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## Naval Staff Organization and Functioning

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*U.S. Navy*

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**“NAVAL STAFF ORGANIZATION AND FUNCTIONING”**

A Presentation by  
*Captain F. A. Dingfelder, USN*  
at the Naval War College  
5 November 1951

The purpose of my discussion this afternoon, is to present some ideas and information which, it is hoped, may be helpful in organizing a staff, or in serving as a member of a staff. This morning, Captain Miller discussed the principles and background of naval staff organizations. So my discussion will concern first, the ‘how’ of organizing a staff, and secondly, a discussion of some of the ideas and principles of staff functioning which, if clearly understood and practiced by all members of a staff, will generally result in maximum assistance to the Commander—and to the command.

The ideas and information which I will present are based on personal experiences and current practices, and have been taken from the texts of all the Armed Services. I realize that some of the information will have been heard many times by those of you who have served as members of a staff, but I hope you will bear with me.

My talk will be oriented to a naval operational staff at about the level of or below that of a task fleet or major task force commander. I won’t have time to discuss administrative staffs, but they will, of course, vary somewhat from operational staffs due to the nature and magnitude of the functions which they perform. For example, type commands are more concerned with personnel administration, basic training, and the initial conditioning of ships and aircraft. On the other hand, operational commands are more concerned with the overall training for com-

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Captain Dingfelder is a member of the staff of the Naval War College.

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bat, and in planning for and supervising the execution of combat operations. It goes without saying, however, that the basic ideas of staff functioning and organization are applicable to any staff.

No doubt some of us have already formed an idea as to how we would operate our staff, if we were to become commanders or chiefs of staff. On the other hand, few of us give much thought to the mechanics involved in organizing a new staff. We are prone to take the subject of organization pretty much for granted.

Actually, sound organization is a prerequisite to effective staff functioning. But the Navy, unlike the other services, does not have a definitive or dogmatic organization plan which we could adopt. Perhaps this is a good thing as it permits a commander to exploit his own ideas of organizational techniques, and to fit his staff more closely to the peculiar requirements of his command. In view of this organizational freedom, we might expect to find a wide variation in the structures of naval staffs, but such is not the case and we find that naval staffs, at the various echelons of command, do conform to a fairly standard pattern. This is due, I think, to three things: First, most naval commanders have a common appreciation of the practical application of the basic principles of organization. Secondly, the functions of command are comparable in similar organizations. And thirdly, the organizational pattern of naval staffs will tend to be influenced, somewhat, by the fact that their initial personnel allowance is generally predetermined by the Navy Department. A commander may have a choice as to the individuals who are to be ordered to his staff, but the number and technical qualifications of the staff members will, normally, be based upon the known requirements for staffs of similar commands, and on the availability of personnel.

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Thus, with most factors being equal, it is understandable that the staff structures of similar commands will tend toward standardization. It is also easy to understand why some commanders will find it expedient to adopt the organization plan and instructions of another similar command as the basis for their initial staff structure and staff instructions.

How you will organize your staff is quite another matter, but meantime, let us take a specific case and briefly discuss some of the mechanics of setting up a new staff. I won't go into all of the details, but rather, will try to give you an idea as to how the so-called typical naval staff organization got that way.

Let us assume that we have just reported for duty as Chief of Staff to the Commander of a new Fleet. It is to be an operational command similar to the present Sixth or Seventh Fleets. One of our first tasks will be to prepare, for the Commander's approval, a basic plan for organizing the staff and a set of instructions for its guidance.

During our conference with the Admiral, he has given us a comprehensive briefing regarding our probable future operations, and of his ideas and intentions regarding the many problems that will face us in the months ahead. He has made it quite clear that he expects to devote his full time to personal command, to matters requiring a basic decision, to matters concerning policy and morale and to personal liaison with subordinate commanders and other commands. He does not wish to be disturbed with the details and routine matters incident to carrying out the many functions of command. These are matters, he stated, which he expects his staff to handle, and the responsibility for the minor decisions and staff action in connection therewith will rest entirely with the Chief of Staff. His ideas

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about the staff were summed up about as follows: "It is my desire that this staff be known as a good staff; that we have a sense of responsibility to the subordinate commanders and operating units; that we protect them from the useless hardships and harrassment which result from faulty staff functioning; and that by the issuance of clearly worded, forceful, and timely orders, both the subordinate and the other commands will be given assurance that this staff knows its business."

I think that gives us a pretty good idea of just what the Admiral expects of his staff, and particularly what he expects of his Chief of Staff. Now, let's get on with the plan. At this point, our task would be much easier, if we had had a previous tour of duty as a member of a staff. Otherwise, it is somewhat like being faced with our first OpProb here at the Naval War College. First, I think it is a good idea to examine the staff structure and instructions of another similar command. They will usually reveal some new ideas and, more importantly, they will serve as a check-off list for our predictions; they may very well serve as a guide for formulating our initial organization plan and for writing our staff instructions. I think, too, that we should review the basic principles of organization and give particular consideration to the principle of homogeneous assignment. Now then, what are the factors to be considered for our basic plan, what personnel will be required for our staff, and how shall we divide the work of the staff?

If the staff is to effectively assist the commander in carrying out the functions of command, it follows that the nature and magnitude of these functions will be a major factor in determining the personnel requirements for the staff. And, these functions should also be a major factor in organizing the work of the staff. Thus, we should now consider the probable operations

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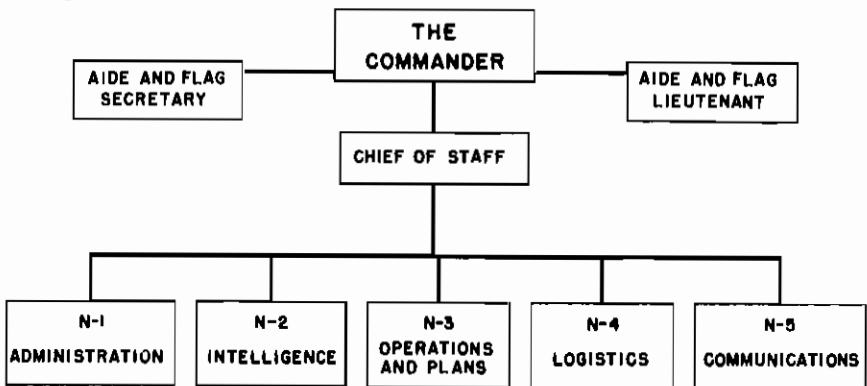
in which the fleet will be engaged. And, if we will make a thorough study of those operations, we will be able to anticipate and make a fairly accurate list of the many functions which the staff must carry out to effectively plan for and supervise the execution of those operations. And, of course, to handle the routine administrative work which is normal to every staff.

I won't take the time here to enumerate the many functions but they will be shown on various charts in just a moment. However, if we were to make a detailed analysis of the many functions of command, it would be apparent that all of them could be included under six major headings as follows:

DECISION	OPERATIONS AND PLANS
ADMINISTRATION	LOGISTICS
INTELLIGENCE	COMMUNICATIONS

Since all functions of command can be segregated into these six major categories, it seems logical to accept this segregation of functions as a basis for the divisional organization of a staff. If we do this, we can arrive at a basic organization plan for our staff as shown by the following figure 1:

FIGURE 1—



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The above figure shows the Commander and his two aides, the Chief of Staff, and under the Chief of Staff are five divisions—Administration, Intelligence, Operations and Plans, Logistics, and Communications. The primary and most important function of DECISION will, of course, be performed by the commander himself. This plan may be recognized as the basic structure upon which almost all naval staffs are organized.

You will notice that I have numbered the staff divisions N-1, N-2, N-3, N-4, and N-5. The first four divisions correspond to the Army "G" and the Air Force "A" divisions. It is recommended that the division numbering system, which I have shown, be used by all naval staffs, because in so doing it not only makes for easier liaison between the services, but also between naval staffs. Communications should be standardized as the N-5 division and if a separate plans division is set up it could be numbered the N-6 division. If our staff were a joint staff, the divisions would be numbered J-1, J-2 and so on; for a combined staff they would be C-1, etc. You will notice on the slides which follow, that I have shown the head of each division as an "Assistant Chief of Staff". I think this is a desirable title in the larger staffs, but in the smaller staffs the division heads would be more properly listed as the "Intelligence Officer, Communication Officer" etc.

Now then, with such a basic plan as this before us, it is an easy matter to assign homogeneously the various functions, which the staff must perform, to an appropriate staff division. After this has been done, we will have a more or less detailed functional chart as will be shown by the figures which follow.

Figure 2 shows the position of the commander and his two aides. Under the commander, we will assign the function of DECISION, such matters as concern basic policy, commendations,

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discipline and morale. The Flag Secretary, in this position, will act only in his capacity as an aide, but he will have other duties as head of the Administrative Division. In addition to his principal duty as personal aide to the commander, the Flag Lieutenant will be assigned the duties of Flag Signal Officer, and division officer for the enlisted personnel of the Flag allowance. He will also be responsible for the timely and proper rendition of honors and salutes, as well as the conduct of official ceremonies. He will have charge of the flag boats and automobiles.

FIGURE 2—

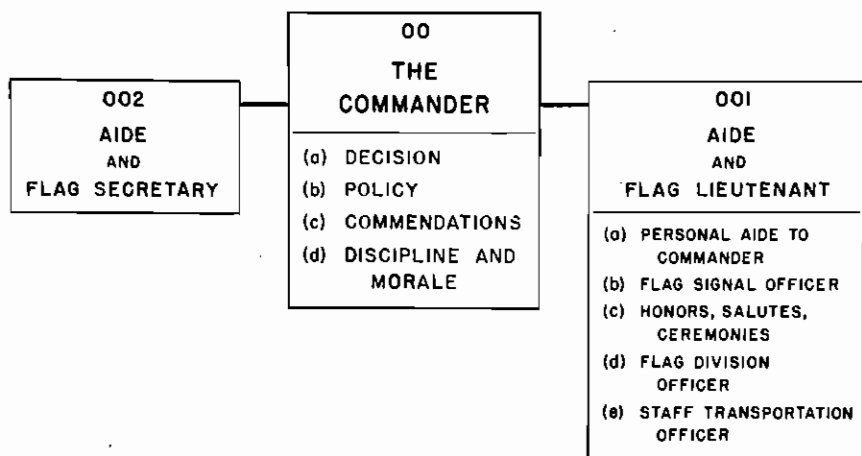


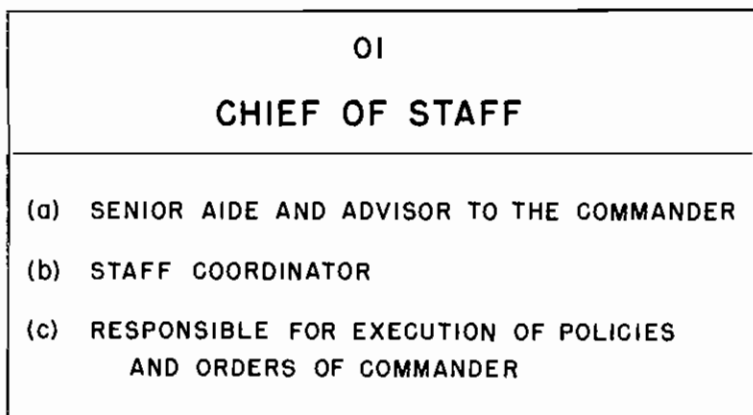
Figure 3 shows the position of the Chief of Staff. In addition to his duties as senior aide and advisor to the commander, he will be responsible for coordinating the work of the staff, and for ensuring that the policies and plans of the commander are carried out in accordance with his intentions and will. I am sure that we will all agree that the Chief of Staff is a most important cog in any smooth functioning staff.

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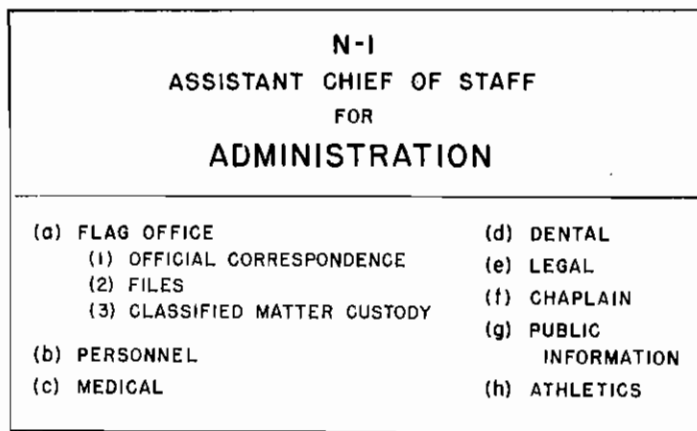
**FIGURE 3—**



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Next is figure 4 which shows the N-1, Administrative division under which we will assign such activities as the Flag Office which includes official correspondence, files, custody of classified matter, except messages, etc. Also, such matters as personnel, legal, dental, chaplains, public information, etc.

**FIGURE 4—**

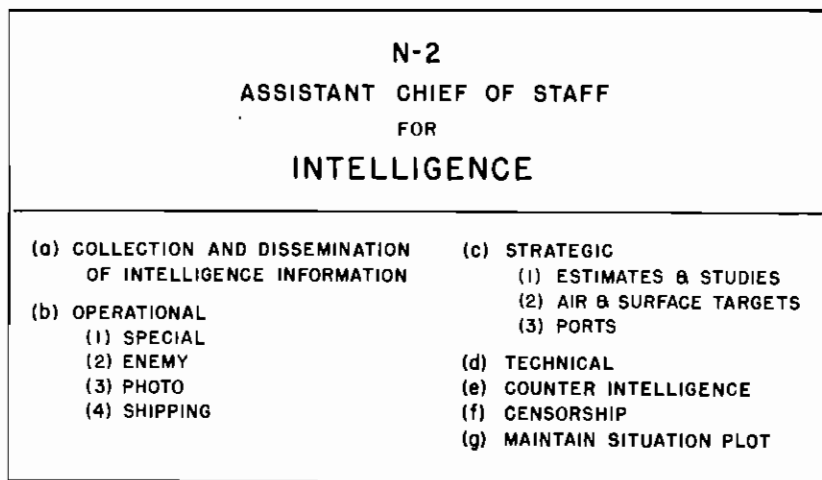


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The N-2, Intelligence Division, as shown by Figure 5, will collect, evaluate and disseminate intelligence information. The operational intelligence section might include special intelligence; information as to enemy strength, location and capabilities; photo interpretation; enemy shipping etc. The strategic intelligence section might include estimates and studies necessary for future planning; air and surface targets; ports, etc. This division will also be responsible for technical and counter intelligence, for censorship, and for maintaining an up-to-date situation or strategic plot.

FIGURE 5—



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Figure 6 shows the Operations and Plans Division. The Operations section of this division will be responsible for assigning and coordinating the employment of units assigned to the command, and for directing the operation of those units. This will include such special operations as Air, Amphibious, ASW, USW, and Minelaying and Sweeping. They will also be responsible for Training and Aerology, as well as for super-

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vising the activities in Flag Plot. The Plans Section will include both current and future planning, and the responsibility for maintaining liaison with other commands.

FIGURE 6—

<p><b>N-3</b>  <b>ASSISTANT CHIEF OF STAFF</b>                  FOR  <b>OPERATIONS AND PLANS</b></p>	
<p>(a) <b>OPERATIONS</b>                  (1) SURFACE                  (2) AIR                  (3) AMPHIBIOUS                  (4) ASW                  (5) USW                  (6) MINE</p>	<p>(b) <b>TRAINING</b>                  (c) <b>FLAG PLOT</b>                  (d) <b>PLANS</b>                      (1) CURRENT                      (2) FUTURE                      (3) LIAISON                  (e) <b>AEROLOGY</b></p>

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Under the N-4, Logistics Division, Figure 7, will be assigned such functions as supply, fiscal matters, repair and maintenance of fleet units, statistics, etc.

FIGURE 7—

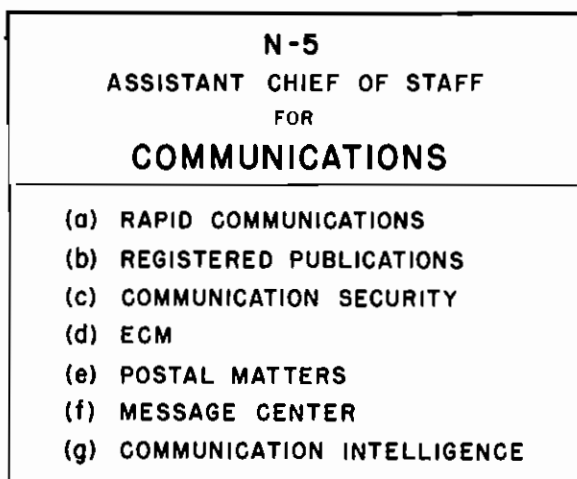
<p><b>N-4</b>  <b>ASSISTANT CHIEF OF STAFF</b>                  FOR  <b>LOGISTICS</b></p>
<p>(a) <b>SUPPLY</b>                  (b) <b>FISCAL</b>                  (c) <b>REPAIR</b>                  (d) <b>MAINTENANCE</b>                  (e) <b>STATISTICS</b>                  (f) <b>NAVY EXCHANGES</b></p>

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The N-5, Communications Division, Figure 8, will provide such rapid communication facilities as will ensure positive command communications within the command and with other pertinent commands. This division will also be responsible for registered publications, for the operation of the message center, for communication security and communication intelligence, for ECM, and for postal matters.

FIGURE 8—



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That just about completes our detailed functional chart. It is by no means perfect, nor is it complete. I am sure that some of you think of additional functions, and of course some will have a different idea as to which division some of the functions should have been assigned. However, it will serve for the purpose of our discussion. This chart not only gives us a fairly good picture of the functions which the staff must perform, but by grouping similar functions within the various divisions, we can get a better idea of the overall skills that will be required to perform them.

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Our next step will be to determine the overall skills, or rather the ranks and qualifications of staff members, we will need to perform the functions which we have listed, and then to establish these needs as positions in our staff organization. For example, let us take a look at the Operations and Plans Division.

The head of the Operations and Plans Division should be an officer who is qualified to plan for and supervise the execution of large operations involving forces of all types. I think he should be the third senior officer on the staff and be qualified to relieve the Chief of Staff when necessary. Our staff organization should be susceptible to rapid wartime augmentation, and so we should establish a position for each of the functions listed under this division which will require special skills or technical qualifications. This would require about twelve assistants to the Operations and Plans Officer, but in analysing the magnitude of these functions, we will probably find that we cannot justify this number of officers at the present time. So, it will be necessary that some of the assistants occupy more than one of the positions and, in so doing, perform more than one function. For example, the Amphibious Assistant might very well double as an Assistant Plans Officer; the Assistant for Surface Operations might also fill the position of Training Officer; and the Assistant for Air might fill the position of Liaison Officer, and so on. Thus, our initial requirement might be 1 Captain, 1 Commander (line), 1 Lieutenant Colonel, USMC, 1 Commander (AVH), 1 Commander (SS), 1 Commander (aerologist), and 2 Lieutenant Commanders (line). We would then follow this same procedure in determining the personnel requirements for the other divisions. We will, of course, trust that BuPers, when ordering the officers to our staff, will see to it that, collectively, they possess the technical qualifications and professional background required to perform the

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functions we have listed. In the present situation, BuPers has done just that—our initial personnel allowance is on board and is acceptable. So, after a look at their qualification jackets and an interview with each officer, we can very easily assign them to an appropriate staff division. The head of each staff division will then be responsible for organizing his division and for carrying out the functions assigned to his division.

Combination position and functional charts should be maintained by every staff. They not only serve as a guide for assigning staff members to the divisions where maximum benefit can be derived from their technical qualifications and professional background, but also serve as a constant reminder of the many functions for which the staff is responsible and the division of that responsibility within the staff. They also show the position of every member of the staff and to whom he is responsible.

I am sure that most of us will realize that any initial organization plan will be subject to minor changes from time to time as circumstances and experience indicate a need for a different arrangement. For example, later on the commander may decide to handle personally matters concerning public information. When future planning becomes a major function, we may decide to set up a separate plans division. We may find it desirable to shift medical matters to the Logistics division right away. The Chief of Staff may wish to personally supervise the activities in Flag Plot. Nevertheless, the plan which I have been discussing is an excellent basic plan and minor changes to it are matters of choice or circumstance. It embodies all of the principles of good organization which are a prerequisite to effective management, and which are so generally apparent in almost all industrial and naval staffs. In my opinion, this basic organization plan may be used as the point of departure in creating a basic structure for

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any staff. The nature and magnitude of the functions in each division will vary with the different echelons of command, and with the different types of command, but some of all the six major functions of command will be found in every command. Thus, they are a logical basis for the divisional organization of a staff. To me, a staff should never be created from the viewpoint of assigning functions to individuals, but rather from the viewpoint of assigning individuals to positions in the organization.

However, the best possible staff organization on paper will be only as good as the people who comprise it, and this brings me to the second part of my discussion—the operation of the staff.

I think it is very important, right at the beginning, to acquaint the staff members with the Admiral's and Chief of Staff's ideas and policies regarding the staff. To do this, I am going to assume the role of Chief of Staff and I invite you gentlemen to sit in while I acquaint the staff members with our ideas as to how we want to operate our staff. My remarks will be directed to the Division Heads, but they are of course for the information and guidance of all staff members. Some of the procedures will be peculiar to our staff, but they are generally applicable to any staff.

First, there is the subject of responsibilities. I am responsible for keeping the Admiral informed as to the status of our planning and the general readiness and effectiveness of the command; for relieving the Admiral of all details and such other work as will allow him the maximum time for personal command and for undisturbed reflection and thought; for making necessary decisions during his absence; for ensuring that the

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policies and plans of the Admiral are carried out in accordance with his intentions and will; and for coordinating the work of the staff and ensuring that conclusions which we reach are the result of sound mutual collaboration.

The policies and decisions of the Admiral will generally be basic in nature and general in scope. I will keep the Division Heads informed and will expect them to be thoroughly familiar with the Admiral's policies, and likewise, to keep their division subordinates so informed. Each Division Head should maintain a policy file as a constant reminder of this responsibility.

My door will always be open and I will expect you to feel free to enter my cabin at any time. Keep me informed of any bad news or difficulties which may hinder the accomplishment of your tasks—such as problems which you cannot solve yourselves. We can usually work out a solution before a problem becomes serious if we do it promptly and vigorously.

At this point, I want to bring up the subject of authority. Staff officers have no authority to command in their own right, except within the staff. However, in carrying out the decisions and intentions of the Admiral, there will be times when it is necessary for you to issue orders, not in your own name of course, but in the name of the commander. Thus, we must have a definite understanding of the Admiral's policy regarding his delegation of authority to the staff members. So, here is a staff order which I think covers the subject and it reads as follows:

“All policies, basic decisions and basic plans will be approved by the Commander before they are promulgated, and before they form the basis for supplementary decisions, or orders. Once the Commander has approved a specific problem, decision, or basic plan, or established

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a policy, the Chief of Staff and the Division Heads are authorized to issue, in the name of the Commander, such orders as may be necessary to carry out the will and intentions of the Commander, but not contrary thereto or in amendment thereof. In this connection they are hereby authorized to release messages and to sign official correspondence "By Direction".

Except in emergencies, Division Heads will refrain from releasing messages or signing correspondence which pertains to matters coming under the cognizance of another division. When it becomes necessary for you to issue an order in the name of the Commander, be sure you don't bypass subordinate Commanders or myself. In this respect, we must know the Admiral well enough that we can act and make minor decisions which will be in conformance with any patterns he may have established. Thus, we must have absolute loyalty and integrity to the expressed will of the Admiral.

Now for your responsibilities. You are advisers to the Admiral and must furnish him with such information and recommendations as will permit him to make sound decisions in matters of policy and planning. You are responsible for formulating and issuing, in the name of the Commander, the orders and instructions which will be necessary to carry out his plans and decisions, and for the supervision necessary to ensure that plans and instructions are carried through to a conclusion. Finally, you are responsible for assisting the Commander, and in so doing, assist the subordinate units of the command to increase their effectiveness.

In dealing with subordinate and other Commanders and their staffs, remember that you are representing the Admiral.

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When members of other units visit our staff, be sure they get to see the right person and get what they are looking for. When subordinate or other Commanders want a decision on a matter of policy or some request, treat them with the greatest of tact. If the decision is to be NO, request that they talk to the old man. On the other hand, if the decision is to be YES, tell them so, yourself. If the reply is to be written, I will sign it in the affirmative cases—negative replies will of course be written up for the Admiral's signature. Courtesy is contagious, and pays big dividends.

So much for responsibilities—now I would like to discuss some of the procedures and functions which require the fullest cooperation from all of us. How well we perform them, usually indicates to the other commands just how effectively we function as a team, and how well we know our business.

Routine paper work, official correspondence, reports, etc.,—all very necessary in conducting the business of command—but we could do with a lot less of it. A few good reports which are read and cover important matters are worth far more than a flood of reports which are seldom, if ever read. Let's keep an eye on reports—if they are serving a need, we should retain them. If not, we should get rid of them. Likewise, let's keep official correspondence to a minimum, prepare replies promptly, and keep the work baskets empty.

The processing of messages is one of the most important items in our staff work. Messages normally will contain important information or orders, and we must ensure that they receive prompt and coordinated action. The responsibility for ensuring that action is taken, must be assigned to a specific officer as a primary duty. That officer must be well informed on current and

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future plans and must have a complete understanding of the organization and allocation of responsibilities within the staff. Normally, this responsibility is a function of the Communication Officer, but in our staff, it will be a direct responsibility of the Staff Duty Officer. Not necessarily to take the action himself, except in emergencies, but rather to see to it that the officer who is responsible for taking the action, does so within a reasonable time and before it is too late. Many cases have occurred where a message has been routed to the wrong division for action and an answer sent out without first consulting the proper division. In other cases, the cognizant staff division failed to take action, or delayed so long that the answer was of no value. Safeguards against such errors are a necessity.

Next, there is the matter of providing information and here we are more concerned with what is done with the information than we are with the securing and processing of it. Routine distribution serves the normal needs, but we must always be on the alert to detect information which is hot and requires special or flash handling. We must see to it that such information gets to the Admiral, other members of the staff, and to other commands in time for it to be of value to them. We must constantly review the contents of reports from the viewpoint of the consumer and shape them to meet his needs. Most routine reports contain a mass of details. They are long, clog up communication systems, and finally the recipient has to spend valuable time trying to extract something of value to him. For example, I am sure that some of us can recall the time and effort that was spent trying to degarble some of the long summaries that contained a lot of detailed material which was of little actual value to many of the recipients, except from a curiosity standpoint. I remember one busy officer who stated that less than ten words of the entire report were of any value to him and, please, couldn't

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these few words be sent in a separate message. If not, he would rather not be bothered with the report at all. We can help in this respect by issuing special short summaries which are of interest only to certain commands, or we can identify certain parts of a long summary which may be of interest to a particular command. It is all right to furnish detailed reports to the larger commands who have the pick and shovel people to analyze it, but for our working units, we should eliminate the extraneous items. More work for us, perhaps, but it will be appreciated by those on the firing line.

We should be sure that the information which we pass on is authentic or else we should qualify it accordingly. Unfortunately we are not all infallible in interpreting what we see or hear, and so we must be discriminating in the information which we pass on and be sure that it will not be misinterpreted by those receiving it.

When to disseminate information and the amount to be disseminated can only be resolved by the use of good judgment and by the person on the spot. It must be sufficient to permit intelligent use of it and must be timely to be of value. Any doubt about disseminating information should always be resolved in the affirmative. I think Pearl Harbor emphasizes this necessity. After information has been disseminated, we should make sure that its significance has been understood. We must constantly keep in mind the necessity for modifying orders and information to fit the changing circumstances—they must be kept complete, and up-to-date.

It is extremely important that we take advantage of valuable information when we receive it. There is no greater error than not to recognize a need for action, or to recognize the need

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and then do nothing about it. This brings me to the subject of planning which is one of the most important functions of our staff.

Planning is important not only because of the size and complexity of modern combat operations, but also because of the time required to complete a set of plans and to make preparations for an operation. We must think at least one operation ahead of the one in progress. We must project ourselves into the future and initiate plans to meet possible future contingencies. Liaison with our opposite numbers in higher and lower echelons, as well as other commands, is helpful in this respect as it sometimes produces information which makes our anticipatory planning both valuable and appropriate to the overall situation.

Planning, however, is not a function which is set aside for the plans officer alone; it is a responsibility of the entire staff to make recommendations and to prepare appropriate plans and orders. When a need for a plan or directive becomes apparent, the division heads, and other staff officers, should take the initiative and get the work started. When a staff officer undertakes or is assigned a task, he should make certain that he understands the task assigned. If not, that is the time to ask questions. Thereafter, he should develop his recommendation and formulate his plan.

When you bring a proposition to the Admiral or myself for a decision, be sure that it is based upon facts, valid assumptions, and logical conclusions; be sure that all supporting data is available; that noncurrences have been considered; that the recommendation is sound and timely; and, be sure that it is completed staff work and that you would stake your professional reputation on its being right.

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Certain strategic plans will of course be prepared by the plans section. But most of our planning will be in connection with directives received from higher authority. Thus, our implementing plans or orders must be completed promptly and effectively, and I want to emphasize the procedure we will follow in such cases. Normally, the Admiral will acquaint me with his ideas and wishes regarding the execution of missions that may be assigned to our command. I will then call a meeting of the Division Heads and pass on what information I have, discuss the mission in general, and make any necessary supplementary decisions. Further amplification may be required during the process of working out the detailed plan or order, and you should immediately inform me of any ambiguity in order that I can give you instant guidance, or that I may go back to the Admiral for further clarification of his wishes.

The Head of the Operations and Plans Division will be responsible for preparing the body of the directive. The other divisions will be responsible for preparing the annexes, etc., which are pertinent to their respective divisions. This means that all staff divisions must work on the same plan at the same time, and with the closest cooperation and coordination. There must be constant liaison between divisions—everyone must know what the other fellow is doing. When there is a difference of opinion, it must be resolved by careful analysis and discussion. This is concurrent planning within the staff; and the same procedure will also apply to all units within the command, a subject which will be discussed by Captain Wirtz later on.

After the directive and annexes are completed, they will be submitted to me and I will make certain that they are in consonance, and that they are in accordance with the Admiral's intentions and policies. I will then submit the completed plan to

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the Admiral for his approval. The Administrative Division will then be responsible for producing and distributing copies to all pertinent commands. Sometimes, of course, it will be necessary to distribute the plan by message, in which case the Operations and Plans Officer will be responsible for drafting the appropriate message.

After the plan has been distributed, we must constantly supervise the execution of the plan. Not from the viewpoint of establishing a Gestapo, but rather from the viewpoint of furthering the cooperation of subordinate units in accomplishing the mission of the command. The staff serves the subordinate units—not vice versa. The best method of staff supervision is for staff officers to get around and actually see what is going on in respect to implementing orders and instructions which have been issued. Telephone conversations and brief summaries or reports are very effective. They remind the individual who prepares them, or to whom you talk, that we are interested in what he is doing, and they in turn keep us informed. Statistical reports have value provided they are regularly submitted, tabulated, and reviewed. From them we can draw some conclusions as to the progress and efficiency of the command, denote trends, build up of supplies, aircraft status, etc. It is a mistake, however, to assume that all we need to do is issue orders and then let the statistics roll in to provide us with an automatic supervision and follow-up. Personal observation and study are always needed. Supervision and coordination go hand in hand, and I want to put some emphasis on coordination.

Coordination is not a function which is set aside for the Chief of Staff alone, rather it requires the fullest cooperation of all members of the staff, as well as the subordinate units of the command. We should aim to avoid conflicting and dup-

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licating effort, and to get maximum teamwork within the staff and throughout the command. Coordination means cooperation and there are several ways we can aid in promoting it.

Conferences and briefings are excellent, and in this respect we will have a staff conference every morning which will be attended by the Admiral, the Heads of Divisions and the Chief of Staff. The agenda for these meetings will be as follows: First, we will be brought up to date on the current situation and informed of events scheduled for the following period. Secondly, we will discuss items of unfinished business which require staff action. Thirdly, Division Heads will bring up matters of interest to the other divisions. In this manner we can all be kept fully informed as to what is going on, discuss future plans, and adjust differences of opinion as well as obtain supplementary decisions. We will keep these conferences as short as possible and try to eliminate the need for other formal conferences. They will not, however, eliminate the necessity for liaison and informal conversations between staff officers and with other commands.

Visits to subordinate and other commands are very helpful, but they must be planned with a specific purpose in mind, otherwise they are useless and become a nuisance to the commands visited. Thus, we will maintain a schedule which will permit all senior staff officers to visit subordinate and other commands at appropriate times. It goes without saying, that a staff officer should always report to the commanding officer of the unit visited, but more importantly, he should always inform the commanding officer of what he is there for, and before he leaves, what he has learned during his visit. This practice inevitably promotes cooperation and allays any suspicion as to the purpose of our visits.

Obtaining the concurrence of all staff divisions to a pro-

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posed plan or recommendation is a means of coordinating staff work. But, as General Collins said "They should be sought on the basis of good judgement". There will be times when important decisions must be made promptly and we cannot take the time to satisfy all differences of opinion. Concurrence procedure is an excellent way of ensuring that the Admiral and Chief of Staff are informed of dissenting views and of the difficulties that may arise in respect to a proposed plan. However, a nonconcurrence should not be taken too seriously, and it must not be inferred that every proposed plan or recommendation must have unanimous concurrence before it is submitted for approval.

Coordination between the various staff divisions, and within each division, is very important to the successful functioning of the staff as a whole. No staff division is an entity in itself; it is the mutual consideration of the over-all objective and the dove-tailing of effort that produces the most workable plan.

Spontaneous cooperation, mutual understanding of problems peculiar to other staff divisions, and an appreciation of the over-all mission of the command, are the basic tenets of coordination. The concepts of coordination within a staff can be applied to further cooperation up and down the chain of command. However, there can be only one channel for command. There is no such thing as a channel for operations orders or a channel for intelligence orders. Staff officers can only supervise and make recommendations.

The effective exercise of command requires the utmost in staff assistance to the Commander and to the command. In considering the demands of war in the future, it seems obvious that the need for effective staff action will be more important than ever before. This means that staff officers must be thoroughly

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informed and possess a fine sense of teamwork. They must understand and apply sound principles and ideas of staff functioning, some of which I have covered this afternoon and some of which must be learned by experience. Only then, can staff officers properly discharge their responsibilities to the commands which they serve.

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