

ORGANIZATION OF THE OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
31 January 1946.

146-20

CONTENTS

	<u>Page</u>
Introduction--Colonel Robert W. Brown, Assistant Commandant (Army), The Army Industrial College . .	1
Guest speaker--Captain J. M. Lane, U.S.N., Material Control, DCNO (Logistics) . . . . .	1
General discussion . . . . .	6
<p>Captain Joseph M. Worthington, The Army Industrial College</p> <p>Captain E. R. Henning, Assistant Commandant (Navy), The Army Industrial College</p> <p>Captain Lane</p> <p>Colonel Brown</p>	

121

ORGANIZATION OF THE OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
31 January 1946.

COLONEL BROWN:

This morning we have with us Captain James M. Lane, U.S.N. He is a graduate of the U. S. Naval Academy of 1926. He is a naval aviator. He is a postgraduate of aeronautical engineering. His present duty is Chief of the Material Control Division, Office of the Deputy Chief of Naval Operations--Logistics is in parenthesis. The subject of his lecture is "Organization of the Office of the Chief of Naval Operations."

Gentlemen, Captain Lane.

CAPTAIN LANE:

My introduction was so complete, that I need not repeat that, in describing the Office of the Chief of Naval Operations, I am covering the military control of the operating forces and the logistic organization of the Navy. Commodore Watt has ably described the civilian control under the Office of the Secretary. From a broad logistic standpoint, it is the duty of the Chief of Naval Operations to guide the bureaus regarding requirements under naval plans, and of the Office of the Assistant Secretary (Material) to fit these requirements into the civilian economy.

The Chief of Naval Operations did not exist prior to 1915. Therefore each bureau (there are now seven: Personnel, Ships, Aeronautics, Supplies and Accounts, Yards and Docks, Ordnance, and Medicine and Surgery) administered its own part of the Navy with no compulsory coordination other than that exercised by the civilian Secretary. The system did work. Perhaps its greatest fault was that it worked too well as regards the various parts. As we all know, a ship, an airplane, an Army, or a Navy is a compromise of the various parts that go to make it up, and the finished product can suffer if one part is accentuated out of proportion. The difficulties that Commodore Watt described, with a separate system of contract negotiation by each bureau, were inherent in the system.

The so-called "bureau system" lasted as long as it did for two reasons, first fear on the part of Congressional leaders that a naval General Staff would dominate the civilian Secretary, and second reluctance on the part of the bureaus to sacrifice their powers. These factors also resulted in clipping the wings of the new Chief of Naval Operations. As regards the bureaus he was charged as follows: "In preparing and maintaining readiness plans for the use of the Fleet in war he shall freely consult with and have the advice of the various Bureaus, Boards, and Offices of the Department". His paramount duties were concerned with the "operations of the Fleet and the preparation and readiness of plans for its use in war". The bureaus therefore remained

the paramount logistic agencies in the Navy's shore establishment, and of course did follow the lead of the Chief of Naval Operations, but were not compelled to do so by law. In 1917 the Chief of Naval Operations was made a full Admiral.

The Navy fought World War I under this system. The pressure of war eliminated any possible tendencies of the bureaus to go their respective ways. As a matter of fact, with a common aim, and with the offices of the Chief of Naval Operations to settle any differences between the bureaus and to guide their course, major problems could be resolved.

At the start of World War II, the offices of the Commander in Chief, U.S. Fleet and the Chief of Naval Operations were combined by Executive Order under one man. As Commander in Chief, U.S. Fleet, Admiral King had supreme command of the operating forces. As Chief of Naval Operations he was responsible for the preparation, readiness and logistic support of the operating forces. To this end he was charged with the coordination and direction of the bureaus and offices of the Navy Department. As a matter of operating procedure the duties of the Chief of Naval Operations were executed by the Vice Chief of Naval Operations, Admiral Horne, with reference to his superior in matters of high policy.

In order to eliminate certain duplications between the staff of the Commander in Chief and the organization of the Chief of Naval Operations, the two offices were combined on 29 September 1945, again by Executive Order, with duties as follows: The Chief of Naval Operations

" (a) shall be the principal adviser to the President and to the Secretary of the Navy on the conduct of war, and principal naval adviser and military executive to the Secretary of the Navy on the conduct of the activities of the naval establishment.

(b) shall have command of the operating forces comprising the several fleets, seagoing forces, sea frontier forces, district and other forces, and the related shore establishments of the Navy, and shall be responsible to the Secretary of the Navy for their use in war and for plans and preparations for their readiness for war.

(c) shall be charged, under the direction of the Secretary of the Navy, with the preparation, readiness and logistic support of the operating forces, and related shore establishments of the Navy, and with the coordination and direction of effort to this end of the bureaus and offices of the Navy Department."

I have taken this time to trace the evolution of the present office of the Chief of Naval Operations as necessary background, and in

particular to stress his relation to the bureaus. The Chief of Naval Operations is the Military Commander of the Fleet, and the entire Naval Establishment. As regards the Fleet, his orders are direct and immediate. As regards the Shore Establishment, which is principally under bureau cognizance, he furnishes the necessary military requirements which the bureaus translate into personnel, material and facilities. He can go into as much detail as he likes in directing the bureaus, but as a matter of policy he outlines requirements in general terms and reviews the bureaus' action.

The Office of the Chief of Naval Operations is organized into six principal divisions, namely, Personnel (Op-01), Administration (Op-02), Operations (Op-03), Logistics (Op-04), Air (Op-05), and Special Weapons (Op-06) each headed by a Deputy CNO with Vice Admiral Rank. The CNO exercises his authority through a Vice Chief of Naval Operations, and with the advice of the Naval Inspector General (Op-08) and a General Planning Group (Op-001).

The Vice Chief of Naval Operations is the principal assistant and adviser to his Chief, and is charged with general planning, coordination of the Deputy Chiefs of Naval Operations and matters pertaining to the joint Chiefs of Staff, the combined Chiefs of Staff and similar agencies. He is the head of the General Planning Group, which is composed of the chief planning offices under each of the six divisions, and works with the chief planning officers of the bureaus and other offices. The function of the General Planning Group is to translate basic directives into planning directives, to allot planning tasks, and to exchange the necessary information.

The Naval Inspector General is charged with inquiry into and report upon all matters which affect the efficiency and economy of the United States naval service. He makes such inspections and reports as are required by law, or directed by the Chief of Naval Operations. His broad powers enable him to report upon any unit of the Navy, including the other Divisions of CNO. He has, of course, no executive authority.

We will first examine the most important of the divisions of CNO, namely Operations. This division was the old staff of the Commander in Chief, United States Fleet in which capacity it was on a higher echelon than the previous office of the Chief of Naval Operations. Since operations set the pattern for all support, the Operations Division may still be considered on a higher echelon, even though it is charted on the same level in the organization. Of course it is impossible to keep the Operations Division completely out of logistics, since operations are dependent upon logistics and to some extent are limited thereby.

Before going into the organization of the various divisions, it is pertinent to note similarities between them. Each division (except Administration) has a planning subdivision, the mission of which is to prepare such plans, policies and studies as are necessary to effectuate the over-all plans, and to continually review the major and subsidiary plans. Under each Deputy CNO are one or more Assistant Chiefs of Naval Operations who are responsible for particular phases of administration,

as for instance the ACNO's for Materiel and Transportation under the DCNO, Logistics. The various sections are responsible either to the ACNO or directly to the DCNO.

The Operations Division is administered by an Assistant CNO for Operations to whom are responsible an Operational Information, Fleet Operations, Operational Readiness and Politico-Military Affairs Section. The Operations Section implements the command function of CNO pertaining to organization, administration and operations over the operating forces (including sea frontier commands, district craft, and overseas command areas). The Readiness Section has cognizance over the preparation and readiness of the operating forces for war, including training, material development, and tactical doctrine. The Politico-Military Affairs Section supervises operational matters pertaining to the Army and other agencies of the Government. A plans sub-division is responsible directly to the Deputy Chief.

Next we will turn to the two Logistical divisions, namely, Logistics and Air. It is obvious that there is conflicting responsibility inasmuch as carrier and other ship based aircraft operate as a part of the parent ship, and shore based aircraft operate from fleet bases which serve ships as well as aircraft. As regards ships and aircraft, the division of responsibility is apparent. DCNO (Air) makes recommendations regarding the characteristics of ships necessary to harbor its aircraft, and addition has naval aviators attached both to BuShip's and to cognizant subdivision of DCNO (Logistics). Air Bases outside of the United States are administered as a part of the naval base under DCNO (Logistics). Within the United States, air bases are more self-contained and are the responsibility of DCNO (Air). Other definitions of responsibility are made as required, with full cooperation on all points. The Navy has not separated its air arm from the Fleet.

DCNO (Logistics) is divided into the following subdivisions: Logistic Plans, Materiel, Transportation, Hydrographer, Naval Observatory and Board of Inspection and Survey. The Assistant CNO for Materiel is responsible for the fulfillment of the material logistic requirements of the Navy, other than aviation, as required under approved plans. Responsible to him are the following sections: Materiel Control (which coordinates the activities of the other Materiel Sections and associated activities of the Navy), Electronic, Fleet Maintenance (which has cognizance over the design features and building of ships as well as their materiel readiness), Base Maintenance (which establishes and maintains both home and overseas bases), and New Developments. As the Chief of the Naval Transportation Service, the ACNO (Transportation) handles matters pertaining to the operation of merchant type ships operated by the Navy for the supply of the Fleet. Tankers for the supply of petroleum are supervised by a Tanker and Petroleum Section under him. Also responsible to the DCNO, Logistics, is the Hydrographic Office (which collects, digests and issues navigational information for both ships and aircraft), the Naval Observatory (which publishes astronomical tables and issues navigational instruments), and the Board of Inspection and Survey (responsible for the inspection to determine the material readiness of new and operating ships, and to appraise vessels to be sold).

The Deputy Chief of Naval Operations, Air, is charged with coordination of all military aspects of Naval Aviation pertaining to policies, plans and logistics. He acts as the naval representative in contacts with the Army Air Forces and other governmental air agencies. Under him is the Assistant CNO Air to whom are responsible the Aviation Plans, Marine Aviation, Aviation Information and Security, Aviation Military Characteristics, Lighter than Air, Naval Photographic Service, and Logistics Implementation Subdivisions. The Marine Aviation Subdivisions is the Marine Air Organization under the Headquarters of the Marine Corps and has parallel status in the organization of CNO. The Military Characteristics Section acts as principal adviser in tactical and materiel developments relating to aircraft. He establishes military characteristics of aircraft and follows through on material aspects of construction and service usage. The Logistics Implementation Section fulfills the aviation logistic requirements of the Navy by establishing policy and reviewing the accomplishment of subordinate and other agencies. Under him is the Aircraft Section (which sets up the naval aircraft program and assigns aircraft for operations and reconditioning), the Aviation Personnel Section (which coordinates aviation personnel requirements with DCNO Personnel and Bureau of Personnel), the Aviation Training Section, the Flight Section (which standardizes flight rules, procedure for authorization of flights, and in general supervises operational flight safety), the Aviation Bases Section (which sets up and maintains the required shore establishment within the U.S.) and the Naval Air Transport Service (which operates under the fleet but maintains materiel liaison in CNO).

You will have already noted that I have not amplified on the duties of sections whose name adequately describes the paramount duty.

The Deputy CNO, Personnel, is also the Chief of the Bureau of Personnel, the only Bureau Chief who so acts. He is responsible to the Chief of Naval Operations for the formulation of Logistic Plans and policies relating to personnel. For this purpose he prepares the Operation Force Plan, which covers planned distribution of personnel to the operating forces and the shore establishment, based on fleet deployment and the support required. Toward the end of the last war the Navy became severely pinched by the personnel ceiling, which condition will continue into the era of peace. Thus personnel available determine to a large extent the magnitude of possible operations. The closest possible cooperation is required with the Operations Division in preparing the Operating Force Plan. Under the Deputy CNO Personnel is an ACNO who heads the plans subdivision (which is further divided into Operating Force Plan, Legislative Liaison, Training, War Plans and Logistics and Marine Corps Liaison Sections), the Uniform Board, and Board of Decorations and Awards.

The Deputy CNO, Administration, conducts the administration of CNO, and other naval activities, and is the principal liaison agency with the State Department and other government Departments. In addition he administers various functional units of CNO that do not fit into the pattern of the organization. Under him is an ACNO Administration that controls the CNO Secretariat, Pan American Affairs, and U.S. Naval Missions. Responsible directly to DCNO Administration are the ACNOs for island

governments, the Chief of Naval Intelligence, the Naval District Affairs Section (which carries out CNO policies with respect to the administration and organization of naval districts), and the Chief of Naval Communications

The last Division of CNO, Special Weapons, has been set up very recently with cognizance over matters affecting atomic energy and guided missiles. At the present time this division is working almost entirely, on the forthcoming CROSS ROADS project. It is noted that aspects of new development other than atomic energy and guided missiles are not within the purview of the Special Weapons Division.

A certain degree of unavoidable duplication exists between divisions. For instance in the matter of special weapons, aside from the Special Weapons Division, the following sections have cognizance, Operational Readiness for Operations, New Developments for Logistics, and Military Characteristics for Air. The same paralleling organizations exist for applicable subjects among the Bureaus. To a large extent these activities are engaged in particular aspects of the same general problem. Nevertheless, duplication is bound to occur as it must in any organization of the size of the Navy. The answer to these problems is cooperation.

To bridge such duplicating jurisdictions, and to obtain the best possible cross section of advice on particular subjects, a number of permanent Boards are an integral part of the organization. As an example the Home Base Development Council is made up of high-ranking representatives of cognizant divisions. It is headed by the Chief of the Base Maintenance Section, and has representatives from Logistic Plans, Material Control, Aviation Plans, Aviation Bases, Fleet Maintenance, Naval Transportation Service and Naval Communication Service. Of course similar temporary Boards are set up as the situation requires. These Boards make recommendations to the Chief of Naval Operations which are carried out by the appropriate units when approved.

To sum up the Chief of Naval Operations has three major tasks, first adviser to the President and the Secretary of the Navy in naval matters, second command of the operating forces, and third logistic support. We are primarily interested in this last function.

In furnishing logistic support the Chief of Naval Operations directs and coordinates, first, the bureaus that provide the material and operate their functional part of the shore facilities, second other units of the Shore Establishment directly under CNO such as the Naval Districts, and third to the logistic elements of the Operating Forces.

CAPTAIN WORTHINGTON:

Any questions, gentlemen?

CAPTAIN HENNING:

Captain Lane, was war planning provided for?

CAPTAIN LANE:

It is provided mainly in the Plans Subdivision of the Operations Division and in a broad sense by the General Planning Group. As regards detail it is done by all divisions of CNO and by the bureaus. There is no special war plans unit. It is a part of all planning.

CAPTAIN HENNING:

I was inclined to think the supervision and coordination of material war plans should be in the Assistant Secretary's Office because that is what they do in time of peace.

CAPTAIN LANE:

Of course they do work together. The Assistant Secretary acts upon the war plans as formulated by the CNO and integrates them into civil industry. If they cannot be carried out there have to be some modifications made.

COLONEL BROWN:

I have always been confused as to where the War Department ceases and the Army begins, or the Army ceases and the War Department begins. I never have been any better informed as to where the Navy Department ceases and the Fleet begins, or the Fleet ceases and the Navy Department begins.

I make those comments with this object in view: They started telling me when I was a Second Lieutenant that the War Department is the civilian agency of Government which administers the Military Establishment. I think I have heard some kind of definitions, in the past, given by naval officers in the Army Industrial College as to somewhat of a similar relationship existing between the Navy Department and the Fleet.

This thing comes into my mind from several standpoints. There are quite a number of statutes which say we cannot detail certain people, or certain types of people, or certain classes of employees into any department of the Government in the District of Columbia. For instance, there is a statute where we cannot detail a soldier, to perform any duty in the War Department. We had a terrible time determining what was the War Department and what was the Army where we had detailed a soldier. We could not detail a soldier in the Judge Advocate General's Office. We could not detail a soldier in the Adjutant General's Office, but we could detail soldiers in the Offices of Chief of Coast Artillery, Chief of Field Artillery, and the Chief of Cavalry.

Right after the emergency started we had a lot of organization experts come into the War Department. They came down to the Army Industrial College. They wanted to know where the War Department stopped and the Army began. The whole object of that was that the civilian activities of the War Department had to be under civilians. The civilian functions of the War Department had to be segregated. Anything that

pertained to a civilian function of the War Department should be performed by a civilian and the Army officers who were performing civilian functions should be kicked out and sent off to fight the war. In other words, let the civilians run the civilian functions of the War Department.

Well, they made an effort to segregate the military activities of the War Department and the civilian activities of the War Department. They brought in a big, important civilian--a civilian supervisor (the Assistant Secretary of War). After he was here for about a month or two he decided he had to be a Brigadier General. So he became a Brigadier General and supervised all these people. The upshot of it was I do not think anybody has ever determined where the War Department stops and the Military Establishment begins. I was wondering whether anyone has done so in the Navy.

CAPTAIN LANE:

After all, Colonel Brown, it is pretty much a matter of definitions.

COLONEL BROWN:

I do not know whether the Navy has a Federal Statute or not. But the Army has one which says no officer on the active list of the Army shall accept or discharge the functions of any civil office. If he does so, he will be deemed to have vacated his commission.

CAPTAIN LANE:

That may be the theory under the law, relating to the Army, but I think you will agree it is not the practice. In the Navy no such distinctions are made. The key posts of the Chief of Naval Operations are held entirely by naval officers. A great many of the key posts in the Secretary's office are likewise performed by naval officers.

COLONEL BROWN:

I asked the question to find out about this theory of organization--oh, how many theories one can hatch, and after the theory is hatched nobody cares to abide by it. Take, for example, the Judge Advocate General. In both Departments (War and Navy) they have rendered thousands of decisions so we can get around some restrictive statute.

While talking about logistics, we also want to talk about who has the paramount interest. I know you have heard that in connection with joint boards and joint offices.

Now who has paramount interest? I got to thinking about it in connection with the logistics of all these plants, all these bases, the islands out in the Pacific, and everything we maintain. I know that during active operations, when we had the Army scattered all over China, the Philippines, and places like that we probably had justification for an Air Transport Command; but in time of peace, would we not be more

justified in having a Naval Transport Command, where the Navy used airplanes for logistic purposes to maintain its fleet at distant points? Would it not be more logical to look upon the Army as the subordinate agency using these bases going across the Atlantic or going across the Pacific?

CAPTAIN LANE:

Your proposition, as I understand it, Colonel Brown, is to turn the entire Air Transport Service over to the Navy, that is, outside continental United States.

COLONEL BROWN:

Yes.

CAPTAIN LANE:

Well, I do not think you will get very far with that argument with the Army Air Forces. The Navy would agree wholeheartedly. I know from experience that there is considerable duplication. The question of who swallows who is under consideration.

In connection with the Air Forces and also aspects of the merger, I had certain comments I considered throwing into my talk today, by way of humor, but I thought I might better leave them out. On the lecture platform I would be like the newspaper columnist, to whom no one can talk back.

CAPTAIN WORTHINGTON:

I want to thank Captain Lane, on behalf of the Commandant of the Army Industrial College, for a most instructive talk on organization of the Navy.

Thank you very much, Captain Lane.

(19 March 1946--200.)