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Industrial Mobilization Course
LECTURE
Organization for Mobilization
Lecture III - (0840, 24 January, 1946.)
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Introduction

The subject of this talk is the "Prewar Organization and Division of Functions in the War and Navy Departments — the 1942 Reorganization." I will confine myself largely to the War Department aspects of this subject. Captain Henning will follow, emphasizing the Navy aspects.

As one of the series of talks on "Organization for Mobilization and Procurement in World War II," we can only hope to hit the high spots and confine our emphasis to the changes that occurred, first due to the declaration of a limited emergency and, later, to that of an unlimited emergency and the advent of a shooting war. Subsequent talks will develop in some detail the actual war-time organization and operations of the War Department after the reorganization of March 1942 and of the Navy Department about the same time.

Within the War Department, the activities with which we are largely concerned relative to industrial mobilization and procurement, including the necessary planning for them, are two, — (1) the Office of the Assistant Secretary of War (later the Under Secretary), and (2) the supply arms and services, later known as the technical services and certain activities of the Army Air Forces. Some consideration must be given, also, to the activities of and relationships with the Supply Division — G-4 — of the General Staff. Certain interdepartmental activities, such as the Army and Navy Munitions Board, and the relationship of the War Department with the War Production Board and its predecessors, are a necessary part of the picture.

Source and Scope of Authority

Congress has endowed by law the Secretary of War, the Assistant Secretary, the Chief of Staff, and most of the technical services with certain responsibilities. Such modifications as may have been made under broad emergency legislation will be swept away after the end of the emergency unless these basic statutes are amended or changed prior to that time. Specific statutory grants of authority, because they are usually in general terms, required implementation by Presidential, War Department, or lower echelon orders. Furthermore such grants are not comprehensive enough to cover all of the activities we are interested in. It will pay us to briefly review some of the principal delegations and clarifications of authority.

Assistant Secretary of War — The National Defense Act of 1920, in Section 5a, charged the Assistant Secretary, under the direction of the

Secretary of War, with "supervision of the procurement of all military supplies and other business of the War Department pertaining thereto and the assurances of adequate provision for the mobilization of materiel and industrial organizations essential to war time needs." An amendment to the National Defense Act as of 16 December 1940 (54 Stat. 1224) granted the powers of supervision of procurement directly to the Secretary of War with the power to delegate them to the Assistant Secretary or the Under Secretary, which office was provided for in this Act.

The statutory responsibility conferred upon the Assistant Secretary, plus certain delegated duties, were spelled out in War Department General Order No. 41, 16 August 1921. This order resolved some of the apparent areas of conflict with G-4. Later it was found necessary to define more precisely his duties and relationships with the General Staff; this was accomplished by AR 5-5, 16 July 1932.

As you will recall, the Act of 16 December 1940, vested the supervision of procurement directly in the Secretary of War. He, in turn, delegated these powers to the newly created Under Secretary (W.D. Orders C, 21 April 1941).

Supply Arms and Services — At various times and in varying degrees Congress has given specific procurement responsibilities, in both mandato and permissive terms, to the chiefs of most of the supply arms and services. It may be of interest that the Air Corps has very little such authority and that the responsibility for transportation rests in the Quartermaster Corps, although a Transportation Corps was established in 1942 under emergency powers.

The only permanent statutory change during this emergency charged the Chief of Engineers with the direction of construction, maintenance, and repairs for the Army, formerly divided between Engineers and Quartermaster (55 Stat. 787, 1 December 1941).

The duties and responsibilities of the chiefs of the several supply arms and services, prior to the reorganization of the Army under emergenc powers, are found in various War Department orders and regulations. These directives were issued, of course, with due regard to such mandator statutory authority as the chiefs may have had at the time.

Assistant Chief of Staff G-4 — The War Department General Staff was established in 1903. In Section 5 of the National Defense Act of 192 certain statutory authority was given to the Chief of Staff in regard to supplying the equiping the Army of the United States. The Chief of Staff was empowered to act as agent of the Secretary of War in carrying out such plans as he, the Secretary, may have approved. Thus there was some room for conflict in the operations of the Assistant Secretary and those of the Chief of Staff, particularly in the planning field.

The responsibilities of the Supply Division of the General Staff are outlined in broad terms in AR 10-15 (AR 10-15, 18 August 1936; C. 2, 10 October 1939; WD Cir. No. 81, I, 1940; WD Cirs. Nos. 33, II, 77, II, and 152, II, 1941).

Relationships of Assistant Secretary, G-4, and Chiefs of Supply Arms and Services — The above described statutory and War Department delineations of the responsibilities of the Assistant Secretary, the General

Staff, and the chiefs of the several supply arms and services, resulting as they did in some cross conflicts, were the basis, at least in part, for certain coordinating procedures designed to alleviate them. It was obvious that all such problems should not be brought one by one to the personal attention of the Secretary of War.

Before examining the more important coordinating bodies, it should be pointed out that the chiefs of the supply arms and services reported to the Assistant Secretary in matters under his overall supervision and to the Chief of Staff in other matters.

One of the organizational procedures used was that of the War Council created late in 1917 by the Secretary of War. It was recreated by the National Defense Act of 1920. Consisting of the Secretary, the Assistant Secretary, and the Chief of Staff, it was, of course, the top policy-making body of the War Department in both military and munitions matters.

Probably more important from our point of view was the organization of the General Council in 1936 (WD Cir. No. 4, 17 January 1936. AR 10-15, 18 August 1936). It consisted of the Deputy Chief of Staff, the Assistant Chiefs of Staff, and the Executive Officer to the Assistant Secretary. The chiefs of the arms and services and several other top War Department chiefs and executives sat as members, also, in matters involving them.

In lower echelons it is probable that various means of formal resolution of any conflicts of the above description existed in the staff organization of the chiefs of the supply arms and services. For example, technical committees have been formed by some of the procuring services in order to coordinate the interests of the using arms or services with those of the procuring services.

Joint Army and Navy Organizations — Various joint Army and Navy boards and committees were brought into existence from time to time which are of interest relative to our analysis. Probably the most important from the point of view of procurement planning and industrial mobilization is the Army and Navy Munitions Board. This Board was first created in 1922 as a result of recommendations made by the Joint Army and Navy Board. By Executive Order in 1939, it and certain other joint boards, i.e. The Joint Army and Navy Board, the Joint Economy Board, and the Aeronautical Board, were brought directly under the direction and supervision of the President as Commander-in-Chief. The Munitions Board consisted of the Assistant Secretary of War (later the Under Secretary) and the Assistant Secretary of the Navy.

Functions and Organization

We have seen that the Assistant Secretary of War, the Chief of Staff, and the chiefs of the supply arms and services have been endowed with certain responsibilities by statute and by delegation, and that certain connecting links were forged at a high level to assure coordinated action. A more detailed analysis of their functions and the organizations to carry them out is in order, but in no sense is this a critical analysis of their operations.

(Chart — Figures 16 and 17, between pages 100 and 101, "War Department Procurement

Planning," AIC Special Text No. 98)

Assistant Secretary of War — The Assistant Secretary of War by statute (later the Under Secretary by delegation) was charged, in abbreviated terms, with:

1. Supervision of the procurement of all military supplies.

2. Assurance of adequate provisions for the mobilization of materiel and industrial organizations essential to war-time needs.

3. Production in government-owned plants of supplies and articles needed by the War Department to the extent that capacity or economical operations permit.

In addition the Assistant Secretary was delegated certain duties of a more specific nature such as direction of the national cemeteries and supervision over the acquisition and disposal of real estate.

In order to carry out the statutory functions, the Office of the Assistant Secretary was organized into three principal branches, — the Current Procurement Branch, the Planning Branch, and the Army Industrial College. We need not concern ourselves with most of his other activities except those pertaining to the Army and Navy Munitions Board. The personnel, both officer and civilian, to staff the Office of the Assistant Secretary were, by statute, to be detailed from the branche of the Army engaged in procurement.

Prior to the emergency the principal emphasis was given to procurement planning, including the broad aspects of planning for industrial mobilization. The Current Procurement Branch, as its name implies, exercised a limited degree of staff supervision over the largely autonomous supply arms and services in their current and relatively small procurement programs. By statute, however, the Assistant Secretary had the authority to require direct reports from the chiefs of these arms and services regarding all matters of procurement. This Branch was responsible for the issuance of procurement regulations which established general purchase and disposal policies for the War Department.

The Army Industrial College, originally established in 1924, had the mission of training selected Army, Navy, and Marine Corps officers in procurement and procurement planning and was the recipient of the benefit of their experience and studies.

The Planning Branch was responsible for supervision of the supply arms and services in planning for war-time procurement and for the development of plans for industrial mobilization. The Branch was divided into several divisions, the names of most of which are indicative of their functions. Among them were:

Contributory	Facilities
Procurement Plans	Construction
Standards	Power and Fuel
Commodities	Legal

The staff of this Branch, together with the corresponding staff in the Navy Department constituted the staff of the Army and Navy Munitions Board.

Before analyzing the principal activities of the Office of the Assistant Secretary, particularly those of the Planning Branch, it will be well to trace the changes in organization up to the time of the overall War Department reorganization in March 1942.

The above description has been confined to the peace-time organization of the Office of the Assistant Secretary. Plans for its war-time organization had been worked out to be put into effect at M-Day. These plans called for the establishment of a Director of Procurement and the merging of the staffs of the Current Procurement Branch and the Planning Branch. It was contemplated that a super-agency would assume responsibility for carrying out the over-all industrial mobilization plans developed by the Planning Branch and the Army and Navy Munitions Board.

The rapidly increasing procurement program of the War Department during the creeping M-Day period resulted in an evolutionary development, not without growing pains, in the organizational pattern. As a result, we find, just prior to March 1942, an organization in the Office of the Under Secretary composed of three principal branches, disregarding the Administrative Branch, which, however, had a few functions at the time, such as those relating to tax amortization, of interest to us.

A Director of Production, General Knudsen, had been designated. A Procurement Branch, as contemplated in the war plans, had been set up and, under it, a number of divisions. Deputy-directors for production and for purchases assisted the Director, General Hayes.

The Resources Branch, a direct descendant of the old Planning Branch, concerned itself primarily, although not entirely, with those activities which had inter-departmental aspects. It constituted the Army staff of the Army and Navy Munitions Board; its staff represented the War Department in most of its relationships with the War Production Board and its predecessors.

In addition to the Procurement and the Resources Branches, a Statistics Branch, with General Ayers as its chief, had been activated with the primary function of providing over-all information on the progress of the procurement program. The Under Secretary maintained a stable of special advisors and trouble-shooters who gave special attention to matters such as construction, labor problems, and economic warfare, which might or might not be, also, functions of some of his staff divisions.

Last, but by no means least, it should be emphasized that the Under Secretary is the acting Secretary of War in the latter's absence.

Supply Arms and Services — It has been pointed out that the chiefs of the supply arms and services have certain statutory responsibilities under the direction of the Secretary and that they have been delegated others by War Department order. It is not possible to examine them in detail in this paper. One point, however, should be emphasized again.

The chiefs of these branches had operational responsibilities for procurement, including the necessary corollary functions of procurement planning, purchasing, production in War Department facilities, and inspection, test and acceptance. In these matters they were subject to the supervision of and reported to the Assistant or Under Secretary. In addition they had responsibilities relative to requirements for and items, storage, issue, and maintenance. In these fields they were under the supervision of the General Staff. In summary, then, they were told what was wanted and when by the General Staff; they were told how to purchase or produce and under what conditions to accept or reject by the Assistant Secretary; they were told what and where to store and under what conditions to issue the accepted items by the General Staff. Naturally the operations were not this simple.

The organizational patterns adopted to accomplish these missions varied greatly from service to service. In general, however, each chief of service had set-up certain staff divisions in Washington. By and large the development and testing of military materiel was accomplished in field laboratories. The country was divided into procurement districts by each service and purchasing was, to a considerable degree, decentralized, particularly after the procurement program became large. Inspection and acceptance varied greatly; these functions were generally performed at point of delivery, i.e. the depots, when procurement was small but, in the most part, at point of origin later in the emergency. Many service depots were established at which Army materiel was stored and from which it was issued.

Assistant Chief of Staff G-4 -- The supply Division of the General Staff was charged in broad terms with the functions of:

1. Preparation of basic supply plans as are required by mobilization, training, and strategic plans.

2. Adjustment of these plans to changing military needs and procurement possibilities.

3. Distribution, storage, and issue of supplies and equipment.

4. Transportation.

5. Determination of the types of military supplies required by the Army.

It should be mentioned that G-4 was dependent upon other divisions, particularly G-3, for the mobilization and strategic plans upon which the supply plans were necessarily based.

G-4 was organized into several branches of which several sections of the Planning Branch and the Policy Branch would be of interest to us. The rapidly increasing procurement program of the Army, beginning particularly in 1940, necessitated an increase in staff to a point where it began to become top-heavy.

Summary

A study was made by the Industrial College in 1945 at the request of the Under Secretary designed to aid him in the performance, after the end of the emergency, of his duties under the National Defense Act as amended. It is probable that the pre-emergency legislation will have become obsolete prior to that time but certain conclusion in this study afford us an excellent summary of the responsibilities, the authority, and the relationships described above. (Quote from pages 30-31 of "Report - Studies for the Planning Activities of the Under Secretary of War," AIC, 18 August 1945).

Reorganization of 1942

It is almost obvious from what has been said so far that an unwieldly organization, both in the Office of the Under Secretary and in the General Staff, with command channels not too clearly defined, had come into existence by the time of Pearl Harbor. There were too many possibilities existing for operations at cross purposes and in ignorance of what was being done elsewhere. There were too many chiefs reporting to the top echelons. And there was the imperative need for formalizing to a greater degree War Department relationships with other war agencies.

As a result, and with the authority of the First War Powers Act, the President issued an order reorganizing the War Department on 28 February 1942 (Executive Order 9062). In broad terms this action was more fully described in WD Cir. No. 59, 2 March 1942. It was effective on 9 March.

(Chart from WD Cir. No. 59)

It is not our purpose to describe in detail the full implications of this reorganization nor the functions and operations of the several segments of the new order. Later lectures in this series will clarify the picture. For contrast, however, some of the results may be pointed out.

The staff of the Office of the Under Secretary was largely absorbed by Headquarters, Services of Supply. His office came to consist largely of a group of special assistants and advisors. Day to day supervision over procurement was delegated to the Commanding Generals, SOS and AAF. As a consequence, he exercised the broad function of supervision through only these two chiefs as contrasted previously to the seven chiefs of the supply arms and services. The staff of G-4, also, was drastically cut and many of the staff functions relating to storage, distribution, etc. were delegated for all practical purposes. The number of chiefs reporting to the General Staff on these matters was similarly reduced.

Thank you. Questions may be reserved for whatever time remains after Captain Henning has spoken.

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