HISTORICAL ANALYSIS SERIES

A CMH STUDY

ARMY STAFF REORGANIZATION 1903-1985



by

Major Francis T. Julia

Analysis Branch, U.S. Army Center of Military History

Historical Analysis Series

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FOREWORD

This report, the sixth in the Historical Analysis Series, examines a topic which the Army is again addressing - reorganization. Recent legislation has given guidelines to the Department of Defense, and the Army leadership is intent upon observing the spirit, as well as the intent, of the law. Whatever the new structure, it is but another step in the evolution of the headquarters of the department over the past eighty years.

The report began with the discovery in the U. S. Army Military History Institute (MHI) archives of a complete set of organization charts for the headquarters since 1942. The publication by the Office of Air Force History of a similar work on the U. S. Air Force suggested a model for our own endeavor. However, rather than reproduce all the charts in necessary oversize format, the Center chose to reproduce in more useable fashion only those charts concerned with major change along with references and analysis. Thus, this study is not intended as the definitive history of the organizational structure of the headquarters. Rather it is reference tool concerning change, a concise summary designed to stimulate further thought and research.

The author, Major Francis T. Julia, Jr., is an Air Defense officer as well as an Operations Research and Systems Analysis specialist who earned a Bachelor degree from Lafayette College and a Masters degree in Mathematics from Lehigh University. While assigned to the Analysis Branch, he compiled the Historical Analysis Agencies Directory, an earlier publication in the Historical Analysis series. He has had command tours in Germany and the United States as well as an assignment as a Reserve Officers Training Corps instructor at the University of California. He is currently assigned to the Office of Deputy Chief of Staff for Operations and Plans, Headquarters, Department of the Army.

Washington, D. C.
January 1987

WILLIAM A. STOFFT
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PREFACE

This study, designed as a reference guide to the Army Staff, examines major organizational and administrative changes at the secretary of war, commanding general, Army chief of staff, Army Staff, and major field command levels from 1903 to 1985. Each section provides general background information, a list of major changes, an analysis of the period, basic references for more information, and organizational charts. The sections are self-contained to provide the reader with an understanding of the historical setting in which the changes occurred and to highlight those which were most signficant. As a whole, the study permits the reader to identify trends or principles that have emerged since the creation of the General Staff.

Essential to the identification and understanding of the changes in structure are the records kept by the major elements of the General Staff and today's Army Staff. These records have not always been as complete or as well indexed as desired. Once identified, however, changes can be followed through the various offices of the staff as they were commented upon. This procedure provides an accurate picture of how those affected perceived each change. Not surprisingly, those offices which supported the change normally have the best records. Records of the various congressional committees provided the wider context necessary to complete the analysis.

Two companion works complement and expand this study into specialized areas. The first is the micrographic reproduction of all the original War Department and Department of the Army headquarters organizational charts. This reproduction can be read on any microfiche viewer and is available at the Center of Military History. The second work, in progress, is an oversize desktop reference book which will reproduce each Department of the Army headquarters organizational chart and give the name and rank of the key personnel. These three works will provide basic reference tools for students of Army organizational structure and changes.

I would like to thank all those who aided me in producing this study. Their advice, suggestions, and particularly their patience have enabled me to

complete this work. I am deeply indebted to those members of my branch who read and commented on the several drafts of the study, especially Dr. Alexander S. Cochran, Jr., Dr. Edgar F. Raines, Jr., Lt. Col. David R. Campbell, Maj. Bruce R. Pirnie, and Maj. Lawrence M. Greenberg. I owe a special thanks to Miss Elizabeth A. McCormick, who spent long hours tracking down tedious references to general orders and regulations. Finally, I wish to thank Ms. Joyce Hardyman, my editor, and Ms. Linda M. Cajka, my graphic artist, who took my rough manuscript and organizational charts and gave them any polish that they may have. The conclusions drawn in this study are my own.

Washington, D.C.
January 1987

FRANCIS T. JULIA, JR.
Major, U. S. Army

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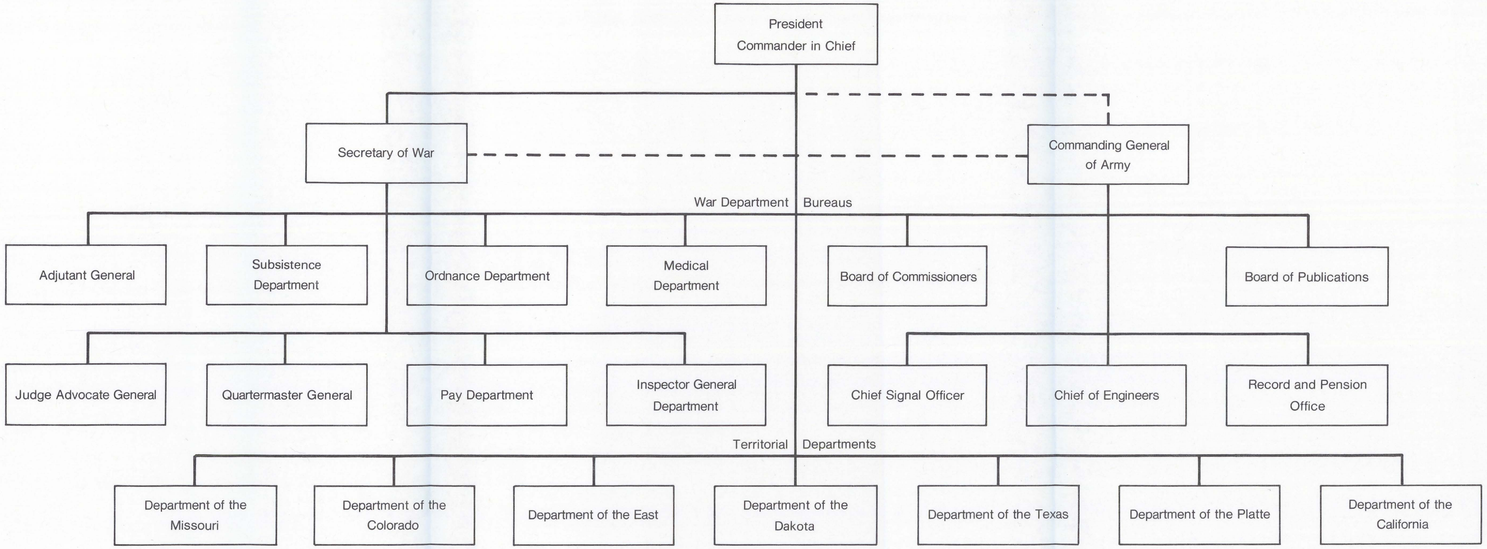
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ARMY STAFF REORGANIZATION, 1903-1985



Source: Otto L. Nelson, Jr., National Security and the General Staff (Washington, D.C.: Infantry Journal Press, 1946), p. 21

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Chart 1— Army Organization in the 1890s

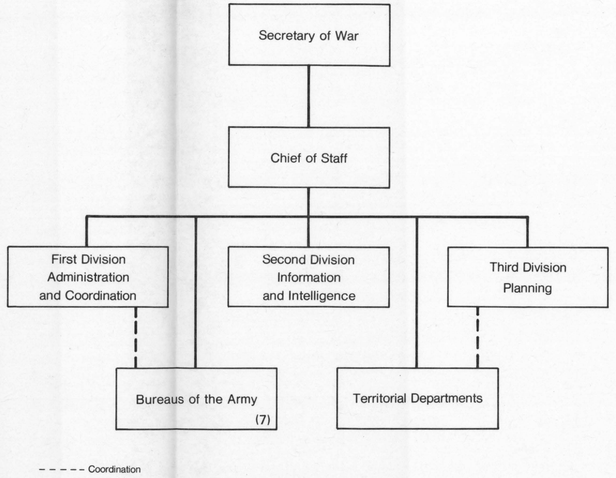


Chart 2 — War Department Reorganization:
1903 (Root Reorganization)

Creation of the General Staff, 1903

Background

After the Spanish American War, President William A. McKinley established a special commission to review the Army's role in that conflict. One of the major problems the commission reported was that the Army was at once too decentralized and too centralized. (Chart 1) Functional areas had been splintered among the various bureaus, which in turn developed their own autonomy and felt themselves directly subordinate to the secretary of war. On the other hand, individual bureaus had become centralized through the personalities of their chiefs, who were stationed in Washington and often held lifetime terms.

Equally confusing was the role of the commanding general, which had evolved through tradition rather than statute and which had no direct relationship to the bureaus. Thus, an ongoing conflict emerged between the commanding generals and bureau chiefs over operation of the Army, and the secretary of war became the arbitrator.

It was this confusion over centralization and conflict that had evolved since the Civil War plus the Army's poor performance during the Spanish American War that led to the reforms of Secretary of War Elihu Root in 1903.

Changes (Chart 2)

The position of chief of staff was created to supervise all troops of the line and bureaus.

The General Staff Corps was created to prepare plans for the national defense and mobilization in time of war and to coordinate the action of all offices subject to the supervision of the chief of staff. The corps was organized into three divisions: Administration and Coordination, Intelligence and Information, and Planning. Officers were detailed to the corps from the various branches of the Army for four-year tours.

Analysis

Secretary Root created the General Staff Corps for long-term planning and strategic thinking for the Army. It was not intended to become an operating element which administered activites. However, because of factors such as the conflicts among the bureaus and their lack of cooperation with the General Staff Corps elements, the General Staff began to administer certain activities of the Army and came into direct conflict with the bureaus and what they perceived as their responsibilities. Whether the General Staff should become involved in the operations of the Army would remain unresolved for many years. For now, the staff was creating powerful forces which arrayed themselves against it.

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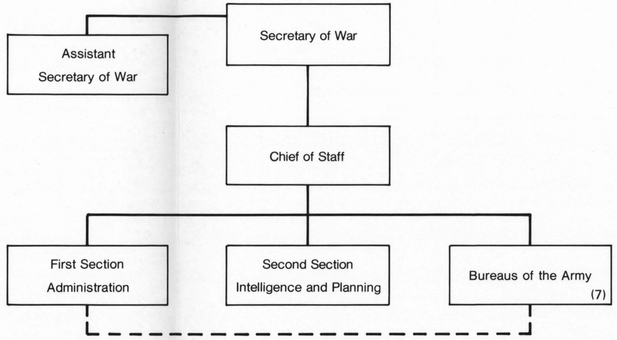


Chart 3 — War Department Headquarters: 1908

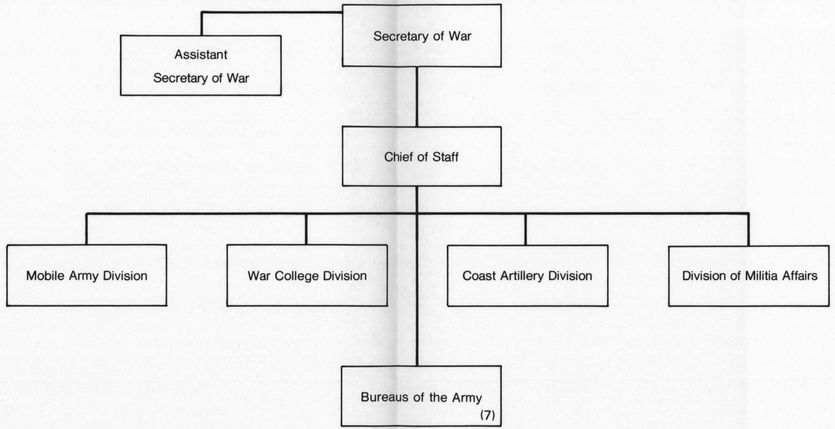


Chart 4 — War Department Headquarters: 1911

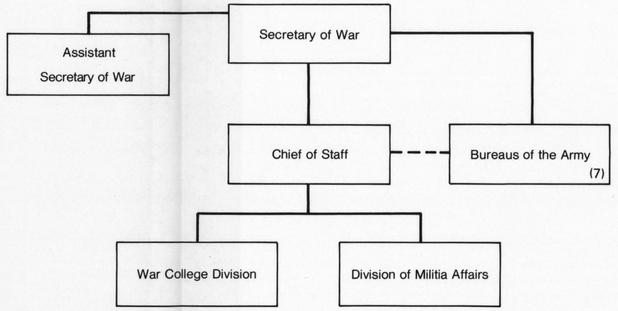


Chart 5 — War Department Headquarters: 1916

1904-16

Background

The General Staff grew in experience but encountered conflicts similar to those that had frustrated the former commanding generals, institutional prerogatives steadfastly defended by the bureaus and their chiefs. Brig. Gen. J. Franklin Bell, the fourth chief of staff, attempted to resolve this dilemma, as did his successor, Maj. Gen. Leonard Wood. A resolution of sorts occurred through the "Ainsworth episode," named for the Army's adjutant general who resisted Wood's attempts at centralized supervision. Forced to retire after he stepped beyond the proper limits of military conduct, Maj. Gen. Fred C. Ainsworth joined forces with Congressman James Hay, chairman of the House Committee on Military Affairs, to limit the authority of the General Staff Corps. The secretary of war and chief of staff strongly resisted this action. The result was the National Defense Act of 1916, which, while mandating the existence of the General Staff, severely limited its responsibilities and the number of officers who could be detailed to it.

Changes (Charts 3 - 5)

In 1908 the General Staff was restructured into two sections. The first took over administration and the second absorbed the duties of the old second and third divisions.

In 1911 the General Staff was reorganized into four divisions: the Mobile Army Division, for all matters pertaining to personnel and materiel of mobile forces; the Coast Artillery Division, for all matters pertaining to coast artillery; the Division of Militia Affairs, dealing with the militia; and the War College Division, to do all planning for possible combat operations and mobilization.

The National Defense Act of 1916 limited the total number of officers who could be detailed to the General Staff and who could be assigned duties in Washington.

The act established the bureaus as statutory agencies with their chiefs as commanding officers.

Analysis

The bureaus reacted to the infringement on their prerogatives by the General Staff Corps, and the period became one of confrontation rather than gradual evolution of mutual cooperation in running the Army. The result was that the staff lost flexibility and influence. The era was one of missed opportunity for the General Staff.

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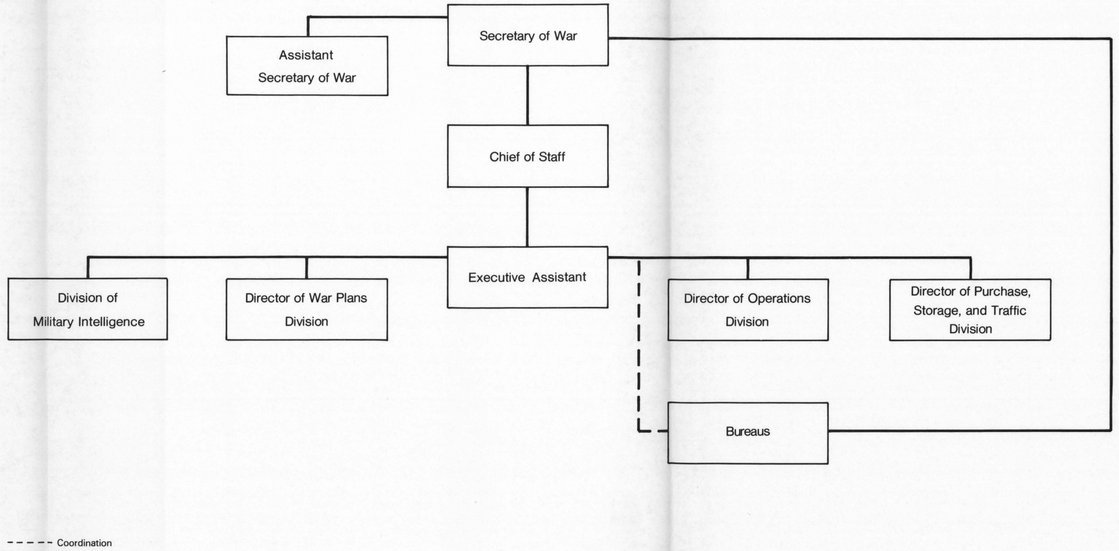


Chart 6 — War Department Headquarters: 1918

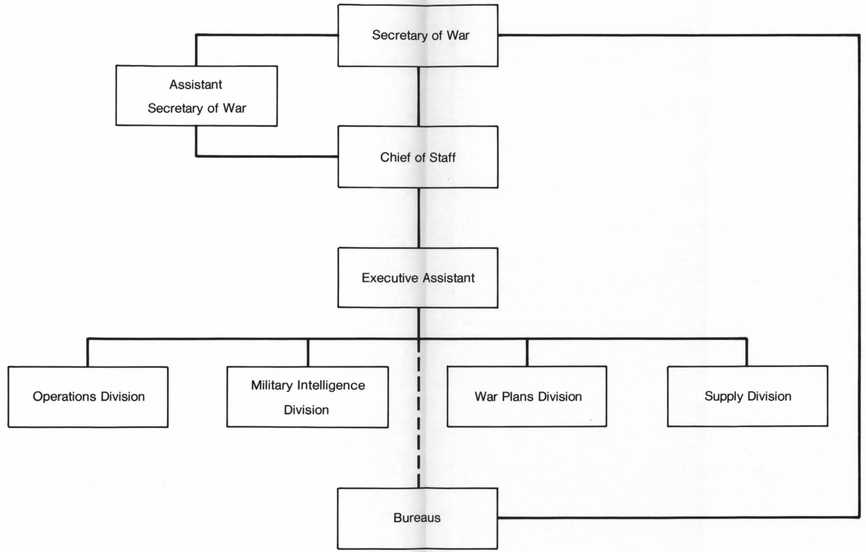


Chart 7 — War Department Headquarters: 1920

1917 (World War I)-20

Background

The Army entered World War I under the constraints of the National Defense Act of 1916, which severely limited the authority and activities of the General Staff. The demands of mobilization and material acquisition as bureaus openly competed with each other for scarce supplies quickly demonstrated the shortcomings. With shortages and hoarding, the crisis peaked in December 1917. To rectify the situation, Secretary of War Newton D. Baker recalled to active duty Maj. Gen. George W. Goethals and appointed him acting quartermaster general and director of the Storage and Traffic Division, a new General Staff agency, to control all functionally related areas among the bureaus.

Secretary Baker also reorganized the secretary of war's office and the General Staff along functional lines to control the War Department's operations more effectively. The Overman Act of 1918 legally authorized these changes (only for the length of the state of emergency, as the 1916 act was still in force). The General Staff became an active operating agency rather than a supervisory one.

Changes (Charts 6 and 7)

The Storage and Traffic Divisions were created to coordinate these functions among the bureaus.

A purchasing service was created to consolidate this function.

In February 1918 the General Staff was restructured by the creation of five assistant chief of staff positions: an executive assistant for administration, control, and intelligence; a war planning division for military plans; a director of operations; a director of storage and traffic; and a director of purchasing and supplies (later the last two positions were combined into a purchase, storage, and traffic division and again later renamed the Supply Division).

In August 1918 the General Staff was again reorganized, separating the

area of military intelligence from the executive assistant's office into an independent division.

Analysis

The War Department as established by the 1916 act was incapable of meeting the wartime requirements of the Army. The consolidations and reorganizations undertaken by the secretary of war and chief of staff proved effective and allowed the Army to pursue successfully its objectives in World War I. Once the conflict ended, however, the old status quo returned. The admendments to the national defense act passed in 1920 gave statutory strength to this traditional system. The one positive result for the General Staff was that key individuals both in and out of the service saw what the General Staff could accomplish when permitted to function as such.

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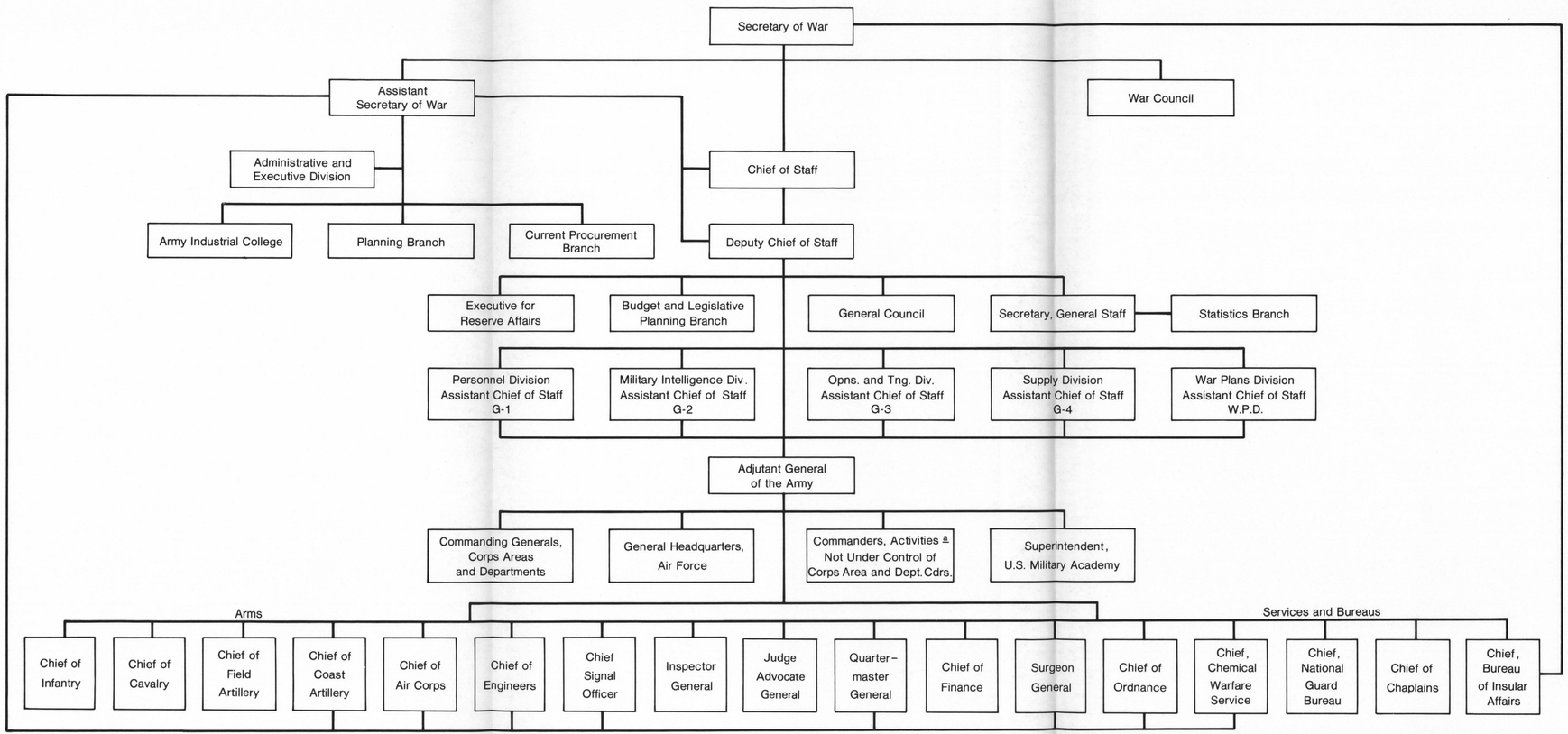
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Source: Otto L. Nelson, Jr., National Security and the General Staff (Washington, D.C.: Infantry Journal Press, 1946), p. 310-11

a Direct to secretary of war on civil affairs

Chart 8 — War Department in Post-World War I Period

1921-41

Background

Between the world wars the War Department functioned under the provisions of the 1920 amendments with few significant structural changes. The General Staff planned and coordinated as directed. The bureaus provided their usual output, sometimes overlapping functions and products.

Changes (Chart 8)

The General Staff was given the structure of the staff of the American Expeditionary Force when General John J. Pershing became chief of staff. This structure consisted of five assistant chief of staff divisions, four of which were given "G" designations: G-1, Personnel; G-2, Military Intelligence; G-3, Operations and Training; G-4, Supply; and the War Plans Division.

The position of assistant secretary of war for air was created in 1926.

The General Headquarters, Air, was created in 1935.

The assistant secretary of the Army was given responsibility for all procurement and mobilization of material resources planning.

Analysis

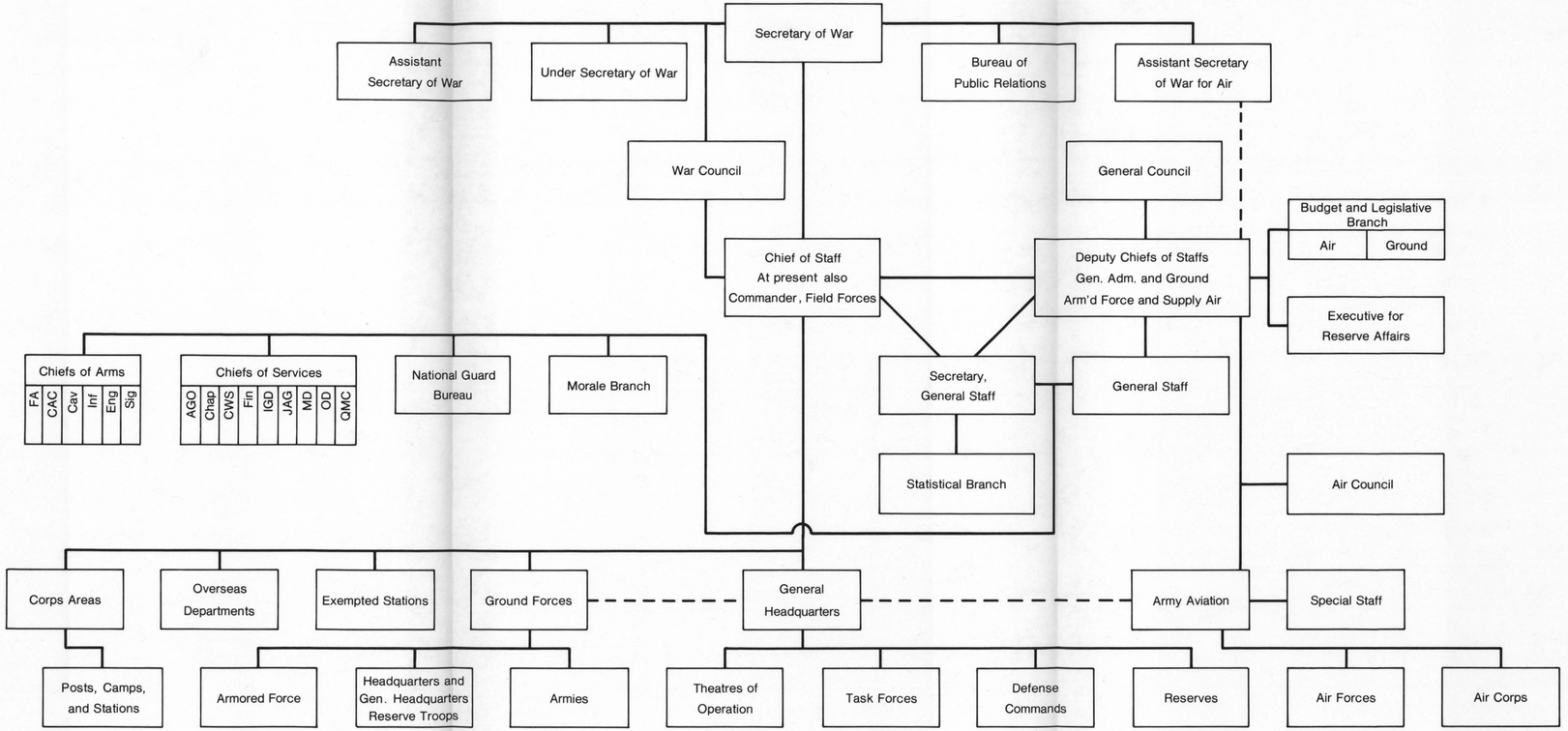
The War Department functioned well throughout this period. The characteristic complacency about the Army's ability to coordinate and mobilize in the event of a major conflict began to change when General George C. Marshall became chief of staff. The structure was not yet in place to make the needed changes, however, because the nation sought and achieved a smaller Army and concerned itself with the depression for most of the interwar years.

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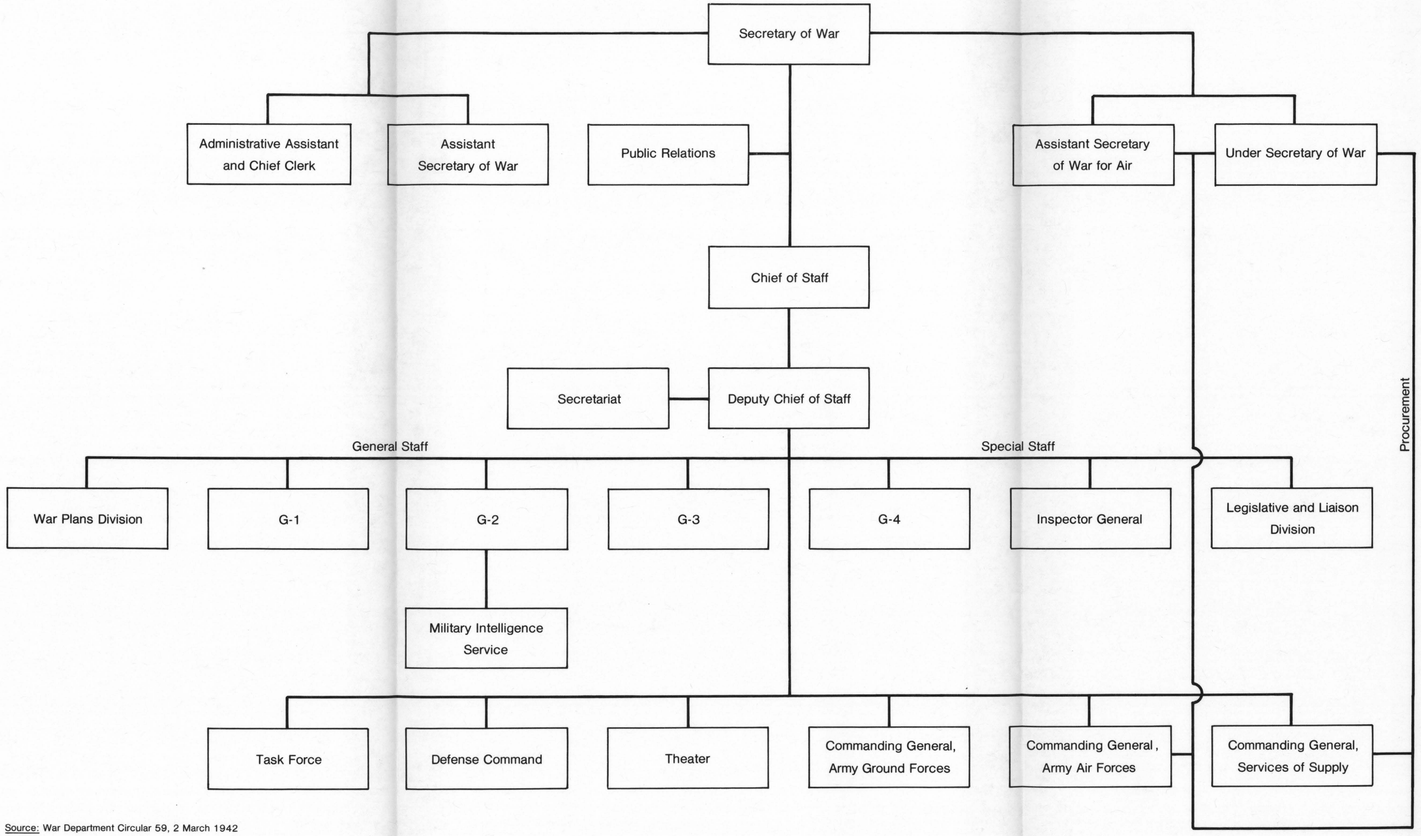
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Source: Otto L. Nelson, Jr., National Security and the General Staff (Washington, D.C.: Infantry Journal Press, 1946), p. 316

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Chart 9 — Organization of the War Department: October 1939



Source: War Department Circular 59, 2 March 1942

Chart 10 — Organization of the Army (the Marshall Reorganization): 9 March 1942

The Marshall Reorganization, March 1942

Background

Beginning in 1940, as a result of directives from General Marshall, the staff examined proposals to streamline and simplify its operations. Nothing was accomplished, however, until the entry of the United States into World War II forced the issue. At the war's start, the chief of staff had sixty-one individuals with direct access to the Office of the Chief of Staff. These ranged from the secretary of war to the base section commander in Trinidad.[1] (Chart 9) The chief of staff had become bogged down in handling excessive paperwork and in resolving conflicts among competing staff agencies.

A proposal for staff reorganization developed in the War Plans Division formed the basis for General Marshall's recommendation to the secretary of war and the president for a reorganization of the Army under the authority of the First War Powers Act of 1941. The president accepted this recommendation and announced it in Executive Order 9082, dated 28 February 1942 and effective 9 March 1942.

Changes (Chart 10)

Three Zone of the Interior commands were created: the Army Ground Forces, responsible for all organization, training, and equipping of ground force units for combat operations; the Army Air Forces, responsible for all aviation training and conduct of air activities; and the Services of Supply, later the Army Service Forces, responsible for controlling all supply and service activities.

The General Headquarters was abolished and the bulk of the General Staff limited to broad planning and policy guidance rather than operational control of elements.

The positions of chiefs of arms were eliminated or severely cut back in scope and function.

Only one deputy chief of staff was retained to manage overall staff operations.

The functions, duties, and powers of the remaining chiefs of arms and services were divided between the commanding generals of the Army Ground Forces and the Army Service Forces.

The War Plans Division was renamed the Operations Plans Division, which became the premier element of the staff, functioning as the chief of staff's command post.

Analysis

The Marshall reorganization established centralized executive control of the Army and staff. It streamlined procedures and gave the chief of staff the necessary flexibility to conduct a complex war. Freed from day-to-day responsibilities as general manager of the department, he could pursue broad policy and strategic planning. He was better able to fulfill his role as military adviser to the president and as a member of the Joint and Combined Chiefs of Staff. Formulated without using the normal procedures of staff review, the reorganization was presented to the chiefs of arms, services, and staff sections as established fact rather than suggested proposal. While permitting rapid implementation, the reorganization left much resentment among members of the staff. The broad powers exercised by the Operations Plans Division assured latent desires to return to prewar structure once the emergency was over.

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The 1946 Reorganization

Background

The planning for a postwar structure for the Army Staff began in August 1945. A special board of officers, first chaired by Lt. Gen. Alexander M. Patch and then Lt. Gen. William H. Simpson, was formed to recommend an appropriate organization for peacetime. The wartime organization was based on a presidential executive order under the War Powers Act and its authority would end six months after the end of the war or emergency.

The new peacetime organization would be short lived. It was apparent that some type of unified armed forces structure would be established over the Army, the Navy, and, most probably, an air force, although its exact nature was still under study. There was strong support within the staff for a return to the prewar organization (with less centralized direction and control), especially among the elements of the General Staff and the various technical and administrative services.

The Patch-Simpson Board wanted to revitalize the General Staff: "The Board believes that while the General Staff must be the agency to deal with matters of high policy and high level planning, it must also operate and direct, to the end that orders and directives are issued and supervised to the necessary degree in their execution."[2] The board's recommendations, virtually unchanged, were put into effect in June 1946.

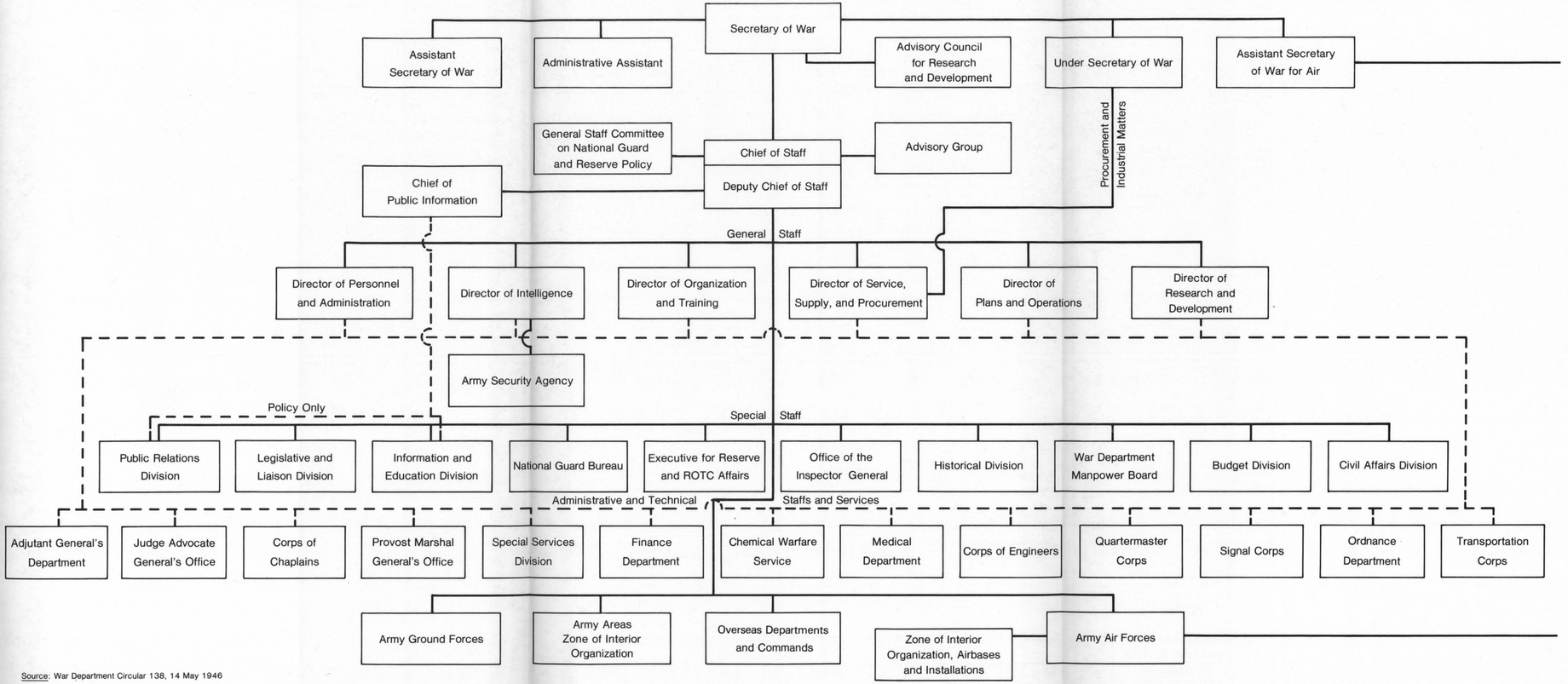
Changes (Chart 11)

The Army Service Forces were abolished and their functions divided among the elements of the War Department General Staff.

The General Staff was reconfigured as six coequal directorates: Intelligence; Organization and Training; Plans and Operations; Services, Supply, and Procurement; Personnel and Administration; and Research and Development.

The administrative services came under the director of personnel and administration.

Chart 11 — Organization of the War Department:
11 June 1946



Source: War Department Circular 138, 14 May 1946

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The technical services came under the director of services, supply, and procurement.

The positions of chiefs of infantry, cavalry, field artillery, and coast artillery were eliminated.

The six Zone of the Interior armies and the Military District of Washington were subordinated to the Army Ground Forces for all training and troop issues but directly responsible to the War Department for supply and administrative functions.

The Army Air Forces assumed greater autonomy preparatory to becoming a separate service.

The Office of the Administrative Assistant was established as a separate element within the Office of the Secretary of War. (The position dated back to 1789 and was known as the chief clerk.)

Analysis

The 1946 reorganization reestablished an operational general staff. The reorganization decentralized control within the General Staff while maintaining a single continuous command channel from top to bottom of the War Department. The structure -- only temporary because of the impending plans for unification -- reestablished much of the prewar structure and marked a victory for the traditionalists on the Army Staff. Though the administrative and technical services were supposedly under specific directorates, in practice they dealt directly with each staff section at their own initiative. In a short time many of the prewar problems reappeared.

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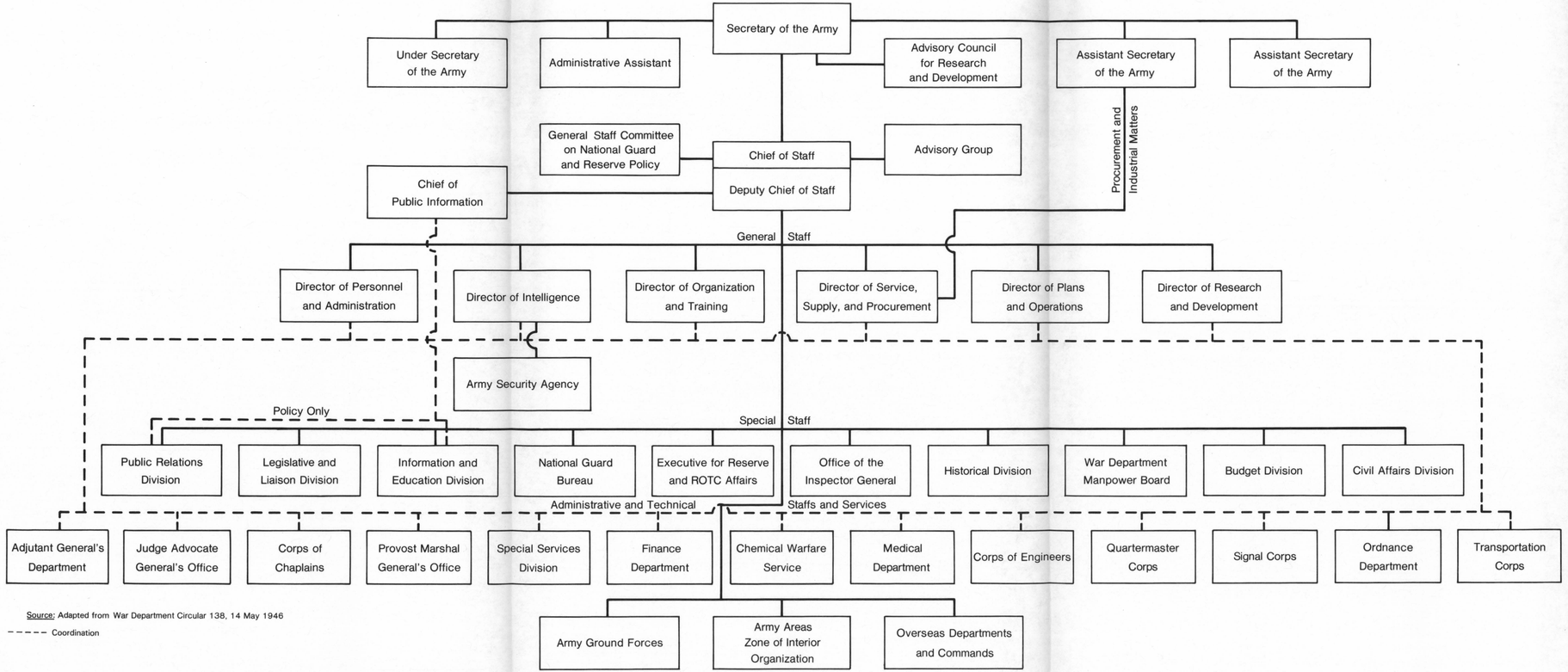
War Department Circular 150, 28 May 1946.

War Department Circular 170, 11 June 1946.

War Department Circular 47, 21 February 1947.

War Department Circular 165, 24 June 1947.

War Department Circular 201, 1 August 1947.



Source: Adapted from War Department Circular 138, 14 May 1946

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Chart 12 — Department of the Army: 1947

The National Security Act of 1947

Background

The increase of joint, international, and multinational military activity required unification of the armed services. The Army had been preparing for unification during the war, and the 1946 reorganization was an interim measure. The Army favored the creation of a single department for defense with a single secretary of the armed forces of cabinet rank. The service also wanted a single chief of staff of the armed forces to insure the unity of command which its experiences in World War II had indicated was essential. However, the Army accepted a compromise solution rather than forego unification altogether. On 26 July 1947 Congress enacted the National Security Act of 1947, creating the National Military Establishment.

Changes (Chart 12)

The War Department became the Department of the Army, and the secretary of war was renamed secretary of the Army.

The Army Staff remained unchanged except that the Army Air Forces were detached and became the basis for the Department of the Air Force, with the former assistant secretary of the Army for air becoming the first secretary of the Air Force.

Analysis

The Army was prepared for the changes embodied in the 1947 act. The service maintained the positions of two assistant secretaries of the Army, indicating a broadening of civilian supervision. The secretary of the Army directed that several studies be conducted to establish an Army organization able to meet the challenges of the new military establishment.

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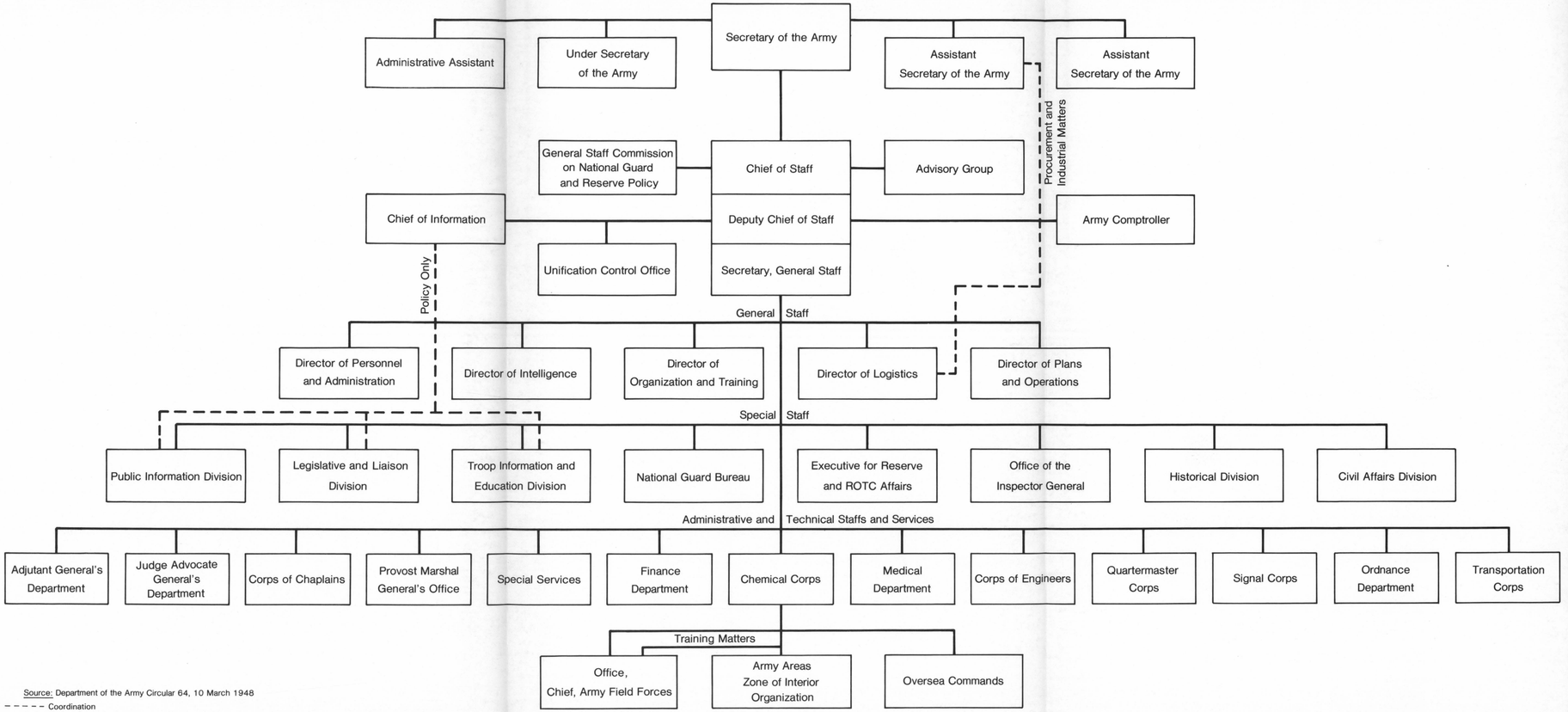
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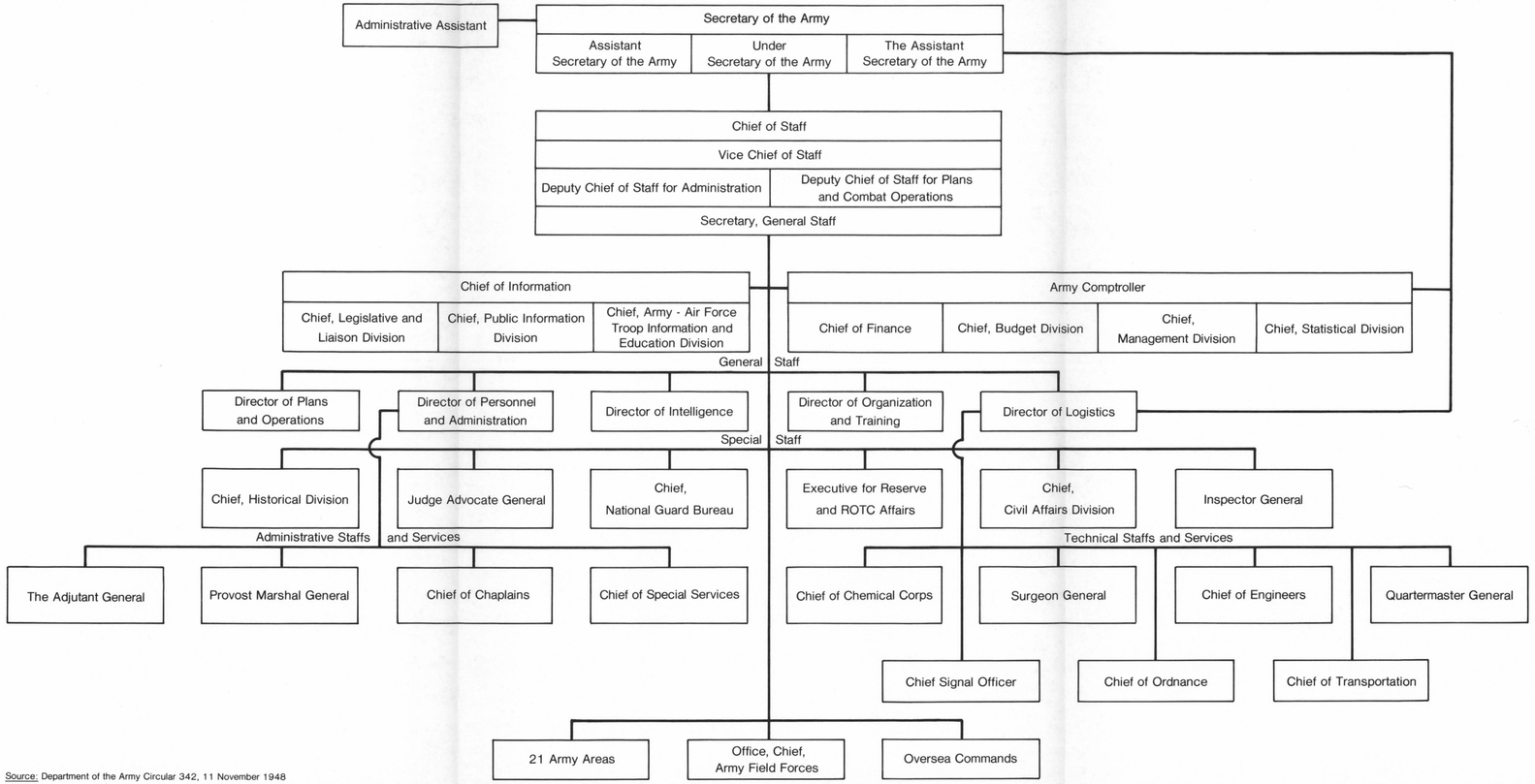
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Source: Department of the Army Circular 64, 10 March 1948

– – – – Coordination

Chart 13— Organization of the Department of the Army: 10 March 1948



Source: Department of the Army Circular 342, 11 November 1948

Chart 14 — Organization of the Department of the Army: 11 November 1948

Army Reorganization, November 1948

Background

The reorganization of November 1948 culminated a year of assessment and change for the Army. The changes were based on several reports directed by the secretary of the Army which sought to establish a more unified and efficient organization for the army in the field as well as an Army Staff which could meet the challenges of the new military establishment. The executive and legislative branches of the government expected the service to practice economy while maintaining superior management, and these dual goals came into conflict with established methods for appropriating funds. The separate technical services still had separate budgets and accounting systems.[3] All the reports strongly recommended the establishment of an agency which would bring together all aspects of financial management.

Changes (Charts 13 and 14)

The Office of the Army Comptroller was established to provide sound financial planning and supervision.

The Directorate of Research and Development was abolished and its functions absorbed by the Services, Supply, and Procurement Directorate.

The Army Ground Forces lost command functions and were renamed Office of the Chief of Army Field Forces and given responsibility for the general supervision, coordination, and inspection of all matters pertaining to the training of all individuals utilized in a field army.[4]

The Office of the Vice Chief of Staff of the Army was created as the alter ego of the chief of staff.

The secretary of the General Staff position was established.

Two deputy chief of staff positions were created. One would be responsible for plans and combat operations and the other for administration.

The administrative services came under the control of the director of personnel and administration.

All technical services came under the control of the director of the

Logistics Division (formerly the Services, Supply, and Procurement Division).

The assistant secretary of the Army responsible for research and development assumed supervision of logistical matters.

Analysis

This reorganization impelled further changes. The comptroller became the voice at the General Staff level for change and improved management techniques. The new triumvirate of vice chief of staff and two deputy chiefs decreased the number of agencies and individuals reporting directly to the chief -- a perennial problem. Placing the administrative and technical services under staff divisions was also designed to simplify staff procedures and appears to have worked for the administrative services more so than for the technical. The first director of logistics, Lt. Gen. Thomas B. Larkin, told the technical services that he expected them to deal with any directorate without coming through him; in other words, there would be no change in the traditional status of the technical services insofar as their supervision and control were concerned.[5] The elimination of a command function from the Army Ground Forces, now the office of the chief of Army Field Forces, decentralized the command of the field army. The comptroller's office became an initiator of organizational restructuring proposals.

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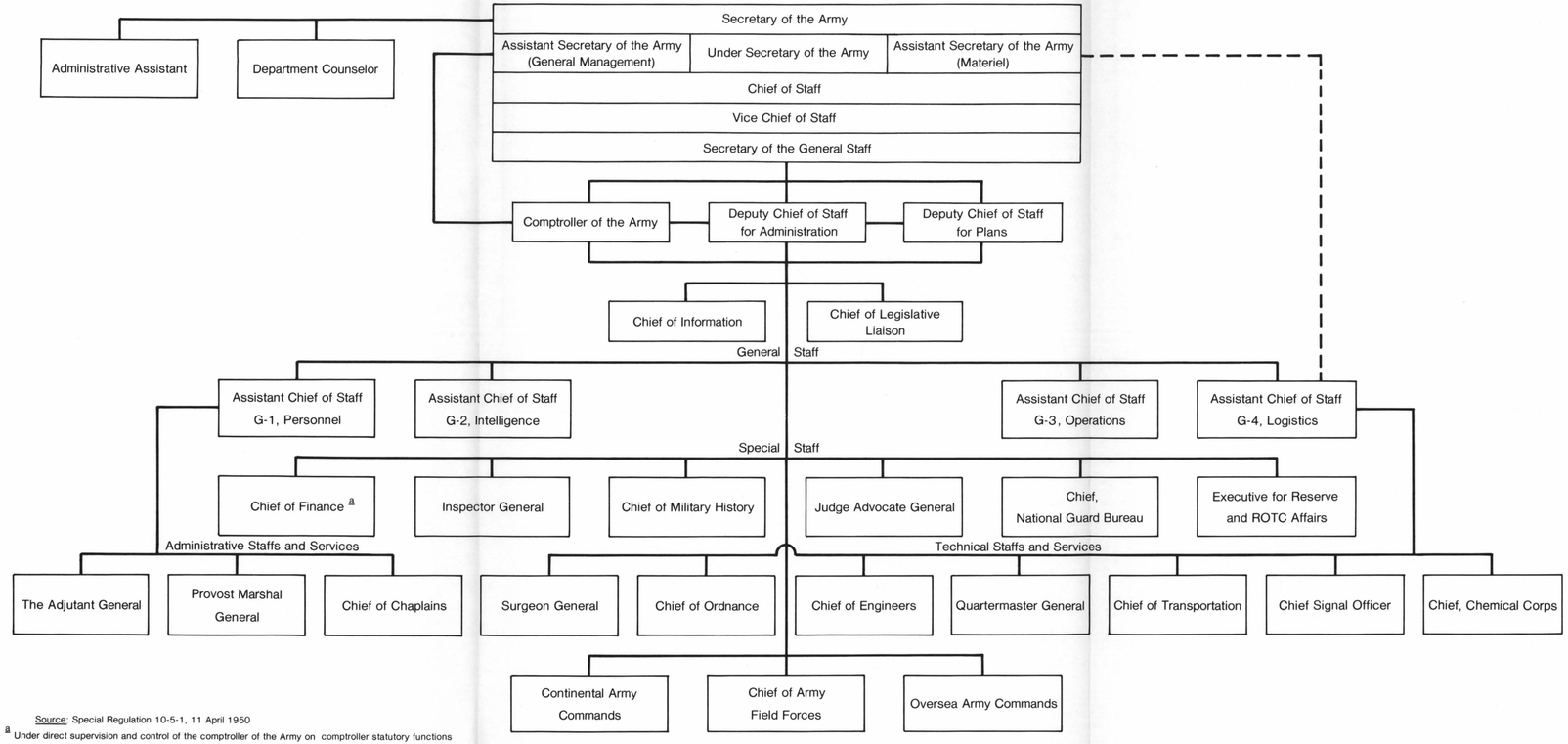
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Source: Special Regulation 10-5-1, 11 April 1950

[a] Under direct supervision and control of the comptroller of the Army on comptroller statutory functions

– – – – Supervision over procurement procedures and contracts (See AR 5-5)

Chart 15 — Organization of the Department of the Army: 11 April 1950

The Army Reorganization Act of 1950

Background

The 1948 reorganization was an interim step for the Army. The 1949 amendment to the National Security Act of 1947 implemented two significant statutory changes affecting the Army. The secretary of the Army lost the right to attend National Security Council meetings and his position as a member of the cabinet. The comptroller of the Army became legally responsible for all budgeting, accounting, progress and statistical reporting, and internal auditing in the Army. Maj. Gen. Edmond H. Leavey, the comptroller, urged changes in the Army's methods of operations. Believing that further reorganization was called for under Secretary of the Army Kenneth C. Royall's directive of 1948, he began observing and evaluating the structure of the Army. A private management consultant firm (Cresap, McCormick, and Paget) conducted an independent study of the Army. The recommendations from these two studies generated an intense internal debate and review. The resulting reorganizations, mandated by Department of the Army Special Regulation 10-5-1, achieved only some of the recommended changes.

Concurrent with this reorganization, the Army was attempting to update its own statutory basis. The service was scheduled to revert to the 1941 structure as the First War Powers Act expired. The Army therefore proposed to Congress an act that consolidated and revised all existing laws.

Changes (Chart 15)

The Office of the Vice Chief of Staff, the Military Police Corps, and the Transportation Corps were established.

The positions of the chiefs of infantry, cavalry, field artillery, and coast artillery were abolished.

Three deputy chiefs of staff were authorized on the Army Staff for administration, plans, and financial and program analysis (i.e., the comptroller).

A maximum of five assistant chiefs of staff was authorized as the

General Staff. Their position names reverted to the old "G" designations.

The under secretary of the Army and the two assistant secretary of the Army positions were functionally realigned. The under secretary supervised all logistical programs, the assistant secretary for general management oversaw all procurement-related activities, and the assistant secretary for manpower and reserve forces supervised reserve forces.

The department counselor office was established in July 1950 within the Army secretariat.

Analysis

The controversy that erupted over the proposals put forward by the comptroller and by the Cresap, Paget, and McCormick study pivoted on whether or not the staff should become functionalized and actually administer activities, especially those of the administrative and technical services. The resulting changes to the organization did not give a clear-cut victory to either side in this dispute. However, the establishment of a three-deputy concept did place limits on those who had direct access to the chief of staff and channeled actions into one of the three broad areas of supervision.

Of even greater importance was the consolidation and revision of the laws governing the Army by the Reorganization Act of 1950. Provisions and statutes in force since 1916 were revamped and brought up to date. The element of the reorganization with the greatest potential was that which gave the secretary of the Army full authority to ". . . make such assignments and details of members of the Army and civilian personnel as he thinks proper, and . . . prescribe the duties of the members and civilian personnel so assigned . . . . "[6] This authority was portrayed as giving the secretary more flexibility to structure the service to meet the challenges ahead. It did this, but it also gave him authority over the various administrative and technical service chiefs which he (or the secretary of war before him) had never had. This increase in the secretary's control would affect all elements of the Army Staff and would be used by future secretaries.

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The Korean War, 1950-53

Background

The Korean War was the first modern conflict which did not require a major reorganization of the Army. However, certain internal shortcomings were identified. Critics cited waste, duplication of effort, and lack of technological progress. The Army was aware of the need to make certain changes, but it had to do so during a period of austere budgets coupled with continued calls for increased efficiency from both Congress and the executive department. The secretary of the Army used the authority given him in the 1950 reorganization to establish positions and duties to meet the new requirements, particularly in the Army secretariat itself. The Army also placed renewed emphasis on research and development, though funding was not greatly increased.

Changes (Chart 16)

The titles, responsibilities, and duties of the under secretary and assistant secretaries were shifted and realigned three times during 1952, in May, October, and December. The final titles of the latter were assistant secretary of the Army for general management and assistant secretary of the Army for manpower and reserve forces.

The under secretary of the Army position was established as the alter ego to the Army secretary, with the assistant secretary positions becoming subordinate to the under secretary.

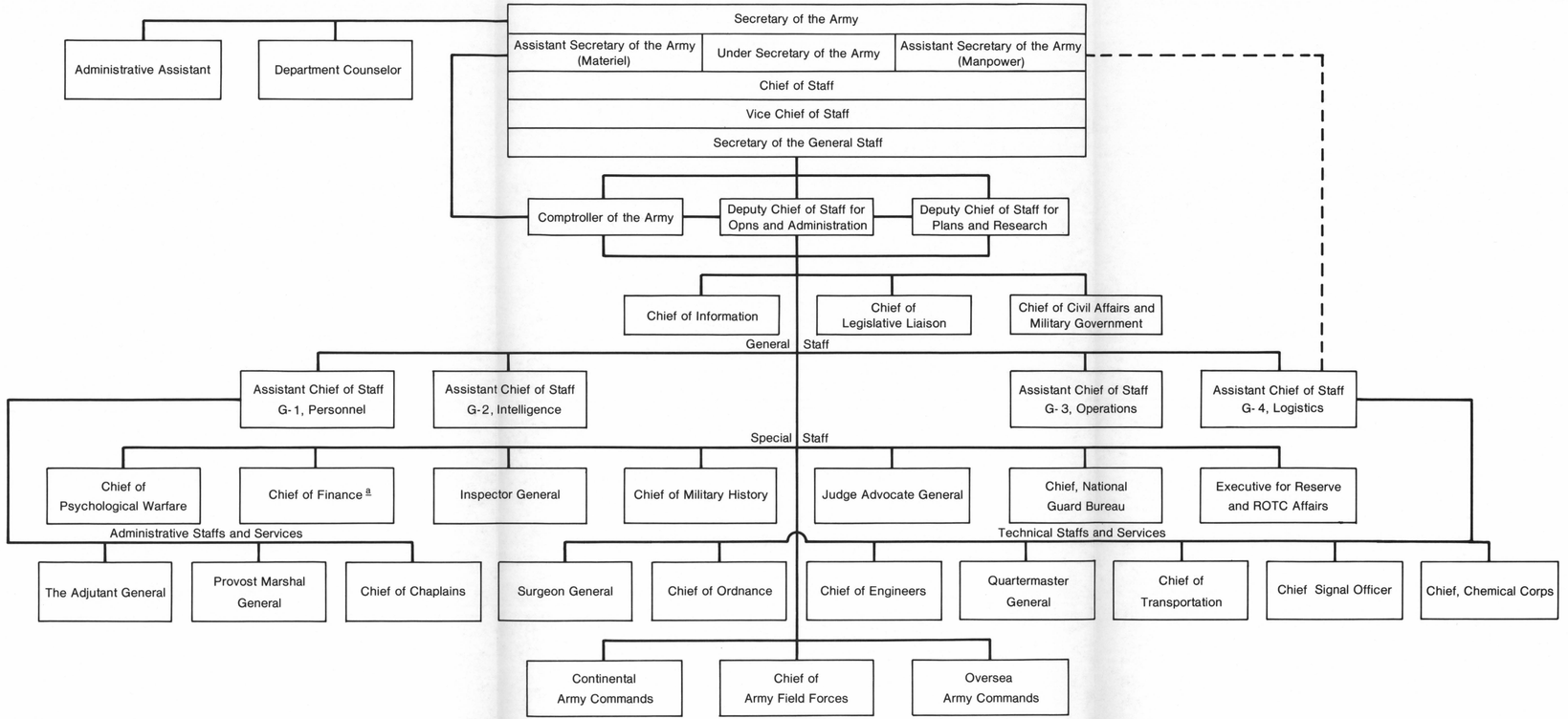
The Office of the Chief of Psychological Warfare was created in January 1951.

The Office of the Chief of Civil Affairs and Military Government was established in April 1952.

The deputy chief of staff for administration was renamed deputy chief of staff for operations and administration.

The deputy chief of staff for plans was renamed deputy chief of staff for plans and research and assumed responsibility for the research and development function.

Chart 16 — Organization of the Department of the Army: April 1953



Source: Special Regulation 10-5-1, 11 April 1950

a Under direct supervision and control of the comptroller of the Army on comptroller statutory functions

– – – – – Supervision over procurement procedures and contracts (See AR 5-5.)

Analysis

The limited changes made in this period do not fully illustrate the significance of how they were accomplished. The service became more efficient, and the emphasis on research and development increased -- all without having to acquire congressional approval. As a direct result of the 1950 act, the secretary of the Army could choose individuals and realign their duties to reflect his priorities and concerns. This freedom made Army organization much more flexible and, more importantly, made the secretary more powerful vis-a-vis any of the individual elements of the staff or administrative and technical services.

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1954-56

Background

The president's Reorganization Plan 6 emphasized increased civilian control of the military and strongly urged each service to examine itself in the light of making improvements. The Army was now authorized four assistant secretaries, each with a specific functional area to supervise. This organization paralleled that of the assistant secretaries of defense. In addition, there developed a strong tendency for a civilian chain of command to seek influence over sectors of the Army Staff. The secretary of the Army established an advisory committee on Army organization to recommend changes in organizational structure. The committee's recommendations generated a large-scale discussion within the staff which led to the reorganization known as the Slezak Plan, after Under Secretary of the Army John Slezak, implemented in June 1954.

Changes (Charts 17 and 18)

Four assistant secretary of the Army positions were established, each in a specific functional area: financial management, manpower and reserve forces, civil-military affairs, and logistics and research and development.

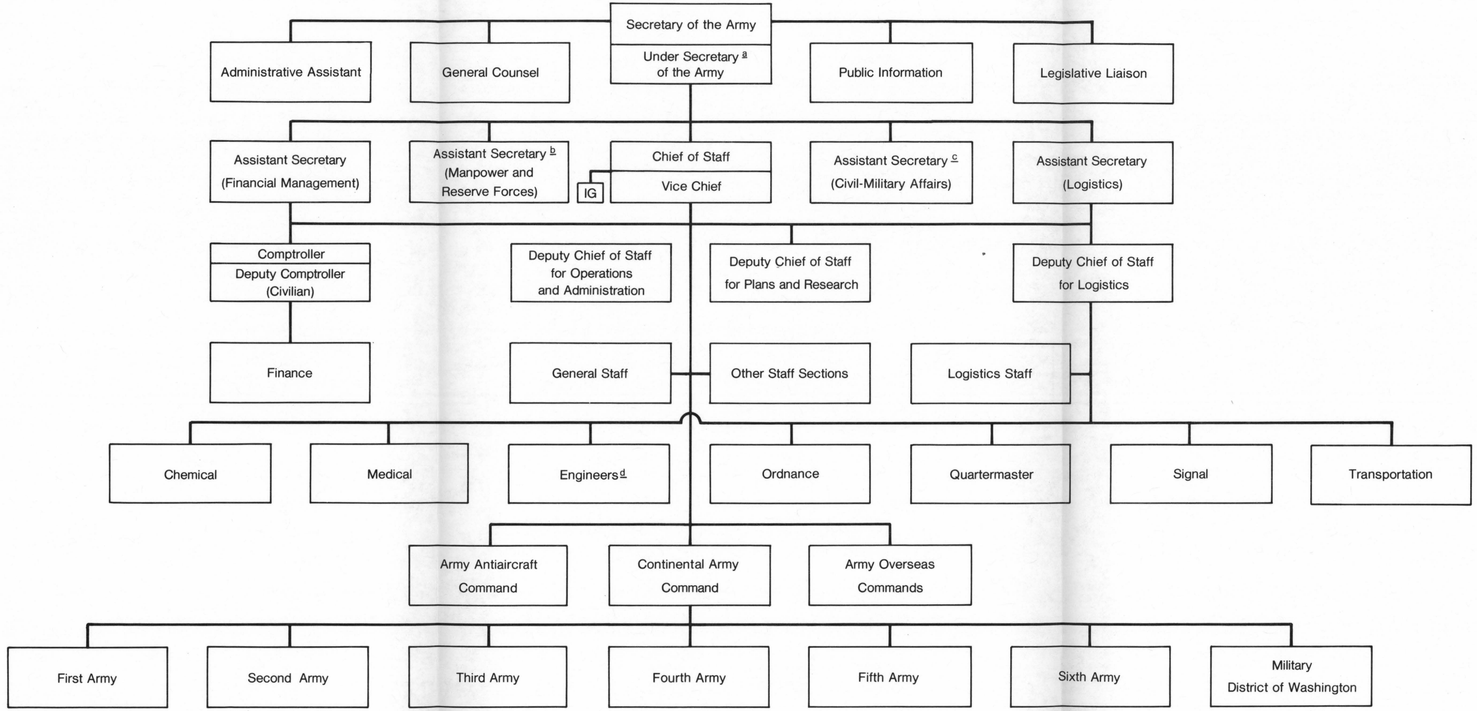
The position of the G-4 (assistant chief of staff) was upgraded to that of deputy chief of staff for logistics, with command authority over all technical services.

The Office of the Chief of Army Field Forces was redesignated Continental Army Command and given command over the six Zone of the Interior armies and Military District of Washington. The new command would provide all combat training for the Army.

A director of research and development was created at the assistant secretary level.

A chief of research and development position was created at the deputy chief of staff level. (Neither this position nor the assistant secretary of the Army for research and development position received the title indicated by its level in the structure because of statutory constraints on the number of

Chart 17 — Secretary of the Army's (the Slezak) Plan: 14 June 1954



Source: Secretary of the Army's (the Slezak) Plan, 14 June 1954

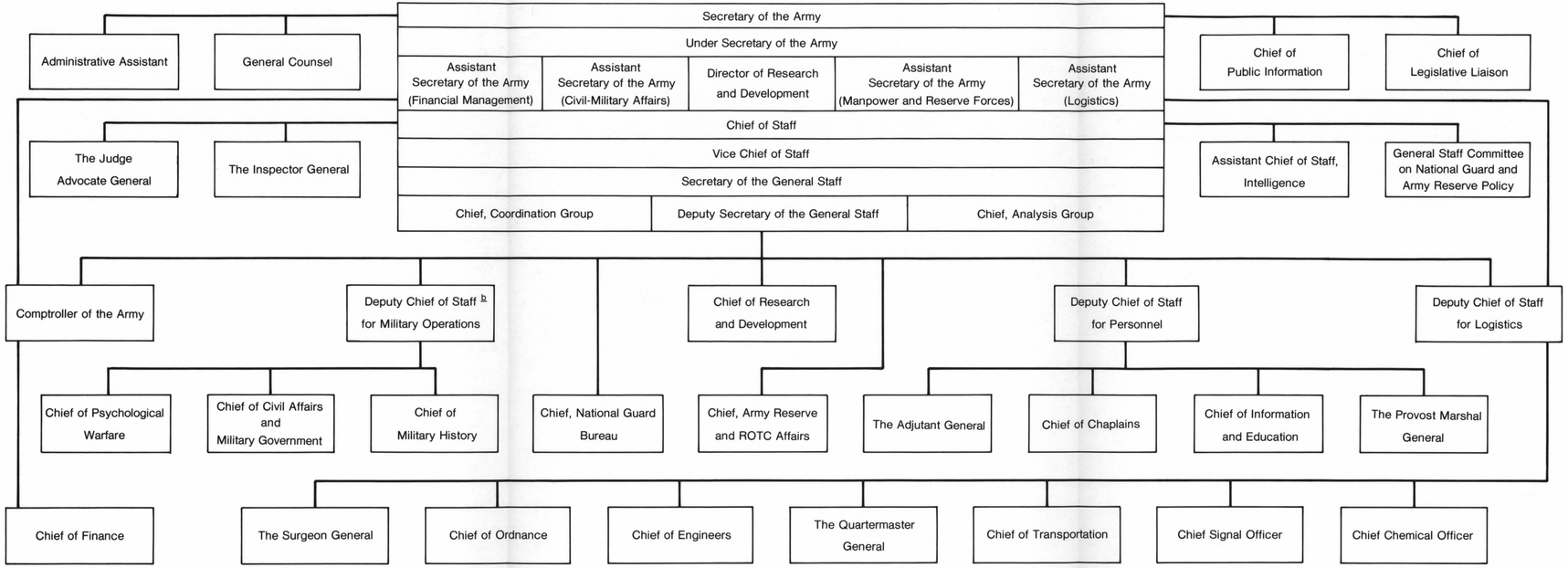
[a] General management, analysis and review

[b] Panama, Alaska, civil functions, politico-military-economic affairs

[c] Direct working relationships with civilian and military personnel elements of Army Staff

[d] Additional direct responsibilities to assistant secretary (civil-military affairs)

CHART 18 — Department of the Army Chiefs and Executives: 3 January 1956 [a]



Source: Department of the Army General Order 70, 27 December 1955, Chief of Staff Regulation 10-1, 3 January 1956. Prepared by the Office of the Adjutant General

[a] Not an official organization chart

[b] For practical purposes those agencies listed as technically subordinate to DCSOPS, DCSPER, and DCSLOG actually reported directly to the chief of staff

positions which could hold the respective title.)

The entire deputy chief of staff level of the Army Staff was overhauled in 1955-56. The result was a staff structure of three deputies (for personnel, military operations, and logistics), a chief of research and development , and the Army comptroller, all coequal elements of the General Staff.

Two offices were established to help coordinate and supervise staff activities: the Coordination Group and the Analysis Group (later the Programs and Analysis Group), both under the secretary of the General Staff.

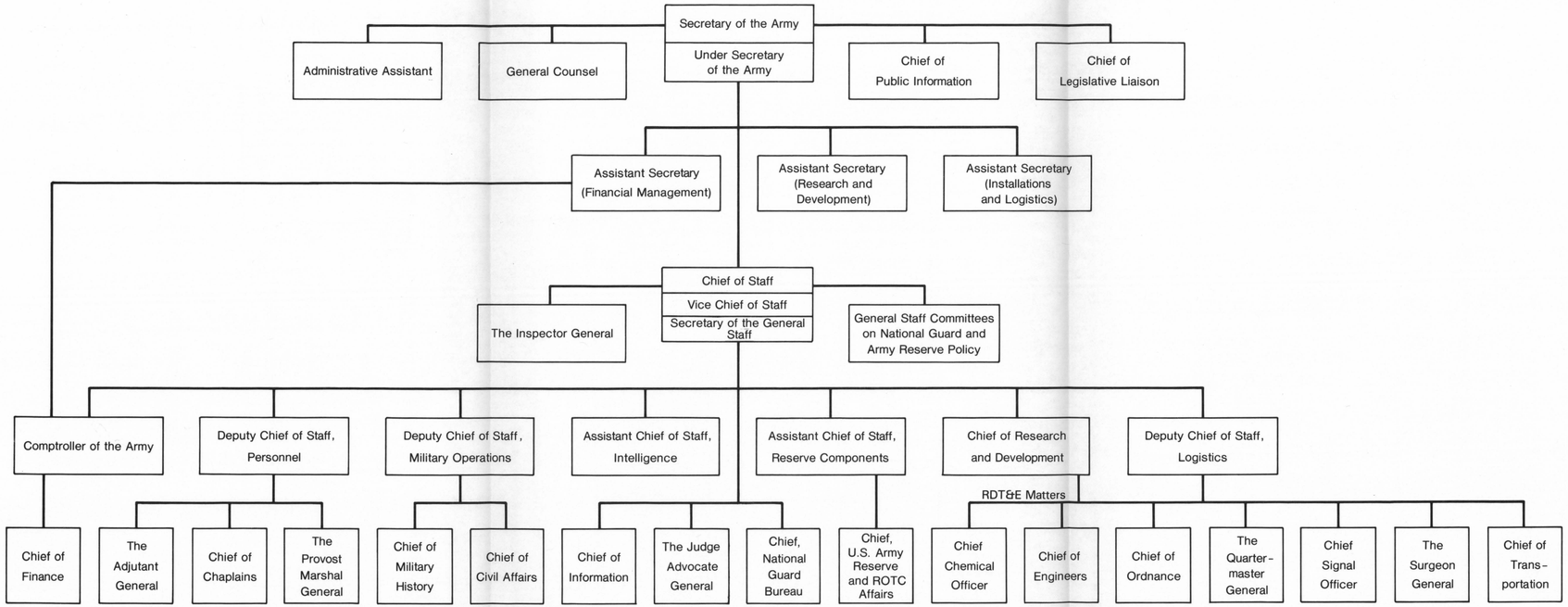
Analysis

The results for the Army at the end of this period were mixed. There was a tightening of control over subordinate elements of the Army; i.e., Continental Army Command was created and given command authority over the field armies. But there was also an expansion of the existing staff structure which established a super coordinating group within the secretary of the General Staff's office. These agencies (Coordination Group and Programs and Analysis Group) functioned similar to the War Plans Division of World War II.[7] Research and development again received emphasis and was elevated one level in the offices of both the secretary of the Army and the chief of staff. The deputy chief of staff for logistics position was established to gain further control over the technical services. These upgrades forsook the three-deputy concept of the 1950 reorganization that was intended to limit the number of agencies that had direct access to the chief of staff. The resultant imbalance in the General Staff structure made the lines of responsibility among the staff elements more complex.[8] The overhaul of the deputy chief of staff level sought to align most of the responsibility along functional lines and required a layer on the staff to coordinate and supervise. The secretary of the General Staff's office became that layer.

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Source: Department of Defense Annual Report for Fiscal Year 1962 (Washington, D.C.: Government Printing Office, 1963), p. 190

Chart 19 — Organization of the Department of the Army Headquarters: 1961

The Department of Defense Reorganization Act of 1958

Background

The 1958 reorganization act strengthened the positions of the secretary of defense and his assistant secretaries. Its greatest influence on the Army was the removal of executive agent authority from the secretary of the Army. The command line would now run from the president and secretary of defense through the Joint Chiefs of Staff to the unified commands. As a result the Army had less requirement for civil-military affairs and one less assistant secretary of the Army position. The organization of the service required no major changes but rather some realignment to reflect functional activities within the Office of the Secretary of Defense.

Changes (Chart 19)

The position of assistant secretary of the Army for civil-military affairs was abolished.

The assistant secretary for logistics was renamed assistant secretary for installations and logistics to match the title of his Defense Department counterpart.

The functions of the assistant secretary of the Army for manpower and reserve forces were assigned to the under secretary of the Army, and the director of research and development was given the assitant secretary's title thus vacated.[9]

Analysis

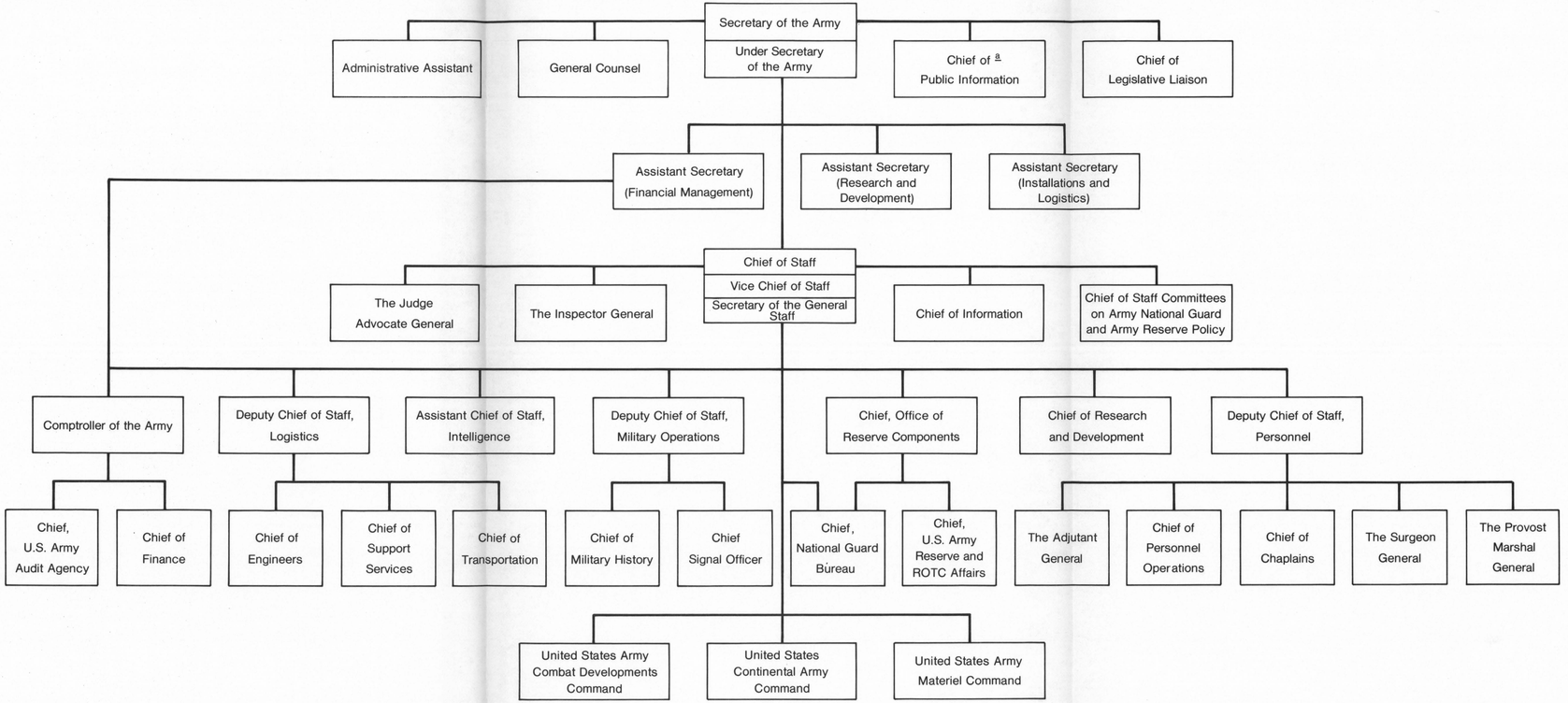
The significance of this Defense Department reorganization is that the Army reacted to changes mandated by the secretary of defense. As he became more powerful, the individual services would not so much initiate change as implement that which was forced upon them. The weakening (in comparision to his earlier authority) of the authority of the secretary of the Army to influence the Army in the field as well as the staff indicated the

necessity of close coordination between the secretary and the chief of staff to manage the Army's structure and operations.

References

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Source: Department of Defense Annual Report, Fiscal Year 1962 (Washington, D.C.: Government Printing Office, 1963), p. 191

[a] The chief of public information also serves as chief of information

Chart 20 — Department of the Army Headquarters Organization: 1962

OSD Project 80 (Army) Reorganization, 1961

Background

Within two months of his appointment, Secretary of Defense Robert S. McNamara initiated numerous studies of almost every aspect of the defense community. He began using new systems analysis methods to plan and program the budget. He introduced more centralized authority and responsibility, illustrated by the establishment of a defense supply agency which became the single manager and provider for all departmental supply requests and a defense intelligence agency which integrated all intelligence information of the military departments.

In February 1961 Secretary McNamara directed that a study of the functions, organization, and procedures of the Department of the Army, OSD (Office of the Secretary of Defense) Project 80, be initiated. After consultation with Secretary of the Army Elvis J. Stahr, Jr., and Chief of Staff General George H. Decker, McNamara named Deputy Comptroller of the Army Leonard W. Hoelscher as project director. The Hoelscher Committee, as it became known, examined all aspects of the Army with special emphasis on the office of the secretary, the Army General Staff, the Continental Army Command, and the technical services. The committee submitted its report and recommendations in September 1961. Another committee formed under Lt. Gen. David W. Traub to develop recommendations for the chief of staff on this report. This committee's report (the Traub Report) suggested certain modifications to the Hoelscher Committee's report but on the whole agreed with it. In December 1961, the Department of the Army published the Report on the Reorganization of the Department of the Army (known as the Green Book), which explained the proposed changes. The reorganization plan was approved and went into effect on 17 February 1962, although it was not completely implemented until September of that year.

Changes (Chart 20)

The Office of Personnel Operations was established under the deputy

chief of staff for personnel to control centrally the career development and assignment of most military personnel (execept the Army Medical Service, Judge Advocate General Corps, and chaplains).

The offices of the separate technical services were abolished.

The Army Materiel Command, which absorbed many of the duties performed by the technical services, was established.

The Continental Army Command assumed responsibility for all individual and unit training throughout the continental United States and gave up responsibility for combat development.

The Combat Developments Command was organized to perform the combat development functions and doctrinal responsibilities that previously had fallen under the control of Continental Army Command.

A chief of reserve components position was created at the deputy chief of staff level to coordinate the activities of the reserves, Reserve Officer Training Corps, and National Guard Bureau.

Analysis

To many within the Army, the McNamara reorganization was the most far reaching since the reforms of General Marshall. The change in structure was significant; for example, the abolished quartermaster general position had existed almost as long as the Army itself. This reorganization demonstrated that the secretary of defense would use his authority to mandate change within an individual military service and attenuated the influence of the service secretary. A more functionally oriented staff that could better support the oftentimes conflicting goals of fiscal constraint and national security was created.

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1963-72

Background

The conflict in Southeast Asia placed pressure upon the Army to man and supply the combat operations. Changes proposed in this period were designed to speed decision making and response time to technological improvements and to satisfy executive or legislative branch directives.[10] There continued a long-term trend for increased size and centralization of functions coordinated within the office of the chief of staff. Two of the more centralized functions were the modern volunteer Army and the increased use of federal military forces in civil disturbances.

Changes (Charts 21 and 22)

An assistant chief of staff for force development was created to absorb some of the duties previously carried out by the deputy chief of staff for military operations.

The Office of the Chief of Transportation was abolished.

The Office of the Chief of Signal was redesignated chief of communications-electronics in 1964 and upgraded to assistant chief of staff in 1967.

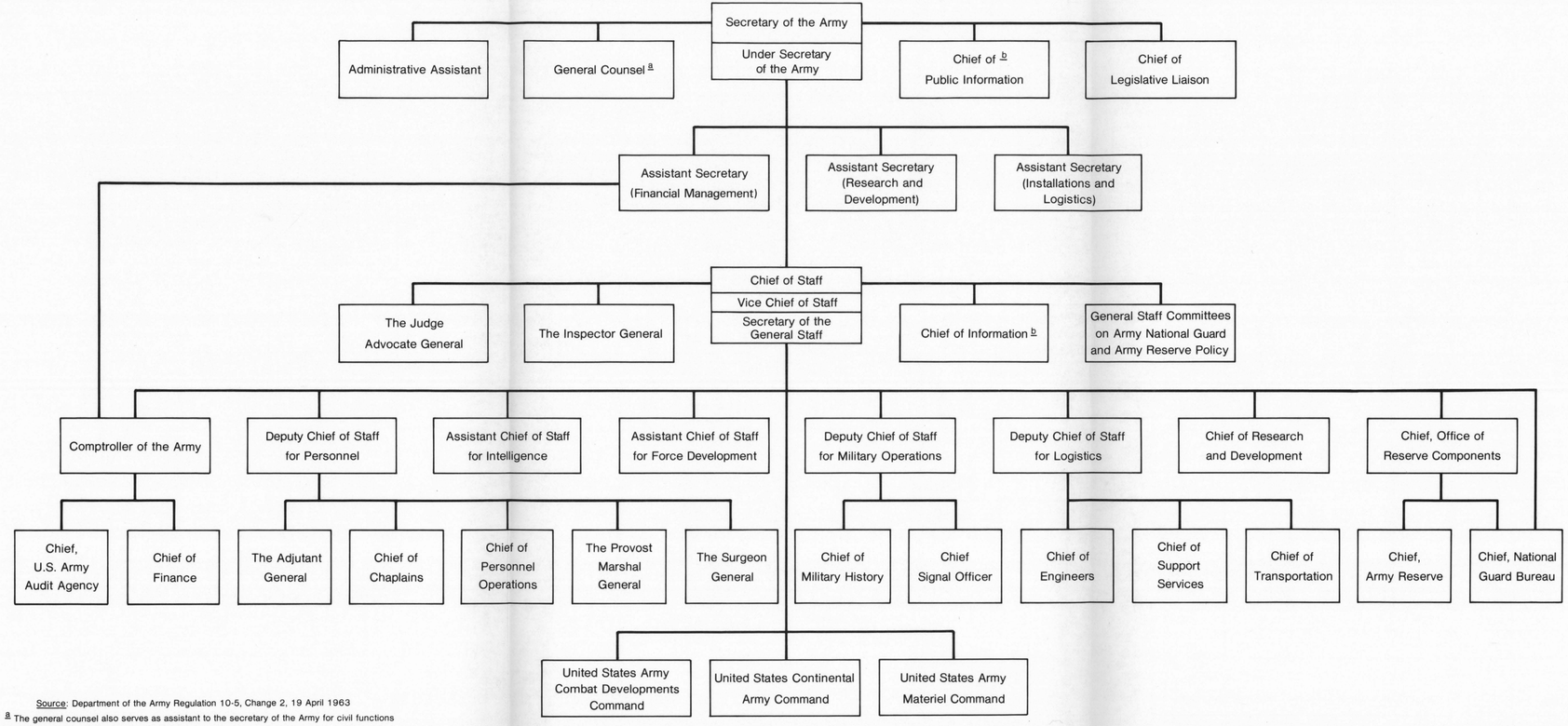
The Office of Assistant Vice Chief of Staff was created to centrally manage and control management information systems, weapon system analysis, and force planning analysis.[11]

The position of assistant secretary of the Army for manpower and reserve affairs was reestablished as the fourth assistant secretary authorized by statute.

Analysis

The increased centralization of various initiatives and functions in the Office of the Chief of Staff was the single most significant event of the period. The vice chief of staff and secretary of the General Staff strained to supervise and coordinate staff activities properly. Some of the problems are traceable to the three-deputy concept abolished in 1955. Others

Chart 21 — Organization of the Department of the Army:
April 1963

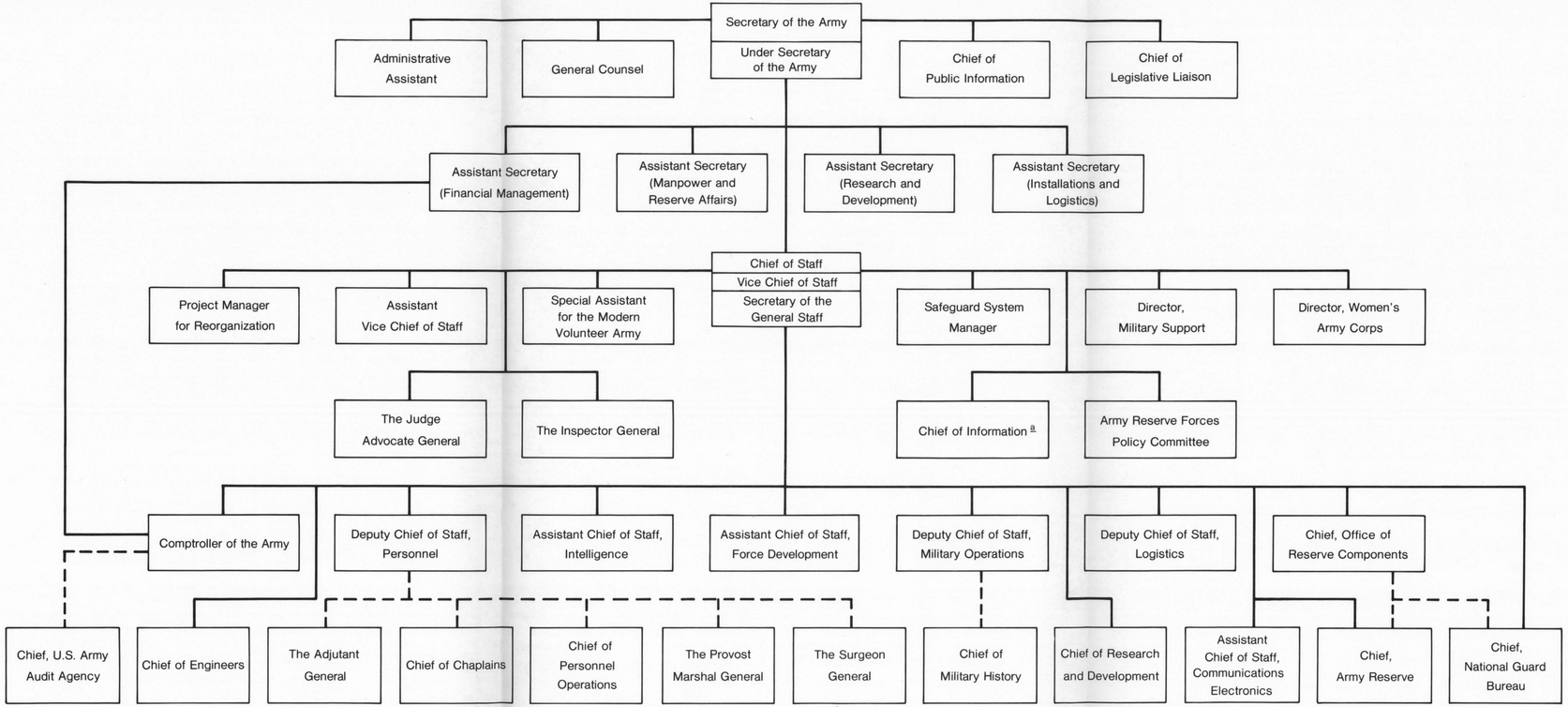


Source: Department of the Army Regulation 10-5, Change 2, 19 April 1963

[a] The general counsel also serves as assistant to the secretary of the Army for civil functions

[b] The chief of public information also serves as chief of information

Chart 22 — Department of the Army: 30 June 1972



Source: Department of the Army Historical Summary, Fiscal Year 1972 (Washington, D.C.: Government Printing Office, 1973), Appendix A

[a] Chief of information is also chief of public information.

– – – – – Coordination

stemmed from the refusal to establish a director of the Army Staff as recommended by the OSD 80 Report. The vast amounts of information available through the automatic data processing systems resulted in slower responsiveness to inquiries from the Department of Defense. The Office of Aassistant Vice Chief of Staff was an interim solution to this problem.

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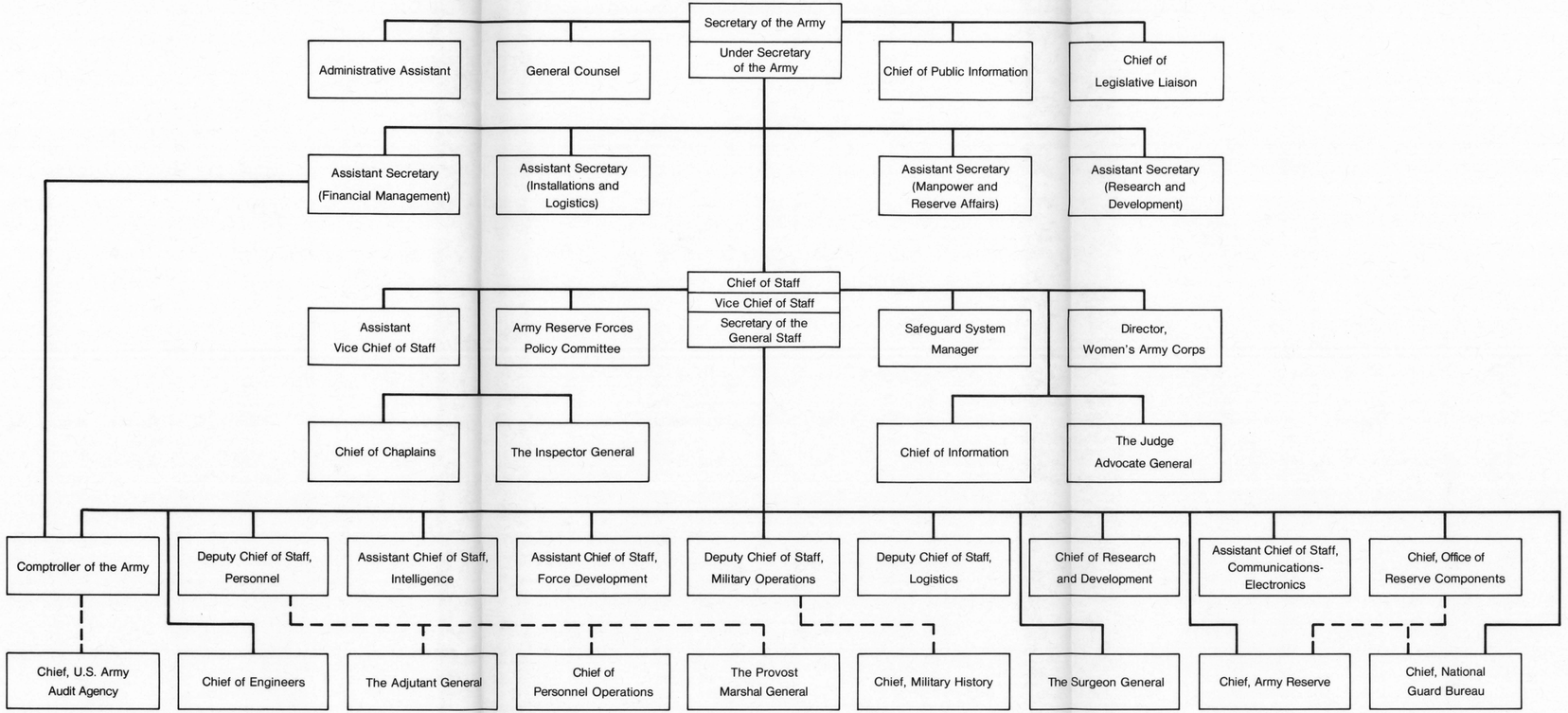
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Source: Department of the Army Historical Summary, Fiscal Year 1973 (Washington, D.C.: Government Printing Office, 1974), Appendix A

– – – – – Coordination

Chart 23 — Department of the Army: 30 June 1973

Army Reorganization, 1973

Background

As the U.S. Army's involvement in Southeast Asia came to an end, internal pressures began to build toward a major reorganization. The most significant were the need to improve the fighting forces versus the support units; the need to do more with fewer people and less money; the increased dependence of the Army on its reserve components; the requirements to maintain the highest readiness of active and reserve units; the congressional- and Defense Department-directed need to improve the process of developing, testing, and acquiring new equipment and materiel; and the need to improve the soldier's morale and esprit through improvements in health care and personnel management. Secretary of the Army Robert F. Froehlke directed a special study in April 1972 headed by Maj. Gen. James G. Kalergis to recommend proposed changes. The final reorganization plan was announced in January 1973 and implemented completely by December 1975.

Changes (Chart 23)

The Continental Army Command, Combat Developments Command, and Third U.S. Army were eliminated.

Forces Command was created as a single field headquarters which would supervise unit training and combat readiness for all active and reserve components.

Training and Doctrine Command was created as a single field headquarters to direct all Army individual training as well as development of organizations, materiel requirements, and doctrine.

Health Services Command was created at Fort Sam Houston, Texas, to supervise all Army medical care operations in the United States.

The Concepts Analysis Agency was created to assist the Army Staff in evaluating new hardware, force designs, and operational doctrine.

The Operational Test and Evaluation Agency was created to give the Department of the Army an independent means of evaluating new weapons systems and equipment.

The Military Personnel Center was created to perform all operational functions of the deputy chief of staff for personnel.

Analysis

The 1973 reorganization reflected the Army's realization that the forthcoming austerity in funding and manpower called for greater emphasis on efficiency and readiness. The establishment of the Training and Doctrine Command and Forces Command appeared to meet the requirements of providing the training and the readiness. Of even greater significance were the improvements in service to the soldiers. The Nixon administration phased out the draft by 1974. Chief of Staff General William C. Westmoreland saw quite early that for the foreseeable future the Army would have to depend upon volunteers. The centralization of personnel actions indicated a greater desire to support the soldier and his family in the areas of promotions and assignments. Similarly, the emphasis on family support was buttressed by the creation of the new Health Services Command. However, the financial climate that the Army faced would be the deciding factor in how far and how well the new organizational structure would go. The need for improving the ratio of fighting strength to support strength was directly tied to finances and the Army Staff structure. By creating the new field commands and the Military Personnel Center approximately 2,700 personnel spaces were eliminated or transferred from the Department of the Army headquarters staff. Most of these spaces went to the fighting-strength elements of the Army. This reorganization went far in producing a more efficient Army and staff, but several Army leaders thought more could be done.

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Army Staff Reorganization, 1974

Background

Although 1973 saw major changes on the Army Staff, with large reductions both there and in the field, pressures still urged further change. Prime among these was a directive by the secretary of defense to analyze the impact of manpower cuts within the headquarters on the management of the staff. Also influential was the chief of staff's desire to improve direction and control, eliminate fragmented responsibilities, remove staff layering, and consolidate and define responsibilities in key management areas.[12]

Changes (Chart 24)

The offices of chief of research and development, assistant chief of staff for force development, assistant chief of staff for communications-electronics, and provost marshal general were abolished. Their duties and responsibilities were divided among new or expanded agencies.

The positions of assistant vice chief of staff and secretary of the General Staff combined to establish the director of the Army Staff position. This position, headed by a lieutenant general, would manage the day-to-day routine of the entire staff.

The Management Directorate was created within the Office of the Director of the Army Staff to study command relationships and make recommendations for changes.[13]

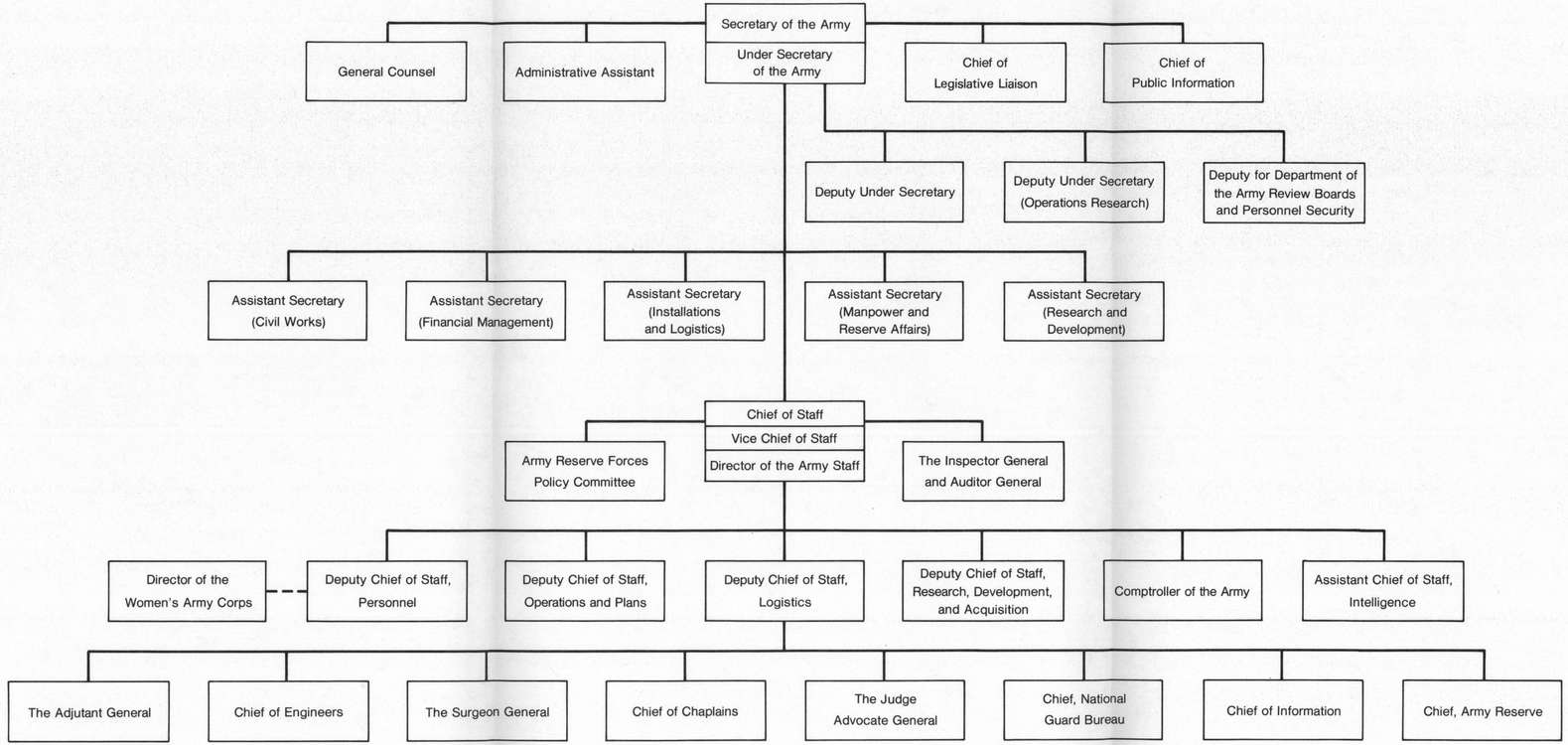
The office of a deputy chief of staff for research and development and acquisition absorbed the function of the chief of research and development and some functions from the deputy chief of staff for logistics.

The deputy chief of military operations was renamed the deputy chief of staff for operations and plans. This position would absorb the duties previously performed by the assistant chief of staff for force development and assistant chief of staff for communications-electronics.

The deputy chief of staff for personnel assumed the duties of the provost marshal general.

The duties of the assistant chief of staff for communications-

Chart 24 — Organization of the Department of the Army:
30 September 1974



Source: Department of the Army Historical Summary, Fiscal Year 1974 (Washington, D.C.: Government Printing Office, 1975), Appendix A

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electronics were separated between the deputy for operations and plans and the deputy for research and development and acquisition.

The elimination of the Office of the Chief of Reserve now required the National Guard Bureau and the chief of the Army Reserve to report directly to the chief of staff.

The Office of the Inspector General was redesignated the inspector general and auditor general and required to supervise the Army Audit Agency.

Analysis

This reorganization was basically limited to headquarters elements of the Army. However, it affected the entire Army because the reduction in manpower spaces that the changes brought about was used to increase the troop, i.e., fighting, strength of the Army.[14] Beyond that, the changes reflected a conscious decision to clarify and simplify staff procedures and operations. The creation of the director of the Army Staff position finally implemented a recommendation made in the OSD Project 80 study of 1961. There was indeed a streamlining of staff structure and a decrease in, but not elimination of, staff layering. By 1975, both the Army Staff itself and the defense secretariat acknowledged that the reorganization was successful and that the Army Staff had greatly improved.[15]

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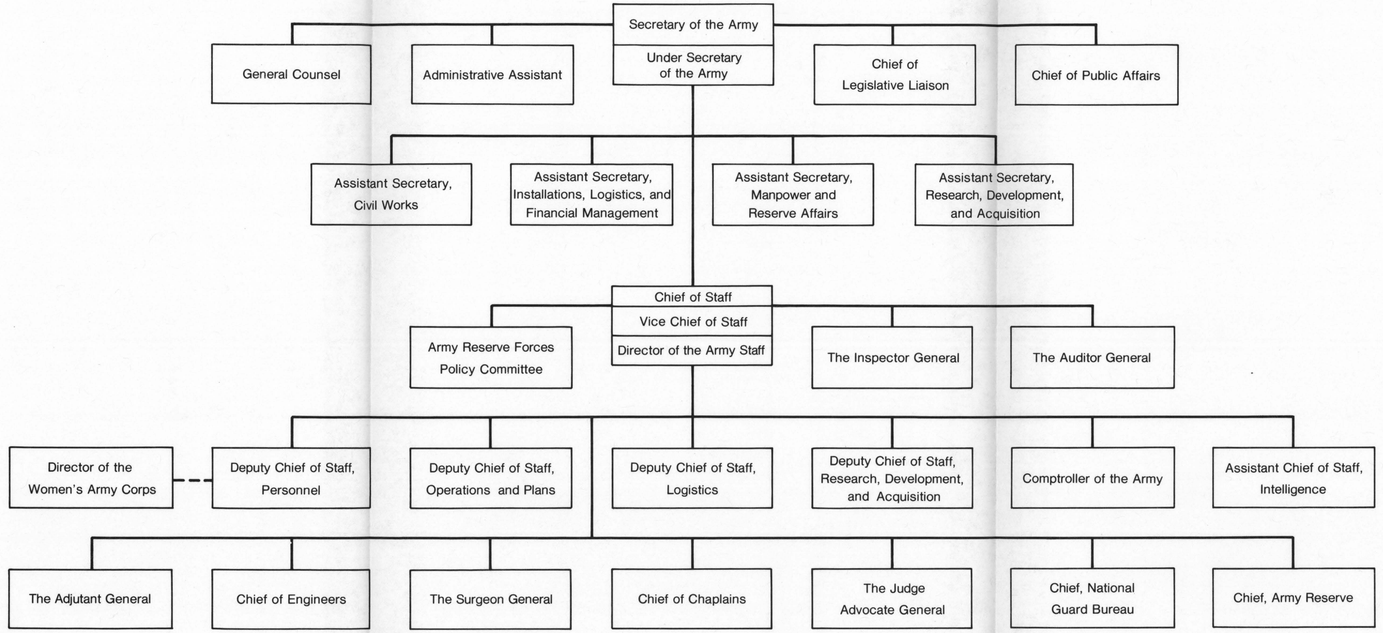
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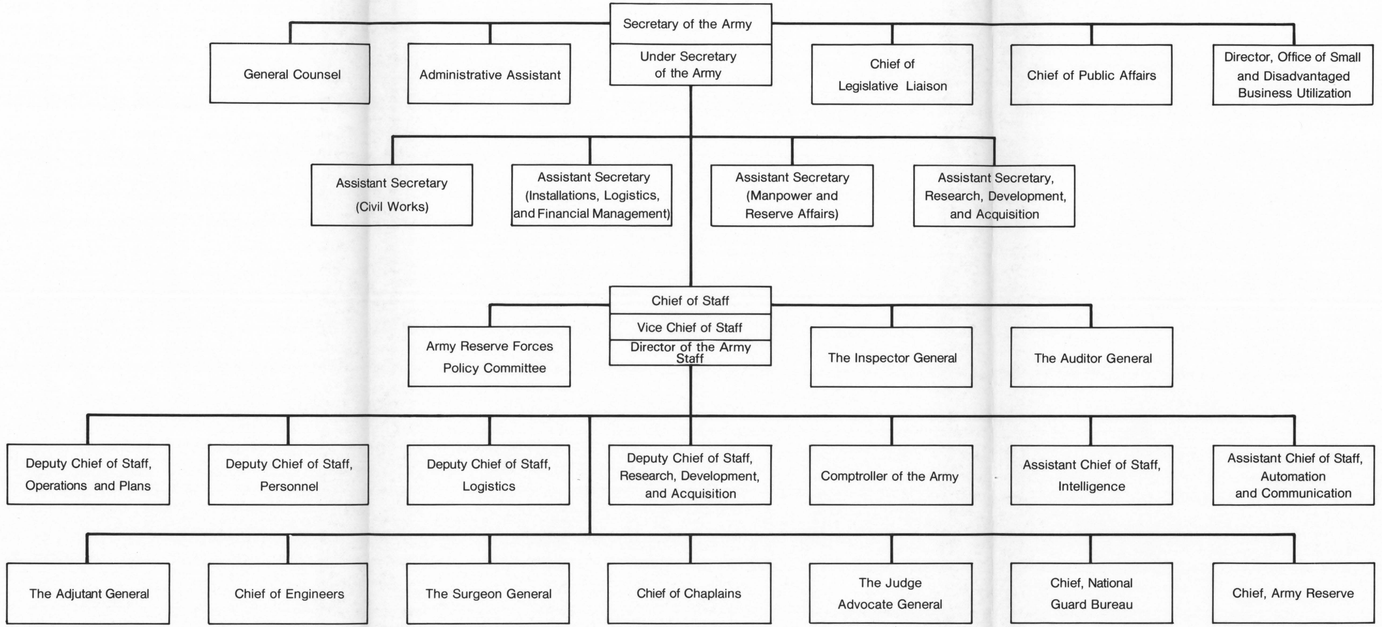
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Source: Department of the Army Historical Summary, Fiscal Year 1977 (Washington, D.C.: Government Printing Office, 1979), Appendix A

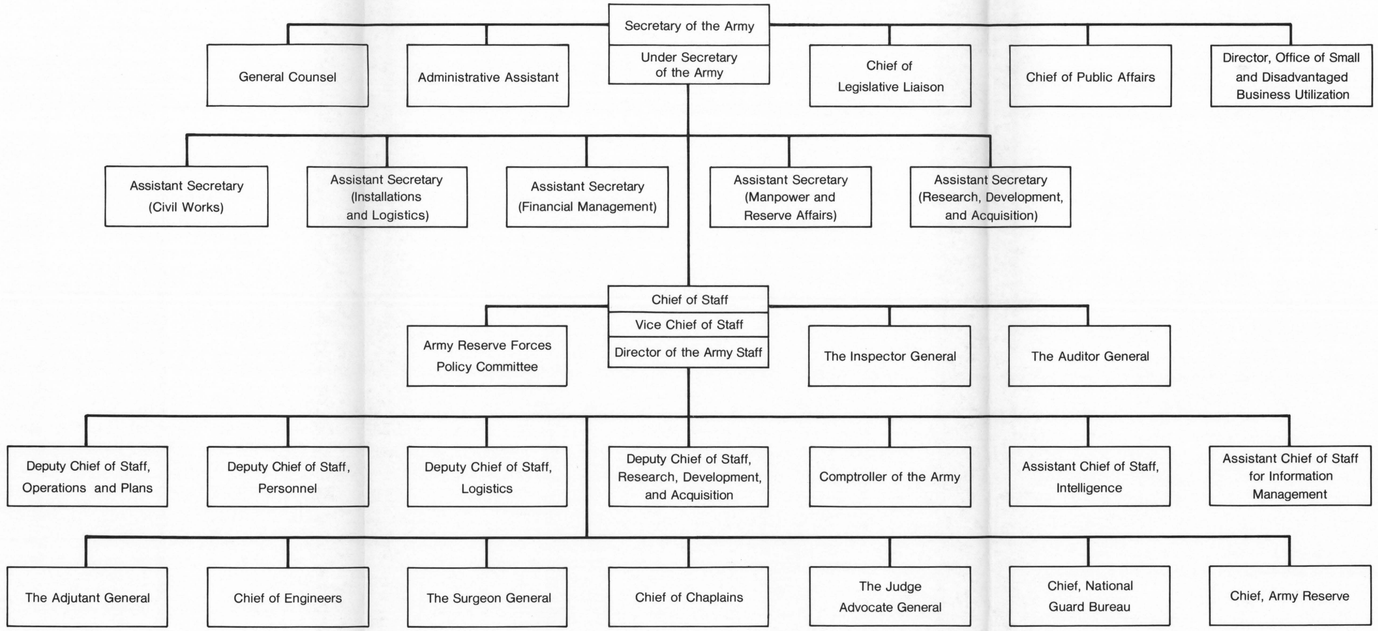
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Chart 25 — Organization of the Department of the Army: 30 September 1977



Source: Department of the Army Historical Summary, Fiscal Year 1980 (Washington, D.C.: Government Printing Office, 1983), Appendix A

Chart 26 — Organization of the Department of the Army: 30 September 1980



Source: U.S. Army Information Systems Command, 2 January 1986

Chart 27 — Organization of the Department of the Army: 1 October 1985

1974-85

Background

Through this period, the structure of the Department of the Army remained essentially unchanged. The service concentrated on rebuilding the personnel strength of the nonactive components and establishing a strong recruiting system as well as improving major weapon systems such as the TOW, Abrams tank, and Patriot missile. Organizational changes when they did occur were often reactions to changes in the Department of Defense structure rather than to Army initiatives. The Army maintained a structure that had remained unchanged longer than any since General Pershing's in 1921.

Changes (Charts 25-27)

The assistant secretary of the Army for civil works position was established in 1975. (Chart 25)

The offices of assistant secretary for financial management and assistant secretary for installations and logistics were combined into assistant secretary for installations, logistics, and financial management in 1977 to reflect the organization of the Office of the Secretary of Defense. (Chart 25)

The position of assistant chief of staff for automation and communication was created in 1978. (Chart 26) This position was abolished in 1982.

In 1984 the creation of the Office of Assistant Chief of Staff for Information Management reflected a return to the structure of 1978. (Chart 27)

In 1984 the Office of Assistant Secretary of the Army for Installations, Logistics, and Financial Management was once more divided into the two positions that existed before the 1977 change. (Chart 27)

In 1978 the Women's Army Corps was disestablished as a separate element and women were fully integrated into all parts of the Army.

Analysis

This period saw no real organizational change. An on-again, off-again, on-again status in the area of information management and communication seemingly came from shifts in priority that this area had among various senior Army decision makers. It appears that no impetus for changing the Army Staff organization existed either within or without the service. The organization was not perfect but was operating capably.

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AFTERWORD

After examining over eighty years of change and reorganization, can any conclusions be drawn? Some general truths emerge and could serve as starting points for further research and analysis.

The headquarters and staff of the Army must remain adaptable; they evolve or they stagnate. Those most intimately involved at the higher levels of the organization have not always clearly understood this tenet. An Army Staff which was adequate for 1945 may not be responsive or flexible enough in 1955, in large part because of changes in technology coupled with priorities and constraints placed upon the Army by its civilian and military leadership. Unwillingness to accept this truth has led to reorganizations which were fiercely and bitterly resisted.[16] Similar situations likely will arise in the future.

The Army Staff, like any similar organization, reflects the leadership and views of the men in charge. The need for change may or may not have been agreed to by consensus, but the desire of a key leader to make a change usually determined the outcome: General Marshall was such an individual; Secretary McNamara reshaped the Army and the Department of Defense; General Creighton Abrams decreased the headquarters staff. Understanding individuals is as important as understanding structure, functions, and techniques.

There are no final solutions for the Army Staff. Some problems never seem to be solved, or at least solved for very long. Look at the following comments made about the pre-1942 Army Staff: "The War Department was 'a poor command post.'" "The Chief of Staff and the three deputy chiefs were so bogged down into details that they were unable to make any decisions." "The General Staff . . . had lost track of the purpose of its existence. It had become a huge, bureaucratic, red tape-ridden, operating agency. It slowed down everything."[17] Next, examine the period just before the McNamara reorganization: ". . . the Army should improve its relations with businessmen and professional scientists who were impatient with its red tape and delay." "The Army Staff is so large, its detailed director-type functions are so

dominant and the time available to the Chief of Staff and Vice Chief of Staff for its coordination is so limited, that it is not as cohesive and united in effort as is desirable."[18] And look at a pre-1973 evaluation: "The objectives of the Army Staff Reorganization . . . are to improve direction and control of the Staff, eliminate fragmented responses, and remove staff layering."[19] The same problems keep returning. Staffs grow larger, become less responsive; the leaders become bogged down in details. This doesn't mean that the various reorganizations were bad or that those individuals who promulgated them were not qualified. Rather, there is no once and forever answer for the structure of the Army Staff. The staff must have some continuing process which will identify the need for changes and recommend those that are appropriate.

Neither the Army nor the Army Staff has had a major reorganization since 1974. Yet the need for a change which will affect all of the Army can return at any time. The hope is that this historical overview will be of assistance at that time by showing what has already been tried or tried and discarded.

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16. See Hewes, From Root to McNamara, Chapters III, IV, and X.

17. Ibid., p. 67.

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