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A DESCRIPTION OF THE NAVAL WAR COLLEGE MANAGEMENT STUDY

by

Dr. Warren F. Rogers

Chairman of the Department of Management

The study of management is a relative newcomer to the War College curriculum and may seem somewhat anomalous among the more traditional studies of strategy and tactics. Its introduction reflects the conviction that in an age of exploding military technology and weapons costs, strategic planning is incomplete unless it includes consideration of technological means and available resources. Tactical development, in like manner, is inseparable from the sensors and weapons that technology provides.

Neither of these considerations is new to naval thinking. Mahan emphasized the interdependence of national resources and the capability of the Nation to exercise influence as a maritime power. Rather it is a matter of degree. The resources which the Nation can allocate to defense without economic disruption now or in the foreseeable future are severely limited, while the range of choice among offensive and defensive arms available both to the United States and its potential adversaries is virtually unlimited. In addition, the leadtime to produce a new major weapon and the resource commitment it can represent are such that an unwise decision can have an impact on future capabilities greatly in excess of that which would have occurred in the past.

In general, the management curriculum addresses the problem of translating

broad national goals and strategies into the weapons systems, force levels, and military operating schedules required to implement them. The course is designed to impart an appreciation for the fiscal, technological, and political factors which constrain the choices available to the military planner and to enhance the student's capacity for analytic reasoning in making choices within those constraints.

National goals and strategies are typically stated in relatively broad terms. The task of the defense resource manager is to allocate his resources to specific programs in a manner best designed to support those goals. The difficulties inherent in achieving such an allocation have increased dramatically in the recent past and continue to grow. The explosive growth in weapons system costs induced by expanding technology is well known. The manager must accommodate such costs within a relatively fixed budget. Technological growth has also produced a bewildering array of alternative approaches among which he must choose in order to achieve his objectives. Even the unequivocal statement of objectives can present unprecedented difficulty to the modern manager and planner. The time from conception to midservice life of a new naval vessel can exceed 20 years. Thus a decision to allocate resources in the present must reflect an appreciation of

the uncertainties of potential threat into the distant future.

Paralleling the recent growth in the complexity of defense management decisions, there has been a considerable expansion in knowledge of management and analytic techniques designed to address them. Quantitative methods of analysis derived from economics, statistics, and operations research have been and continue to be applied with varying degrees of success to defense problems. Early enthusiasm for such methods produced inflated expectations as regards their universal applicability to defense problems, but inevitably these unrealistic hopes led to considerable disillusionment and distrust. Of late, however, there would appear to be an emerging consensus among those who write and think in this area that a fruitful synthesis is possible between quantitative analysis and the judgmental factors which must shape a decision.

In the management curriculum we attempt such a synthesis. The student is exposed to a broad range of decision situations involving greater and lesser levels of resource commitment and of uncertainty. In each he is led to explore how a quantitative analysis could inform his judgement but also the degree to which nonquantifiable factors should rightly influence his final decision.

Methods of instruction include lectures both by faculty and visiting speakers, case studies, extensive readings, and seminar discussions. A typical sequence of instruction consists of introductory background readings in assigned texts and current literature followed by a faculty lecture and seminar discussion.

A case study designed to explicate the principles which have been introduced is then distributed. Students are required to prepare papers addressing the major issues raised in the case study, and the material is then explored in seminar either by student briefings, role playing, or general discussion as ap-

propriate. Paralleling this sequence of broad management issue development, the student attends formal classroom courses designed to build on his previous background in quantitative and nonquantitative disciplines in decision-making.

In the 1974 academic year we plan to present the course separately to the Colleges of Naval Command and Staff and Naval Warfare. The courses will last 14 weeks, and the content will be essentially identical in both schools.

During the first 9 weeks, the course will focus on various aspects of decision analysis. Three times weekly the classes will meet in seminars of approximately 15 members to discuss readings and address case studies. In addition, there will be 4 hours weekly of formal classroom instruction in quantitative and nonquantitative disciplines of decision analysis. There will also be weekly lectures on areas of special interest. Currently scheduled are lectures on the all-volunteer force and unsolved problems of modern logistics. In all, the student will have 14 hours of instruction and discussion every week during this phase.

The remainder of the course will be devoted to three major topics:

- Limitations on national resources and projections of the defense budget,
- Current resource allocation procedures in the Department of the Navy and the Department of Defense, and
- Problems of implementing decisions in the Federal bureaucracy.

During these final three phases of the course, a number of distinguished speakers and panelists will be invited from industry, the Congress, the media, the executive branch, and from the Brookings Institution to lecture, join the students in seminar, and participate in panel discussions.

There are two examinations given in the course, a midterm and final. In addition, students submit essays addressing problems raised in case studies

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and conduct independent analyses of decision problems as homework. A term paper is prepared by each student working with a faculty adviser on a topic selected early in the course. Approximately 10 days is allotted at the end of the course to complete the final draft report.

Throughout the course in case studies, exercises, examinations, and research we emphasize that there are no so-called school solutions. The instructional emphasis is on development of logical thought processes and the ability to analyze decision problems thoroughly and objectively. We would have the student come to recognize that

there are principles of logical thought which can be learned, alternatives, costs, and measures of effectiveness which can and should be considered but that rarely, if ever, are there clear-cut, obvious solutions to problems that will provide a unique best course of action.

Students are evaluated in the course on the basis of their performance in seminars, homework, examinations, and research. Superior performance in the management curriculum is an element in identifying War College Distinguished Graduates. Superior students in the recently completed courses in the Colleges of Naval Warfare and Naval Command and Staff are:

COLLEGE OF NAVAL WARFARE MANAGEMENT STUDY

Comdr. A. Alves, Jr., USN
 Lt. Col. S.H. Batchelder, Jr., USMC
 Comdr. L.O. Bates, USCG
 Comdr. R.D. Bennett, USN
 Lt. Col. J.R. Braddon, USMC
 Comdr. R.P. Crawford, USN
 Comdr. D.C. De Vicq, USN
 Lt. Col. D.K. Dickey, USMC
 Comdr. J.F. Dillon, USN
 Col. L.E. Duke, USA
 Lt. Col. L.W. Dymont, Jr., USA
 Comdr. J.W. Egerton, USN
 Col. W.N. Eichorn, III, USA
 Comdr. O. Englander, USN
 Lt. Col. E.F. Fitzgerald, USMC
 Comdr. J.J. Fleming, USN
 Comdr. R.W. Gilmore, USN
 Comdr. L.W. Gorenflo, USN
 Col. J.J. Grace, USMC
 Mr. E.S. Gravlin, DOD
 Col. R.S. Hartman, USMC
 Cdr. M.S. Higgins, USN
 Col. G.H. Hilt, USA
 Capt. C.C. Hobdy, USCG
 Col. E.S. Korpál, USA
 Comdr. L.E. Krekel, USN
 Comdr. H.M. Leavitt, Jr., USN
 Comdr. D.M. Marthinson, Jr., USN

Comdr. J.K. Martin, USN
 Lt. Col. F.A. Mathews, USMC
 Col. B. McClintock, USMC
 Comdr. P.F. McNall, USN
 Lt. Col. J.T. Miller, USA
 Mr. R.B. Moon, STATE
 Comdr. P.C. Nelson, USN
 Comdr. Z.L. Newcomb, USN
 Lt. Comdr. C.C. Pease, USN
 Comdr. W.R. Pettyjohn, USN
 Comdr. J.E. Ripple, Jr., USN
 Lt. Col. A.G. Rogers, USAF
 Lt. Col. C.W. Schreiner, Jr., USMC
 Comdr. J.W. Sellers, USN
 Lt. Col. N.M. Sigler, USA
 Capt. D.J. Space, USN
 Mr. P.G. Sprankle, DOD
 Comdr. J.M. Stanton, USN
 Comdr. E.F. Stein, Jr., USN
 Mr. R.M. Stevens, DOD
 Comdr. M.E. Taunt, USN
 Lt. Col. J.L. Thatcher, USMC
 Mr. E.A. Thibault, CIA
 Capt. G.I. Thompson, USN
 Lt. Col. J.F. Wagner, USA
 Col. R.D. Wallace, USMC
 Comdr. W.H. Winchester, USN
 Comdr. C. Zirps, USN

COLLEGE OF NAVAL COMMAND AND STAFF MANAGEMENT STUDY

Lt. Comdr. T. Anderson, USN
 Maj. J.H. Andrews, USA
 Capt. J.D. Armistead, USA
 Capt. N.W. Bachelord, USA
 Lt. Comdr. R.G. Bates, USCG
 Lt. Comdr. R. Birtwistle, III, USN

Lt. Comdr. R.F. Bole, Jr., USN
 Lt. Comdr. J.B. Bonds, USN
 Lt. Comdr. R. Brandquist, USN
 Lt. Comdr. R.T. Bunnell, USN
 Lt. Comdr. S.P. Carpenter, USN
 Lt. Comdr. R.B. Curtis, USN

Lt. Comdr. R.T. Davis, II, USN
 Lt. Comdr. V. Deksheniaks, USN
 Maj. D.A. Doehle, USA
 Maj. T.A. Elliott, USAF
 Lt. Comdr. J.N. Faigle, USCG
 Lt. Comdr. J.D. Fedor, USN
 Maj. A. Fernandez, USMC
 Lt. Comdr. F.L. Filipiak, USN
 Lt. Comdr. J.R. Flikeis, USN
 Lt. Comdr. M.W. Gavlak, USN
 Lt. Comdr. W.H. Graham, USN
 Lt. Comdr. W.L. Harper, USN
 Lt. Comdr. D.B. Hunt, USN
 Lt. Comdr. P.R. Jacobs, USN
 Lt. Comdr. A.L. Kaiss, USN
 Maj. W.M. Kearney, USA
 Lt. Comdr. J.J. Kulesz, USN
 Maj. C.M. Larson, USA
 Lt. Comdr. J.A. Luper, USN
 Lt. Comdr. T.J. Lynch, USN
 Lt. Comdr. J.A. Mason, USN
 Lt. Comdr. J.A. Matais, USN

Maj. D.J. Monney, USA
 Lt. Comdr. D.K. Moore, USN
 Maj. M.J. Morin, USA
 Lt. Comdr. C.T. Moyer, III, USN
 Lt. Comdr. P.R. Olson, USN
 Lt. Comdr. D.R. Patterson, USN
 Maj. M.E. Pheniger, USA
 Maj. V.A. Prostko, USAF
 Lt. Comdr. R.A. Resare, USN
 Lt. Comdr. R.J. Ross, USN
 Maj. J.R. Rutherford, USA
 Lt. Comdr. G.N. Seneff, USN
 Lt. Comdr. J.R. Shannon, Jr., USN
 Lt. Comdr. W.J. Smith, USN
 Maj. L.W. Smith, II, USAF
 Lt. Comdr. J.L. Spencer, III, USN
 Lt. Comdr. E.G. Stacy, USN
 Lt. Comdr. W.O. Studeman, USN
 Lt. Comdr. R.M. Sussman, USN
 Maj. R.G. Whitcomb, USA
 Lt. Comdr. L.T. Wright, USN
 Lt. Comdr. R.J. Zlatoper, USN

PARTIAL LIST OF TOPICS AND READINGS

- I. Analysis in Support of Decisions
 - Hitch and McKean, *Economics of Defense in the Nuclear Age*.
 - Head and Rokke, *American Defense Policy*.
 - Quade and Boucher, *Systems Analysis and Policy Planning*.
 - Enthoven and Smith, *How Much is Enough?*

- II. Decision Analysis
 - Raiffa, *Decision Analysis—Introductory Lectures on Choices Under Uncertainty*.
 - Bierman, Bonini, and Hausman, *Quantitative Analysis for Business Decisions*.
 - Gore and Dyson, *The Making of Decisions*.
 - Eddy, Burke, and Dupre, *Behavioral Science and the Manager's Role*.
 - Kolb, Rubin, and McIntyre, *Organizational Psychology: a Book of Readings*.

- III. National Resources and the Defense Budget
 - GPO, *Economic Report of the President*.
 - GPO, *Special Analyses—The 1974 Budget*.
 - GPO/SECDEF Annual Defense Department Report.
 - Brookings Institution, *Setting National Priorities—The 1974 Budget*.

- IV. Implementing Decisions
 - Rourke, *Bureaucracy Politics and Public Policy*.

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LISTING OF MANAGEMENT PANELS AND THEIR RESPECTIVE MEMBERS WHO PARTICIPATED IN COLLEGE OF NAVAL WARFARE AND/OR COLLEGE OF NAVAL COMMAND AND STAFF STUDIES

Brookings Institution—National Goals and Priorities

Comdr. Edward B. Baker, Jr., USN
Mr. Martin Binkin
Mr. Barry Blechman
Mr. Barry Bosworth
Mr. Arnold M. Kuzmack
Mr. Richard P. Nathan
Mr. Benjamin A. Okner
Mr. Alton H. Quanbeck
Mr. Robert D. Reischauer
Mr. William White

U.S. Congress—Role and Responsibilities

Mr. Edward A. Barber, Jr., Executive Assistant to Senator William V. Roth, Jr. (Rep.-Del.)
Maj. Gen. John R. Blandford, USMCR, Attorney
Mr. Daniel J. Carrison, Administrative Assistant to Senator Strom Thurmond (Rep.-S.C.)
Mr. Charles D. Ferris, Senate Democratic Policy Committee
Dr. C. Alton Frye, Woodrow Wilson International Center for Scholars
Mr. Richard Kaufman, Joint Economic Committee of Congress
Mr. Leonard Killgore, Administrative Assistant to Senator Barry Goldwater (Rep.-Ariz.)
Mr. Herbert Roback, House Committee on Government Operations
Mr. William Schneider, Jr., Legislative Assistant to Senator James L. Buckley (Cons. Rep.-N.Y.)
Mr. Peter Stockton, Legislative Assistant to Representative John D. Dingell (Dem.-Mich.)
Mr. R. James Woolsey, Senate Committee on Armed Services

Role of Bureaucracy

Dr. John F. Ahearne, Office of the Director of Defense Program Analysis and Evaluation
Professor Graham T. Allison, Harvard University
Hon. David O. Cooke, Deputy Secretary of Defense (Administration)
Professor B. Vincent Davis, Director, Patterson School of Diplomacy, University of Kentucky
Mr. A.Y. Harper, U.S. Army Advanced Ballistic Missile Defense Agency
Professor Marion J. Levy, Jr., Woodrow Wilson School of Public and International Affairs,
Princeton University
Brig. Gen. George Lincoln, USAF (Ret.), Consultant to Office of Emergency Preparedness
Mr. Russell Murray
Mr. Laurence E. Olewine, Office of the Assistant Secretary of Defense (Comptroller)
Professor Harvey M. Sapolsky, Department of Political Science,
Massachusetts Institute of Technology
Dr. John A. Stockfish, RAND Corporation
Professor Adam Yarmolinsky, University of Massachusetts

Role of Industry

Mr. Jean Caffiaux, Staff Vice President, Electronic Industries Association
Mr. Alain Enthoven, President, Litton Medical Products, Incorporated
Mr. Richard L. Gehring, Vice President and General Manager, Defense Systems Division,
UNIVAC Corporation
Mr. James F. Goodrich, President, Bath Iron Works Corporation
Mr. David Kahl, Vice President, Engineering, Sperry Division
Mr. John R. Kane, Vice President, Engineering, Newport News Shipbuilding and
Dry Dock Corporation
Mr. Wesley A. Kuhrt, President, Sikorsky Aircraft
Mr. Paul G. Miller, Senior Vice President, Marketing, Control Data Corporation
Mr. John P. O'Brien, Administrative Vice President, Grumman Aerospace Corporation
Mr. Thomas L. Phillips, President and Chief Executive Officer, Raytheon Company
Mr. Edwin B. Robbins, Ingalls Shipbuilding Division, Litton Industries
Mr. Floyd R. Whimberly, Vice President, Raytheon Company

Naval Missions (All participants from Office of the Chief of Naval Operations)

Vice Adm. Worth H. Bagley, USN
Rear Adm. Robert R. Monroe, USN
Capt. Ward W. DeGroot, USN
Capt. M. Staser Holcomb, USN
Capt. Kleber S. Masterson, Jr., USN
Capt. Joseph Metcalf III, USN
Col. Albert C. Smith, USMC
Comdr. George M. Lanman, USN
Comdr. Rodney B. McDaniel, USN
Comdr. John F. Shaw, USN
Lt. Comdr. Leonard Oden, USN
Lt. Comdr. Clyde J. Van Arsdall, USN

Sea Control Ship

Mr. Leonard P. Gollobin, Research Incorporated
Capt. M. Staser Holcomb, USN, Office of the Chief of Naval Operations
Capt. Joseph J. Johnson, USN, Office of the Chief of Naval Operations
Capt. Daniel J. Morgiewicz, USN, Office of the Chief of Naval Operations
Capt. Bert Shrine, USN, Office of the Chief of Naval Operations
Capt. Jerry Smith, USN, Naval Material Command
Capt. Jack Stockton, USN, Operational Test and Evaluation Force

Patrol Escort Ship*

Mr. Herschel Kanter, Center for Naval Analyses
Capt. Donald E. Crawley, USN, Office of the Chief of Naval Operations
Capt. James E. Johnson, USN, Office of the Chief of Naval Operations
Capt. Edward J. Otth, USN, Naval Ships System Command
Comdr. Ronald E. Adler, USN, Naval Ordnance Systems Command
Lt. Comdr. Steven R. Cohen, USN, Center for Naval Analyses
Lt. Comdr. Peter T. Targaard, USN, Naval Material Command

*Panel for College of Naval Warfare only.

