

**War Department Organization.** In addition to the new administrative agencies organized in connection with the war outside of the main executive departments, there have been important changes in the internal organization of several executive departments in the United States government. Especially in the war department, not only has the enormous expansion of the army vastly increased the scope of its activities, but the internal changes in organization have involved new bureaus and services. A record of the more important changes in war department organization is presented in this note.

Before April, 1917, the principal officers and agencies in the war department were the secretary of war, the assistant secretary, the general staff; a series of administrative bureaus under the adjutant general, inspector general, judge advocate general, quartermaster general, surgeon general, chief of ordnance, chief signal officer and the chief of engineers; also a chief of coast artillery, a militia bureau and a bureau of insular affairs.

*Provost Marshal General.* On May 22, 1917, Brigadier General E. H. Crowder, judge advocate general, was detailed as provost marshal general, in charge of the administration of the Selective Service Act. The organization of this office has been expanded with the progress of the work; and in July, 1918, it included the following divisions: administrative, aliens, appeals, classification, executive office, finance, industrial index, information, law, mobilization and publication. Selective service regulations have been promulgated and amended from time to time. Under these, more than 4500 civilian local boards were established, in each county and one for about each 30,000 population in larger communities; also medical and legal advisory boards, 156 boards of appeal in the United States judicial districts, and state headquarters under the supervision of the governors, normally acting through the adjutant generals of the states.

Through this organization has been accomplished the registration, at first of men between the ages of 21 and 31, and in September, 1918, of others between the ages of 18 and 45; and registrants have been classified and called for service.

*Construction Division.* In May, 1917, steps were taken for the construction of cantonments for the new forces, under the direction of a cantonment division in the office of the quartermaster general. Six-

teen national army cantonments were constructed in different parts of the country, the typical plan being for each cantonment to contain an army division of 40,000 men. Sixteen divisional camps were also established in the southern states for the national guard, which was called into the federal service in July. Each of these involved besides the quarters for the troops, the construction of roads, water supply, drainage, lighting facilities and other utilities. In October, the construction and repair division was abolished, and its functions transferred to the cantonment division. In February, 1918, the cantonment division was attached to the office of the chief of staff; and on March 13, the name of the division was changed to the construction division. This division, in July, 1918, was organized with the following branches: administrative, auditing, construction (with numerous sections), contracts, engineering, maintenance and repair, and materials. In addition to the construction work at camps and cantonments, it has charge of the construction of army posts, ordnance plants and depots, quartermaster depots and warehouses and terminals, signal corps plants and depots, hospitals, and housing and building in Washington.

*Quartermaster Corps.* Before the declaration of war the quartermaster corps comprised 280 quartermasters, 8000 enlisted men and 9000 civilians. By the end of June, 1918, there were 7000 officers, 135,000 enlisted men and 62,000 civilians. The general supervision over this corps in the office of the quartermaster general was formerly organized in five main divisions: administrative, finance and accounting, supplies, construction and repair, and transportation, each of which was subdivided into a number of branches. The principal local officers of the quartermaster corps were the department quartermasters in each of the six geographical departments, and the depot quartermasters at the supply depots in the different parts of the country.

Numerous changes in the organization of this corps have taken place. The services supervised by the construction and repair, and transportation divisions have been detached from the office of the quartermaster general; but with the development of other phases of work the organization has been elaborated by the creation of many new divisions and branches, and a readjustment of relations of these agencies has been made from time to time.

As already noted, the work of construction has been organized as a separate division in the war department, directly under the control of the general staff. The work of the transportation division has been

transferred by the organization of the embarkation service and the inland traffic service in the general staff. A motor transport service, organized in April, 1918, as part of the quartermaster corps, was detached in August, 1918, to become a separate motor transport corps.

Notwithstanding the loss of these services the increased volume of quartermaster activities is indicated by the creation of new divisions. In October, 1917, the remount branch of the transportation division became a distinct remount division; and a warehousing division was established, the name of which has since been altered to the depot division, and again to the operating division. In November, 1917, the conservation division was established, now known as the conservation and reclamation division. In January, 1918, the work of the supplies division was distributed between three divisions—subsistence, clothing and equipage (later styled the supply and equipment division), and the fuel and forage divisions. In May the supply and equipment division was again subdivided into three divisions—clothing and equipage, hardware and metals, and harness and vehicles; and in September a motors and vehicles division was organized. By these steps a series of functionalized procurement divisions was organized, each dealing with the procurement of certain classes of quartermaster supplies. In order to coördinate the work of the specialized procurement divisions there was also established, in January, 1918, a supply control division for the purpose of supervising the requirements for quartermaster supplies; in March the head of one of the leading mail order houses was designated as assistant to the acting quartermaster general; and in June a director of quartermaster purchases was provided with supervisory powers over the procurement divisions. The work of the operations division was also placed under the control of a director of quartermaster operations, to whom has also been assigned the supervision of the conservation and reclamation service.

The work of the administrative division has also been distributed. In April, 1918, a personnel and a methods control division were established, taking over some functions from the administrative division, and also making more definite provision for special investigations and planning of future policies. Later these three divisions were placed under the supervision of an executive officer; and in September, 1918, the methods control division and administrative division were combined under the name administrative division.

In June, 1918, a central disbursing division was established, taking over work formerly handled in a large part by the depot quartermaster

at Washington, and another assistant to the acting quartermaster general, in charge of finances, was designated to supervise the two finance divisions.

These changes in organization have been accompanied by important changes in methods of purchasing and distribution. Formerly quartermaster purchases were largely decentralized, being made through the general supply depots, which specialized to a considerable extent on particular classes of supplies. A policy of centralized purchasing through the procurement divisions at Washington and the council of national defense was developed; but in May, 1918, this was modified by establishing a series of zones assigned to the general supply depots, which were made responsible for ascertaining the production facilities in the zones, and contracts are made on the basis of information thus obtained.

Distribution of supplies to army posts and posts was formerly supervised through the six territorial military departments. By general orders of the war department, issued in July and October, 1917, the new camps and cantonments were exempted from the control of the territorial departments; and in matters of quartermaster supplies were placed under the supervision of the several general supply depots. By general order of July 3, 1918, all forts, posts, camps and other military stations in the United States were directed to send requisitions for supplies direct to general supply depots. To carry out this policy a series of distribution zones has been established, each assigned to one of the general supply depots.

*Ordnance Department.* Prior to the declaration of war there were 11 officers on duty in the ordnance office, with a civilian force of 96. By September, 1917, this had been expanded to approximately 450 officers and 1600 civilians. In May, 1917, a new supply division was established, and the ordnance office was organized in ten divisions. Some changes were made in this organization, and by the end of December there were twelve divisions, including new divisions for the base depot and nitrate fixation. In January, 1917, a general reorganization took place, establishing three supervising "bureaus," on general administration, control, and engineering; four operating divisions, on procurement, production, inspection, and supply; and two other divisions on nitrate fixation and the base depot in France. In May, 1918, the titles of the supervisory bureaus were changed to the administrative, engineering, and estimates and records divisions. Within each of the operating divisions, sections have been organized for different classes of ordnance supplies.

In March, 1918, eleven district ordnance offices were established, at Boston, Bridgeport, New York, Rochester, Philadelphia, Chicago, Cleveland, Cincinnati, Detroit, Pittsburgh and Ottawa, Canada. In July, an additional ordnance district was formed, with headquarters at St. Louis.

*Air Service.* The air service for the army continued for some time, as before the war, to form the aviation section of the signal corps. An air division was organized in the office of the chief signal officer, to deal with questions of personnel, training and aviation operations; while the design and production of aeroplanes and balloons were handled by subdivisions of the equipment division.

By act of October 1, 1917, Congress provided for an aircraft board, to consist of a civilian chairman, the chief signal officer and two other officers of the army, the chief constructor and two other officers of the navy, and two additional civilian members, to supervise and direct the purchase, production and manufacture of aircraft and materials therefor. This provided a central agency for dealing with problems of production for both army and navy aircraft; but the board form established, with representatives of different elements, was not adapted for the most prompt and effective action.

On May 20, 1918, by executive order under the Overman Act, the President redistributed the duties and functions of the chief signal officer, and provided for the transfer of the aviation section from the signal corps to a director of military aeronautics and for a bureau of aircraft production to have complete jurisdiction over the production of aeroplanes, aeroplane engines and aircraft equipment for the use of the army. On August 28, the director of aircraft production (Mr. John D. Ryan) was designated as second assistant secretary of war and director of air service, with supervision, control and direction over the bureau of aircraft production and the bureau of military aeronautics

*Chemical Warfare Service.* Problems of gas warfare were for more than a year handled by several governmental agencies. The ordnance department took up the manufacture of supplies for gas offense; the sanitary corps of the medical department undertook to investigate and prepare defensive measures; and the bureau of mines in the department of the interior organized an experimental station for research work in this field. A director of gas service was appointed to coördinate the work on gas warfare being conducted by the various bureaus of the

war department. In June, 1918, acting under the provisions of the Overman Act, the President directed that all of these agencies should be organized into a chemical warfare service, under the control of the war department.

*The General Staff.* When established in 1903, the general staff was designed to coördinate and supervise the work of the several administrative bureaus, and to study military problems and prepare plans for the national defense and the utilization of military forces in time of war. But the National Defense Act of 1916 had closely limited the number of officers who might be assigned to the general staff, and had also provided that members of the general staff corps should not undertake administrative work of the established bureaus. As interpreted by the judge advocate general the latter provision would have closely restricted the scope of the general staff's functions; but an opinion by the secretary of war in September, 1916, reaffirmed the view that the chief of staff should continue to supervise the various bureaus and to be the chief advisor of the secretary of war.

With the progress of the war, the general staff, like other branches of the army has greatly increased in numbers and in the volume and scope of its activities. Its supervision over the administrative bureaus has involved the consolidation of some services formerly handled by separate bureaus, and in some matters the general staff has come to exercise direct management.

In August, 1917, an embarkation service was organized as a section in the general staff, to supervise movements of supplies and to control army transports in the transatlantic service and commercial shipping and to supplement that service. On December 28 this was made part of a new storage and traffic section. In January a division of purchases was formed.

On February 9, 1918, a general reorganization of the general staff was announced, with the following divisions: executive, war plans, purchase and supply, storage and traffic, and army operations. On April 16, the divisions of purchase and supply and of storage and traffic were consolidated into a division of purchase, storage and traffic; and a coördination section was established. In May, the inland traffic branch of the transportation division in the office of the quartermaster general was transferred to the purchase, storage and traffic division of the general staff.

Another general reorganization was authorized in August. Under this, the executive division was replaced by an executive assistant; the military intelligence branch of the war plans division became a distinct division; and the organization of the several divisions was further developed. In the war plans division there were formed branches on war plans, regulations, training and instruction, and historical work. The operations division has branches on operations, personnel, equipment and motor transportation. The purchase, storage and traffic division has been organized with branches on purchase and storage, inland traffic, embarkation and finance.

A *war council* was organized in December, 1917, to oversee and coordinate matters of supply, field armies and the war department. This included the secretary of war, the assistant secretary, the chief of staff, and the official heads of a number of administrative bureaus—most of the latter being relieved of active bureau duties. A few additions were later made to this council; but during the summer it was disbanded.

Under the act of Congress providing for two additional assistant secretaries of war, appointments were made in May, 1918, and the functions of these officers were defined. The assistant secretary had general charge of war department administration; the second assistant secretary had supervision over purchase and supply for all bureaus; and the third assistant secretary was assigned to matters affecting the non-military life of the army. With a change in personnel of the second assistant secretary, the new official was given supervision over all aviation matters; and the assistant secretary was given supervision over all munitions supplies.

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