

service chiefs are left without adequate checks on their expected, and even desirable, goal of promoting service interests at the expense of other interests. Politically accountable civilians might be expected to bring the perspective of Administration policy, and even that of a wider national interest, to Service management if they were strong enough vis-a-vis their Military staffs. Yet the current system isolates the civilian Secretary, minimizes his control over the professional military, and then adds further inefficiency through outdated excessive layers of management personnel, many of whom are superfluous.

Many recent studies confirm the problem of excessive layering in management. A recent report issued by the Senate Armed Services Committee reports:

A problem area that has frequently been identified is the existence of two separate headquarters staffs (three in the Navy) in the Military Departments: the Secretariat and the military headquarters staff. Critics believe that this arrangement results in an unnecessary layer of supervision and duplication of effort. This criticism must be considered in the context of the numerous staff layers that are involved in virtually every issue having multi-Service considerations: substantial staffs at one or more field commands or activities of each Service, the large military headquarters staffs, the Service Secretariats, the staff of the Secretary of Defense, and often the staffs of one or more unified or specified commands and the Joint Staff.

It is a generally accepted principle of organization that unnecessary layers of supervision result in delays and micro-management and are counterproductive and inefficient. Additionally, while duplication of effort within an organization may be useful at times, if that duplication of effort does not result in some specific benefit to the organization, then the duplication is unnecessary and inefficient.

Many other studies have sounded the same theme, according to the SASC report.

In December 1960, the report of the Committee on the Defense Establishment, chaired by Senator Stuart Symington, identified this issue as a problem and emphasized the need

. . . to minimize the duplication and delay growing out of the present multiple layers of control . . . (page 7)

Similarly, the *Report of the Blue Ribbon Defense Panel* in July 1970 found:

There also appears to be substantial duplication in all Military Departments between the Secretariat staffs and the military staffs. (page 38)

The April 1976 report of the Defense Manpower Commission cast the issue of duplication of effort in a large context:

Three layers [OSD, Service Secretariats, and military headquarters staffs] at the Department of Defense (DoD) executive level involved in manpower and personnel policy, planning and programming, and to some extent, operations, appear to be excessive. Given the basic nature of the Department of Defense, two layers—Office of the Secretary of Defense (OSD) and the Services [military headquarters staffs]—should suffice . . . (*Defense Manpower: The Keystone of National Security*, page 89)