Advancing Military Professionalism Through Professional Military Education

SYLLABUS

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ABOUT THE AFRICA CENTER

Since its inception in 1999, the Africa Center has served as a forum for research, academic programs, and the exchange of ideas with the aim of enhancing citizen security by strengthening the effectiveness and accountability of African institutions, in support of U.S.-Africa policy.

VISION
Security for all Africans championed by effective institutions accountable to their citizens.

Realizing the vision of an Africa free from organized armed violence guaranteed by African institutions that are committed to protecting African citizens is the driving motivation of the Africa Center. This aim underscores the Center’s commitment to contributing to tangible impacts by working with our African partners – military and civilian, governmental and civil society, as well as national and regional. All have valuable roles to play in mitigating the complex drivers of conflict on the continent today. Accountability to citizens is an important element of our vision as it reinforces the point that in order to be effective, security institutions must not just be “strong,” but also be responsive to and protective of the rights of citizens.

MISSION
To advance African security by expanding understanding, providing a trusted platform for dialogue, building enduring partnerships, and catalyzing strategic solutions.

The Africa Center’s mission revolves around the generation and dissemination of knowledge through our research, academic programs, strategic communications, and community chapters. Drawing on the practical experiences and lessons learned from security efforts on the continent, we aim to generate relevant insight and analysis that can inform practitioners and policymakers on the pressing security challenges that they face. Recognizing that addressing serious challenges can only come about through candid and thoughtful exchanges, the Center provides face-to-face and virtual platforms where partners can exchange views on priorities and sound practices. These exchanges foster relationships that, in turn, are maintained over time through the Center’s community chapters, communities of interest, follow-on programs, and ongoing dialogue between participants and staff. This dialogue—infused with real world experiences and fresh analysis—provides an opportunity for continued learning and catalyzes concrete actions.

MANDATE
The Africa Center is a U.S. Department of Defense institution established and funded by Congress for the study of security issues relating to Africa and serving as a forum for bilateral and multilateral research, communication, exchange of ideas, and training involving military and civilian participants. (10 U.S.C 342)
Introduction

The security environment of the 21st century is complex and evolving. The security environment in 2023 is much different than it was at the turn of the century, and we can expect the security situation in 2050 to look much different than it does today. One constant that can help countries adjust to the changing security environment is a professional military. During a seminar on Advancing Military Professionalism held in Washington, D.C. in December 2022 during the U.S.-Africa Leaders Summit (ALS), MG Mbaye Cisse, Chief of Defense of Senegal, stated that “the Armed Forces in many African countries represent a threat to security because of their lack of military professionalism.”¹ But what do we mean by a “professional” military? Why is it important, and how does a country create one?

Since its first usage, the term “professional” has implied a special commitment resulting in the development of specialized knowledge or skills, a strict code of conduct and ethical obligations in the performance of public or private service.² Professionalism is based on a culture that is formed by the values, beliefs, attitudes, norms, language, and behaviors of the profession. Central to creating a culture of military professionalism is instilling within soldiers, from the lowest rank to the most senior officer, core societal values and principles that the military represents. Values such as integrity, honor, expertise, sacrifice, and respect for citizens do not emerge naturally but must be taught and intentionally and consistently modeled and reinforced. Nearly all militaries provide tactical training and exercises to establish core competencies. However, many lack an intentional strategy to build a set of core values. Creating such shared values has a powerful unifying effect on a military, amplifying force cohesion and effectiveness.³ A second effect is external, as a professional military is seen as a force for good at the national and international level.

This workshop focuses specifically on the role Professional Military Education (PME) institutions play in advancing military professionalism. It begins by defining military professionalism and proceeds to analyze the important role military culture plays in developing a professional military. The second day will provide practitioners with potential takeaways for implementation at PME institutions. Techniques for improving learning at PME institutions (adult learning) and ideas for incorporating critical thinking and war-gaming into the curriculum will be analyzed. During the final session, participants will discuss how to adjust PME curricula to a changing security environment, as well as share lessons learned and key takeaways from the workshop. Key to success throughout the week will be open, collaborative sharing of ideas and lessons learned.

This workshop provides a forum for African and U.S. professionals interested in advancing military professionalism to gather, meet, and share ideas. The Africa Center also seeks to better understand how it can best work with African PME institutions to assist in mutual efforts to advance military professionalism.

Program Objectives

³ Ibid
The objectives of this workshop are to:

1. Enhance understanding of the common opportunities and challenges of advancing military professionalism in Africa and in the United States through PME.
2. Explore the role PME plays in creating a common culture and developing professional values within the force.
3. Foster an exchange on how the Africa Center, U.S. PME institutions, and African PME institutions can partner in advancing military professionalism.

**Academic Approach**
This workshop seeks to facilitate cross-country networking, catalyze peer learning and experience-sharing from different African and U.S. PME institutions, and bring to light opportunities to advance professionalism and create common culture through PME and relevant areas of collaboration. It will do so through:

a) Practical academic content in this syllabus to provide fodder for debate, discussion, and innovative exchanges during the forum;

b) Plenary sessions that reinforce peer learning and experience sharing about common challenges associated with developing comprehensive, effective PME institutions;

c) Small group discussions between senior staff responsible for oversight of PME and Commandants from different countries and regions and U.S. PME practitioners that reinforce the learning objectives, helping participants exchange lessons learned and share ideas about the subject matter.

The workshop will be conducted in English and French. A strict policy of non-attribution applies to the entirety of the workshop’s proceedings. These rules are binding during and after the program. We encourage you to share the insights you gain from this workshop with your colleagues, but not to name your fellow participants in relating what you learn. We hope that this will allow you to freely address the sensitive issues under discussion. All program documentation will be posted on the Africa Center website.

**Syllabus**
This syllabus is an educational document intended to expose participants to various perspectives to help them take full advantage of the program; it does not reflect the views or official position of the Department of Defense or U.S. Government. It provides an overview of key ideas, debates, and policy issues related to military professionalism.

For each session listed in the syllabus, we provide learning objectives and an introduction to the theme of the plenary session. We also list questions that participants should be prepared to answer in the discussion groups held after each plenary session. Finally, we include a selection of recommended readings. Please consider reading them before the sessions for which they are listed.

The primary purpose of the recommended readings is to help frame the discussion and identify the challenges and opportunities associated with the important topic of advancing
military professionalism. We encourage you to share questions and suggestions about the materials and the forum, as it will enhance the quality of our programs and the learning experience for all. We are eager to discuss specific topics with you.

The lion’s share of expertise and knowledge about these topics comes from you. We heartily encourage you to share your experiences and knowledge with each other, to challenge and debate ideas that are raised at the forum, and to use the forum as you wish to build additional networks that might be useful to you professionally.

**Preparation for the Workshop**

Before each session of the program, we ask that you:

1. Review the relevant portion of the syllabus and consult the recommended readings.
2. Think about the relevant session’s discussion group questions and consider what experiences from your work you might share with your colleagues.
3. Be ready to participate in discussion groups and interact with other participants.
Session 1: Defining Military Professionalism

Format: Plenary Session
Discussion Group

Objectives:
- Define “professionalism” and why it is an important characteristic for effective militaries.
- Examine the status of professionalism in Africa’s security sector, particularly within the military.
- Assess the challenges to professionalism in the security sector and the costs of weak professionalism in African military, police, and intelligence services.
- Examine the role of security sector leaders in advancing professionalism in Africa’s security sector.

Background:
It is well established that enhancing professionalism in Africa’s security sector is critical to improving citizen security and safety, promoting political stability, improving rule of law and governance in the security sector, and cultivating citizens’ trust in security officials. Though it is a frequently used term, it is necessary to establish a common understanding of “professionalism” for its application in the security sector. First and foremost, to be considered a professional one must demonstrate the skills or competencies expected of an individual in the security sector. In addition, in the armed forces professionalism is commonly defined in terms of the principles guiding the professional, such as the subordination of the military to democratic civilian authority, allegiance to the state, and a commitment to political neutrality and an ethical institutional culture. The inherent values of professionalism include discipline, integrity, honor, sacrifices, commitment to the greater good of society, dedication to duty, individual responsibility, and accountability for moral agency and service despite self-interest.⁴

Despite the call by the African Union for member states to invest in comprehensive capacity-building and professionalism in the security sector⁵, the level of professionalism remains low within many African militaries as evidenced by a failure to effectively confront the insecurity and violence caused by non-state actors, waning popular trust in militaries, corruption and a recent increase in coups. It may even be said, as MG Mbaye Cisse of Senegal has, “The armed forces in many African countries represent a threat to security because of their lack of military professionalism.”⁶

Although there are many reasons that explain weak military professionalism in Africa, some factors of primary concern are a lack of systematic checks and balances, politicization of militaries and militarization of politics, and ambiguity over the missions of the militaries that serve to protect government from rather than for citizens.⁷ But this is not the case across the continent.

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⁷ Ouedraogo, op cit.
Some African militaries have exhibited notable levels of professionalism during political transitions, elections, and popular uprisings against autocratic regimes by upholding the rule of law and respecting the constitution and will of the people. Most African security sector professionals are not only satisfied with their profession, but also have a strong sense of pride in embracing the values of professionalism such as duty, responsibility, professionalism, respect, and honesty. In some African countries, the armed forces enjoy the respect of citizens and become a source of their national pride. This shows military professionalism is a product of policies, strategies, and political leadership, as well as each individual’s commitment to the principles of rule of law in the security sector.

Governments and security sector leaders have a vital interest in enhancing the professionalism and accountability of defense and security institutions, as a professional military is vital to ensuring the respect for civil liberties, human rights, and rule of law within a country.

Discussion Questions:
- How would you describe the level of professionalism of the security sector in your country/region? What factors impact the level of professionalism?
- What do you think is the main challenge to military/security professionalism in your country/region and why? How does identity shape these challenges in a positive or negative way?
- What do you think is the future of military/security professionalism in your country/region and why?
- Based on your experiences, are there any lessons on how to build and advance a professional armed forces and security services in your country/region?

Recommended Readings:


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Session 2: Professional Military Education’s Role in Establishing Military Culture

Format: Plenary Session
Discussion Group

Objectives:
- Discuss the challenge of contrasting goals and practices. How do PME institutions balance the need to teach military skills (tactics) with the need to develop morally strong, citizen soldiers that understand and respect the rule of law?
- Discuss the acculturation of military professionalism through PME, including through academies and pre-commission courses.
- Introduce the training vs education paradigm.

Background:
Culture is a critical component of developing a professional military. But what does “culture” entail, and how do we create it? “Military culture” describes the learned behaviors of a group of people (the military) that emanate from the traditions and way of life for the specific group, often consistent with but different from the culture of the society in which they live. For example, in the U.S. Army, there are seven values that define the Army culture: loyalty, duty, respect, selfless service, honor, integrity and personal courage.9 These values are taught and modeled to soldiers throughout their career. Although this training does not prevent individuals from acting in ways inconsistent with the Army values, the values help create a shared bond within the force.

While the importance of establishing a shared military culture is just as applicable to African militaries as it is to Western militaries, the challenges of doing so are much greater in Africa. First, the multi-ethnic nature of many African states makes creating a unifying military culture more challenging. Furthermore, African pre-commissioning resources are rare, which not only impacts the current officer corps, but it also reduces the opportunity to develop character in future officers at the individual level prior to entrance into the military at commissioning. This places an increased burden on PME institutions at the entry level to develop character, but the entry level is also the point in a soldier’s career where most PME institutions understandably focus on training (tactics) instead of education (culture/values). Compounding the problem is that despite the growing number of PME institutions in Africa, many African officers, and often the best officers, are trained at foreign PME institutions. How can African militaries create and/or reinforce developing military culture through PME if many of their officers receive their educations at various non-African military schools? And is it important to do so?

This session looks at how the U.S. military strives to create a military culture both at the individual and institutional level. Participants will learn how the U.S. military focuses on character development for its officers in the pre-commissioning phase and examine how the U.S. Army establishes and reinforces the Army Values through PME institutions in order to create a common culture. The below reading by Paul Collier will be a starting point for our conversation on the African context. Among Collier’s assertions is that “most African militaries are ineffective

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9 U.S. Army values https://www.army.mil/values/
because most African countries lack a strong sense of national identity.” Collier’s piece offers a window to the importance of military culture in advancing military professionalism.

Discussion questions:
- What are your military’s values? Can you list them? When were you first exposed to them and how were they taught?
- Does your military have written values? If so, how do they influence your concept of professionalism? Do you believe it’s important to have shared military values?
- How does your country’s culture shape your approach to building a professional ethos at the individual, unit, and institutional level? What do you think of Collier’s take on the role of military culture in Africa?
- How do you systemically build and enhance common values over the course of a soldier’s career?
- How do you capture the best practices of foreign PME into your internal PME, particularly in terms of building a professional force?

Recommended Readings:


U.S. Army Values: https://www.army.mil/values/

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Session 3: Adult Learning: Andragogy and Professional Military Education

Format: Plenary Session
Discussion Group

Objectives:
- Assess the challenges of adult education.
- Demonstrate the importance of the combination of education, experience, and life-long learning.
- Better understand how adults learn and how to use this information in the classroom
- Consider other best practices in executive education in and outside of PME.

Background:
Providing a quality education is primarily based on three factors: teaching the right things (curriculum) in the right manner (instruction) at the right time (timing). The following example highlights the challenges of ensuring PME institutions provide a quality education. Through the African Military Education Program (AMEP), the Africa Center conducts bilateral visits at the request of the host nation. During one such visit the host country requested assistance in modifying the curriculum at their Noncommissioned Officers’ (NCO) Academy, an institution that had been in existence for over 30 years. When asked to define the problem, officials from the African country said that despite training their NCOs at their NCO Academy, recent After Action Reviews based on performance in the field both in the country and in support of AU and UN missions showed that the country’s NCOs were not performing at an acceptable standard. To the country’s credit, there were feedback mechanisms in place which correctly identified that the school was not producing a quality product (well-trained NCOs). But what was the problem? Were they teaching the wrong things? Were the instructors not qualified to teach the material? Does the course need to be longer? Did the NCOs enter the course unprepared for the level of instruction? We don’t know. But the country was asking the right questions.

This plenary session looks at the importance of understanding how adults learn and ensuring PME instruction is provided in a manner consistent with techniques that have demonstrated effectiveness. The Pierson article highlights how people over the age of 25 learn differently, and provides some techniques recommended to improve adult learning. Participants will also discuss the importance of how education is reinforced and honed through experience and discuss how a successful PME system should build on previous education experiences to help foster life-long learning in the pursuit of advancing military professionalism.

Discussion questions:
- How does timing play a role in effective military education? Is it possible to introduce topics too late or too early?
- How important is it to develop, capture and integrate “experience” into military education? How can what you know about adult education techniques facilitate this?
• How is officer and NCO education synchronized and integrated in your system to ensure both officers and NCOs are educated on the right topics in the right way at the right time?
• How important is selecting the right people to serve as instructors? What process does your country use to select instructors?
• How do you get feedback on the effectiveness of your PME institutions, i.e., how do you know if your graduates have learned the right things?

Recommended Readings:


Session 4: Critical Thinking: Techniques and Best Practices

Format: Plenary Session
Discussion Group

Objectives:
- Describe how the U.S. National War College approaches developing critical thinking skills in its students.
- Present in depth discussion of approaches to teach critical thinking through exercises, wargames, and experiential learning.
- Present examples of teaching critical thinking through case studies.
- Present working examples of both and share examples solicited from participants.

Background:
Senior military officers often talk about the importance of developing critical thinking skills. While definitions vary, a well-developed critical thinker is someone who “raises vital questions and problems, gathers and assesses relevant information, and can effectively interpret it; comes to well-reasoned conclusions and solutions, testing them against relevant criteria and standards; thinks open-mindedly within alternative systems of thought, recognizing and assessing, as need be, their assumptions, implications, and practical consequences; and communicates effectively with others in figuring out solutions to complex problems.”11 One can readily see why critical thinking is a valued skill for military officers and soldiers.

But how does a military develop critical thinking skills in its soldiers? A U.S. General Officer once quipped, “Most U.S. Army schools open with the standard bromide: We are not going to teach you what to think, we are going to teach you how to think. They rarely do.”12 While this statement was likely made in jest, most recognize the inherent truth at its core: developing critical thinkers is a difficult task. Critical thinking is just that- critical thinking. It requires individuals to check their assumptions and biases and to spend the necessary time in advance to fully understand a problem. But it is human nature to create “shortcuts” for thinking, and many people aren’t aware of the potential biases affecting their thinking. Before developing better critical thinkers, it is imperative to better understand the biases that impact one’s ability to think creatively.

This session begins with a discussion of how the U.S. National War College approaches teaching critical thinking as one example of an approach. This will be followed by two case studies. The first shows how the U.S. Army War College and the Army War College of Nigeria collaborated to use wargaming exercises to teach critical thinking. The second looks at how the Malawi Command and Staff College applied critical thinking in developing the curriculum for its Staff College. The question and answer period and the breakout session that follows will be used to discuss this topic in more depth.

Discussion questions:

• Do you agree that critical thinking is a skill that can be developed? Is it being taught at your PME institution?
• Discuss the impediments to critical thinking. Can you site examples where one of these impediments has impacted your decision making?
• What are some of the challenges associated with teaching critical thinking at Command and Staff and War Colleges?
• Discuss the best techniques, best practices, and lessons learned for teaching critical thinking skills.

Recommended Readings:
“The Abilene Paradox.” SMU Jones Film and Video Archive. Youtube. 00:35-06:00. https://www.youtube.com/watch?v=H7m6byv89mc


Session 5: Adapting Professional Military Education to a Changing Security Environment

Format: Plenary Session
Discussion Group

Objectives:
• Look at security trends and make determinations on when and how to adapt PME.
• Describe how the US fits PME and doctrine to the nation’s challenges through its PME institutions.
• Share lessons learned and challenges in aligning PME to fit national security threats.

Background:
Effective PME institutions must not only prepare its officers and NCOs for the current operational environment, they must also prepare them for the future environment. Yet, we are unlikely to accurately predict the future. So how do PME institutions adjust to changing domestic and international environments while preparing for the unknown? One way is adjusting the curriculum in response to political guidance. In the U.S., the National Security Strategy (NSS) is modified either due to a change in the international environment or a change in political leadership. Each time a new NSS is produced, a National Military Strategy (NMS) soon follows, and PME institutions adjust their curriculum based on the new priorities. The NSS is a good forcing function for militaries to review their curriculum. Another way PME institutions respond to a changing security environment is through critical thinking. Critical thinking is not context dependent, meaning these skills will remain applicable in both the current and future security environments. Another way to prepare the force to fight in the future security environment is to consistently update curriculum based on feedback from the field and changes in the security environment. But this is not easy to do.

This session explores how PME institutions manage the challenge of preparing the current force while anticipating future requirements. The first two readings show how and why the U.S. Chairman of the Joint Chiefs of Staff recently directed a change to how the U.S. implements PME, and the last two readings highlights just a couple (Cyber Security and climate change) of the many challenges we face in a constantly changing security environment.

Discussion Questions:
• How relevant is your PME curriculum to your present and future operational environments?
• How do you assess the effectiveness of your graduates at the individual and institutional level and integrate this feedback into curriculum and teaching approaches?

Recommended Readings:
