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Warren F. Rogers

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## 2 NAVAL WAR COLLEGE REVIEW

# 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

## 4 NAVAL WAR COLLEGE REVIEW

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. Dekshenieks, 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

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## 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*.

## 6 NAVAL WAR COLLEGE REVIEW

### 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.

