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Fall 2014

### Navy Nexus

Walter E. "Ted" Carter

John E. Jackson

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# Naval War College Review

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## Navy Nexus

Walter E. Carter Jr.  
*U.S. Navy*

John E. Jackson  
*The U.S. Naval War College*

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## NAVY NEXUS

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*Rear Admiral Walter E. “Ted” Carter, Jr., U.S. Navy, and  
Professor John E. Jackson*

*Shortly after the article that follows was drafted, I was notified that I had been nominated for promotion to vice admiral and assignment as Superintendent of the U.S. Naval Academy. This unexpected set of orders will cause me to depart the Naval War College after only one year as its President. Still, and although much remains to be done to keep the college at the top of its game, the organizational and administrative changes its faculty and staff have accomplished over the past twelve months have refined its educational and research programs in significant ways. The article (which collects and elaborates on material that, in some cases, has already appeared in print, including the “President’s Forums” of the Spring and Summer 2014 issues of the Review) serves as evidence of what dedicated professionals can do when motivated by an unrelenting commitment to excellence.*

REAR ADMIRAL W. E. “TED” CARTER, JR., USN

**I***f it’s important to the Navy, it is on the agenda at the Naval War College!*  
This is a bold statement, but it is one that can be rather quickly substantiated by even a casual review of what is happening on the busiest educational and research complex in the Navy—the Newport, Rhode Island, campus of the U.S. Naval War College (NWC).

Since 1884, the Naval War College has existed as a place to study conflict and to produce leaders who are critical thinkers. As it celebrates its 130th anniversary, the college continues to refine its educational and research programs to meet the demands of the Navy and the national security community. While some of our more traditional offerings, such as our highly regarded Joint Professional Military Education (JPME) programs, are fairly well-known, other programs and initiatives are regaining their intended direct linkage to and support to the fleet. The primary purpose of this article is to highlight the ways in which the Naval War College is helping to prepare and shape the Navy of Tomorrow and how it is significantly supporting the Navy of Today without forgetting the lessons of history.

## THE NAVY OF TOMORROW: INVESTING IN AMERICA'S INTELLECTUAL ARSENAL

A classic Asian proverb holds, “If you are planning for one year, sow rice; if you are planning for a decade, plant trees; if you are planning for a lifetime, educate people.” The Naval War College is committed to ensuring that America’s future military leaders are prepared to meet the challenges of the next decade and beyond. We want and need to change as the global environment evolves, while reinforcing the successful initiatives and activities that have brought us to the high level of success we currently enjoy. The Naval War College continues to refine and enhance its curriculum to keep abreast of the evolving national security environment and fulfill the needs of future naval leaders and the nation’s joint forces. Moreover, we are expanding our reach to all Navy officer and enlisted ranks, while doing more to serve fleet commanders through tailored special programs. This deliberate method of collegiate rebalancing is an ongoing and faculty-driven process, and while the exact nature of the college of the future is always evolving, I would like to share with you a number of initiatives that show great promise.

For three decades following fundamental curriculum changes—commonly called “the Turner Revolution,” adopted in 1972–74—the college’s Senior Level Course (SLC) and its Intermediate Level Course (ILC) were, by design, very similar in content and pedagogical approach. In 2005, the Chief of Naval Operations (CNO) directed NWC to bifurcate its existing graduate-level program into two separate courses, each clearly focused at the level of seniority of the students. Our faculty identified differentiated educational outcomes for each course, and the fleet’s senior leaders reviewed and concurred with the changes.

Now, a decade later, we are further enhancing the unique knowledge and skill sets required of each targeted student population. To make these changes more evident, beginning with the 2014–15 academic year the SLC program will be named the Fleet Admiral Chester W. Nimitz Course in National Security and Strategic Studies; in it, students will examine the challenges of leadership and the profession of arms at the strategic level. Nimitz Course graduates will earn the degree of Master of Arts in National Security and Strategic Studies, as well as credit for JPME Phase II. The ILC program will be named the Admiral Raymond A. Spruance Course in Maritime Warfare and Strategic Studies, and it will focus on maritime and joint planning and warfighting at the operational level, as well as on leadership at the theater-strategic level. Spruance Course graduates will earn a newly established Master of Arts in Defense and Strategic Studies, and also credit for JPME Phase I. Refined course content, new course names, and conferment of separate degrees will complete the bifurcation begun a decade ago and will

provide the graduates with education, credentials, and attributes required for the Joint Officers of 2020.

While the Strategy and Policy, National Security Affairs, and Joint Military Operations Departments are already known for their rigorous and rewarding courses, a number of other programs have been developed to enrich further the Newport experience.

- The *Naval Strategist Program (NSP)* is a new initiative for a select group of students who will complete either the Nimitz Course or the Spruance Course and simultaneously a series of three defined elective courses. Beyond broad

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graduate-level studies in joint military operations, the national security environment, and the interaction of strategy and policy, students will delve into international security, economics, strat-

egy, and the role of sea power in the past and future. The final component of the NSP will be a focused thirteen-week capstone project that will enable students to develop strategic products tailored to specific issues identified by fleet and combatant commanders. Successful graduates will be assigned the subspecialty code 2300-P, identifying them as naval strategists. The pilot offering of the NSP is being conducted during academic year 2013–14, with the ramp-up to a fully staffed program expected in 2015.

- Another indicator of the Naval War College's advancing reach beyond the officer ranks can be seen in the revitalized program at the Navy Senior Enlisted Academy (SEA). NWC is closely involved in curriculum development and faculty support for this growing program, which operates as an independent but aligned department of the college. Master Chief Petty Officer of the Navy Mike Stevens has announced plans to require all senior chiefs (E-8s) to complete the SEA, doubling its throughput on an annual basis. A "blended" approach, which combines distance-learning courses with a three-week residence period in Newport, will enable over 1,200 students to graduate each year. Once a phase-in period is complete, SEA graduation will be mandatory for selection to master chief petty officer (E-9).
- Greatly enhancing the relevance and value of our resident educational programs is the inclusion of top-quality officers from partner nations around the world. Since the first postwar international officers arrived in 1956, almost 4,500 of them, from 134 different countries, have attended the Naval

War College. Out of that august group, approximately a third have achieved flag rank and over three hundred have gone on to lead their respective navies. On any given day, at least thirty navies or coast guards around the world are commanded by NWC graduates. Friendships begun here in Newport years ago continue to foster understanding and trust that cannot be surged during a crisis. Almost 150 international students will enroll at the college in 2015—by far the largest class ever.

- Our focus on the Navy of Tomorrow can also be seen in many of the war games, conferences, and workshops conducted by the college's Center for Naval Warfare Studies (CNWS). The Center's War Gaming Department conducts high-quality research, analysis, gaming, and education to support the Naval War College mission, prepare future maritime leaders, and help shape key decisions on the future of the Navy. Recent games have included the Title 10 Global Game series, the Proliferation Security Initiative game, the Fleet Arctic Operations game, and the Littoral Combat Ship (LCS) Warfighting game. Gaming creates a decision-making environment that fosters education and understanding for military and civilian decision makers in maritime and joint warfare, generates and debates strategic and operational concepts, and provides insights and help to assess operational risk.
- Of course, the limited capacity of our resident educational programs means that many officers will never have opportunities for a year of full-time study in Newport. To address this reality, for a hundred years the Naval War College's College of Distance Education (CDE) has delivered Professional Military Education (PME) to the fleet. Today, CDE maintains a network of nineteen Additional Instructional Locations (AILs), located primarily in fleet concentration areas, where the Fleet Seminar Program offers faculty-led evening seminars. These seminars are similar in content and methodology to the Spruance Course offered in Newport, and top-performing students, after further study, may earn the Naval War College master's degree. Other versions of the ILC are taught by a cadre of NWC professors at the Naval Postgraduate School and via web-enabled and CD-ROM-based programs. In addition to the tailored versions of the Spruance Course, CDE also manages the Navy's online PME program for junior officers and the enlisted force. Over 140,000 Sailors are currently enrolled in four courses accessible on the Navy Knowledge Online (NKO) portal.

## **THE NAVY OF TODAY: EDUCATING AND CONNECTING WITH THE FLEET**

A number of NWC programs and initiatives focus on nearer-term outcomes.

- On 1 May 2014, the Naval War College established the Naval Leadership and Ethics Center (NLEC) as an operating unit here in Newport. This new organizational entity, an expansion and modernization of the former Command Leadership School (CLS), will become the Navy's primary venue for educating officers and enlisted personnel across all warfare communities, staff corps, and subspecialties in a wide range of leadership and ethical issues. The physical schoolhouse will host educational programs to include "train the trainer" instruction; prospective-commanding officer, prospective-executive officer, and command master chief courses; and a small traveling team to assist in fleet concentration areas. NWC will work closely with the Navy Center for Personal and Professional Development (CPPD) to produce meaningful tools for the fleet and will be responsible for assessing the service's response to Navy-wide leadership and ethics challenges.
- All of the Naval War College's programs and many of the NLEC curricula focus on reinforcing the set of Desired Leader Attributes established by the Chairman of the Joint Chiefs of Staff, General Martin Dempsey, U.S. Army. The Chairman has noted that military leaders must have the ability to understand the environment and the effect of all instruments of national power; to anticipate and adapt to surprise and uncertainty; to recognize change and lead transitions; to operate on intent through trust, empowerment, and understanding; to make ethical decisions based on the shared values of the profession of arms; and to think critically in applying joint warfighting principles and concepts to joint operations. In describing the value of PME, General Dempsey has said, "We can't underinvest in professional military education or we will suffer challenges in the future. You just mortgage your future when you underinvest in professional military education."
- The college is also playing a key role in implementing the Navy Leader Development Strategy, a comprehensive, career-long continuum for all Sailors, seaman recruit to admiral (E-1 to O-10), that integrates four core elements—experience, education, training, and personal development—to produce fully prepared leaders for our Navy. According to the CNO, Admiral Jonathan Greenert, "The purpose of this strategy is to synchronize the Navy's leadership and strengthen our naval profession by providing a common framework for leader development—regardless of community—that is comprehensive in scope and enduring."
- Another initiative relates to how a Naval War College education is documented in a Navy officer's service record. Typically, officers attending the resident NWC programs receive "not observed" fitness reports. For some officers, a yearlong not-observed report could be perceived as suboptimal. We

recently implemented a change to provide “observed” reports signed by the college’s President for officers who excel in our academic program—those who finish in the top 20 percent of each class. Selection boards will now be able to see that these officers competed with joint service officers in a highly demanding educational program and came out on top!

- In addition to the previously mentioned Naval Strategist Program, students can take a “deep dive” into war gaming through selection as a Halsey, Mahan, or Gravely Scholar. These scholars engage in collaborative student/faculty

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efforts that use operational analysis supported by free-play war gaming to examine in detail such issues as the medium-intensity access-denial challenge; high-intensity conventional warfare centered on a technologically

sophisticated access-denial challenge posed by a “near peer” military competitor; and strategic-level challenges, such as nuclear weapons, deterrence, and escalation control. Analysis is conducted at the classified tactical level and relies on military and civilian student expertise to maintain its relevance to the fleet and appropriate staffs.

- Students participating in the Spruance Course may apply for a competitive appointment to the Maritime Advanced Warfighting School (MAWS), which educates officers to be operational-level leaders. Its students learn to understand and apply maritime power effectively, to set up and lead Operational Planning Teams (OPTs), and to think creatively and critically in evaluating complex, chaotic security problems, identifying key causes and effects, developing exhaustive alternatives, and implementing effectively the best courses of action. MAWS also teaches effective operational planning for participation on planning teams in multinational, interagency, joint, and maritime environments.
- The work of our Regional Studies Groups (RSGs) sustains professional networks that build partnership, trust, and confidence. Areas of study comprise the Asia-Pacific, Eurasia, the Greater Middle East, Africa, Latin America, the Indian Ocean, and, a recent addition, Arctic regions. The RSGs bring faculty, students, and outside experts together to study issues unique to each region.
- The Stockton Center for the Study of International Law continues a legacy dating back to 1891 of teaching, research, and publication in international law. Frequent research workshops bring together top international academics



and practitioners. In 2014, the Stockton Center conducted sessions on autonomous weapon systems and naval mines. The International Law Studies, the oldest series (founded in 1895) of international-law publications in the country, has now become the first to go entirely electronic, which dramatically enhances its influence on, and timeliness of response to, international crises involving legal issues. The Center's faculty members regularly publish their research in top international law reviews. They also teach in the college's core curriculum, as well as abroad. The Center currently has teaching and research memorandums of understanding with the International Institute of Humanitarian Law, the NATO School, the NATO Cooperative Cyber Defence Centre of Excellence, and the Asia-Pacific Centre for Military Law.

- The college's Center for Cyber Conflict Studies (C3S) is conceptualizing, promoting, and supporting research in and the teaching of cyber warfare, cyberspace operations, and cyber conflict. As part of its charter, C3S equips NWC graduates with the knowledge and education to employ cyber operations as a battlefield capability, in accordance with the laws of war.
- The China Maritime Studies Institute (CMSI), established in 2006 to increase among defense professionals knowledge and understanding of the maritime dimensions of China's rise, consists of faculty from across the college. They conduct research in the areas of energy, global commerce, law of the sea, maritime technologies, merchant marines, naval development, naval diplomacy, and shipbuilding. CMSI operates under the assumption that the U.S.-Chinese maritime relationship will form essential bedrock for maritime security in the twenty-first century. The most recent China Maritime Study, number 11, is *China's Near Seas Combat Capabilities*.
- The Center for Irregular Warfare and Armed Groups (CIWAG) hosts annual conferences that focus on the types of conflict the United States and our allies are most likely to face in the future. They bring world-class scholars and special warfare operators together to evaluate and discuss the threats on the horizon.
- The Navy's Joint and Combined Force Maritime Component Commander (JFMCC and CFMCC) courses are executive-level PME/JPME for U.S. and international, respectively, flag and general officers. They are designed to prepare these officers for theater-level combat leadership and to inculcate a broad perspective of the operational and strategic levels of war. Offered three to four times each year, CFMCC courses are conducted around the globe within specific fleet commanders' areas of responsibility; the annual JFMCC course is taught on campus in Newport.

- The weeklong Executive Level Operational Level of War Course (ELOC), for the fleet's senior leadership (O-6 level, i.e., captains and colonels), explores the intricacies of effective participation in the decision-making process and the management of the resources of Maritime Headquarters (MHQs) and Maritime Operations Centers (MOCs).
- The five-week Maritime Staff Operators Course (MSOC) provides Navy chief petty officers and officers with organizational and individual-level education and training in planning, execution, and assessment functions and tasks in a MOC or other operational-level maritime staff. The Naval War College's Assist and Assess Team (AAT) partners with fleet commanders and their MOC staffs to enhance the Navy's maritime command, control, and readiness at the operational level of war.
- The eleven-week-long Maritime Operational Planners Course (MOPC) is a stand-alone program that develops planners capable of performing in high-tempo, fluid maritime operational environments. MOPC focuses exclusively at the C/JFMCC staff level and is designed to fill the gap in planner capability on the Navy's Professional Military Education Continuum between graduates of the basic MSOC and of the high-end MAWS. Two "beta tests" of the newly developed course have been completed, with ramp-up to a fully manned course planned for fiscal year 2015.

The Naval War College also hosts each year dozens of major academic events that serve as opportunities to address the key issues facing the Department of the Navy, the Department of Defense, and our allies. The three largest events are these:

- The annual Current Strategy Forum (CSF), hosted by the Secretary of the Navy, brings together a number of prominent civilian and military guests to discuss future U.S. strategy with students and faculty. Distinguished speakers examine various facets of forum themes in a series of addresses and panel discussions, followed by question-and-answer sessions. Attendees also break into informal classroom seminars chaired by faculty moderators, giving guests and students the opportunity to discuss topics of current strategic concern.
- The International Seapower Symposium (ISS), cohosted by the CNO and the President of the Naval War College, usually occurs every other year. Chiefs of allied navies and coast guards from nations around the globe attend to discuss common maritime challenges and generate opportunities to enhance international maritime security cooperation. ISS is unique, the only forum in the world that brings together the heads of so many navies at the same time.

Discussions at ISS have resulted in many successful efforts in such areas as countering piracy and providing disaster relief and humanitarian assistance. ISS-21 will be held 16–19 September 2014.

- The college's Professional Military Ethics Program offers a series of lectures, panels, seminars, and discussion groups to further student officers' understanding and application of ethical leadership. Each year the ethics program is built around a core theme, such as "Enduring Ethical Dilemmas: Rights and Responsibilities of the Professional Military Officer," and it weaves questions of ethics throughout the core curriculum. The college invites guest speakers from academic institutions, the military, and other professions to discuss contemporary issues relevant to the professional military ethic.

The years between the First and Second World Wars are often referred to as the college's "Golden Era," when most of the senior officers who would ultimately lead Allied forces to victory in the Pacific spent time in Newport studying the many potential futures they were likely to face. We now find ourselves in a similar period, having drawn down from a dozen years of complex irregular conflict. We strongly believe that all military officers should now invest in themselves, to improve further their ability to think strategically and contribute to the needs of the joint force of the future. A Naval War College education, in residence or via one of its excellent nonresident programs, should be in every officer's career plan. The Navy excels in training its Sailors to understand and react to events they are likely to face—in training for the *known* eventualities. Education, on the other hand, develops critical analysis and cognitive skills to deal with the unexpected and the *unknown*. This powerful combination of training and education, reinforced by real-world experience, equips us for success in the future.

At the heart of all of these efforts is a superb and talented faculty, dedicated to the task of providing students with the edge they will need to succeed in the future. The faculty is why the Naval War College is known as the "Navy's Home of Strategic Thought."

It is our sincere hope that you will allow the Naval War College to change irrevocably the way you look at the world.



Rear Admiral Walter E. "Ted" Carter, Jr., became the fifty-fourth President of the U.S. Naval War College on 2 July 2013. A native of Burrillville, Rhode Island, he graduated from the U.S. Naval Academy in 1981, was designated a naval flight officer in 1982, and graduated from the Navy Fighter Weapons School, Top Gun, in 1985. He accumulated 6,150 flight hours in F-4, F-14, and F-18 aircraft during his career and safely completed 2,016 carrier arrested landings, the record among all active and retired U.S. Naval Aviation designators. He also flew 125 combat missions in support of joint operations in three different theaters of operation. He was awarded the Vice Admiral James Bond Stockdale Leadership Award and the U.S. Navy League's John Paul Jones Award for Inspirational Leadership. Carter was also appointed an Honorary Master Chief by the Master Chief Petty Officer of the Navy. He was promoted to the rank of Vice Admiral and assumed the position of Superintendent, U.S. Naval Academy on 23 July 2014.

John E. Jackson is a professor in the Naval War College's College of Distance Education. He is the program manager for the Chief of Naval Operations Professional Reading Program and since November 2009 has taught an elective course entitled "Unmanned Systems and Conflict in the 21st Century." Retiring as a Navy captain in 1998 after twenty-seven years of service, he holds a bachelor's degree in speech and communications from the University of New Mexico, a master's degree in education from Providence College, and a master's degree in management from Salve Regina University. He is also a graduate of the Naval War College and the Management Development Program at Harvard University. He is a doctoral candidate at Salve Regina University, in Newport.