

**NOT FOR PUBLICATION
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HOUSE ARMED SERVICES COMMITTEE**

**STATEMENT OF
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BEFORE THE
SUBCOMMITTEE ON
OVERSIGHT AND INVESTIGATIONS
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
NAVY PROFESSIONAL MILITARY EDUCATION
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INTRODUCTION

Chairman Snyder, Representative Wittman, and distinguished members of the Oversight and Investigations Subcommittee, I am honored to have the opportunity to appear before you to discuss the U.S. Navy's approach to Professional Military Education (PME) in developing Navy and joint leaders.

Navy has made significant strides in improving jointness and access to PME in over 20 years since then-Chief of Naval Operations (CNO), Admiral Carlisle Trost, appeared before the House Armed Services Committee Panel on Military Education. Today, I will highlight Navy PME policies and joint education achievements, which contribute to implementation of a maritime strategy that promotes peace and prevails in conflict.

Navy has fully embraced PME as a key enabler in building a resilient, knowledgeable, and adaptive force, ready to meet the demands of dynamic, fast-paced multi-mission environments. We place significant emphasis on a balanced approach to education, which recognizes the importance of operational competency and the culture of command in fielding a ready maritime force. This calls for education programs aligned with the unique professional requirements of certain Navy specialties, and that complement and build upon a broad range of warfighting experiences.

PME enhances Navy's operational excellence by providing meaningful and relevant education throughout the career continuum to develop a cadre of leaders who are strategically

minded, capable of critical thinking and adept in naval and joint warfare. The common core of Navy knowledge, coupled with essential Joint knowledge, complements officer development in mission critical areas to deliver our Nation's Naval Warfare capabilities.

PME POLICY AND AUTHORITIES

The Chairman of the Joint Chiefs of Staff (CJCS) promulgates required PME curricula and content through Officer Professional Military Education Policy (OPMEP) guidance. The OPMEP establishes policies, procedures, objectives and responsibilities for PME and Joint Professional Military Education (JPME). CJCS is responsible for:

- (1) Formulating policies for coordinating the military education and training of members of the Armed Forces;
- (2) Advising and assisting the Secretary of Defense (SECDEF) by periodically reviewing and revising the curriculum of each school of National Defense University (NDU) (and of any other JPME school) to enhance the education and training of officers in joint matters; and
- (3) Advising and assisting SECDEF through designation and certification of all elements of a JPME program including Phases I and II for officers in grades O-3 through O-6, and CAPSTONE for general/flag officers.

The OPMEP assigns the services with the responsibility for conducting service-specific PME.

Because Joint leaders are comprised of leaders of the individual military services, Navy has, over the last 10 years, conducted a series of education reviews, rendered key decisions and taken specific steps to produce a true continuum of PME. In 2004, the Chief of Naval

Operations (CNO) approved Navy's PME Continuum, which provides a framework for a career continuum learning program that enables mission accomplishment and provides for personal and professional development. Learning components of this continuum include:

- Advanced Education - education beyond the secondary level ranging from college preparatory to Doctoral-level programs;
- NPME - core Navy knowledge in Military Studies, Professionalism, and National and Global Security;
- JPME – skills that enhance Navy's ability to provide unique and complementary warfighting to Joint Force Commanders from-the-sea ; and
- Leadership Development – learning tailored to leadership positions and roles

Additionally, United States Naval War College (NWC) initiated a number of key program adjustments to integrate PME into the War College core curriculum. These include:

- Introduction of a primary level course for junior officers performing at the “deckplate” level, and a course to prepare flag officers for duties as Maritime Component Commanders;
- Restructuring of in-residence programs to create distinct curricula for the intermediate and senior level programs;
- Reinvention of non-resident programs to increase access of high quality academic curricula paralleling that of the resident program to officers and civilians; and
- Implementation of a Naval Operational Planner Course to develop operational-level leaders with depth in operational-level planning.

NWC IN-RESIDENCE PME PROGRAMS

Through training, education, leadership and assessment activities, NWC provides PME programs that are current, rigorous, relevant, and accessible to the maximum number of qualified U.S. officers and Navy enlisted personnel, Government civilian employees, non-governmental organizations and international officers. NWC seeks to develop leaders of character, who trust and have confidence in each other, and who are operationally and strategically minded, critical thinkers, proficient in joint matters, and who are skilled naval and joint warfighters. NWC operates under the following major mission elements:

- Developing strategic and operational leaders;
- Supporting CNO in defining the future Navy and its roles and missions;
- Supporting combat readiness; and
- Strengthening maritime security cooperation.

The first mission function, developing strategic and operational leaders, is the main focus of NWC academic programs, and is the principal responsibility of the academic faculty, assisted by the NWC research, analysis and gaming faculty.

NWC supports the requirements of the Secretary of the Navy, CNO, Combatant Commanders, Navy and Marine Component Commanders, numbered Fleet Commanders, the U.S. Intelligence Community and other departments and agencies of the U.S. Government. The desired effect is a program of focused forward-thinking with timely research, analysis, and gaming that anticipates future operational and strategic challenges; develops and assesses strategic and operational concepts to overcome those challenges; assesses the risk associated

with these concepts; and provides analytical products that inform Navy's leadership and helps shape key decisions. This educational skill development leads to forward thinking traits that support the ability of the Navy's Joint Force Maritime and Navy Component Commanders to function more effectively as Joint or Navy operational commanders.

ASSESSMENT OF PERFORMANCE

Periodic assessments of JPME are conducted for all levels of military education. Precommissioning and primary JPME assessment is directed by the Chairman and executed through triennial reporting requirements that provide oversight of education methodology, validation/feedback mechanisms, focus improvement areas and recommendations. Through a formal Process for Accreditation of Joint Education (PAJE), JPME assessments are conducted at all Service and joint Intermediate Level Colleges (ILC) and Senior Level Colleges (SLC). This process prescribes procedural guidelines for program assessment of institutions seeking JPME accreditation. For General/Flag Officer JPME, assessment consists of an annual review of curricula of the Joint Flag Officer Warfighting Course (JFOWC), CAPSTONE, and PINNACLE courses.

The Secretary of Defense, with the advice and assistance of the CJCS, periodically reviews and revises the curricula of joint educational programs to enhance the education and training of officers in joint matters. Capitalizing on existing activities, the aforementioned review process broadly identifies the components necessary to ensure that NPME and JPME are current and properly executed.

ROLE OF IN-RESIDENCE PME IN DEVELOPMENT OF NAVAL OFFICERS AND DEPARTMENT OF THE NAVY CIVILIANS

NWC prepares students for transition from duties in technical and tactical operations to responsibilities that require a broad understanding of national policy and strategy, resource allocation and management, interagency, and multinational combined operations. This accomplishes three critical objectives:

- (1) It imparts a healthy skepticism about easy solutions.
- (2) It exposes students to a tremendous variety of valuable experience.
- (3) It provides a classical education that allows professionals to think differently and more effectively.

Graduates are prepared to continue self-education throughout the remainder of their careers, are more intellectually adaptable as circumstances change, and are more perceptive in the face of ambiguity.

SELECTION OF STUDENTS, FACULTY AND STAFF

Officers are screened for Service College eligibility based upon the results of the O-4 and O-5 statutory promotion selection boards. The top 50 percent selected for promotion to O-4 are categorized as “Intermediate Service College eligible,” while the top 50 percent selected for promotion to O-5 are “Senior Service College eligible.” Officers selected for promotion but not

within the top 50 percent may be administratively screened and approved by a flag officer for Service College attendance. All officers selected for promotion to O-6 are eligible for Senior Service Colleges. All officers screened as Senior Service College eligible must undergo an administrative screening process that requires flag-level approval prior to attendance.

Service College faculty is comprised of civilian professors, U.S. and international military officers, and representatives from selected U.S. Government departments and agencies. Military faculty members are assigned through the normal detailing process. Billet announcements displaying the required skill sets and arrival timing are advertised to assignment officers, also referred to as detailers, who canvass potential candidates possessing the required skills and who may be interested in serving as faculty. Those interested and qualified candidates are nominated to the respective Service College for approval of assignment. Selection of the President of the NWC is accomplished through a highly competitive administrative slating and nominative process, and ultimate appointment by the Secretary of the Navy. The NWC Dean of Students is selected by the NWC President from a list of nominees provided by the Navy Personnel Command.

Military faculty members in the NWC teaching departments are proven performers with the ranks of captain or colonel (O-6) and commander or lieutenant colonel (O-5). Emphasis for selection to a faculty position is placed on O-5 or higher command experience; a joint or service component operational tour; a joint, service headquarters or Washington, D.C. tour; and completion of a senior Service College. Waivers to this policy are granted when considered against other relative operational background experience. Currently, all faculty members have

the requisite PME and hold a master's degree, while 18 percent possess a PhD or are enrolled as doctoral candidates. Within the NWC Joint Military Operations (JMO) Department's military faculty, about 70 percent have held O-5 command, and over 90 percent are graduates of intermediate or senior level service college and hold a master's degree; over 40 percent hold multiple masters degrees. All are proven performers in their respective operational arenas.

Upon nearing conclusion of their Service College assignments, faculty and staff follow-on assignments are negotiated through the normal detailing process. To the maximum extent possible, officers are offered follow-on utilization tours that leverage the education experience and permit them to continue developing operational and strategic competencies, while enabling them to continue pursuit of career milestones.

Priority business rules for post-graduation assignments have been formalized, and procedures implemented to track the actual assignments, which are proposed by the respective community detailers. A large proportion of those students are assigned to their next career milestone billet (typically a command tour or department head tour). Of those not sent directly to a milestone billet, the majority are assigned joint billets and a small percentage are assigned to major staffs (3/4 star level). The priorities established by these rules are:

- (1) Joint Task Force Headquarters/ Inter-Agency, Navy Operational Command or Equivalent Career Milestone;
- (2) Joint Operational;
- (3) Joint Support;
- (4) Major Staff Billets with high Joint content;

(5) Other USN Billets with high Joint content; and

(6) Major Staff.

PME graduates have the advantage of competing for a career enhancing priority follow-on assignment.

JOINT DUTY ASSIGNMENT LIST (JDAL) CREDIT FOR INSTRUCTORS

Under title 10, U. S. Code, assignment as an instructor responsible for preparing and presenting courses as part of a program designated by the SECDEF as JPME Phase II, qualifies as a Joint Duty Assignment. NWC's College of Naval Command and Staff, and the College of Naval Warfare are both located in Newport, Rhode Island. This facilitates the opportunity for NWC faculty to prepare and teach both JPME Phase I and JPME Phase II courses and thus receive joint duty assignment credit. However, Navy officers assigned as faculty at the Air Command and Staff College or the Army Command and General Staff College, where only JPME Phase I programs are provided, do not have the opportunity to receive joint duty assignment credit. This inequity presents a challenge in Navy's assignment detailing process when identifying highly-qualified officers for assignment to other Service College faculty billets.

PROCESS USED TO MAKE SIGNIFICANT POLICY CHANGES

Navy develops and modifies policy to support execution of the maritime strategy. In the case of PME, Navy has convened a series of senior level panels over the past 10 years to explore and assess opportunities for improved support of the strategy. Resulting PME policy decisions

have been made by the CNO with the advice of his most senior leaders. Policy requiring completion of JPME Phase I prior to screening for Commander Command enhances the skills of commanding officers while signaling the importance of JPME and continuous learning. Its implementation relied upon appropriate lead time and availability of flexible opportunities to complete JPME.

In May 2009, Navy established an Advanced Education Review Board under the direction of the Vice Chief of Naval Operations to optimize education policy coordination and integration across the Navy. PME policy falls under the purview of this board.

PME PROGRAM OPPORTUNITIES

Navy has made significant progress in providing PME learning options to reach a wide audience. Since 2004, quotas for resident PME at NWC, other Service Colleges, and the National Defense University (NDU) have increased by approximately 20 percent. NWC began expanding nonresident opportunities in 1996. The first major change in delivery came when NWC established an additional instructional location on the campus of the Naval Postgraduate School (NPS) in 1999. On campus, NWC faculty delivered an intermediate-level course restructured as elective courses designed to be embedded in the School's graduate programs under its quarterly construct. In 1999, 29 students completed the program, and today we average over 200 completions per year.

Over 700 in-residence enrollments are planned at NWC, other Service Colleges and NDU in Fiscal Year 2010. Over 3000 NWC non-resident enrollments are planned through courses delivered in conjunction with pursuit of a graduate degree at NPS, via Fleet Seminar programs offered at 20 fleet concentration area locations, and electronically via the web or CD-ROM. These non-resident opportunities provide essential flexibility to concurrently educate larger numbers of officers as they continue to fulfill career milestone assignments and meet demanding operational schedules.

CONCLUSION

Navy continues to prepare our officers to meet a wide range of operational demands through a mix of professional military education, joint and naval experience, and Joint and Naval individual training. Our policies, programs and processes provide the necessary means to balance relevant education, development of operational competency, performance as an expeditionary force and sustainment of our command culture. Thank you for your continuing support in expanding opportunities for Navy officers to benefit from a robust and flexible program of professional military education. Your efforts in enacting such enabling legislation has contributed to their enhanced joint warfighting expertise and expanded opportunities for competitive assignment within the joint arena.