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REPORT

OF

THE GENERAL BOARD

United States Forces, European Theater

The Adjutant General in a Theater of Operations

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THE GENERAL BOARD
United States Forces, European Theater

THE ADJUTANT GENERAL
IN A THEATER OF OPERATIONS

MISSION: Prepare a factual, annotated report with appropriate conclusions and recommendations on the responsibilities and functions of the Adjutant General's Office in this theater.

The General Board was established by General Order Number 128, Headquarters, European Theater of Operations, U. S. Army, dated 17 June 1945, as amended by General Order Number 182, dated 7 August 1945, and General Order Number 312, dated 20 November 1945, Headquarters, United States Forces, European Theater, to prepare a factual analysis of the strategy, tactics, and administration employed by the U. S. Forces in the European Theater.

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THE GENERAL BOARD

United States Forces, European Theater

AGO 408

THE ADJUTANT GENERAL

IN

A THEATER OF OPERATIONS

Prepared by:

- Colonel Russell B. Patterson, 03468, AGD, Chief, Adjutant General's Section, formerly Adjutant General, Headquarters, V Corps and Headquarters, Fifteenth US Army.
- Colonel Charles R. Landon, 015592, AGD, formerly Adjutant General Headquarters, Services of Supply, European Theater of Operations, and later, Headquarters, 12th Army Group.
- Colonel Lloyd R. Garrison, 011520, AGD, formerly Adjutant General, Headquarters, VIII Air Support Command, Headquarters, Allied Expeditionary Air Force, and Headquarters, XIX Corps.

Principal Consultants:

- Brigadier General A. Franklin Kibler, 06663, GSC, A C of S, G-3, Headquarters, 12th Army Group.
- Brigadier General Raymond G. Moses, 04414, GSC, A C of S, G-4, Headquarters, 12th Army Group.
- Brigadier General Ralph B. Lovett, 08092, GSC, Adjutant General, Headquarters, European Theater of Operations.
- Colonel Thomas J. Brogan, 0108951, AGD, Adjutant General, Headquarters, First Tactical Air Force (Provisional), and Headquarters, United States Army Air Forces in Europe.
- Colonel Floyd W. Brown, 0226463, AGD, Adjutant General, Headquarters, Southern Base Section, and Headquarters, Base Intermediate Section, Services of Supply, European Theater of Operations.
- Colonel Kenneth E. Thiebaud, 016785, AGD, Adjutant General, Headquarters, XXIII Corps.
- Colonel John W. Keating, 013897, GSC, Chief of Staff, 66th Infantry Division.
- Lieutenant Colonel Emory W. Cofield, 0384346, AGD, Assistant Adjutant General, Headquarters, Fifteenth US Army.

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THE ADJUTANT GENERAL IN A THEATER OF OPERATIONS

SECTION 1

INTRODUCTION

1. While the scope of this study is indicated in the section headings, it should be said at the beginning that discussion of activities operated under the supervision of the Adjutant General, such as the Army Postal Service, and Machine Records Units, furnishing troop statistics; and of integral activities warranting detailed exposition, such as Casualty Reporting and Publications, have been treated at length in separate studies of the Theater General Board. The time allotted, and both the number of consultants and amount of reference material available at the time this study was begun, have limited its scope, the completeness of its presentation, and the thoroughness of its documentation.

SECTION 2

RESPONSIBILITIES AND FUNCTIONS

2. The basic responsibilities and functions of an adjutant general's office are prescribed by the War Department and statements of an adjutant general's duties are set forth in Field Manual 101-5, Staff Officers Field Manual, The Staff and Combat Orders, and in Army Regulations 15-5, Adjutant General's Department, General Provisions. It is prescribed that "as a member of the Special Staff the Adjutant General of a command executes and coordinates administrative functions necessary to the issuance and execution of orders and policies enunciated by the commander."¹ The Adjutant General discharges his administrative duties "in accordance with regulations and approved policies. In cases for which no policy has been established, he initiates action to secure a policy covering such cases."² His functions in addition to processing all personnel matters, including casualty reporting, include operating office procedures as regards administrative matters; coordinating, routing, checking, and authenticating official orders and correspondence; and maintaining the principal office of record. In addition, the Adjutant General normally furnishes the following services: publication and supply of blank forms, publications, and instructional matter furnished by the Adjutant General's Department,³ and often those of other branches and departments as well, postal service; statistical and compiled information and lists, including data made available through Machine Records Units; and, in many headquarters, the accommodation of visitors.

3. The fundamental mission of the Adjutant General is to act as the administrative executive for the commander under the immediate supervision of the officer charged with supervision,

1. Par 8, AR 15-5, WD, 15 June 1942.

2. Par 33a, FM 101-5, WD, 19 August 1940.

3. Par 33j, FM 101-5.

control, and coordination of administration, who formulates and establishes the administrative policies and procedures of the headquarters. Although generally vested in the Chief of Staff or in a Deputy Chief of Staff, the responsibility sometimes has been delegated to the Assistant Chief of Staff, G-1. The proper operation of the Adjutant General's Office effects an integration of the headquarters by reference of all business, questions, and correspondence to the proper sections; by ascertaining by such means as may be prescribed in the headquarters that matters handled are coordinated with other interested sections; by advising with all heads of sections on administrative procedures to insure uniformity throughout the headquarters; and by maintaining an office of record for the headquarters. The function of the Adjutant General, acting as the administrative executive of the headquarters, in actually welding the administrative operations and activities of each section into a unified whole, is a traditional one, long in effect and generally taken for granted by experienced officers. In the establishment of new headquarters, this function of the Adjutant General may not come to light for some time, but the testimony of a number of officers indicates that sooner or later the necessity for it is recognized.¹

4. Results of failure to formulate policies during formative and later periods.— During the first months of new headquarters in the European Theater, the responsibilities and functions of the Adjutant General's Office were not fully understood and appreciated in some of the major commands. The accessory services which the Adjutant General provided, because they could be seen and because they vitally affected the activities of individuals in other parts of the headquarters, received undue emphasis in the minds of other staff sections. These sections in their formative periods often were too busy with planning to formulate policies under which the Adjutant General could carry out administration within the command. Sections were so busy with planning for the future that papers referred to them came back with proper action in an individual case but without designation of a headquarters policy stated or implied with sufficient clarity to warrant its acceptance as a policy to be carried out in similar cases in the future. Consequently, the Adjutant General's Office was unable to differentiate soon enough between routine and policy matters; and, as a result, practically all papers were routed to some staff section or other for complete action. This practice led to the formation in other staff sections of unnecessarily large groups to handle the purely administrative side of the sections' duties and to accomplish within the sections functions that properly were the responsibility of the Adjutant General and for the execution of which he should have been the best equipped and best qualified agency of the headquarters. While the need for administrative sub-divisions in large staff sections or similar agencies is obvious, their existence increases rather than eliminates, the need for active coordination in a headquarters.

SECTION 3

THE POSITION OF THE ADJUTANT GENERAL ON THE COMMANDER'S STAFF.

5. Inclusion in the Special Staff. — The Adjutant General is a member of the headquarters special staff group, which consists "of all staff officers assigned, attached, or those who have duties at the headquarters and are not included in the general staff group."² Be-

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1. Cf. Appendices 2 to 8, showing various organization charts used in the European Theater between 1942 and 1945.
 2. Paragraph 3, Field Manual 101-5, Staff Officers Field Manual, The Staff and Combat Orders, War Department, 19 August 1940.

cause regulations further state that the special staff group "includes certain technical specialists and heads of services" and because the Adjutant General provides certain services, such as postal, machine records, and the supply of blank forms, publications, and instructional matter furnished by the Adjutant General's Department, it is often concluded, especially by officers new to the service, that by regulation the Adjutant General is placed in the special staff group because he provides administrative services. As a matter of fact, the Adjutant General's duties in providing administrative services are but a small part of those he is required to perform. His most important duties are those in which he "executes and coordinates administrative functions necessary to the issuance and execution of orders and policies enunciated by the commander."¹ This larger traditional function is not explicitly stated in the field manuals discussing staff doctrines and functions, but is generally well understood to exist by officers who had considerable experience in the War Department and headquarters of major commands before 1939. That it has not been well understood in the European Theater of Operations in headquarters of various echelons is clear from the organization charts issued from time to time by such headquarters, showing the Adjutant General first in one position and then in another with respect to other staff sections. It is to be noted that of all the special staff officers who are heads of services, only the Adjutant General is not listed in the Staff Officers Field Manual as an adviser to the commander and staff on matters pertaining to the activities of his section. Yet it generally has been recognized that he is such an adviser, not only on matters pertaining to the services which he supplies, but with regard to the administration of the headquarters as a whole. He has been a member of the headquarters team, cooperating and collaborating with the various sections of the general and special staff groups of his own headquarters and with the staffs of subordinate, higher, and adjacent headquarters. Prompt dissemination of essential information and administrative instructions not relating to combat and efficient administration of a command largely depended upon the efficient operation of the Adjutant General's office.²

6. The Operating Channels Used by the Adjutant's General of commands in the European Theater, acting as the heads of services provided for their own headquarters and for subordinate units, were, in general, the same as those used by other special staff sections. Technical information, advice, and instructions followed technical channels, especially with respect to postal matters and those pertaining to operations of machine records units. Matters in any way affecting command responsibility were handled through command channels. Thus instructions relating to personnel accounting and procedures, including casualty reporting, to processing of awards and decorations, and to methods of handling furloughs and leaves, were issued through command channels.

7. The extent to which the Adjutant General in headquarters of different echelons acted as an administrative executive for the commander depended upon the conception prevalent in the headquarters of the functions of an Adjutant General and varied according to such conceptions with the personality and force of the Adjutant General, the Chief of Staff, the Deputy Chief of Staff, and such other officers as were charged with supervision of administrative matters in the headquarters. In some headquarters the Adjutant General was little more than a commissioned chief clerk, who was presumed to have no legitimate interest in papers he handled other than to keep them moving.

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1. Paragraph 8, Army Regulations 15-15, War Department, 15 June 1942.
 2. Paragraph 23, Operations Report, Adjutant General's Office, European Theater of Operations (Draft Copy).

and from getting lost, and in some headquarters he was considered obligated to sign without question any paper prepared for his signature in any other section of the headquarters, no matter whether it appeared to him to be incorrect or in violation of regulations or instructions of his own or higher headquarters.¹ In other headquarters he was recognized as the executive assistant to the Chief of Staff in the operations of the headquarters and in handling the major portion of communications entering and leaving the headquarters. In such headquarters the Adjutant General was expected in the proper operation of his office to effect the integration of the activities of the headquarters by the following means:

- a. By referring all business, questions, and correspondence to the proper sections.
- b. By ascertaining by such means as were prescribed in the headquarters that matters handled were coordinated with other interested sections.
- c. By advising all heads of sections on administrative procedure to insure uniformity throughout the headquarters.
- d. By maintaining the office of record for the headquarters.²

The Adjutant General's office has long been the repository of authoritative information on the subject of administrative procedure, based on regulations, custom, tradition, and local precedents and policies. In headquarters where it was recognized that there were officers capable of discharging the Adjutant General's traditional functions as an executive, he was made responsible for handling all administrative matters and procedures under supervision of the Chief of Staff or Deputy Chief of Staff, and for supplying information or advice as an authority on those subjects.³ It was recognized in most headquarters, but not in all, that someone was required to manage the details of business of the headquarters as a whole. If personnel of requisite qualifications was in the Adjutant General's office, the Adjutant General sometimes was charged with the responsibility. If, however, the Chief of Staff was of the opinion that executive authority to coordinate administrative matters in the headquarters could not properly be delegated to the Adjutant General's office, then the Chief of Staff either tried to retain such coordinating authority in his own office, placed it on a Deputy Chief of Staff, or divided it between the Deputy Chief of Staff, the Secretary of the General Staff, and an officer designated as Chief of Administration, the latter of whom might or might not have been the officer charged with all the operating and policy functions of the Assistant Chief of Staff G-1, as well.⁴

3. The relationship between the Adjutant General's Section and other staff sections was generally one of cordial cooperation and collaboration. Observation and testimony are to the effect that adjutants general throughout the European Theater of Operations assisted other sections in their administration with results of a more standardized procedure for the headquarters and a minimum of friction. A smooth operating, efficient administrative section requires trained experienced personnel, both officer and enlisted. This usually cannot

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1. Principal consultants.
 2. See Paragraph 6 above, and the charts and appendices.
 3. Staff Memorandum #12, Standard Operating Procedure for Administration, Headquarters 1st US Army Group, 23 November 1943, and Headquarters Memorandum #100, Headquarters Regulations, Hq 12th Army Group, 1 October 1944.
 4. See chart, Appendix 4.

be attained by selection of personnel as they are seldom if ever available in sufficient numbers. They must be given "on the job" training by personnel of wide experience, sound judgment and forceful execution. An Adjutant General can make and keep the relations with other staff sections cordial and non-remonstrative in several ways. The most effective is to have an understanding of the other man's job and to assist him in performing it. The adjutant's general duties are always of varied details, ranging from answering questions of the military public to assisting in planning for the invasion of a continent. The relation of his section with other staff sections is influenced by the policies of the commander; the knowledge, experience and understanding of administrative functions of the chief of staff, the conception of responsibilities of the chiefs of sections and insistence of the adjutant general that proper administrative procedures be followed. An adjutant general can by constant review of outgoing and incoming orders, correspondence and publications take corrective action that standardizes the administrative procedure of the headquarters, insure that the policies of the commander are carried out; initiate action to keep policies current; keep irksome administrative rules to a minimum, and at the same time render every assistance to other staff sections. There are of course cases where through one or a combination of misconceptions of duties and responsibilities and conflict of personalities, a section may develop bureaucratic tendencies or resort to shirking or avoiding duties and responsibilities which brings unfavorable comment usually upon the administrative personnel as a whole, and confirms the view held by some that no decision of any kind can or should be made in an adjutant's general office.¹ This, however, is the exception and not the rule. Considering the volume of administration necessary in a theater of operations and the number of inexperienced personnel involved it can be stated that generally the relationship between the adjutant's general section and other staff sections was the same as the relationship between any two staff sections or units required to work together in a common cause.

SECTION 4

COORDINATION OF ADMINISTRATIVE PROCEDURES

9. General Responsibility. The Chief of Staff, assisted by the Deputy Chief of Staff, "directs and coordinates the work of the general and special staff in respect to -

"Activities of the sections within the general and special staff groups.

"Relations between the general and special staff groups.

"Relations between the general and special staff groups and the troops."²

10. Methods of coordinating administrative procedures within and between the several sections of a staff were established in the various headquarters in the European Theater of Operations in accordance with regulations as interpreted by the various commanders and chiefs of staff. In headquarters where at least the heads of sections were familiar through training and experience with the detailed operation of staff functions in War Department, Army, Corps Area, or Corps headquarters

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1. See Appendix 1A, 1B, Headquarters Administration
 2. Par 11a, FM 101-5, Staff Officers' Field Manual, the Staff and Combat Orders, War Department, 19 August 1940.

prior to 1939, the methods devised were followed in accordance with accepted procedures; in those headquarters staffed by officers of a lower experience level, there was a marked tendency to depart from methods established in the United States and to devise new methods, often transferring functions traditionally found in one section to another, accompanied by sub-divisions of responsibilities and authorities thought to require the establishment of additional assistants to the chief of staff, increases in the size of the section of the secretary of the general staff, or creation of a new title and office, that of the Chief of Administration.¹ Within sections it has been usual to organize sub-divisions to discharge administrative functions pertaining to the internal operation of the sections. In large headquarters a single section at times might include almost as many officers and men as comprised a whole corps area headquarters staff in peace time. The head of the section required an assistant who was, in effect, the adjutant for his section. Administrative sub-sections tended to grow to abnormal size, prepared to take care of the maximum conceivable amount of business rather than that normally carried on. This unquestionably resulted in a certain amount of wasted manpower and uneconomical use of equipment.² The existence and effective use of stenographers' and typists' pools might have obviated some of the difficulties experienced in this regard. Of greater value, perhaps, might have been a clear definition of sections charged with the formation of policy, with operations and the combination of both.

11. Coordination of administrative procedures at Headquarters European Theater of Operations, where officers of wide staff experience were on duty from the beginning, was established by September 1942, and was modelled on War Department procedures. The doctrine of "completed staff action" and decentralization of authority was explicitly adopted. The Secretary of the General Staff maintained a record of policies established and approved by the Theater Commander, and general staff sections were required to submit recommendations as to policies to be adopted on matters not previously covered by established policy with a view towards decentralization of authority to chiefs of staff sections. Assistant Chiefs of Staff were directed to take executive action on all matters covered by established policy and matters of minor importance. The Theater Commander and the Chief of Staff were to be promptly informed of executive action taken by general staff sections and important actions taken were to be reported daily to the secretary of the general staff. Exercise of sound judgment on the part of chiefs of sections was relied upon to dictate the scope and details of information presented to the Theater Commander. The Adjutant General was directed to refer to a section of the general staff all matters properly pertaining to it, but the general staff sections were directed to furnish the Adjutant General with policies concerning matters which could be handled within the Adjutant General's section. The staff sections having primary interest in any correspondence processed the matter with the general and special staff, secured concurrence and approvals, and at the proper time returned all papers in the case to the Adjutant General for disposition. The record was required to show notation by interested staff sections and the Adjutant General was enjoined not to take final action until assured that the action had been noted by officers having a vital interest. In general, the Adjutant General's section was to be permitted latitude in editing the final correspondence and in correcting minor irregularities.³

1. Observations of principal consultants.
2. Per 49, Operations Report, Adjutant General's Office, European Theater of Operations (Draft Copy).
3. Reference Manual, Headquarters ETOUSA, (mimeographed), Headquarters, European Theater of Operations, 3 September 1942.

12. Processing of correspondence through command and technical channels required coordination to an extent that no headquarters appears to have effected successfully over long periods. Direct correspondence between heads of service sections as authorized in War Department publications to provide advice and instructions in matters pertaining solely to technical details in which other staff sections had no active interest, was encouraged. But it was difficult to limit such instructions to the technical aspects of the subjects, and commanders from time to time learned that certain orders had been received through technical channels that affected operational plans or required coordination, as well as proper authentication, in higher headquarters. While this usually was due to the well meant efforts of an inexperienced staff assistant to expedite action, more experienced officers sometimes allowed improper instructions to creep into correspondence, which they intended to keep within technical channels. Correspondence affecting command was expected to be processed through the Adjutant's General office and recorded there, no matter in what section it originated, and should have been signed by the commander, the chief of staff, or an Adjutant General. The tendency towards confusion in such matters was aggravated in headquarters in which heads of special staff sections were designated as commanders of troops of their arms under control of the headquarters. Upon attachments of such troops to subordinate units, even for operations only, the special staff section in the higher headquarters sometimes continued to give administrative orders directly to units or to the headquarters of attachment, even in matters affecting the plans of other sections of their own headquarters. Confusion continued until lower headquarters could act only after conflicting orders had been reported to the headquarters of origin, and further orders had been received through command channels. This failure in staff procedure was more noticeable after V-E Day than before.

13. Recommendation for the classification of documents for security purposes was considered a function of the office initiating the correspondence, whether in note, draft, or finished form; but if doubt arose on its receipt in the Adjutant General section, the Assistant Chief of Staff G-2 was consulted concerning the security classification to be used.¹ In passing, it may be well to admit that overclassification of documents and correspondence was prevalent in all headquarters of all echelons of command and that opportunities to downgrade classified documents were seldom seized in time, thus increasing the burden on file and record sections in Adjutant generals' offices.²

SECTION 5

THE ADJUTANT GENERAL'S OFFICE AS AN OFFICE OF RECORD

14. General. - At Theater Headquarters and in headquarters of lower echelons of command in both the ground and air forces, the Adjutant General's functions of maintaining the headquarters' office of record generally was recognized.³ In practice, the recognition was at time somewhat one-sided; for while it included responsibility for having and being able to produce a copy or record of any communication officially received in or dispatched from the headquarters, authority to

1. Reference Manual, Headquarters ETOUSA, (mimeographed), Headquarters European Theater of Operations, 3 September 1942.
2. Observations of principal consultants.
3. Testimony of principal consultants and Mimeograph Reference Manual, Headquarters ETOUSA, Headquarters European Theater of Operations, United States Army, 3 September 1942.

require other members of the staff to comply with administrative procedures established by the War Department and the headquarters for maintaining records, was not always delegated to the Adjutant General nor exercised by the Chief of Staff, Deputy Chief of Staff, or other designated person. As a result, section files accumulated in the hands of inexperienced, untrained personnel, who withheld information and papers belonging in the files in the Adjutant's General office until their improper handling resulted in censure from a higher headquarters or inter-sectional recriminations requiring revision of loose practices. There could be, and was, honest difference of opinion as to whether certain pieces of correspondence received directly in an office designated as an office of record for certain purposes, such as the Office of the Assistant Chief of Staff, G-2, actually should be filed there. Experience proved the desirability of maintaining the general office of record in the Adjutant's General office.

15. Processing correspondence. - Incoming correspondence must be opened, stamped with hour and date of receipt, recorded under a systematic file, and sent to the proper section within the headquarters for action, the process to include operation of required suspense machinery in appropriate cases. Outgoing correspondence must be checked to see that it has been prepared in accordance with regulations and approved policies, including determination by such means as may be prescribed in the headquarters that matters handled have been coordinated between interested staff sections. The communication must then be recorded and a copy, if required, placed in the file, and "comeback" copies, when authorized and desired, returned to the section of origin. The foregoing requirements apply to all correspondence, regardless of security classification.

16. Classified correspondence not requiring special handling constitutes the major portion of correspondence received at a headquarters during planning and combat operations. Careful records by copy number were kept for most confidential documents and for all secret documents, whether registered or not. The system prescribed by the War Department in AR 380-5 for handling confidential and secret documents, especially within a large, well-guarded headquarters, was somewhat relaxed to avoid procedures considered unnecessary in such headquarters; but circulation of secret documents was usually limited to the sections and persons whose duties required knowledge of them. Systems varied, but by observing eternal vigilance and adhering to prescribed methods, the number of lost confidential or secret documents was kept very low.

17. Cables and top secret communications and papers required special handling in addition to that indicated in paragraph 16. The term "cables" came to include in this theater not only transoceanic messages, but all communications transmitted by electrical means, including recorded telephone conversations. Because of their extraordinary importance, many cables and papers related to them required a new classification designated as "top secret." Since cables usually contained classified material that required their being encoded and decoded, in most headquarters a separate sub-division was set up to handle cables exclusively. The encoding and decoding were done by a section of the Signal Office. In some headquarters the Cable Section was an activity in the Office of the Secretary of the General Staff. In others it was set up as a sub-division of the Adjutant's General Mail and Records Section. It was, however, usually segregated physically from the other activities for security purposes. Cable Sections edited incoming messages, and reproduced and distributed them through the channels prescribed in the various headquarters, sending "action copies" to the section or individual indicated by the context as appropriate, and "information copies" directly to other interested individuals and sections in the headquarters. It was normal for 24-hour files of cables to be submitted each morning to the Chief of Staff, accompanied by such notations as

would indicate that action had been taken or that the cable had been sent to the proper person to take appropriate action. Since in some cases the 24-hour file of cables included both incoming and outgoing messages, there was a ready means available to the Chief of Staff and others to ascertain promptly whether important matters requiring messages had been attended to. Cables and other papers given the "top secret" classification were handled in an additional sub-section of the headquarters known as "Top Secret Control", which was, for security reasons, also physically segregated from other activities and was sometimes a responsibility of the Secretary of the General Staff, and sometimes of the Adjutant General. In Theater Headquarters and in the headquarters of the Theater Services of Supply (later Theater Service Forces), the Top Secret Control procedure remained in the hands of the Adjutant General, until December, 1944; thereafter they varied between the Adjutant General, the Secretary General Staff, and an adjunct of the latter called the "Staff Message Control" section. Top Secret Control required the services of a number of additional officers and enlisted men, all of whom had to be selected for their loyalty, education, and common sense. The procedure involved personnel some of whom were authorized complete knowledge and others only partial knowledge of the contents of top secret communications. A complete chain of receipts from authorized person to person was required in circulating and disposing of top secret documents, and officer couriers frequently were used to deliver them between headquarters. When transmitted by message center or by mail, multiple coverings were used in such a way that upon disclosure at destination of a covering marked "top secret" the unopened cover would be transmitted to the Top Secret Control Section to be processed there or to a named officer. Naturally, the Top Secret Control Section had its own files. For this reason, matters referred to in top secret communications, but which were in themselves not top secret in nature, sometimes failed to receive the attention desired, or when referred to in later communications of lower classification, could not be uncovered through the files of lower classification because the personnel handling them did not know the contents of top secret files.

SECTION 6

OFFICIAL MAIL SERVICE BETWEEN COMMANDS

18. Methods of pouching and registering differed in various commands in the theater. The Adjutant General's Office delivered, enveloped and addressed, such official mail as it was authorized to send through the Signal Corps Message Centers to the Signal Corps Message Center or dispatch service set up to receive it. It was the Adjutant General's responsibility to maintain any record he considered necessary of the communications turned over to the Signal Corps for delivery. The Signal Corps, in turn, had a system for registering communications or packages designated as sufficiently important to require such procedure. Envelopes and packages received by the Signal Corps were placed in Signal Corps pouches by Signal Corps personnel prior to dispatch. This was standard practice in smaller units in which the official mail sent by the Adjutant General was insufficient to overburden Signal Corps personnel or to fill up separate pouches. In some cases, it was necessary for the Adjutant General to pouch and register all official mail, using borrowed Signal Corps or United States Army Post Office mail pouches or to improvise pouches; for no mail pouches are provided in the Adjutant General's equipment. There appears to be no reasonable objection to the Adjutant General's assuming the responsibility for pouching and registering complete pouches of official mail; provided the amount of business is customarily large enough to entail

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filling pouches and provided proper equipment is furnished for the purpose.¹ In units lower than armies, the question appears to have presented no difficulties.²

19. Delivery of official mail between commands was a function divided between the Army Postal Service and the Signal Corps. Special couriers provided by units from sources of their own choosing were required for delivery to the next higher headquarters of battle casualty reports. These invariably by-passed Signal Corps Message Centers and Adjutant General Mail and Records Sections, going directly to Battle Casualty Reporting Sections in Adjutant's General Offices. In the First Army and generally throughout the theater, it was prescribed that official mail regarding administrative matters would be dispatched through the Army Postal Service. Communication over Signal Corps wire, radio, and message center channels was limited to matters pertaining to operations. Where liberal exceptions were allowed for pressing or important administrative communications in which the time element was a great consideration, the system was adequate. But where the rule was inflexibly adhered to, and special administrative couriers could not be used advantageously, important administrative communications sometimes were intolerably delayed.³

1. Par 567, Operations Report, Adjutant's General Office, European Theater of Operations (Draft Copy).
2. Principal consultants.
3. For example, a division of the First Army was moved from Northern France to the Brest area to participate in the reduction of the enemy forces there. Administration remained not only with the First Army but with the corps to which the division had been attached. The division was more than 500 miles away from corps headquarters, out of range of corps liaison planes as well as of the Signal Corps and administrative special courier service. Informal arrangements were made to send battle casualty reports from the division through the headquarters of the corps to which it was attached for operations by the Army G-3 Liaison Officer on his daily visit there by fighter plane, back to the First Army headquarters, and thence to the corps charged with administering the distant division. The weather was bad. Planes were grounded. Battle casualty reports were lost, and when later dispatched by mail were three weeks in arriving at the corps headquarters of destination. Attempt was made too late to remedy the situation by placing administration of the distant division directly under the army headquarters; but as long as the division remained in the Brest area, its battle casualty reports, of which there were a great many, were delayed far beyond the time limits considered allowable by the War Department and theater headquarters. While this is an extreme case, other delays and inconveniences in administration almost as bad were suffered when units whose administration was retained at a corps headquarters were transferred temporarily, but for considerable periods, to distant corps or armies, and it was forbidden to use Signal Corps Message Center service for administrative communication. - Col. L. R. Garrison, AGD, Adjutant General, XIX Corps.

The Fifteenth Army, however, prescribed Signal Corps channels for transmission of all official mail except large, bulky packages of manuals, standard forms, and similar documents. - Col. R. B. Patterson, AGD, Adjutant General, Fifteenth US Army.

In Headquarters 12th Army Group, which served as the connecting link between the Armies on the one hand and SHAEF, ETOUSA, and Com Z on the other, Signal Corps channels were used for all official mail except large, bulky packages, and it was found necessary for the Adjutant General to pouch and register all mail, including transfer mail. - Col. C. R. Landon, AGD, Adjutant General, 12th Army Group.

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20. Officer courier service was maintained between army and higher headquarters and down to lower units when required for communications of such importance or urgency as to warrant use of such service. Personnel was provided normally by detailing officers from rosters containing names of the junior officers in all sections of the headquarters furnishing the service. In delivering important official dispatches to the United States and to other theaters, officers en route often were designated as special couriers for single trips.

21. The use of Signal Corps couriers in delivering official administrative mail in many instances was frowned upon. Routine administrative mail was required to be delivered through postal channels, except in units where the commander decided otherwise. Signal officers, in general, were extremely helpful and cooperative in providing regular and special couriers to carry administrative mail when they were allowed to do so by the army or other unit standing operating procedure. Where the headquarters originating a communication was located physically in the same locality as the post office serving the headquarters addressed, the use of the postal system entailed no appreciable delay for routine administration, since units called for mail at the post office at least once a day. But when use of the postal system required mail to go through more than one post office, the delay entailed in going from one post office to another through one or more postal regulating sections was entirely too long - from ten to thirty days - and it was necessary to resort to the use of the Signal Corps courier system in such cases. The Signal Corps enjoyed an enviable reputation for prompt and reliable delivery of mail entrusted to it.

SECTION 7

CONCLUSIONS

22. From the statements of its principal consultants as to their observations and experience and from the small amount of reference material on the subject available to the Board in making this study, it is concluded:

a. That the Adjutant General in the European Theater of Operations, like other members of the staff, performed his duties as set forth in Field Manuals and Army Regulations, according to the understanding and interpretation of the manuals and regulations in various headquarters.

b. That the Adjutant General in a theater of operations not only provides certain administrative services to the command and his own headquarters, but may properly function as the general manager of the business of the headquarters, under the supervision of the Chief of Staff.

c. That the position of an Adjutant General in a headquarters varied with (1) the Chief's of Staff conception of an Adjutant's General responsibilities and functions, and (2) with the personalities of the Chief of Staff, the Adjutant General, and other members of the staff.

1. Principal consultants. See also Pars 566 - 570, Operations Report, Adjutant's General Office, European Theater of Operations (Draft Copy).

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d. That misunderstanding of the responsibilities and functions of an Adjutant General existed in varying degree in many headquarters in the European Theater of Operations.

e. That the frequent revision in organizations of headquarters and staffs and statements of their functions, including those of the Adjutant General, demonstrated a lack of proper training and experience on the part of many staff officers, resulting in various interpretations of Field Manuals and Army Regulations.

f. That the traditional executive functions of an Adjutant General are necessary to the efficient operation of a headquarters, whether performed in the office of the Adjutant General or elsewhere.

SECTION 8

RECOMMENDATIONS

23. It is recommended:

a. That the responsibilities and functions of the Adjutant General in a headquarters be clarified and explicitly stated in War Department publications so as to provide more uniform understanding of their contents.

b. That courses at appropriate service schools include a greater amount of definite instruction and indoctrination on the responsibilities and functions of Adjutants General as well as other aspects of headquarters administration.

c. That adequate peace time training be given selected personnel of requisite education and personal qualifications to discharge the traditional functions of Adjutants General in all echelons of command.

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APPENDICES

- 1 A - Questionnaire, A Base Section Adjutant's General
Answers to Questionnaire of the Theater
General Board
- B - Questionnaire, An Army Air Force Adjutant's
General Answers to Questionnaire of the
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- 2 - Organization Chart, SCS, ETOUSA, Appendix A to
Circular No. 44, Hq Services of Supply, ETO,
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- 3 - Chart, Modification of Organization of Hq,
ETOUSA, directed in Section I, GO No. 33 of
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- 4 - Chart, Modification of Organization of Hq, SCS,
ETOUSA, directed in Section I, GO, Hq ETOUSA,
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- 5 - Chart Showing Position of AG in a Proposed
"European Theater Service Command", Submitted
in December 1943 by CG, First US Army Gp
(Lt Gen Omar N. Bradley)
- 6 - Chart Indicating Position of Theater AG, from
Letter, GGT/322.01 (Theater) Headquarters
ETOUSA, 26 May 1945
- 7 - Chart Showing Position of AG in Relation to
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of the ETO
- 8 - Chart, Organization of ETOUSA, 6 June 1944
- 9 - Chart, Headquarters Administration, with Dis-
cussion
- 10 - The Adjutant General in Headquarters, European
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- 11 - Records Administration

APPENDIX 1 A

A BASE SECTION ADJUTANT'S GENERAL ANSWERS
TO QUESTIONNAIRE OF THE THEATER GENERAL BOARD

1. Q. In what respect and to what extent did responsibilities and functions of the Adjutant General in various headquarters to which you were assigned vary from those set forth in FM 100-10, 15 November 1943, and AR 15-5, 11 May 1944, as changed?

A. The responsibilities and functions of the Adjutant General in the various headquarters in which I have served as Adjutant General, did not vary from those set out in FM 100-10 and AR 15-5 as amended, in any way for any length of time. It was normal, through the inexperience of various staff officers, to encounter confusion in the initial stages of organization, and this required considerable alertness on my part to prevent deviation from the published document. It was found that when no deviation was made, that the functions of the staff, and the Adjutant's General office in particular, operated much better than when a system was inaugurated along unproven lines.

2. Q. Discuss the relative position of the Adjutant General on the Commander's staff, including operating channels.

A. My relative position as Adjutant General was a Special Staff Officer on the Commanding General's staff. I carried out the responsibilities charged to me under AR 15-5. The majority of the time it was on a direct command basis from the Commander to the Chief of Staff and then to the Adjutant General, the Adjutant General being on the same echelon of command as the G's, Headquarters Commandant and Inspector General. In some instances, the Adjutant General was placed under ACofS G-1 in the echelon of command. This system did not work satisfactorily, as G-1 - a planning agency - would attempt to operate the Adjutant's General Department, or, alternatively, recognized the position of the Adjutant General and took no official action. It depended entirely on the personality of the ACofS G-1 in such cases. It is recommended that the Adjutant General never be placed under a General Staff officer in the chain of command, but remain on the same echelon of command as the General Staff and operate directly under the Chief of Staff.

3. Q. To what extent do you consider the Adjutant General was able to accomplish his basic function as the executive agency for the commander?

A. 100%.

4. Q. What was the relationship between the Adjutant's General Office and the other staff sections?

A. See organization chart attached.¹

5. Q. Discuss the effect of echelonment on the administration within a headquarters and the place of the Adjutant General when the headquarters is divided.

A. Does not pertain, as at no time was the headquarters echeloned.

1. See Appendix 2.

6. Q. How was coordination of administrative procedures effected within and among the several sections of a staff?

A. Through the medium of Staff Memoranda (permanent), Daily Bulletins, staff conferences, telephone and inter-office communicating systems. It was found that the Adjutant General must, in the majority of cases, initiate any coordination to get positive results.

7. Q. In processing correspondence through command and technical channels, how was coordination effected between the Adjutant General and other staff sections?

A. In processing correspondence through command channels, command directives and command replies to correspondence were prepared in final form by staff sections and forwarded to the Adjutant General for authentication. Technical matters were not the concern of the Adjutant General.

8. Q. How did the Adjutant's General Office and the Office of the Signal Officer work together in the pouching, registry, and delivery of official mail between commands? State whether or not your experience in this theater indicates the desirability of requiring provision for more extensive Signal Corps facilities for distribution of official mail between commands.

A. The Adjutant's General Office delivered all official mail, enveloped and addressed, to the Signal Dispatch Service. The Signal Officer pouched, registered and attempted to deliver official mail between commands. The Adjutant General furnished courier officers for Top Secret documents, who rode with Signal Dispatch courier drivers when necessary. My experience in this Theater indicates the definite desirability of requiring more extensive courier service to deliver official mail between commands. Between major commands, courier service was usually satisfactory, 24 hours and less being the rule. However, throughout a large command, such as this one, with 55,000 square miles of territory and in the neighborhood of 1,300 units, it reaches a deplorable state, when official mail is delayed as much as four and five days in reaching every unit. It is my recommendation that a thorough study be made of courier service methods, so that every organization in the Theater could receive an official document within 48 hours when dispatched from Theater Headquarters, and within 24 hours from its direct superior major command.

9. Q. If Tables of Organization and Equipment were inadequate, what was the reason, and what, in general, was required to enable the section to function properly?

A. Tables of Organization and Equipment were always inadequate in the Base Section because of the following: seldom was the personnel who provided Tables of Organization for Base Sections familiar with the operation of Base Sections, therefore the Tables of Organization were lacking in many respects; also, even when Tables of Organization were correct, often personnel was not available to fill such Tables. No Table of Equipment was ever furnished; each section chief requisitioned and attempted to provide suitable equipment to operate his office. It is recommended that Tables of Organization be written based on actual experience and by officers who have had such experience, for a Base Section with a troop strength starting at 25,000 and continuing through 150,000. No Base Section should ever exceed 150,000, as the strength of the command will not permit proper supervision, and the command is too

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unwieldily to function properly. Service Forces, who make up the bulk of the troops in a Base Section, are composed of small units - Army Postal Units, Claims Teams, Ordnance Inspection Services, separate companies of all types and descriptions - who have no larger subordinate headquarters unless one is created on a provisional basis. Tables of Organization for a Base Section, therefore, should be of cellular type, starting with 25,000 and adding units to the cells to complete a Table of Organization and Table of Equipment for each Base Section, of a size determined by its troop population.

10. Q. How did your headquarters procure and train personnel required to operate casualty reporting sections and the section for awards and decorations?

A. My headquarters took regularly assigned personnel, trained them in casualty reporting and awards and decorations, based on Army Regulations and Theater Communications Zone directives, preparing a check list for each type of report or decoration. Neither of these functions created any particular difficulty; they were treated as broad administrative matters. Careful selection of personnel was made from all available sources, meticulous training was given on the job and such personnel was required to operate under supervision of officers, who in turn were responsible to me to avoid criticism.

11. Q. State your general opinion of Adjutant General officers with whom you have worked, as to:

- a. General education and training: (Adequate), (Inadequate).
- b. Organizational ability: (Outstanding), (Competent), (Ineffective).
- c. Executive ability, i.e., ability to get things done, organization being already provided: (Outstanding), (Competent), (Ineffective).

A. a. The general education and training of Adjutant General officers who worked in the Adjutant's General Office was inadequate. By far the majority of Adjutant General officers did not have sufficient education to write directives or handle correspondence without considerable guidance. These educational handicaps were overcome in many instances by training. The training that they had prior to reporting to my office was usually insufficient and inadequate. It would appear, in many instances that the poorer officer was given to me as I enjoyed a fairly good reputation as regards force and aggressiveness in getting a job done in the Adjutant's General Department, and the better type of Adjutant General Department officer was assigned where the Adjutant General was of weaker calibre. The training that I gave my officers in every instance was "on the job" training. I required constant reading and orientation; I gave constant lectures and daily conferences, year after year. Every job that was to be done twice or more required a check list. Check lists were prepared from all available data and were in every instance given final approval by me personally.

b. Organizational Ability:

As most of the officers that I have worked with lacked experience, through their lack of military training, their

ability to organize was ineffective. If the general plan of organization was given to an officer, and he was allowed time and showed some effort, he could usually work out the details; but to give him a broad overall planning picture for a major sub-division of the office usually ended in disaster. Usually these officers' minds had not been disciplined to pick out the grain from the chaff, and as a result they showed confusion in their thinking which was evident whenever they attempted to organize any particularly large project.

c. Executive Ability:

About 15% of all officers assigned to me had executive ability to any degree that could be classed as competent. Only one or two officers were outstanding. Those officers had had several years of administrative experience and service, usually in a Regular Army organization. Many of our best Adjutant General officers were former enlisted men, but in many instances their ability, especially executive abilities, were hampered through their long service as enlisted men, as their initiative had been destroyed. These men, in every instance, where they had capacity and were given the opportunities, responded to training, overcame educational difficulties in most instances, and learned to organize their activities, showing considerable executive ability. Many of the officers who came direct from civil life never were able - regardless of education - to organize or to demonstrate executive ability in any degree that would be classed as competent.

13. Q. State any recommendations you may desire to make on Adjutant General functions not mentioned above, considered of value to the projected study.

A. a. It is recommended that the Adjutant General Department School now organized and operating under The Adjutant General of the Army, be continued as a service school, like all other service schools, indefinitely in the future, and that every officer of the Adjutant General Department be required to graduate from the school. To summarize: an AGD officer must possess wide service experience.

b. It is recommended that the strength of the Adjutant's General Department, as a Corps, be increased, and that the Adjutant's duties in every organization down to and including administrative battalions, be performed by an officer of the Adjutant's General Department. It is felt that if Adjutant General Department officers are responsible for administration throughout the Army, and if they have a service school for them, that the necessary procedures, both in the organization of all types of headquarters and in the performance of routine duties, will be standardized and made to function smoothly and efficiently. At present it is a hit or miss affair in provisional organizations. This is especially true when comparing these large Base Section commands with T/O units such as divisions. A division is run along a well-standardized procedure; it has Adjutant General Department officers; it is a well-knitted, smooth operating organization generally. In a large Base Section, which is comparable to a service command in the United States, the officers are operating on a Table of Organization that is constantly changing, with no Table of Equipment and with a considerable number of troops over a large geographical area. Nothing is standardized and in lower echelons there is in many cases no positive trained administrative officer who can be relied upon to carry out the directives issued by a higher headquarters. As it is well-known throughout the service

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that 10% of a duty is performed when the instruction is issued, and the remaining 90% is the "follow through", a considerable portion of the 90% cannot be performed because there is no one to follow through. Dependence is put on poorly trained administrative officers in the lower echelons. To get a normal routine report, where the data for the report are available in the troop unit, sometimes requires as many as eight contacts with subordinate units. This could not happen if trained administrative officers were available in these lower units, who understood the routine principles of administration as taught in the Adjutant General Department.

/s/ F. W. Brown
F. W. BROWN,
Colonel, AGD,
Adjutant General.

21 November 1945

APPENDIX 1 B

AN ARMY AIR FORCE ADJUTANT'S GENERAL ANSWERS
TO QUESTIONNAIRE OF THE THEATER GENERAL BOARD

The same questionnaire as shown in Appendix 1 A was answered by Colonel Thomas J. Brogan, AGD, Adjutant General, Headquarters United States Air Forces in Europe, as follows:

The answers given hereafter are based on my experience as Assistant Adjutant General of: VIII Air Force Service Command from June to October 1942 in England; Twelfth Air Force in England and Africa from September 1942 to September 1943; XII Tactical Air Command (subordinate command of Twelfth Air Force) in Italy and France from September 1943 to October 1944; Adjutant General, First Tactical Air Force (Provisional) from October 1944 to May 1945; and not on experience gained in my present assignment.

1. Q. In what respect and to what extent did responsibilities and functions of the Adjutant General in various headquarters to which you were assigned vary from those set forth in FM 100-10, 15 November 1943, and AR 15-5, 11 May 1944, as changed?

A. In all the time covered above, the Adjutant's General responsibilities and functions varied from those set forth in par 20, FM 100-10 considerably. Correspondence was received by the Adjutant General but indorsements or letters were prepared by the staff sections concerned, for the Adjutant's General signature. The Adjutant General did not have a typists' pool for preparing such work on recommendation from staff section. This is usual Air Force practice. Procurement, classification, assignment, promotions, awards and decorations were handled by the Assistant Chief of Staff A-1, again, usual Air Force practice. The Adjutant General usually signed correspondence - in some cases the Chief of Staff did so, but not to any great extent, and certain types were signed by the Commanding General. Receiving, dispatching, and recording correspondence, and responsibility for proper coordination between staff sections on outgoing correspondence were the Adjutant's General responsibility. The Adjutant's General office was a source of information to staff sections as to proper preparation of correspondence, etc., and due to my longer experience in such things, I was often consulted as to the proper way to handle various communications.

2. Q. Discuss the relative position of the Adjutant General on the Commander's staff, including operating channels.

A. In general the Adjutant General had a considerably lower staff position than that of a Ground Force Adjutant General of an equivalent headquarters. This varied with different commanders but never reached a position comparable to any of the General Staff sections.

3. Q. To what extent do you consider the Adjutant General was able to accomplish his basic function as the executive agency for the commander?

A. I do not consider that the Adjutant General was ever able to accomplish his basic function as the executive agency for the commander nor do I consider that the Air Forces as a whole, actually consider the Adjutant General in such a position. He has the responsibility for publishing orders, letters, etc., but only occasionally is he given the actual executive position outlined in FM 100-10.

4. Q. What was the relationship between the Adjutant's General Office and the other staff sections?

A. Excellent. With minor exceptions, I feel that the officers from other staff sections and the officers of the Adjutant General section had excellent cooperation between them and gained a great deal of valuable knowledge from such contacts.

5. Q. Discuss the effect of echelonment on the administration within a headquarters and the place of the Adjutant General when the headquarters is divided.

A. In both the Twelfth Air Force and XII Tactical Air Command, the operational headquarters (Commanding General, Chief of Staff, A-2, A-3, Communications, the Adjutant General or an Assistant Adjutant General) were usually considerably in advance of the administrative echelon. This added somewhat to the usual war-time difficulties of delivery of correspondence, etc., but in general, was quite satisfactory and enabled all sections in the rear echelon to turn out their work with a minimum interference either with or from operations. The Adjutant General should be with the rear echelon and a competent Assistant Adjutant General with the operational echelon. The main work of the Adjutant General in the operational or forward echelon was the handling of cables with a small amount of correspondence and orders.

6. Q. How was coordination of administrative procedures effected within and among the several sections of a staff?

A. Coordination of administrative procedure was effected by routing a draft covering a proposed procedure to interested sections and occasionally by phone. As a result, such procedures were normally satisfactory to everyone concerned. Origin of such suggested procedures was in the section primarily concerned, not necessarily the Adjutant General, but frequently so.

7. Q. In processing correspondence through command and technical channels, how was coordination effected between the Adjutant General and other staff sections?

A. Coordination was normally effected by carrier sheet, or by a "file and coordination" copy, occasionally by personal contact or by telephone in which case proper note was made on file copy.

8. Q. How did the Adjutant's General Office and the Office of the Signal Officer work together in the pouching, registry, and delivery of official mail between commands? State whether or not your experience in this theater indicates the desirability of requiring provision for more extensive Signal Corps facilities for distribution of official mail between commands.

A. Signal Officer set up courier schedules, Adjutant General Section delivered mail to Signal Officer, enveloped, addressed and with identification by number system on envelope or package. Service was usually very good. My experience in this theater indicates that there has been need of more extensive Signal Corps facilities for distribution of official mail between commands by motor messenger and that when air means were depended upon for transportation, such mail was frequently delayed or was eventually carried by motor due to weather interfering with flying. Regardless of major command concerned (Air, Ground, or Service Forces) a coordinated system is absolutely necessary within a theater and no distinction can be made as to which force originates or carries correspondence.

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9. Q. If Tables of Organization and Equipment were inadequate, what was the reason, and what, in general, was required to enable the section to function properly?

A. In general, T/O's were adequate with one serious exception: Officers and enlisted personnel for "Staff Message Control" (or AG Cables Section). This requires the highest type of personnel and in sufficient numbers for twenty-four (24) hour service every day. The number needed depends upon the size of the headquarters and command. The equipment authorized in T/O & E's was generally inadequate. Not enough typewriters and reproduction equipment was authorized. Considerable difficulty was experienced in procuring electric mimeograph machines and "Ditto" (or similar) machines. Typewriter allowances were inadequate. Impression seals were difficult to obtain, as were rubber stamps. Stationery and other office supplies were far from plentiful and yet the demand for publication of mimeographed circulars, letters and other directives seemed to grow rather than diminish as the war progressed.

10. Q. How did your headquarters procure and train personnel required to operate casualty reporting sections and the section for awards and decorations?

A. Personnel for casualty sections was procured from such sources as were available (subordinate units, reinforcements, etc.) and trained by such experienced, or semi-experienced people as were present. The supply of such personnel was never more than barely adequate. A constant study of directives from higher headquarters was necessary due to frequent changes. Fortunately, subordinate Air Force units did not, as a rule, have many casualties in administrative personnel, which was of considerable advantage. In all the headquarters with which I served prior to V-E Day, awards and decorations were a function of the A-1 Section, except for the publication of orders.

11. Q. State your general opinion of Adjutant General officers with whom you have worked, as to:

a. General education and training: (Adequate), (Inadequate).

b. Organizational ability: (Outstanding), (Competent), (Ineffective).

c. Executive ability, i.e., ability to get things done, organization being already provided: (Outstanding), (Competent), (Ineffective).

A. a. Adequate as to education; inadequate as to training.

b. Competent, occasionally outstanding; about one-fourth ineffective.

c. Competent in general.

Although there were hundreds of Regular Army warrant officers and non-commissioned officers with Headquarters experience, and many hundreds more who were trained, either as officers or in O.C.S. classes, at the Adjutant General School, few of them found their way into units with which I had contact. Furthermore, I do not feel that the Adjutant General School provided the training needed in a headquarters above an infantry division. In addition,

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many publications (manuals, etc.) did not reach units needing them for a long time after publication. A few reached some higher headquarters - and were quoted or referred to, when subordinate units had none of them for reference.

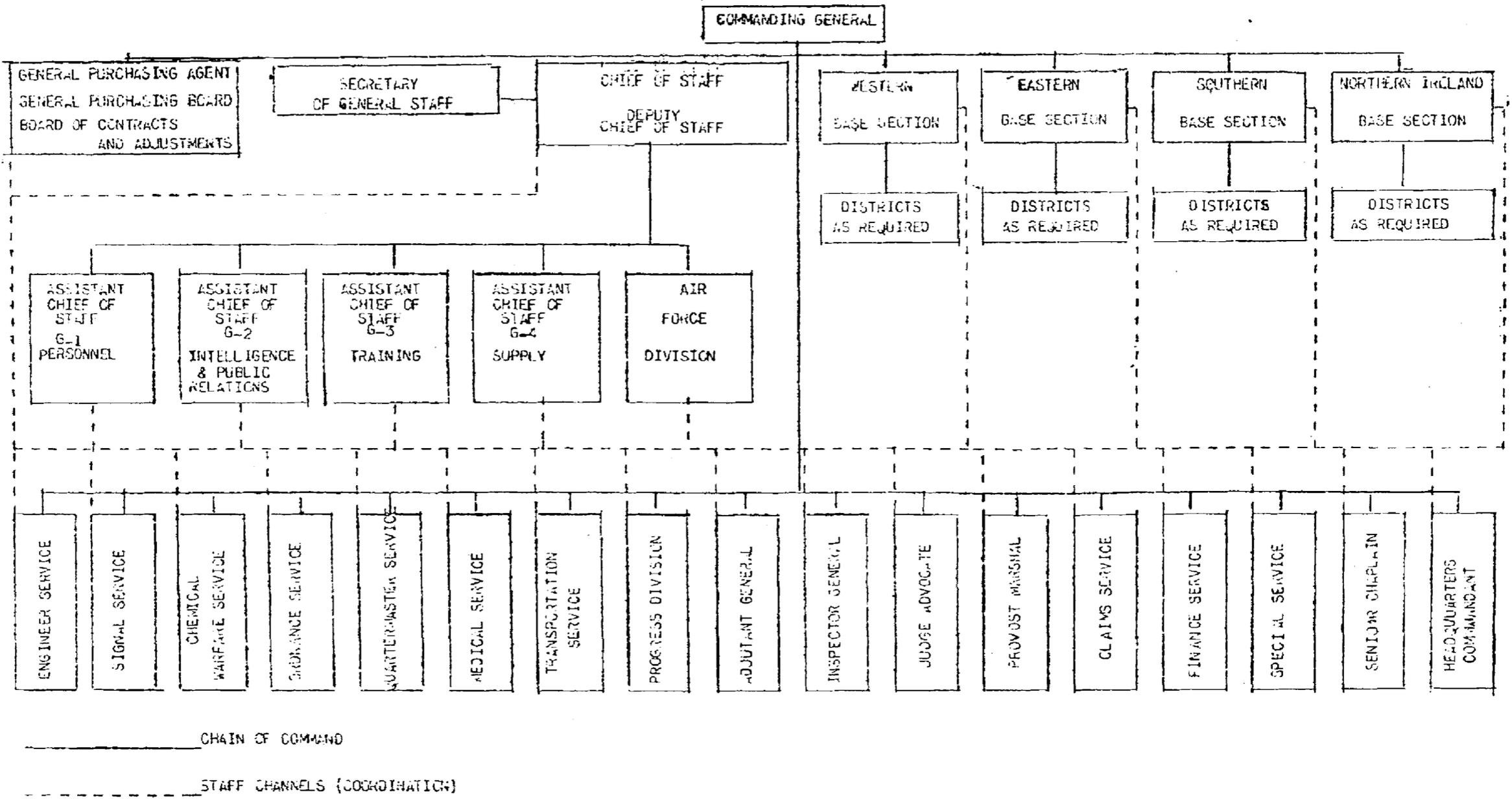
12. Q. State any recommendations you may desire to make on Adjutant General functions not mentioned above, considered of value to the projected study.

A. Recommend that a study be made by a board or similar body of Officers, Warrant Officers and Non-Commissioned Officers from Adjutant General or Adjutants' sections of headquarters of groups, battalions, regimental and higher headquarters, to include at least Armies and Air Forces, to formulate specific tables of equipment for T/O headquarters. These tables would also be approximately correct for non-T/O headquarters of similar size and responsibility. The same board might well be charged with formulating T/O's for the Adjutant General Sections of various-sized headquarters. Further, that this board consist primarily of personnel who were actually in the field, and not from such major headquarters as ETOUSA, NATOUSA, etc., who were above and beyond T/O and E's, and whose varying and changing responsibilities make T/O and E's more or less impossible. However, responsibilities and functions, major sections (or other sub-divisions) should be standard from top through lower echelons, whether Air or Ground Force, in order that procedures may be the same, as long as the Army is constituted under one department.

/s/ T. J. Brogan
T. J. BROGAN,
Colonel, AGD

Present address: Headquarters, United States Air Forces in Europe, APO 633.

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Organization Chart of the SOS ETUSA, Appendix A to Circular No. 44, Headquarters Services of Supply, European Theater of Operations, 3 November 1942.

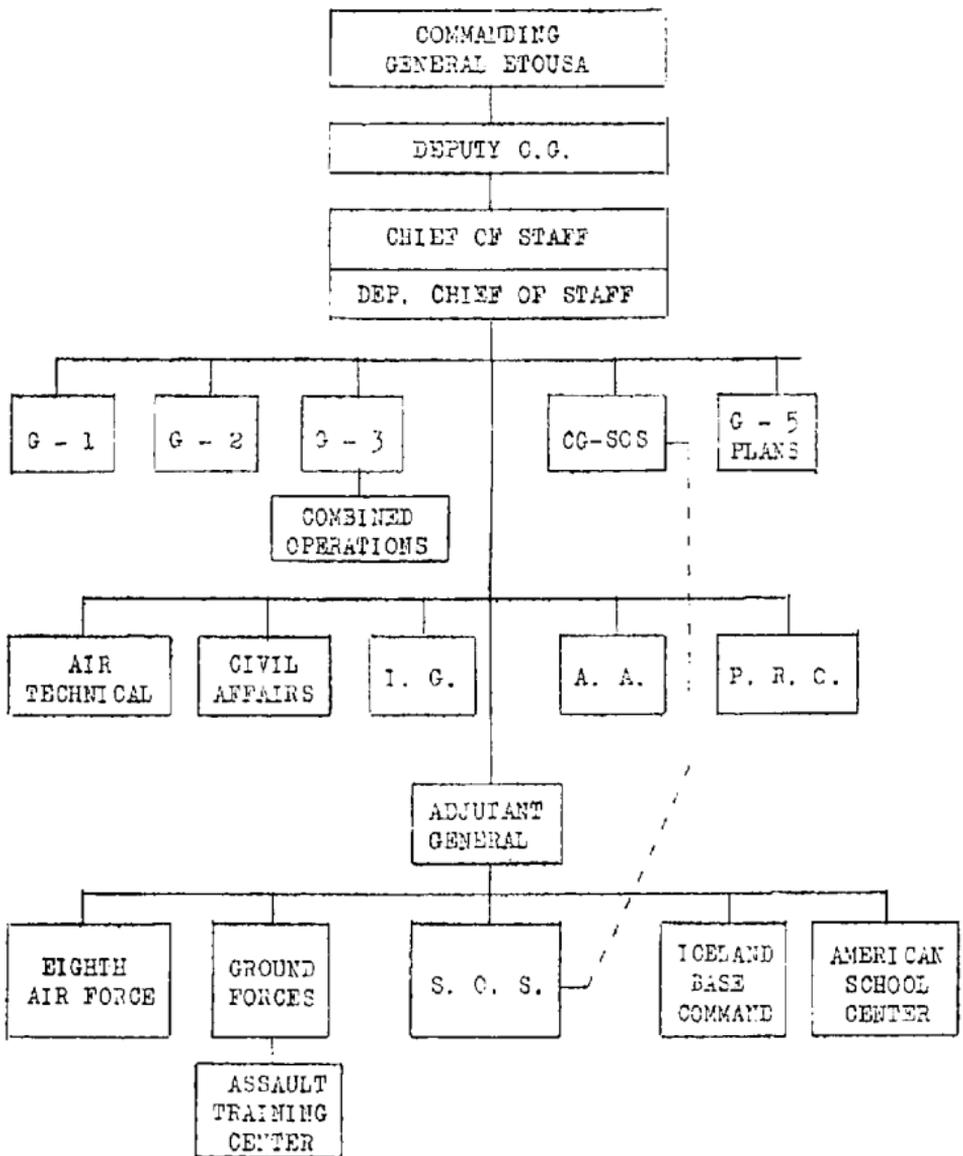
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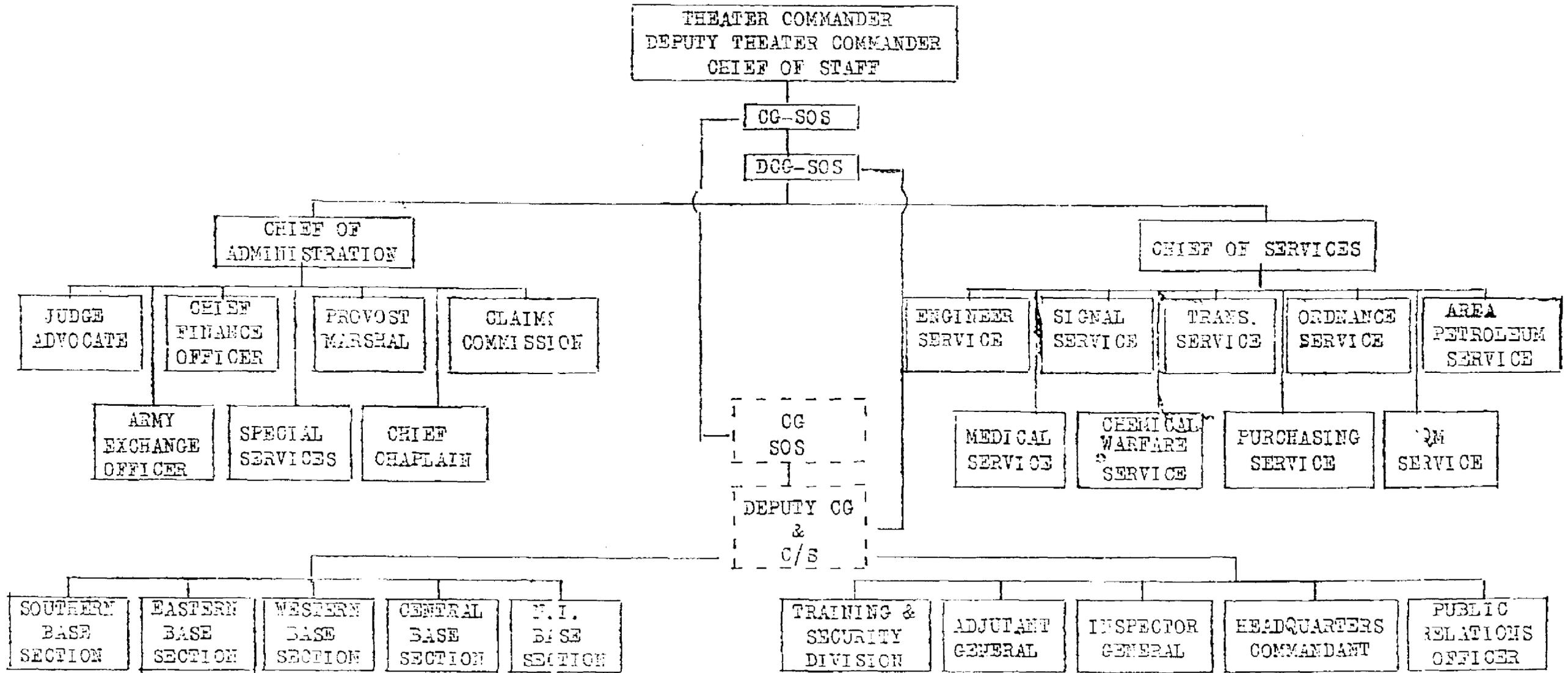
APPROVED /s/ John C. H. Lee MAJOR GENERAL US ARMY
 JOHN C. H. LEE COMMANDING
 1 NOVEMBER 1942

ORGANIZATION CHART OF HEADQUARTERS ETOUSA



Modification of Organization of Headquarters, European Theater of Operations, United States Army, directed in Section I, General Orders No. 33 of that headquarters, 27 May 1943.

ORGANIZATION OF SERVICE ACTIVITIES IN THE ETO
SHOWING COMMAND & STAFF RELATIONSHIPS



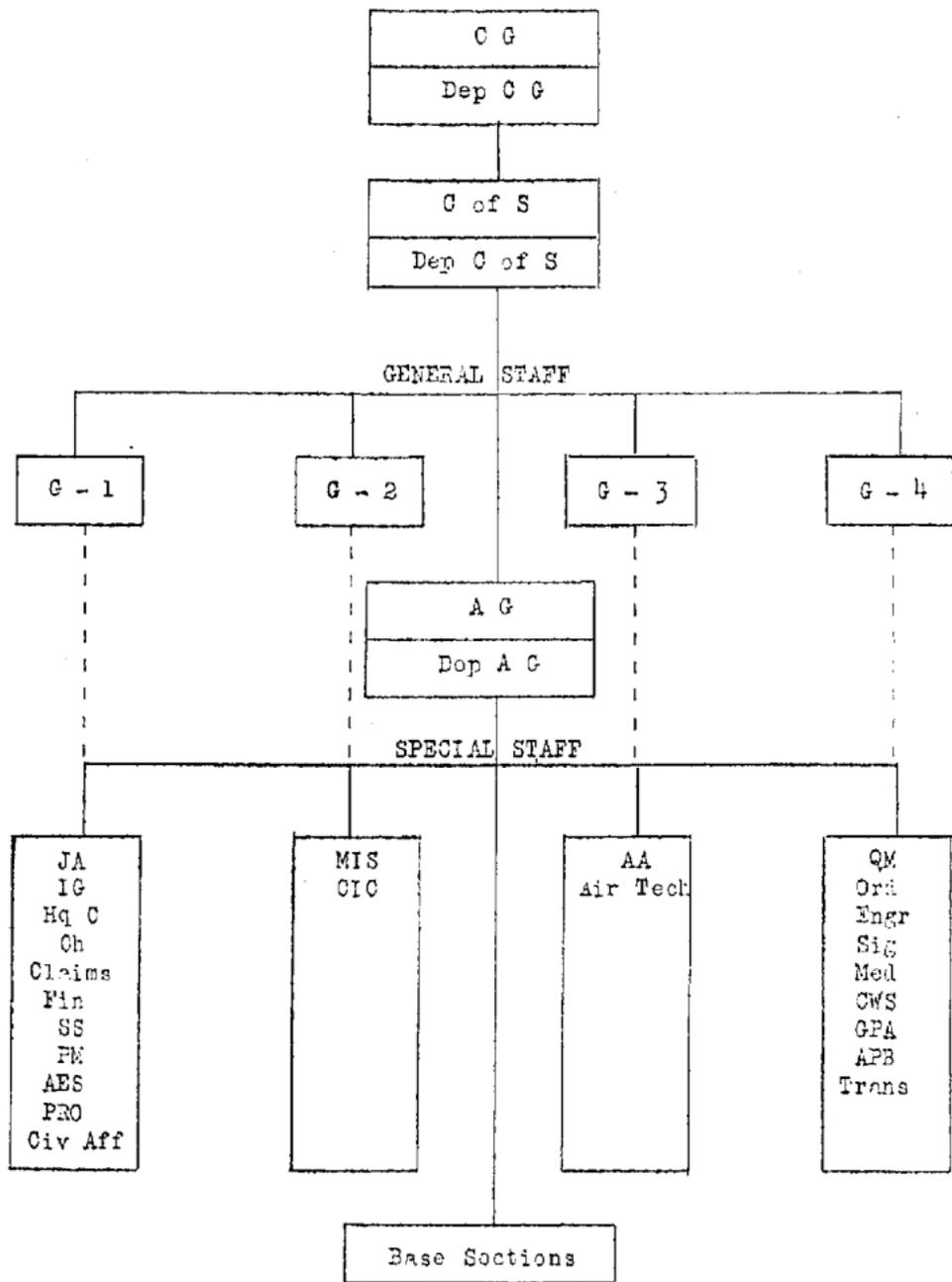
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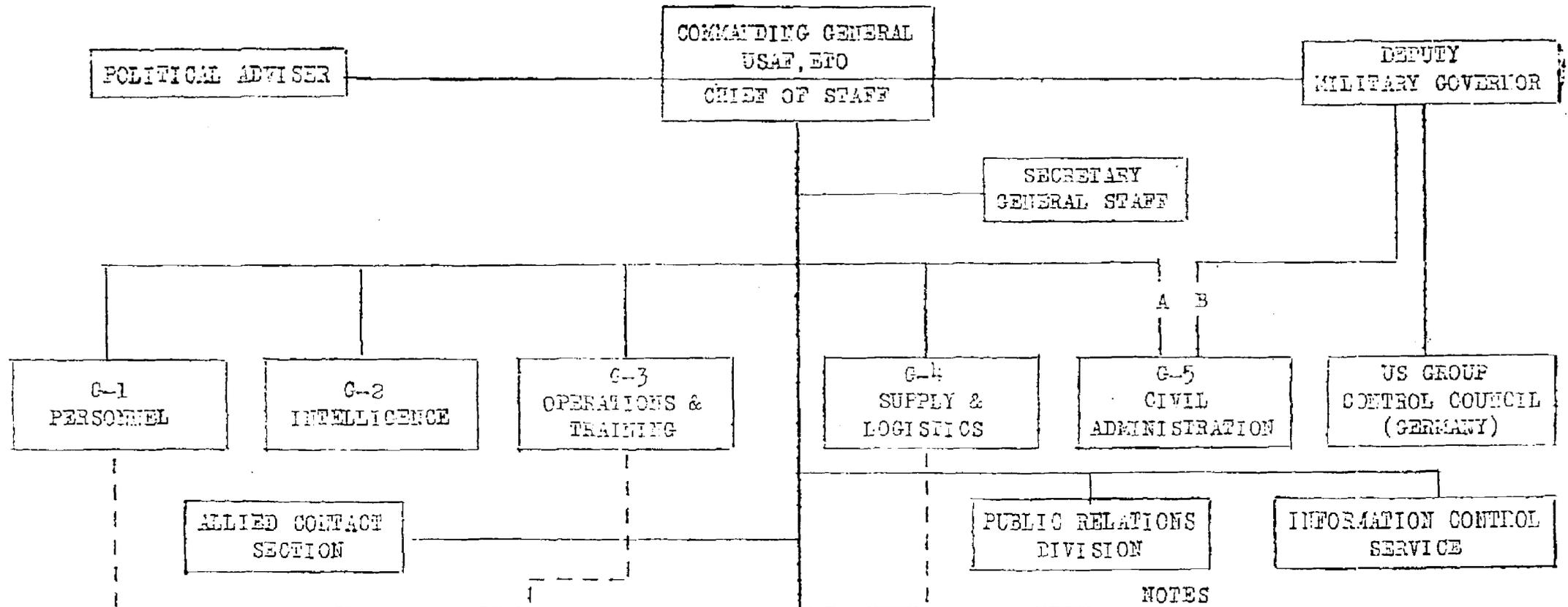
Modification of Organization of Headquarters, Services of Supply, European Theater of Operations, United States Army, directed in Section I, General Orders, Headquarters, European Theater of Operations, 27 May 1943.

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Primary staff
responsibility

Chart showing position of the Adjutant General in a proposed "European Theater Service Command", submitted in December 1943 by the Commanding General, First US Army Group (Lieutenant General Omar H. Bradley), in compliance with request of the Theater Commander for suggestions for realignment of administrative procedure in the Theater.



SPECIAL STAFF DIVISIONS (----- shows general staff division having primary responsibility for coordination)		
ADJUTANT GENERAL	INFORMATION & EDUCATION	CHIEF SURGEON
FISCAL DIRECTOR		CHIEF OF TRANSPORTATION
JUDGE ADVOCATE GENERAL		CHIEF QUARTERMASTER
CHIEF OF CHAPLAINS		CHIEF OF ORDNANCE
INSPECTOR GENERAL		CHIEF SIGNAL OFFICER
PROVOST MARSHAL		CHIEF OF ENGINEERS
SPECIAL SERVICE		CHIEF OF
ARMY EXCHANGE SERVICE		CHEMICAL WARFARE SERVICE
CLAIMS SERVICE		HEADQUARTERS COMMANDANT

NOTES

A For civil administrative functions relating to the liberated countries.

B For German Military Government functions only.

Chart indicating position of the Theater Adjutant General, from Letter GOM/352.C1 (Theater) Headquarters European Theater of Operations, United States Army, 26 May 1945.

HEADQUARTERS OISE INTERMEDIATE SECTION
ORGANIZATION CHART

APPROVED 4 Oct 1945
FOR COMMANDING GENERAL

/s/ W. K. Ghoraley
COL W. K. GHORALEY
CHIEF OF STAFF

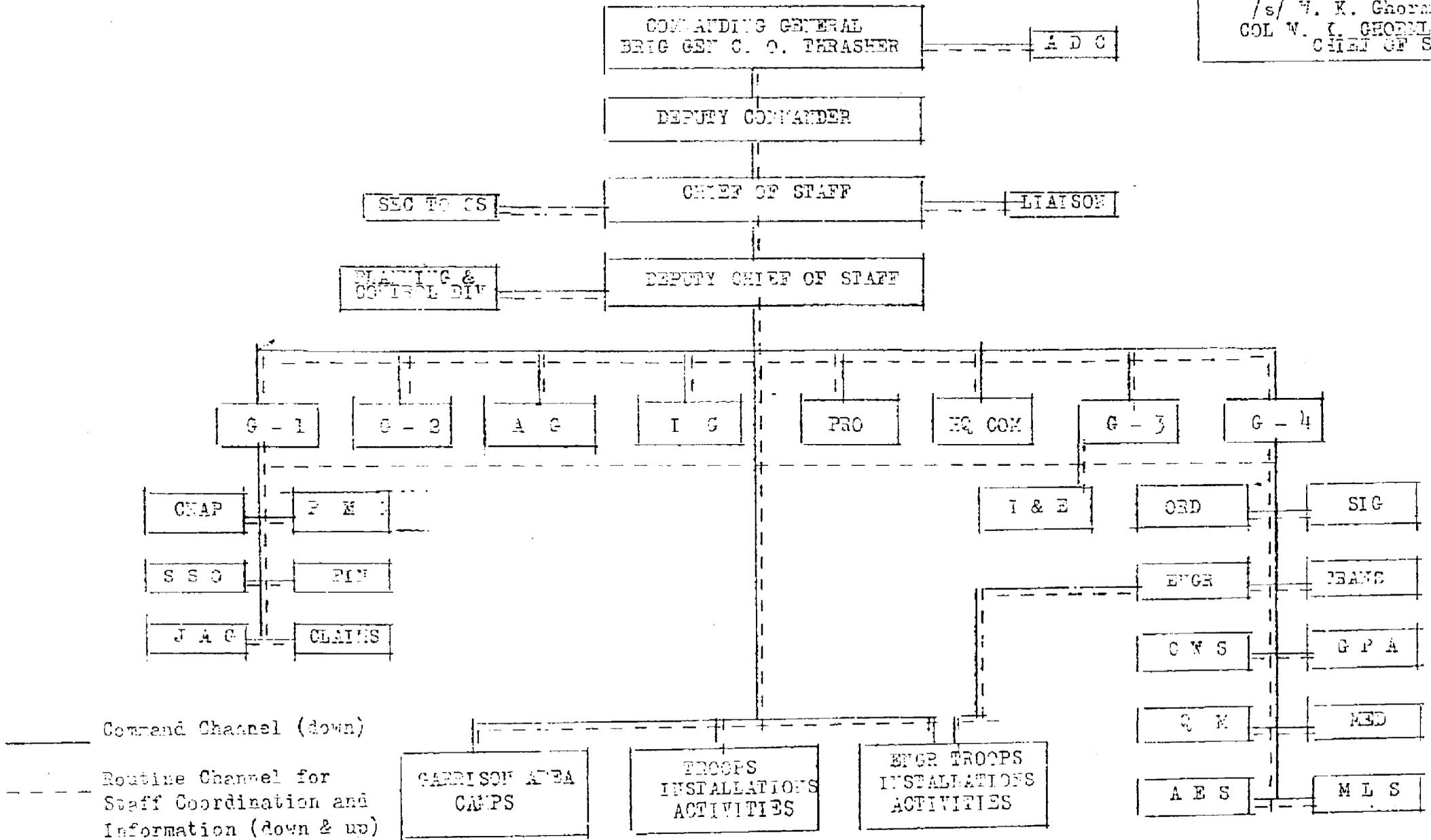
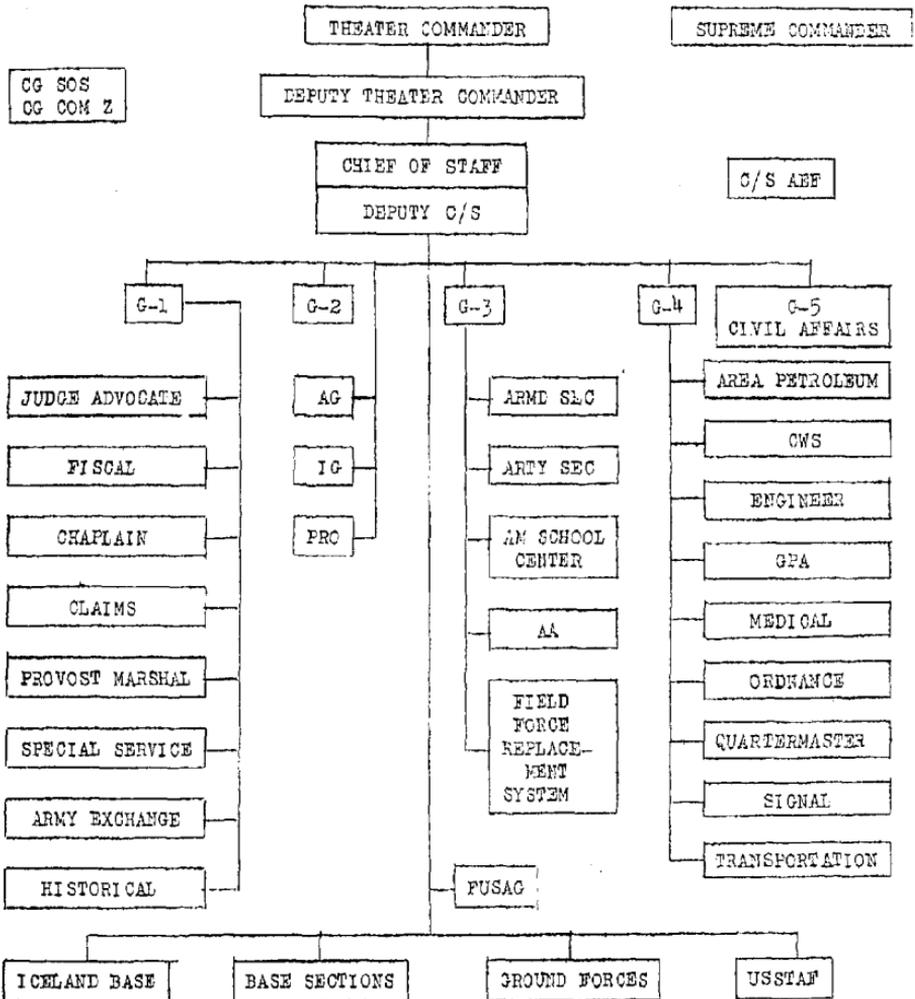


Chart showing position of the Adjutant General in relation to other members of the staff in a base section of the European Theater of Operations.

ORGANIZATION OF ETOUSA

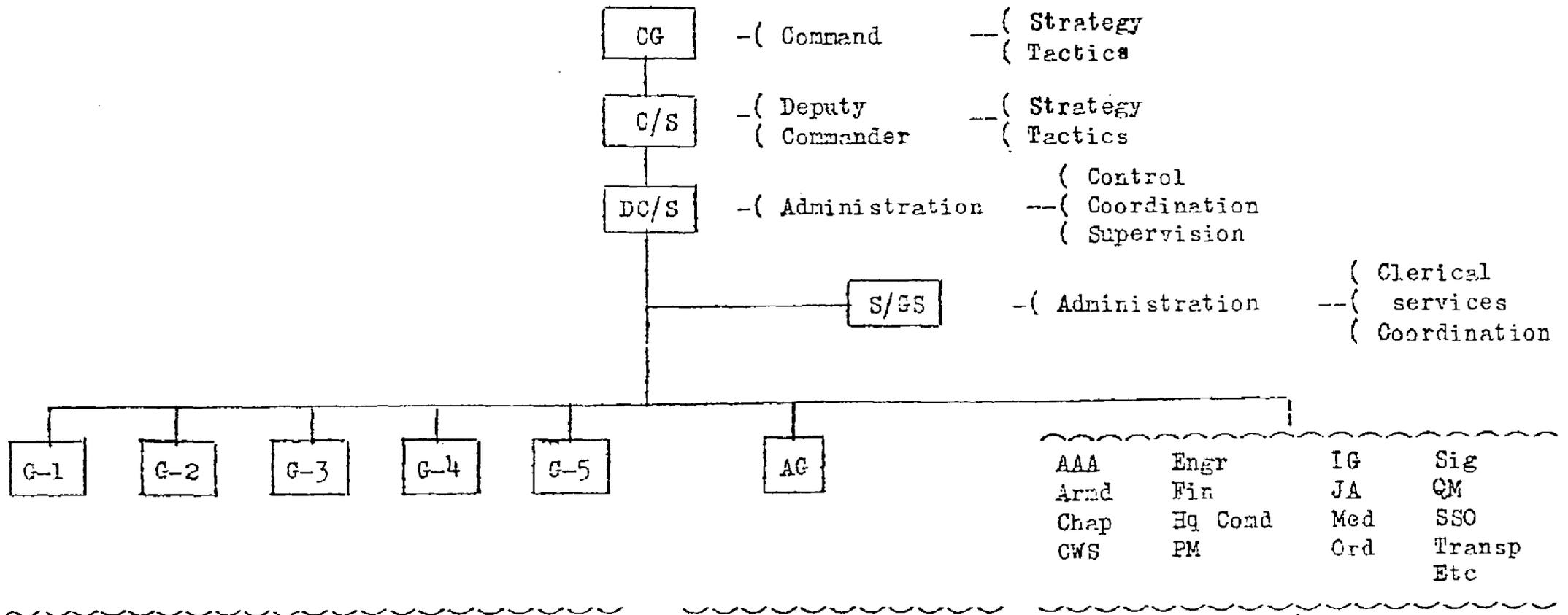
6 June 1944

Compiled from Collateral Information



From Memorandum of the General Board, United States Forces, European Theater, 5 October 1945. The same memorandum showed organization charts for ETOUSA for 1 August 1944 and 15 September 1944, in each of which the Adjutant General occupied the same position as is indicated in the chart above.

HEADQUARTERS ADMINISTRATION



Policy agencies:
 Strategy and tactics
 Policies and inspection
 of technical administrative
 matters

Administration:
 Headquarters management
 Administrative services
 Coordination

Operating agencies:
Technical adminis-
 trative matters

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APPENDIX 9

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A chart, labelled "Headquarters Administration", appears as Page 13a in the draft copy of Operations Report, Adjutant General's Office, European Theater of Operations. In form it emphasizes the unique position of the Adjutant General in the staff, showing his functions with regard to headquarters management and coordination. Attention is invited to the fact that this chart, as well as those in Appendices 3, 3, 4, 5, 6, 7, and 8, emphasizes also the direct access of the special staff as well as the general staff to the Deputy Chief of Staff, Chief of Staff, and Commanding General, which is portrayed only as an "occasional channel for advice and recommendation (up)" and "information" in the chart, Command and Staff Procedure, Page 2, in Field Manual 101-5, War Department, 19 August 1940. Effort has been made to point out the difference between the Adjutant General acting as the principal executive assistant for the management of the headquarters operating under the supervision of the Chief of Staff, and the Adjutant General operating as any other special staff officer, providing certain services, in this case administrative services, for the headquarters and the command.

Objection to the chart has been made on the ground that it does not show graphically how the coordination of the special staff by the general staff is effected, and that this is clear in the chart published on Page 2 of Field Manual 101-5.¹ Another objection to the chart is that in attempting to show the principal functions of members of the staff, the reader may be misled by inferring that only those functions shown exist. This objection appears valid, for in the absence of statement to the contrary, functions omitted may be considered either as non-existing or of insufficient importance to be mentioned, which is certainly not the case. The Commanding General's functions are not limited to strategy and tactics, but include total administration and all other functions. On this chart the Deputy Chief of Staff is charged with administration; yet in some headquarters he may be charged with other functions and with no administration. But objections include statements that description of the staff's normal functions, including those of the Adjutant General, should be in all manuals or other publications.² That War Department publications do not enumerate doctrines or theories of procedure with reference to an Adjutant General's office, but merely list certain duties, is apparent upon examination of the publications, and is further manifested by the unceasing debate and argument as to the meaning of War Department publications with reference to the Adjutant's General functions which have occurred throughout the service ever since World War I.

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1. Brigadier General A. Franklin Kibler, GSC, AC of S, G-3, Hq. Twelfth Army Group and of the Theater General Board.
 2. Brigadier General Raymond G. Moses, GSC, AC of S, G-4, Hq. Twelfth Army Group and of the Theater General Board.

APPENDIX 10

THE ADJUTANT GENERAL
IN HEADQUARTERS, EUROPEAN THEATER OF OPERATIONS

In March 1943, reorganization of the European Theater of Operations was again effected. Upon this reorganization, the headquarters of the Theater was to consist of the following:

The Theater Commander	Civil Affairs Section
His personal staff	Claims Commission Section
Deputy Theater Commander	Combined Operations Liaison Sec.
General Staff	Inspector General Section
<u>Adjutant General Section</u>	Judge Advocate General Section
Air Technical Section	Provost Marshal General Section
Antiaircraft Artillery Section	Public Relations Section
Censorship Section	

The other arms and services of the headquarters, with their chiefs, were placed under the Commanding General, Services of Supply, for coordination, supervision, operational control, and direction.¹ By 8 April 1943 it seemed necessary to issue a staff memorandum to the Theater Headquarters on the subject, explaining something of the authority and functions of the Commanding General, Services of Supply, and expressly enjoining upon staff sections to "take appropriate measures to insure that subordinates do not infringe upon the authority delegated to the CG, SOS, when conducting informal correspondence or conversations with the chiefs of services."²

In a modification of the organization of Headquarters, European Theater of Operations, United States Army, on 27 May 1943, published only in graphic form, the position of adjutant general was retained in Theater Headquarters and his office was shown as the channel of communication between other elements of the headquarters and major commands of the Theater, including the Services of Supply, the Commanding General of which was also the Assistant Chief of Staff, G-4, on the Theater staff. At the same time, a chart of the "Organization of Service Activities in the ETO, Showing Command & Staff Relationships" showed the Adjutant General of Headquarters, Services of Supply, functioning directly under the Deputy Commanding General and Chief of Staff; while the Judge Advocate, Chief Finance Officer, Provost Marshal, Claims Commission, Army Exchange Officer, Special Service Officer, and Chief Chaplain, functioned directly under the Chief of Administration³, to whom the "personnel, duties, and responsibilities of the A C of S, G-1, SOS are transferred", the G-1 Section, Headquarters, Services of Supply, being discontinued.⁴

The striking similarity between the "Reference Manual, Headquarters ETOUSA", Headquarters European Theater of Operations,

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1. General Orders No. 16, Headquarters European Theater of Operations, United States Army, 21 March 1943.
 2. Staff Memorandum No. 29, Headquarters European Theater of Operations, United States Army, 8 April 1943.
 3. Section I, General Orders No. 33, Headquarters, European Theater of Operations, United States Army, 27 May 1943. See Charts, Appendix 4.
 4. Section III, General Orders No. 42, Headquarters Services of Supply, European Theater of Operations, United States Army, 26 May 1943.

3 September 1943, and Staff Memorandum Number 1, Supreme Headquarters, Allied Expeditionary Forces, 15 February 1944 (Revised 7 June 1944), shows the continuity of General Eisenhower's regard for the position of the Adjutant General in the organization of his headquarters, for he was in command of both headquarters named. In each headquarters the Adjutant General was to take final action, or authenticate a communication or order, only when assured that the action had been noted by officers of staff divisions having a major interest. And both in 1942 and 1944 his headquarters was informed that its best interests were served by keeping routine work of General Staff Divisions to an absolute minimum and requiring the Adjutant General to handle all routine matters under policies enunciated by the General Staff, which was directed to furnish the Adjutant General with policies on matters which could be handled without reference to the General Staff Division concerned.

This strong position of the Adjutant General in the Supreme Headquarters organization was maintained in spite of dissent from the Assistant Chief of Staff, G-4 (Major General R. W. Crawford), who on 7 February 1944, included the following statements regarding the Adjutant General in "G-4 Comments on Proposed SHAEF SOP (7 Feb 1944)":

"The Adjutant General's office is a valuable and necessary service; however, it must remain a service and should not be charged with duty of coordinating or supervising the work of General Staff Sections."

"I cannot conceive of any routine matters pertaining to General Staff Sections which should be delegated under a general policy. Such matters should be handled by Division Executive."

"...I cannot agree that the Adjutant General should have authority to hold up or delay a paper or action in order to assure himself that coordination has been effected."

"...The editing of staff action by the Adjutant General is not concurred in. This practice has caused major difficulties in the War Department in the past and has been definitely prohibited by the present Chief of Staff. The Division Chief concerned should be responsible for editing of final correspondence. In case minor irregularities are noted by the Adjutant General, they should be called to the attention of the Division Executive Officer and his approval obtained to change it."

In March 1945 it was planned that the US Theater headquarters after termination of combined command and distribution of occupying forces in their ultimate zones would include all chiefs of services at a combined theater and zone headquarters.¹ On 18 March 1945 Supreme Headquarters issued a staff study, approved by the Chief of Staff, "as a basis for further planning and resubmission with final revision at a later date", in which the Adjutant General is shown as a member of the Theater special staff, supervised by the Assistant Chief of Staff G-1 insofar as the Adjutant General's Theaterwide functions were concerned.²

1. Letter Headquarters European Theater of Operations, AG 371 CpCS, 11 March 1945, subject: US Theater Organization, to Commanding General, 12th Army Group.
2. Letter, AG 320.3-1 (ETOUSA) GDS-AGN, Supreme Headquarters, Allied Expeditionary Forces, 18 March 1945, Subject: US Theater Organization.

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This was confirmed on 26 May 1945.¹ On 20 June 1945 the Adjutant General was announced as a chief of a special staff section, "Occupational Forces in Germany", in the same general order redesignating Headquarters, European Theater of Operations, US Army, as Headquarters, United States Forces, European Theater.²

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1. Letter, GCT/322.C1 (Theater), Headquarters European Theater of Operations, United States Army, 26 May 1945. See chart, appendix 6.
 2. General Orders No. 130, Headquarters European Theater of Operations, United States Army, 20 June 1945.

APPENDIX 11

RECORDS ADMINISTRATION

As an aid to understanding the duties in which enlisted file clerks must be trained and the problems with which a file and record section may be confronted, the following partial list of 12 official publications current in July 1945 for the guidance of personnel handling Army records in the European Theater, has been compiled:

- a. War Department Decimal File System (Revised Edition), a Subjective Classification with a Complete Alphabetical Index for Use of the War Department and United States Army, Compiled under the Direction of the Adjutant General of the Army, 1943; 427 pages
- b. War Department Pamphlet Number 12-2, Instructions for Changing Files to Conform to the 1943 Edition of the War Department Decimal File System, 1943; 60 pages
- c. Army Regulations 345-10, Military Records, Preservation and Disposition, War Department, 26 April 1944; with Change Number 1, 28 June 1944; 11 pages
- d. Circular Number 416, War Department Records Administration Program, War Department, 23 October 1944; 8 pages
- e. Circular Number 177, Microfilming of Records for Purposes of Preservation, War Department, 5 May 1944; 3 pages
(Army Regulations 15-15, Adjutant General's Department, Records Administration, War Department, 20 September 1945, 8 pages, supersedes the three preceding documents listed above.)
(Technical Manual Number 12-258, Records Administration, Filing Procedures, War Department, date unknown, not available to the Theater General Board on 26 November 1945.)
- f. Technical Manual Number 12-259, Records Administration, Disposition of Records, War Department, 31 July 1945; 74 pages
- g. Circular Number 60, Disposition of Records, Headquarters, European Theater of Operations, United States Army, 16 May 1945; 4 pages
- h. Circular Number 96, Maintenance and Disposition of Military 201 Files, War Department, 28 March 1945; 12 pages
- i. Staff Memorandum Number 53, Maintenance and Disposition of Records, Headquarters, European Theater of Operations, United States Army, 18 December 1944, 2 pages. With Exhibit A, Standing Operating Procedure for Evaluation and Disposition of Records by Adjutant General Active Records Branch, 20 July 1944; 3 pages

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j. Section I, Circular Number 121, Disposition of Records, Headquarters, European Theater of Operations, United States Army, 16 December 1944; 2 pages

k. War Department Pamphlet Number 12-5, Records Administration: Disposition of Records, War Department, 10 March 1944; 144 pages

l. Sections II and III, Army Regulations Number 380-5, Safeguarding Military Information, War Department, 15 March 1944; 9 pages

TOTAL - - 757 pages

Consultation of the documents referred to should indicate the need for operation of files and records sections only by trained personnel using prescribed, uniform methods. It is obvious that whatever filing necessarily is done in sections outside the headquarters office of record, the Adjutant General's Office, should be done by personnel qualified and instructed to use the same methods as are used in the principal office of record.

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many publications (manuals, etc.) did not reach units needing them for a long time after publication. A few reached some higher headquarters - and were quoted or referred to, when subordinate units had none of them for reference.

12. Q. State any recommendations you may desire to make on Adjutant General functions not mentioned above, considered of value to the projected study.

A. Recommend that a study be made by a board or similar body of Officers, Warrant Officers and Non-Commissioned Officers from Adjutant General or Adjutants' sections of headquarters of groups, battalions, regimental and higher headquarters, to include at least Armies and Air Forces, to formulate specific tables of equipment for T/O headquarters. These tables would also be approximately correct for non-T/O headquarters of similar size and responsibility. The same board might well be charged with formulating T/O's for the Adjutant General Sections of various-sized headquarters. Further, that this board consist primarily of personnel who were actually in the field, and not from such major headquarters as ETOUSA, NATOUSA, etc., who were above and beyond T/O and E's, and whose varying and changing responsibilities make T/O and E's more or less impossible. However, responsibilities and functions, major sections (or other sub-divisions) should be standard from top through lower echelons, whether Air or Ground Force, in order that procedures may be the same, as long as the Army is constituted under one department.

/s/ T. J. Brogan
T. J. BROGAN,
Colonel, AGD

Present address: Headquarters, United States Air Forces in Europe, APO 633.

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that 10% of a duty is performed when the instruction is issued, and the remaining 90% is the "follow through", a considerable portion of the 90% cannot be performed because there is no one to follow through. Dependence is put on poorly trained administrative officers in the lower echelons. To get a normal routine report, where the data for the report are available in the troop unit, sometimes requires as many as eight contacts with subordinate units. This could not happen if trained administrative officers were available in these lower units, who understood the routine principles of administration as taught in the Adjutant General Department.

/s/ F. W. Brown
F. W. BROWN,
Colonel, AGD,
Adjutant General.

21 November 1945

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