁹ Ibid., 110-112.
- ⁴⁰ Ibid., 115-118.
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- ⁴⁵ Ibid., 34-46.
- ⁴⁶ John P. Jumper, "Cultural Awareness for an Expeditionary Military," Air Force Speeches, <http://www.af.mil/speech/speech.asp?speechID=80> (accessed 16 June 2009).
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⁵³John P. Kotter, *Leading Change* (Boston: Harvard Business School Press, 1996), 21, 143.

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⁵⁵Chairman, Joint Chiefs of Staff, Chairman of the Joint Chiefs of Staff Manual 3170.01C, *Operation of the Joint Capabilities Integration and Development System* (Washington, DC: Government Printing Office, May 2007), GL-13.

⁵⁶Air Force Culture and Language Center, “AFCLC: Organization, Concepts & Plans Briefing,” U.S. Air Force Culture, Region and Language Center Portal, <http://culture.af.edu/index.html> (accessed 10 August 2009), 31.

⁵⁷P. Christopher Early and Soon Ang, “Cultural Intelligence: Individual Interactions Across Cultures” (Stanford, CA: Stanford Business Books, 2003), 188.

⁵⁸*Ibid.*, 202.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

By injecting cultural training into every level of PME, ensuring deploying Airmen receive more cultural-specific training, and adjusting doctrine to better reflect the need for cultural considerations in operations, the USAF has certainly taken a number of positive steps towards creating a force of 3C Airmen. Unfortunately, these measures will likely be insufficient to meet the USAF's needs for the remainder of the 21st Century, because of inherent flaws in some of the elements to this approach. First, the heavy reliance on the PME system means that Airmen may not develop sufficient cross-cultural skills until much later in their careers. The fact that Airmen only sporadically attend PME also hinders the cultural learning process. Second, the USAF's approach is mostly focused on the increasing only the cognitive and behavior aspects of CQ. Conspicuously missing are any real efforts to address the motivational aspect of CQ. Third, the lack of appropriate assessment tools means, among other things, that the USAF will not find out if Airmen are truly 3C until they are immersed in a culturally challenging environment. In addition, the lack of an assessment tool prevents the USAF classifying, tracking, and assigning Airmen based on the cultural capabilities.

If there is one aspect of cultural training that experts can agree upon, it is that cultural training must be both deliberate and continuous to be effective. While the USAF PME system and EST provides some deliberate cultural training to more senior officers, in the form of dedicated courses on culture to ASCS and AWC students, the training at the lower enlisted and officer ranks is merely integrated into other courses, such as

international studies. To make matters worse, the goal of these courses is simply to develop cultural awareness. While cultural awareness is a step in the right direction, Airmen must achieve a greater cultural understanding before they can become 3C. In reviewing the USAF's plans and PME course objectives, it is not clear how or when the USAF expects Airmen to reach this level.

Not only does the PME system fall short in providing deliberate cultural training to all Airmen, it does not support continuous learning like it does for leadership training. Although some researchers may argue otherwise, there are generally two accepted elements to the learning process. The first element is the informational aspect, which is primarily fulfilled through instruction during PME. The problem with PME, as noted during DOTMLPF analysis, is that Airmen can experience significant gaps in time between when they attend one PME course and the next. With cultural training, there are few opportunities for the second element of the learning process, the experiential aspect, to fill the training gaps between PME courses. Unlike cultural training, Airmen are subject to the experiential aspect of leadership training through the course of their normal duties. Through a master-apprentice type system, Airmen are constantly given opportunities to develop their leadership capabilities. In the process, Airmen receive feedback on their progress and have an opportunity to reflect on what they have learned. With cultural training, this entire aspect is currently missing. Experiential cultural learning, for most Airmen, does not occur until they suddenly find themselves immersed in a foreign culture, without cultural "masters" or seasoned, 3C leaders to guide their development.

Although not identified as a through DOTMLPF analysis in chapter 4, the USAF seems to be focused on addressing the cognitive and behavior aspects of cultural training, while mostly overlooking the equally important motivational aspect. According to researchers Earley and Ang, “without the requisite efficacy to learn about a new cultural environment, one may not be willing to do so.”¹ While there are most certainly Airmen who, for various personal reasons, study other cultures on their own, others do not. In some cases, Airmen are completely disinclined to study other cultures. The following comment, captured during the RAND research discussed in chapter 3, most certainly supports this argument.

I don't want to learn to speak, write or communicate with foreigners. That's what we have interpreters for. Don't create more work for us. If we are in another country helping their situation, they need to learn to adapt to our language, culture, and the way we live [and] be happy with it. The less contact I have with foreigners, the better.²

Although the USAF has integrated its cultural training with its leadership training in the PME system, the motivational aspects of the two are not the same. Indirectly, Airmen are motivated to study and practice their leadership skills outside of the formal PME programs, because their promotions directly tied to their leadership abilities. To provide further motivation, those Airmen that fail to progress as leaders are either separated under high-year of tenure rules or are targeted for separation under force shaping initiatives. Aside from incentive pay for a few select language skills, there are no tangible “carrots” or “sticks” to motivate Airmen to study other cultures on their own.

Perhaps the biggest barrier of the USAF's plan to create 3C Airman is the lack of a method to assess each Airman's 3C skills. Not only does this lack of an assessment method prevent Airman from understanding the limits of their own skills, it prevents the

USAF from being able to classify, track and assign them accordingly. The USAF goes through great lengths to ensure the right personnel, with the right skills, are in the right positions, at the right times. The goal is not only to accomplish the current mission, but to give Airmen the necessary experience they need to effectively accomplish future missions. Given the overall importance of cultural skills to the COE, the need to be able to classify Airmen, based on their cultural skills, is a given. Without an effective method or tool to assess the cultural capabilities of all Airmen, the USAF will continue to miss opportunities to enhance each Airman's cultural skills. More importantly, the inefficient use of personnel resources will continue to affect mission accomplishment.

Recommendations

Despite the potential for the three major flaws, identified above, to prevent the USAF from meeting current and future mission needs, the USAF should not abandon its current plans to create 3C Airmen. Instead, the USAF should simply add two additional elements to the plans to address the deficiencies. To start with, the USAF should add an additional line of operation to motivate Airmen to study culture on their own. By adding this line of operation, the USAF can help bridge the learning gaps created by the sporadic nature of PME and better promote the lifelong study of other cultures. Second, the USAF needs to set a goal to establish a method to assess, classify, and track each Airman's cultural skills. The ability to track each Airman's cultural skills will improve the USAF's ability to manage personnel resources, determine the overall cultural "health" of its forces and identify additional areas for improvement.

There are a number of different approaches the USAF could take to motivate Airmen to study culture on their own. Starting with "carrots" or incentives, the USAF

could start by offering monetary incentives to those Airmen that obtain a certain levels of proficiency or knowledge in critical cultures. Of course, this initiative would necessitate a method to assess skills in a particular culture. As an alternative to providing monetary incentives, the USAF should instead consider awarding additional points towards promotion to those Airmen that achieve a certain level of proficiency or knowledge in target cultures. A third option would be to simply implement an USAF-wide recognition program. This program could start by providing USAF level awards to those personnel who have contributed the most to USAF knowledge of different cultures. These awards could be based on an individual's overall promotion to greater cultural understanding through written articles, speeches, or even contributions to web-based discussion groups. At the squadron level, the USAF could create programs to recognize individual achievements such as attaining certain cultural skill levels or completion of specialized cultural courses. The cost to implement any of these recognition programs would be minimal.

In lieu of, or in conjunction with these “carrots,” the USAF could implement some “sticks” to motivate personnel to study other cultures. Like other leadership skills, cultural skills could be included on officer and enlisted performance reports. By adding cultural skills as an assessment category on performance reports the USAF can indirectly link promotions, retention and selection for more competitive assignments to cultural abilities.

Whether the USAF adopts a “carrot” or “stick” approach to motivating Airmen to study other cultures on their own, it must have an effective method to assess their cross-cultural skills. At the rudimentary level, the USAF could simply adopt the assessment

tools DLI has already created and fielded. While these DLI tools currently assess only declarative and procedural knowledge for specific cultures, they could be modified to include role playing simulations to better assess affective cultural behaviors and achieve a higher level of fidelity.

¹Chaitra M. Hardison et al., *Cross-Cultural Skills for Deployed Air Force Personnel: Defining Cross-Cultural Performance* (Santa Monica, CA: RAND Corporation, 2009), 282.

²*Ibid.*, 37.

APPENDIX A

FLIGHT PLAN

*Air Force
Culture, Region & Language
Flight Plan*



U.S. AIR FORCE

MAY 2009

FOREWORD

“Developing broader linguistic capability and cultural understanding is...critical to prevail in the long war and meet 21st Century challenges. The Department must dramatically increase the number of personnel proficient in key languages...and make these languages available at all levels of action and decision—from the strategic to the tactical.”

2006 Quadrennial Defense Review, p. 78

Due to the nature of immediate and likely future challenges, our Joint forces require Airmen capable of influencing the outcomes of US, allied, and coalition operations anywhere in the world. While we, the Air Force, have made considerable initial progress toward building the necessary cross-cultural skills, we recognize the existing processes for obtaining this force-enhancing capability (appropriate culture, region, language and negotiation skills) are not currently mature or robust enough to optimally meet immediate expectations or near-future requirements. Therefore, it is imperative that we tailor our cultural, regional, and language competency development to maximize our efforts and meet Air Force and Joint requirements informed by National guidance. To this end, the Air Force Culture, Region, and Language (CRL) Flight Plan represents our framework for implementing relevant National Security and National Defense strategies via Air Force programs.

The dynamic global environment has made Cross-Cultural Competence a critical and necessary capability for the Total Force. The Air Force CRL Flight Plan supports the following Air Force Strategic Plan Priorities: (1) Support Today’s Joint and Coalition Fight; (2) Develop our Airmen; and (3) Modernize our Training. The desired end-state is the deliberate development of Airmen with Joint warfighting skills; each with the right knowledge, skills, and attitudes to positively influence operations and build coalitions and partnerships. The Air Force will continue to transform to meet the challenges of the 21st Century and this strategy will be the guide in the realm of cross-cultural force development.

Our task is to organize, train, and equip Airmen prepared to rapidly deploy and effectively engage anywhere in the world. This CRL Flight Plan provides authoritative guidance for the development of plans and programs to build cross-cultural capability in support of national security objectives; and will effectively ensure Airmen maintain persistent focus on our primary objective – to *fly, fight, and win* in support of the Joint mission and the defense of the Nation.

EXECUTIVE SUMMARY

The Air Force Culture, Region and Language (CRL) Flight Plan provides a framework to implement National Security and National Defense ends with Air Force programs. The CRL Flight Plan envisions cross cultural competency (3C) for all Airmen and robust language skills and regional expertise for targeted Airmen. The end-state sought will: (1) provide Combatant Commanders with Airmen who possess the language and cultural skills and the regional knowledge and experience to enhance joint and coalition warfighting capabilities and (2) provide coalition and partner nations with the English language skills needed to maximize our ability to operate together.

This CRL Flight Plan supports the 2008 National Defense Strategy's emphasis on: (1) strengthening and expanding alliances and partnerships and (2) integrating and unifying our efforts to promote a "new jointness." The CRL Flight Plan is also consistent with the following Air Force Strategic Plan Priorities: (1) Support Today's Joint and Coalition Fight; (2) Develop our Airmen; and (3) Modernize our Training. The CRL Flight Plan's focus is on defining these requirements, conducting gap analyses, and then, synchronizing Air Force-wide efforts to maximize the use of Air Force resources to meet these requirements. The CRL Flight Plan also contemplates a continual focus on lessons learned and emerging missions so that Air Force requirements are continually assessed and updated.

The CRL Flight Plan will produce Airmen who are better able to negotiate, communicate and relate to members of our joint and interagency teams as well as coalition partners and potential adversaries. These skills will produce "coalition-minded" warriors who are better able to influence outcomes across the full spectrum of conflict. It works toward a transformation of Air Force leadership – producing leaders who know that prevailing in future conflicts depends not only on the Air Force's traditional advantages in technology and organization but also an understanding and responding to the human elements of conflict that are expressed in languages and cultures – both for partners and for adversaries. The CRL Flight Plan also focuses on the Air Force's role as Executive Agent for the Defense Language Institute's English Language Center. In this capacity, the Air Force plays a key role in providing English language training to all coalition and partner nations working with the Department of Defense (DoD) – a key to strengthening and expanding alliances and partnerships.

In viewing the dynamic global environment, the 2008 National Defense Strategy and the Air Force Strategy make it clear that we face a spectrum of challenges, including violent extremist networks, hostile states armed with weapons of mass destruction, rising regional powers, emerging space and cyber threats, natural and pandemic disasters, and a growing competition for resources. We must organize, train, and equip our forces to respond to these challenges while anticipating and preparing for those of tomorrow. We must therefore balance strategic risk across the spectrum of conflict, making the best use of the capabilities within the US government and among our international partners. Whenever possible, we will seek to prepare to reduce uncertainty. This means we will continually review our understanding of trends, their interaction, and the range of risks we may be called upon to respond to or manage. In short, tackling these strategic challenges requires an assessment of the tools available to construct a durable, flexible, and dynamic Air Force capable of responding to our Nation's needs. This is precisely the framework the CRL Flight Plan creates.

1.0 STRATEGY OVERVIEW.

The Air Force's CRL Flight Plan acknowledges the importance of culture, region and language education and training and provides overarching guidance for the development, alignment, management and transformation of CRL capability and capacity. This Flight Plan is linked to higher-level national, defense and military strategies, and tailors the goals and objectives of the *Defense Language Transformation Roadmap* and *Quadrennial Defense Review Execution Roadmap for Irregular Warfare* to the Air Force mission. It is aligned with the 2008 *Air Force Strategic Plan*, *Air Force Annual Programming and Planning Guidance* and *Air Force Posture Statement*. Figure 1 illustrates these relationships. As a supporting tier within the family of Air Force strategies, the Air Force CRL Flight Plan makes the following assumptions:

- Operations with Coalition partners will increase
- Culture, Region and Language demand signals will evolve with Air Force's Expeditionary Operations Strategy
- Culture, Region and Language capacity need to be forecasted and developed across specialties with sufficient time to lead turn future operations
- Culture, Region and Language capabilities are highly perishable and must be sustained to be effective
- Culture, Region and Language capability development and sustainment demands time, training and fiscal investment
- A more diverse total force population can enhance CRL capabilities



Figure 1-1: Air Force Culture, Region and Language Strategy Governing Directives

2.0 GLOBAL CULTURE, REGION, AND LANGUAGE STRATEGY.

The Air Force CRL Flight Plan is grounded in National and defense strategy and embodied in our institutional competencies. This Flight Plan is a force enabler intrinsic to expeditionary operations, building partnerships and long-term overseas basing.

2.1. STRATEGIC IMPERATIVE.

Today's confluence of global trends already foreshadows significant challenges to our organization, systems, concepts, and doctrine. The future strategic environment is being shaped by the interaction of globalization, economic disparities, and competition for resources; diffusion of technology and information networks, whose very nature allows unprecedented ability to harm and, potentially, paralyze advanced nations; and systemic upheavals, impacting state and non-state actors and, thereby, international institutions and the world order.

This expanding and dynamic operational environment requires the Air Force to operate in and across the gamut of cultural, regional and linguistic contexts. Most Airmen have had limited exposure with many of these cultures, regions and languages and, therefore, will require targeted development of increased cross-cultural competence to appropriately, effectively and decisively achieve desired effect. Cross-cultural competence is rooted in the Air Force's Institutional Competencies (AFPD 36-26) and is integral to General Purpose Force, Air Force Special Operations Force and Senior Leadership development. The Air Force of the 21st Century will require Airmen-Statesmen able to influence the outcomes of US, allied and coalition operations and able to build partnerships to maximize the Air Force's mission capabilities.

2.2. NATIONAL DEFENSE STRATEGY.

The DoD has five key objectives listed in the 2008 Strategy, all of which, necessitate varying levels of cross-cultural competence. The five objectives are:

- Defend the Homeland
- Win the Long War
- Promote Security
- Deter Conflict
- Win our Nation's Wars

The Department has, in-part, embodied this strategy through the issuance of, the new Irregular warfare DoD directive 3000.07 along with the draft DoDIs on Security Force Assistance and Stability Operations (3000.05), which highlight the need for CRL capability. Additionally, the Department had previously issued transformation roadmaps, which centered on the need for CRL modernization. They are the *Defense Language Transformation Roadmap* (DLTR) and the Quadrennial Defense Review (QDR) *Execution Roadmap for Irregular Warfare* (IW Roadmap). These roadmaps seek to create within DoD a foundational and surge CRL capability as well as improve Air Force Irregular Warfare capabilities to ensure Airmen are prepared for current and future missions. Experience in *Operations ENDURING FREEDOM* and *IRAQI FREEDOM* has shown that CRL capabilities are essential for successful operations across domains. To achieve these goals across DoD, the DLTR assigned 43 tasks as well as 5 focus areas under the IW Roadmap to the Military Departments, DoD Agencies and the Joint Chiefs of Staff.

2.3. VISION: Enhance the Air Force's capability to influence the outcomes of US, allied and coalition operations and maximize operational capabilities by building global partnerships

Applying the CRL Flight Plan to existing Air Force planning processes will achieve this vision and subsequent end-state. It will enable the Air Force's engagement strategy by fostering collaborative relationships with enduring and emerging regional partners. The capability will be delivered by a competency-based workforce comprised of International Affairs Specialists (IAS), International Health Specialist (IHS), cryptologic language analysts, and Airmen and civilians with cross-cultural competence. Executing the CRL Flight Plan will support our core functions, enabling the Air Force mission to fly, fight and win in air, space and cyberspace.

2.4. END STATE: Airmen with Key Joint and Coalition Warfighting Capabilities

1) Develop and Sustain Airmen with Sufficient CRL Competence (figure 2.1):

Airmen with appropriate levels of cross-cultural knowledge (CRL), skills and attitudes who are able to meet Air Force mission needs and able to surge for emergent requirements, to include:

All Airmen: A total force infused with cross-cultural competence (3C)

Foreign Language Professional: Career language professionals (officer and enlisted) with demonstrated, sustained language skills, intrinsic to the Air Force specialty and mission set.

Foreign Language Enabled: Total force Airmen with appropriate and timely language ability development to meet tactical mission requirements.

Developing Leaders: Deliberately develop cross-culturally competent Airmen leaders

2) Alignment of Total Force CRL Capabilities with Requirements: CRL capabilities and Air Force institutional competencies in the total force aligned with operational requirements to support Joint and Air Force missions.

3) Sustainment of Total Force CRL Capabilities: Agile, responsive and cost-effective plans and policies that sustain Air Force CRL capabilities.

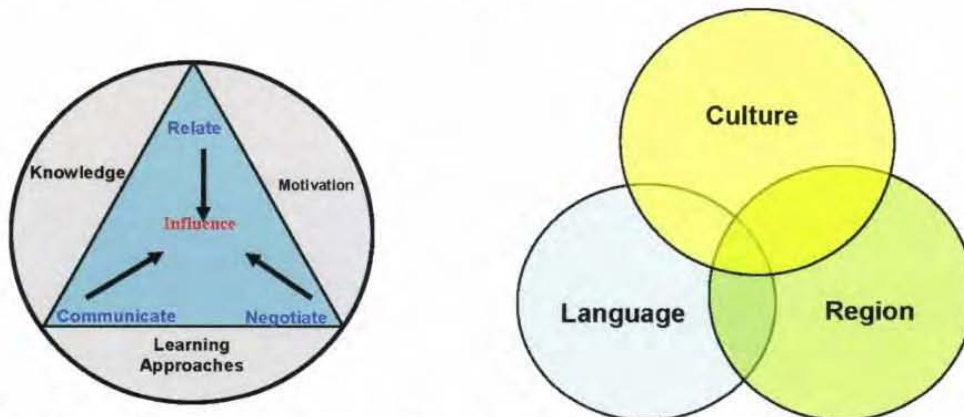


Figure 2-1: Cross-Cultural Competency Model

3.0 FRAMEWORK & METHODOLOGY.

The 2007 CSAF *Global Cultural, Region and Linguistic Framework* identified the need to do the following: (a) quantify and translate current and future operational demands; (b) recruit, train, educate, equip, retain, and promote Airmen to supply and maintain these competencies; and (c) align Air Force organizations, processes, and resources to produce and sustain an optimal supply of Airmen with CRL specific competencies. This strategy embodies those findings and draws from Air Force Force Development Policy to detail the Air Force's methodology for enabling Airmen able to influence the outcomes of US, allied and coalition operations and to maximize operational capabilities by building partnerships.

3.1. GOALS & TASKS.

GOAL #1: Determine Culture, Region and Language (CRL) requirements to produce the workforce capabilities needed to accomplish the Air Force mission.

TASKS:

1-1. Synchronize Air Force CRL efforts and align capabilities with current and future requirements (CSAF Global Cultural, Regional and Linguistic Framework). **OPR: AETC, A1; OCR: USAFA**

1-2. Reflect the role of CRL in Air Force doctrine, policies, and planning guidance (*DLTR* Task 1.D). **OPR: A1; OCR: AFCLC, A5, AETC (AU)**

A. Definitions (See appendix A)

B. Methodologies

- i) Cross-Cultural Competence (3C):** To deliberately target Airmen, 3C will be synchronized across functional requirements and throughout accessions, Professional Military Education (PME) and expeditionary skills training.
- ii) Air Force Language Program:** Airmen will be provided targeted language development as foreign language professionals, foreign language-enabled or developing leaders. The following principles will guide the Air Force language program:
 - a) Targeting Airmen with interest and aptitude ("willing & able") for advanced language learning will provide the highest sustainable proficiencies
 - b) Encouraging and enabling the "willing & able" (enlisted and officer), across Air Force specialties, with opportunities to maintain and practice those skills is the most cost effective strategy for building higher-level skills
 - c) Capability shortfalls based on the Air Force Strategic Language List will receive resource priority
 - d) Limited language skills, appropriate for the setting, can be very effective
- iii) Developing "Airmen-Statesmen" Leaders:** Deliberately develop Airmen leaders who are cross-culturally competent Airmen-Statesmen (see figure 3-2)

for career progression model). The Air Force has a number of inter-related efforts underway to achieve this objective. These initiatives include:

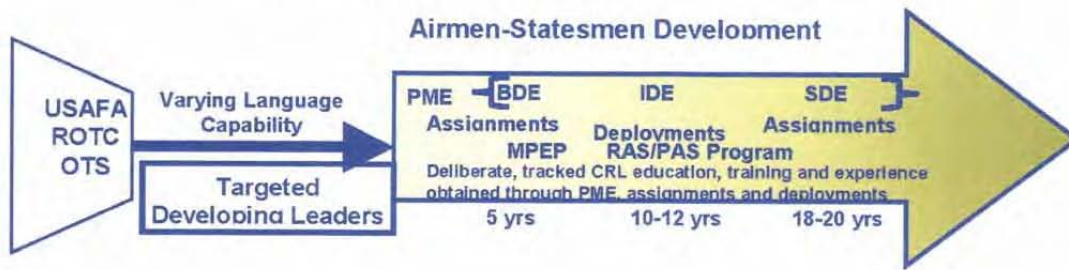


Figure 3-2. Airmen-Statesmen CRL Force Development

- a) Air Force Policy Directive on Force Development 36-26: Lists, for the first time, the leader competencies (AFPD 36-26) that the Air Force values. A number of 3C-related competencies are now part of the Air Force leadership development policy and these competencies will be “hard wired” into Air Force leadership development and assessment programs.
- b) Professional Military Education: Highly promotable officers at the basic, intermediate and senior schools versed in CRL issues, key to building partnership capacity.
- c) Military Personnel Exchange Program: Highly skilled Airmen with demonstrated potential for promotion and host-nation language proficiency are immersed in allied and partner militaries.
- d) Regional Affairs Specialist (RAS)/Political Affairs Specialists (PAS) Program: In-residence developmental education (DE) quotas are tied to the PAS Programs. Among other things, in-residence DE is considered by Promotion Boards (PB) and Developmental Teams (DT) when making promotion recommendations and assignment vector recommendations. The Air Force believes the RAS/PAS Programs will, in the long run, significantly increase the number of “Airmen-statesmen” occupying key leadership positions.

C. Force presentation

- i) Update planning guidance to reflect development of forces with CRL capability (e.g., Contingency Response Groups, 6 SOS, REDHORSE, 820TH SFG, etc.)
- ii) Update planning guidance to tie assignments to UTCs which require CRL.

D. Readiness reporting

- i) Update and synchronize readiness reporting systems and standards: Defense Readiness Reporting System (DRRS), Status of Readiness and Training System (SORTS) & Air Expeditionary Force Readiness Tool (ART)

- ii) Implement a language readiness index to measure capabilities relative to Air Force roles and missions as a methodology to identify gaps in readiness and facilitate corrective action. (DLTR Task 1.H; IW Roadmap Task 2.6.6)

GOAL 2: Ensure strategies and guidance reflect, and necessary resources are secured for the following: (1) continuously assess the ability of CRL programs to meet Joint, Combatant Command and Coalition requirements; (2) close significant workforce capability gaps by deliberately developing Airmen with required CRL competencies.

TASKS:

- 2-1.** Continuously screen and document total force language capability and aptitude to meet requirements. (DLTR Task 1.J); **OPR: A1; OCR: AETC, USAFA**
 - A.** Recruit (total force) from heritage communities in the US and US expatriate communities to enhance Air Force CRL capability. (DLTR Task 1.K); **OPR: A1, AETC**
 - B.** Ensure procedures and resources to provide for the availability of language testing, to include aptitude testing, across the Air Force. (DLTR Task 1.O); **OPR: AFPC**
- 2-2.** Incorporate CRL learning in accessions, professional military education and expeditionary skills training. (DLTR Task 1.P & 2.I; IW Task 2.1.2., 2.6.1) **OPR: AETC (AU & AFRS), USAFA; OCR: A1**
 - A. Accessions:** CRL programs within the United States Air Force Academy (USAFA) and Air Force Reserve Officer Training Corps (AFROTC) will be integrated and synchronized across academic year, and training and education programs. Basic Military Training will also be infused with 3C content. 3C will be developed in AFROTC and Officer Training School (OTS) in accordance with the Air University (AU) Strategic Plan and Quality Enhancement Plan (QEP).
 - B. Professional Military Education (PME):** CRL will be infused and maintained in officer and enlisted PME from post accessions through senior leader colleges, appropriate to the PME and range in levels from basic through advanced IAW the AU Strategic Plan and QEP.
 - C. Expeditionary Skills Training:** CRL is an Expeditionary Skill (ES) that must be standardized and integrated across the Air Force to provide Combatant Commanders cross-culturally competent warrior Airmen. 3C will be integrated and maintained within the ES 4-tiered model, defined by AETC.
- 2-3.** Refine personnel process to ensure assignment and deployment of qualified Airmen **OPR: A1D & A2D; OCR: AETC (AFCLC), AFPC**

- A. Refine personnel database systems (Active, Reserve, Guard and Civilian) and requirements to enable force managers to monitor CRL capabilities, readiness, and program effectiveness. (DLTR Task 3.F)
- B. Ensure optimized procedures for identifying and obtaining CRL training and education.

GOAL 3: Maximize return on investment by implementing synchronized and measured planning, programming, budgeting, legislative, and policy development activities within a corporate structure.

TASKS:

- 3-1.** Fully develop the Air Force Culture and Language Center (AFCLC): AFCLC is responsible for defining, coordinating, and implementing CRL-enabled Airmen foreign language education and training programs to satisfy Air Force requirements under the direction and guidance of the AF SLA. (AFCLC Charter) **OPR: AETC (AFCLC); OCR: A1**
- 3-2.** Incorporate CRL in ES and in-deployment training IAW Expeditionary Skills Training policy guidance. (DLTR Tasks 1.P and 2.I; IW Task 2.1.2, 2.6.1) **OPR: A1D, AETC & AFCLC**
- 3-3.** Institutionalize the Air Force's IAS Program. (DLTR Goal 4 & Task 3A, 3C, 3D) **OPR: SAF/IA; OCR: A1**
- 3-4.** Coordinate the Military Personnel Exchange Program (MPEP) with COCOM regional engagement strategies to better leverage opportunities with emerging partner nations. (DLTR Task 3A, 3B and 3D, IW Task 2.2.5) **OPR: SAF/IA**
- 3-5.** Incorporate best practices into the Air Force CRL program and partner with other DoD services and agencies, as well as with government and private organizations, universities and research institutes. (AFCLC Charter) **OPR: AFCLC; OCR: A1D, A9L, A5, A4/7**
- 3-6.** Exploit study abroad and immersion opportunities to increase CRL education and training consistent with Air Force Security Assistance Strategy. (DLTR Task 1.Q, 3.B, IW Task 2.2.3) **OPR: A1, A2, AETC USAFA**
 - A. Expand Olmsted Scholar Program (study abroad) participation.
 - B. Capitalize on 3C skills when selecting officers for foreign PME.
 - C. Seek out additional foreign PME opportunities and issue appropriate DT guidance for follow-on assignments.
 - D. Maximize study abroad and immersion opportunities for USAFA and AFROTC cadets.
 - E. Develop study abroad and immersion force development construct for developing leaders.

- 3-7.** Incentivize Foreign Language skills consistent with DoD policies and Air Force requirements. (DLTR Task 3.B, 3.C and 3E; IW Task 2.2.5) **OPR: A1; OCR : A2**
- A.** Develop study abroad and immersion opportunities for enlisted and civilian personnel.
 - B.** Evaluate stipends or incentives for AFROTC cadets studying foreign languages.

GOAL 4: Align CRL requirements with National, Defense and Air Force Strategy, both qualitatively and quantitatively.

- 4-1.** Ensure Air Force CRL force development is tied to Combatant Commands and Coalition requirements, requests for forces and lessons learned. **OPR: A1; OCR: A9**
 - A.** Shape force capability with a current Air Force Strategic Language List (AFSLL). (DLTR Tasks 1.G and 2.M; IW Task 2.2.5)
 - B.** Ensure Air Force Expeditionary Force tasking structure is optimized to highlight and deploy CRL-enabled Airmen
- 4-2.** Identify, synchronize, exploit and implement emerging language technology as required. (DLTR Task 2.J) **OPR: A2; OCR: AFMC**
- 4-3.** Synchronize with cyberspace initiatives. **OPR: A2, AETC; OCR: A1**
- 4-4.** Strengthen the Air Force's capability to influence the outcomes of US, allied and coalition operations by maximizing operational capabilities through building partnerships. **OPR: SAF/IA, A1; OCR: A5, AETC**
- 4-5.** Ensure the success of the Defense Language Institute English Language Center in meeting National, Defense and Air Force Building Partnership Capacity goals. **OPR: A1; OCR: SAF/IA, AETC**

4.0 ROLES AND RESPONSIBILITIES.

The Air Force CRL Flight Plan is an enterprise strategy that requires involvement and synchronization across Headquarters Air Force, MAJCOMs, and agencies. The Air Force's Expeditionary Airman concept depends on ensuring that Airmen are developed according to programmed and validated requirements. AF/A1D is designated as the Air Force's Senior Language Authority (SLA). As such, AF/A1D will team with all Air Force stakeholders to include AF/A2, AF/A3/5, SAF/IA, Air University, and commissioning sources to ensure the Air Force meets global CRL requirements. The Air Force has established an Executive Steering Committee (ESC) as a body of Force Development CRL stakeholders to review and align the CRL Flight Plan (Figure 4.1).



Figure 4.1: Air Force Culture, Region and Language Structure

The Air Force Culture and Language Center (AFCLC) leads synchronization efforts at the operational and tactical level as delineated in the AFCLC charter and in coordination with the AF SLA, the ESC policy and overall Air Force strategy. The Air Force ESC will meet semi-annually and as needed. Meetings will include the full membership body. Subject matter experts (SMEs) will be called on to brief the ESC on CRL matters to ensure an informed decision and direction. SMEs will include experts on topics such as building partnerships, language study, culture and region education and training as well as deployed commanders to relate and define requirements and lessons learned.

4.1 AIR FORCE REQUIREMENTS.

The Air Force's challenge in this global environment will be to refine and define CRL requirements. All MAJCOMs, agencies and functionals will partner with the Air Force SLA and the ESC to define, articulate and establish requirements in current and future planning and manpower policies.

4.2 CAPABILITY ASSESSMENTS.

Success of the Air Force CRL Strategy will be continually assessed based on the progress and outcomes of each goal and task. Each task's OPR will be responsible to report through their MAJCOM chain to the Air Force SLA on progress and ability to stay on the flight plan. The requirement for CRL capability will only increase over the next century. By continually assessing the environment we are operating in and the Air Force's ability to develop enduring cross-cultural competence, the Air Force will stay on the flight plan to develop Airmen and senior leaders capable of influencing the outcomes of US, allied and coalition operations and of maximizing operational capabilities by building partnerships.

5.0 CONCLUSION.

This CRL Flight Plan provides a methodology for an accurate determination of requirements, a more thorough assessment of gaps in capability, and focused education and training. It will build and maintain the capabilities the Air Force requires. The Air Force will continue to transform to meet the challenges of the 21st Century and this strategy will be the guide in the realm of cross-cultural force development. The changing global environment has made cross-cultural competence a critical and necessary capability for the total force.

The Air Force will continue to conduct shaping initiatives such as security assistance, security cooperation, proactive humanitarian assistance and crisis response---all the while building partnerships and promoting coalitions to meet the security requirements of the 21st Century. Air Force senior leaders will be provided the educational, training and experience opportunities to master the knowledge, skills and attitudes required influence the outcomes of US, allied and coalition operations and to maximize operational capabilities through Building Partnership Capacity. This will impart upon them the ability to understand the strategic objectives of our partners.

The end-state is Airmen with Joint warfighting skills, with the right CRL knowledge, skills and attitudes (general and specific) to positively influence operations and build coalitions.

APPENDIX 1:

AIR FORCE CULTURE, REGIONAL AND LANGUAGE STRATEGY TIMETABLE

Air Force Culture, Region and Language Strategy Schedule:

GOAL / TASK	OPR	OCR	FY09 (2nd Half)	FY10 (1st Half)	FY10 (2nd Half)	FY11 (1st Half)	FY11 (2nd Half)	FY12 (1st Half)
GOAL 1: Determine Culture, Region and Language (CRL) requirements to produce the workforce capabilities needed to accomplish the Air Force mission.								
I-1. Synchronize AF CRL efforts and align capabilities with current and future requirements. (CSAF Global Cultural, Regional and Linguistic Framework)	AFCLC AF/AID	USAF A AETC		X				
I-2. Reflect the role of CRL in AF doctrine, policies, and planning guidance (<i>DLTR</i> Task 1.D) <ul style="list-style-type: none"> o Definitions o Methodologies o Force Presentation o Readiness Reporting 	AF/AI	AFCLC AETC AF/A5 AF/A3			FOC			
GOAL 2: Create strategies and guidance, and secure resources necessary for the following: (1) continuously assess the ability of CRL programs to meet joint, combatant command and coalition requirements; (2) close significant workforce capability gaps by deliberately developing Airmen with required CRL competencies.								
2-1. Continuously screen and document total force language capability and aptitude to meet requirements (Roadmap Task 1.J): A. Recruit (total force) from heritage and immigrant communities in the US and expatriate communities to enhance AF CRL capability. (DLTR Task 1.K) B. Ensure procedures and resources to provide for the availability of language testing, to include aptitude testing, across the AF. (DLTR Task 1.O);	AF/AI	AETC AFPC USAF A		IOC	FOC			

GOAL / TASK	OPR	OCR	FY09 (2nd Half)	FY10 (1st Half)	FY10 (2nd Half)	FY11 (1st Half)	FY11 (2nd Half)	FY12 (1st Half)
2-2. Incorporate CRL learning in accessions, professional military education (PME) and expeditionary skills training. (Roadmap Task 1.P & 2.1)	AFCLC AETC USAF					FOC		
2-3. Refine personnel process to ensure assignment and deployment of qualified Airmen A. Refine personnel database systems (Active, Reserve, Guard and Civilian) and requirements to enable force managers to monitor culture, region and language capabilities, readiness, and program effectiveness. (DL TR Task 3.F) B. Ensure optimized procedures for identifying and obtaining CRL training and education.				IOC			FOC	
GOAL #3: Maximize return on investment by implementing synchronized and measured planning, programming, budgeting, legislative, and policy development activities within a corporate structure.								
3-1. Fully develop the AF Culture and Language Center (AFCLC): AFCLC is responsible for defining, coordinating, and implementing cultural, region and foreign language education and training programs to satisfy AF requirements under the direction and guidance of the AF SLA.	AFCLC	AF/AI		IOC				FOC
3-2. Incorporate CRL in expeditionary and in-deployment training IAW Expeditionary Skills Training policy guidance. (DLTR Tasks 1.P and 2.J)	AID, AETC, AFCLC				IOC		FOC	
3-3. Institutionalize the AF's IAS Program. (DL TR Goal 4 and Task 3A, 3C, 3D)	SAF/IA	AF/AI				FOC		
3-4. Align the Military Personnel Exchange Program (MPEP) with COCOM regional	SAF/IA	AF/AI	Ongoing					

GOAL / TASK	OPR	OCR	FY09 (2nd Half)	FY10 (1st Half)	FY10 (2nd Half)	FY11 (1st Half)	FY11 (2nd Half)	FY12 (1st Half)
engagement strategies to better leverage opportunities with emerging partner nations. (DL TR Task 3C, IW Roadmap Task 2.2.5)								
3-5. Incorporate best practices into AF CRL program and partner with other DoD Services and agencies, as well as government and private organizations, universities and research institutes. (AFCLC Charter)	AFCLC	AF/AI AF/A9L	IOC				FOC	
3-6. Exploit study abroad and immersion opportunities to increase CRL education and training consistent with AF Security Assistance Strategy. (DL TR Task 1.Q, IW Roadmap Task 2.2.3)	AF/AI USAF/A AETC AF/A2	AFCLC				FOC		
A. Expand Olmsted Foundation participation								
B. Capitalize on 3C skills when selecting officers for foreign PME								
C. Seek out additional foreign PME opportunities and issue appropriate DT guidance for follow-on assignments								
D. Sustain study abroad and immersion opportunities for USAFA & AFROTC cadets								
E. Develop study abroad and immersion force development construct for developing leaders								
3-7. Incentivize Foreign Language skills consistent with DoD policies and AF requirements. (DL TR Task 3.C and 3E)	AF/AI		FOC					
A. Expand study abroad and immersion opportunities for the enlisted and civilian personnel								
GOAL #4: Align CRL requirements with National, Defense and Air Force Strategy, both qualitatively and								

GOAL / TASK	OPR	OCR	FY09 (2nd Half)	FY10 (1st Half)	FY10 (2nd Half)	FY11 (1st Half)	FY11 (2nd Half)	FY12 (1st Half)
quantitatively.								
4-1. Ensure AF CRL force development is tied to Combatant Commands and Coalition requirements and request for forces A. Shape force capability with a current AF Strategic Language List (AFSL). (DLTR Tasks 1.G and 2.M; IW Task 2.2.5) B. Ensure AF Expeditionary Force tasking structure is optimized to highlight and deploy CRL enabled Airmen	AF/A1	AF/A5		IOC		FOC		
4-2. Identify, synchronize, exploit and implement emerging language technology as required. (DLTR Task 2.J)	AF/A2	AFMC			IOC			
4-3. Investigate connections and/or contributions to cyberspace initiatives	AF/A2 AETC	AF/A1		IOC				
4-4. Strengthen the AF's capability to influence the outcomes of US, allied and coalition operations by maximizing operational capabilities through Building Partnerships .	SAF/IA	AF/A1 AF/A5 AETC		IOC			FOC	
4-5. Ensure the success of the Defense Language Institute English Language Center in meeting National, Defense and Air Force BPC goals	AF/A1	SAF/IA AETC		IOC		FOC		

APPENDIX 2: DEFINITIONS

1. **Cross-cultural competence (3C):** The ability to quickly and accurately comprehend, then appropriately and effectively act, in a culturally complex environment to achieve the desired effect.
2. **Culture:** The creation, maintenance and transformation across generations of semi-shared patterns of meaning, sense-making, affiliation, action and organization by groups.
3. **Culture-general:** An approach that emphasizes common aspects and domains of the culture concept, providing individuals with knowledge (concepts, theories, processes, etc.), skills and attitudes that offer broadly-applicable general principles and serve as a framework for culture-specific learning.
4. **Culture-specific:** An approach that emphasizes specific aspects of particular cultures, affording individuals much of the knowledge and/or skills necessary to interact more competently with individuals of other cultural backgrounds.
5. **Education:** the process of imparting general bodies of knowledge and habits of mind applicable to a broad spectrum of endeavors to intellectually prepare individuals to deal with dynamic environments and solve ill-defined problems by using critical thought and reasoned judgment. Education programs prepare Airmen to successfully anticipate and meet challenges across the range of military operations.
6. **Expeditionary Skills Training-3C:** The culture-specific education and training Airmen receive prior to deploying on an expeditionary operation to a specific region or country.
7. **Language:** A means of communicating through conventionalized symbols, sounds, gestures or marks that have meanings in a particular cultural context.
8. **Language Professionals.** Cadre of career language professionals (Officer and Enlisted) with demonstrated and sustained language skills, intrinsic to the Air Force specialty. For example, the development plan for enlisted cryptologic linguists is represented in Figure A2-1, below.



Figure A2-1. Language Professional: Enlisted Cryptologic Language Analyst Development (notional)

9. Language Enabled. Total Force Airmen with appropriate and timely language ability development to meet tactical mission requirements. Figure A2-2 & A2-3 are representative of the experiences Airmen may expect.

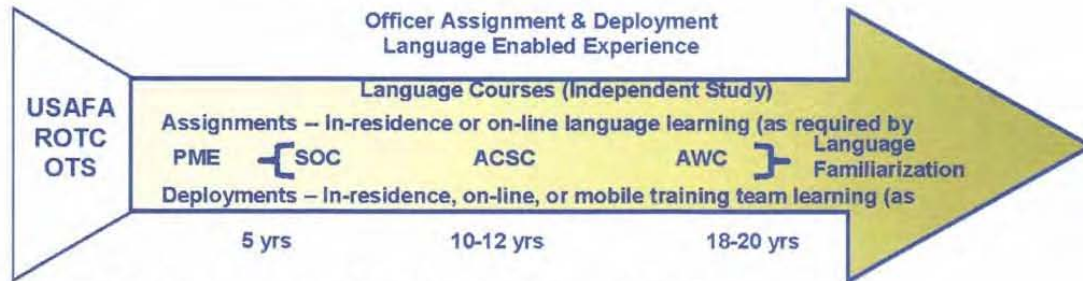


Figure A2-2. Language Enabled Officer Development (notional)



Figure A2-3. Language Enabled Enlisted Development (notional)

10. Region: Particular places or parts of the world, to include state-level phenomena, geographic areas (e.g., Western Hemisphere, Latin America, or South America) and international organizations.

11. Professional development: The product of a learning continuum that comprises training, experience, education and self-improvement.

12. Training: A set of events or activities presented in a structured or planned manner through one or more media for the attainment and retention of skills, knowledge and attitudes required to meet job performance requirements. This involves the coaching and mentoring of Airmen, resulting in proficiency development. (AFPD 36-26)

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