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A Joint Procedure  
for Movement of  
Personnel and Cargo  
  
Paul T. Boleyn, Lt Col  
  
24 May, 1949

A joint procedure for movement of  
personnel and cargo, by Lt Col P. T.  
Boleyn. CGSC. 1948-49. JUN 21 1965

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COMMAND AND GENERAL STAFF COLLEGE  
Department of Logistics  
Fort Leavenworth, Kansas

4021

3 December 1948 1949

STUDENT RESEARCH DIRECTIVE FOR SUBJECT NUMBER 4-3

STUDENT Boleyn, Paul T. Lt Col Inf (ASN)  
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SUBJECT A Joint Procedure for Movement of Personnel and Cargo.

PURPOSE: To establish a joint procedure for movement of personnel and cargo within the Zone of Interior and to and from overseas areas when the agencies responsible for accomplishment are within more than one Department of the National Military Establishment.

SCOPE: (Brief outline of subject coverage)

1. Study the current and proposed measures for coordinating, standardizing, and combining movement procedures by the Departments of the Army, the Navy, and the Air Forces.
2. Consider the cross responsibilities of each Department for movement of personnel and cargo for the other two.
3. Consider the functions of the various agencies in each Department involved in the control and execution of movements, particularly with respect to providing transportation for the other two Departments.
4. Evaluate the above factors in terms of maximum efficiency and economy in time, personnel, facilities, and money, on the one hand, and the special interests of each Department on the other.
5. Develop an outline of a joint procedure for movement of personnel and cargo for improved coordination and efficiency in movements and movement control.

NOTE TO STUDENTS:

1. The scope suggested above is intended as a guide only and is not to be construed as a limitation on the students perusal of the subject. The student is encouraged to modify the above scope as he may find necessary to outline and define the specific problem he visualizes and proposes to develop in his research study.

(over)

REFERENCES:

Draft FM 100-10, 1 Sep 48, C&GSC .....Field Service Regulation, Adm  
Memo No. 700-10-16, 14 Nov 47 .....Dept of Army Cargo Movement;  
Memo No 55-750-1, 16 Dec 46 .....Dept of Army Air Transportation  
Analytical Study Subject 4-6, 1947-48,  
Lt Col Mc Feely .....Movement Control Within the Armed  
Forces in the US Under Unification.  
FM 55-6 ..... Military Transportation Service  
in Theaters of Operations.  
Army Transportation Journal Nov-Dec Issue 1947, Page 49.  
Draft FM 101-5, Sep 48, C&GSC .... General Staff Officers Manual  
Report, Military Attache, Great Britain No 42172, 22 Jan 1941,  
Control of Large Troop and Cargo Movements in British Army.

COORDINATION;

- 4-1
- 4-2
- 4-5
- 4-6
- 4-7

Command and General Staff College  
Fort Leavenworth,  
Kansas

Logistics Specialized  
Course  
Regular Class  
1948-49

A Joint Procedure For Movement Of Personnel  
And Cargo

Paul T. Boheyne  
Lt.Col Infantry

24 May, 1949

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Command and General Staff College  
Department of Logistics  
Fort Leavenworth, Kansas

24 May, 1949

File No. 4-3

SUBJECT: A Joint Procedure for Movement of Personnel  
and Cargo.

TO : Director, Department of Logistics, Command  
and General Staff College, Fort Leavenworth  
Kansas.

1. PROBLEM. To establish a joint procedure for movement of personnel and cargo within the Zone of the Interior and to overseas areas when the agencies responsible for accomplishment are within more than one Department of the National Military Establishment.

2. ASSUMPTIONS. a. Operation of land, water, and air Transportation by the Army, Navy, and Air Force, respectively, will be effected.

b. The Office of War Transportation will be established at the national level at the time of mobilization and to function during war-time.

3. FACTS BEARING ON THE PROBLEM.

a. World War II Organization and Procedure (Annex 3)

- (1) Office of Defense Transportation (Appendix 1)
- (2) War Shipping Administration (Appendix 2)
- (3) The Army (Appendix 3)
- (4) The Navy (Appendix 4)

b. Present Organization and Procedure (Annex 4)

- (1) National Securities Resources Board (Appendix 1)
- (2) Joint Military Transportation Committee - Munitions Board (Appendix 2)
- (3) The Army (Appendix 3)
- (4) The Navy (Appendix 4)
- (5) The Air Force (Appendix 5)

4. DISCUSSION. (Annex 5)

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5. CONCLUSIONS. a. Plans for the coordination and control of all transportation at the national level under one agency are sound and will result in the greatest savings and the most economical use of transportation.

b. The Munitions Board is a claimant for transportation in the same manner that the three services are claimants. The Joint Military Transportation Committee is the reviewing and coordinating agency for transportation for the National Military Establishment and therefore should review, consolidate, and forward shipping demands of the services and Munitions Board. Upon receipt of allocations from the Office of War Transportation, the Committee should make allocations to the services and the Munitions Board in accordance with the needs and priorities established.

c. Operation of land, water, and air transportation by the Army, Navy, and Air Force, respectively, will restrict the independence of operation of the individual services, but will result in considerable savings in money and manpower.

d. It is desirable that ports operate under the same agency that operates land transportation. operation of all ports under a single agency will provide greater flexibility to the National Military Establishment in view of possible destruction by long-range missiles and atomic bombs.

e. Operation of all water transportation, including merchant shipping, by the Navy in war-time will result in great savings in money, facilities, and manpower. While inclusion of the Merchant Marine under Naval operations will present serious personnel problems, the

degree of total effort required to successfully conclude the next war subordinates these problems to the interest of economy and efficiency of operation.


6. ACTION RECOMMENDED. a. That the Chief of Staff urge the establishment now of the Office of War Transportation with a nucleus staff to provide a planning agency for the present and a cadre for immediate expansion in mobilization.

b. That the Munitions Board be considered a claimant for transportation and submit requirements for and receive allocations from the Joint Military Transportation Committee.

c. That the procedure indicated in Annex 6 be considered for study by the Joint Chiefs of Staff and the three Departments.

d. That this study be approved and forwarded to the Director of Logistics, GSUSA, for consideration.

(Annexes 1 and 2)

  
PAUL T. BOLEYN  
Lt. Col. Infantry

Annexes:

- 1 - Indorsement, Director, Department of Logistics
- 2 - Letter, Commandant, Command and General Staff College
- 3 - World War II Organization and Procedure
- 4 - Present Organization and Procedure
- 5 - Discussion
- 6 - Proposed Procedure for Movement of Personnel and Cargo
- 7 - Bibliography

Approved:

May, 1949

F.A. HENNING  
Colonel FA  
Director

COMMAND AND GENERAL STAFF COLLEGE  
FORT LEAVENWORTH, KANSAS

SUBJECT: A Joint Procedure for Movement of Personnel and Cargo

(IDENTIFY THIS MEMORANDUM SLIP WITH PAPERS TO WHICH ATTACHED.)

TO	SUBJECT MATTER	FROM DATE AND INITIAL
Commandant C&GSC	<p>1. I concur in the recommendations of the attached research study.</p> <p>2. Request that this study be transmitted to the Director of Logistics, GSUSA, by means of a letter (Annex 2) which has been prepared for your signature.</p>	F.A.Henning Col. F.A. Director Dept. of Logistics

(USE REVERSE SIDE IF NECESSARY)

P9-1328—C&GSC—15 Feb 49—20M

**COMMAND AND GENERAL STAFF COLLEGE**

**FORT LEAVENWORTH, KANSAS**

**SUBJECT: A Joint Procedure For Movement of Personnel  
And Cargo.**

**TO : Director, Logistics Division, GSUSA  
The Pentagon  
Washington, 25, D.C.**

1. The attached staff study, A Joint Procedure For Movement of Personnel And Cargo, is transmitted to you for consideration and appropriate action.

2. The research study was prepared by a student in this college and concurred in by the Director, Department of Logistics. The recommendations made for the establishment of a joint transportation procedure appear to have considerable merit.

**M. S. EDDY  
Lt. General, USA  
Commandant**

## OFFICE OF DEFENSE TRANSPORTATION

1. The Office of Defense Transportation was established within the Office of Emergency Management on 8 December, 1941, by Executive Order 8989, in order to "define further the functions and duties of the Office of Emergency Management with respect to the state of war and to assure maximum utilization of the domestic transportation facilities of the Nation for the successful prosecution of the war." By this executive order, domestic transportation included railroads, motor, inland waterways, pipeline, air transport, and coastwise and inter-coastal shipping.

2. The functions of the Office of Defense Transportation were to:

"a. Coordinate the transportation policies and activities of the several government agencies and private transportation groups in effecting such adjustments in the domestic transportation systems of the Nation as the successful prosecution of the war may require.

"b. Compile and analyze estimates of the requirements to be imposed upon existing domestic transport facilities by the needs of the war effort, determine the adequacy of such facilities to accommodate the increased traffic volume occasioned by the war effort; develop measures designed to secure maximum use of existing domestic transportation facilities and equipment in order to achieve the level of domestic transportation services required; and in this connection advise the Supply Priorities and Allocations Board as to the estimated requirements, and recommend allocations of materials and equipment necessary for the provision of adequate domestic transportation service.

c. Coordinate and direct domestic traffic movements with the objective of preventing possible points of traffic congestion and assuring the orderly and expeditious movement of men, materials and supplies to the points of need.

d. In cooperation with the United States Maritime Commission and other appropriate agencies, coordinate domestic traffic movement with ocean shipping in order to avoid terminal congestion at port areas and to maintain a maximum flow of traffic.

e. Perform the functions and exercise the authority vested in the President by . . . (1) Sec 1 (15) of Interstate Commerce Act as amended, U.S.C. title 49, Sec 1 (15); (2) Sec 6 (8).

f. Survey and ascertain present and anticipated storage and warehousing requirements at points of transfer and in terminal areas; and encourage the provision of increased storage, loading, and un-

### ANNEX 3

loading facilities when necessary.

g. Represent the defense interest of the Government negotiating rates with domestic transportation carriers and in advising the appropriate government agencies with respect to the necessity for rate adjustments caused by the effect of the defense program.

h. Advise upon proposed or existing emergency legislation affecting domestic transportation, and recommend such additional emergency legislation as may be necessary or desirable.

i. Keep the President informed with respect to progress made in carrying out this order; and perform such related duties as the President may from time to time assign or delegate to it.

3. The Office of Defense Transportation established the Transportation Control Committee with members from the War Shipping Administration, Army, Navy, British Ministry of War Transport, and others who were claimants. This committee calculated the overall port capacity of United States ports and controlled the flow of material through the ports.

4. Based on the committee findings on port capacities to handle railroad and highway traffic, the Director of Traffic Movements, Office of Defense Transportation, controlled traffic flow by block releases of tonnage to the Army, Navy, and the Canadian Shipping Authority. These last named agencies were authorized to issue permits in the name of the Office of Defense Transportation to the carriers to allow movement of freight into the port areas for shipment overseas.

## ANNEX 3, APPENDIX 2

### WAR SHIPPING ADMINISTRATION

1. By Executive Order 9054, dated 7 February, 1942, the President brought into being the War Shipping Administration to control ocean shipping. This new agency took over all the functions previously performed by the United States Maritime Commission except that of ship construction and rate regulation.

2. The responsibilities of the War Shipping Administration carried into all phases of shipping including "the operation, allocation, purchase, conversion, and manning of all ocean-going vessels under United States Flag; control of port facilities, training of crews, insurance, and liaison with the British Ministry of War Transportation."

3. The Office of Defense Transportation contained coastal and intercoastal traffic within its functions, and another agency, the United States Coast Guard, assumed responsibilities for harbor control, pollution control, and safety inspection.

4. The Army and Navy presented their requirements for shipping (other than that owned by each service) through the Joint Military Transportation Committee of the Joint Chiefs of Staff, to the War Shipping Administration. The War Shipping Administration then weighed the requirements submitted by the Joint Military Transportation Committee and by civilian and foreign claimants against the policies and needs established by the Combined Shipping Adjustment Board (US-British) and then allocated the available shipping.

5. Admiral Emery S. Land was the head of both the United States Maritime Commission and the War Shipping Administration, and also was the principal United States

ANNEX 3, APPENDIX 2

representative on the Combined Shipping Adjustment Board.

6. The War Shipping Administration provided the Army and the Navy with merchant shipping by three methods:

- a. 'Bare-boat' or charter for conversion by the services into Navy or Army supply and transport vessels (Navy and Civil Service manned).
- b. Allocation from the War Shipping Administration pool for one-way voyages in case of cargo, or semi-permanently for transports under Army or Navy operating control (War Shipping Administration or commercially manned, fueled, and repaired).
- c. Assignment of space in War Shipping Administration controlled ships carrying commercial cargo.

7. While repairs of Army and Navy owned and 'bare-boated' ships were handled by Port of Embarkation Marine Repair Yards and Navy Yards, the War Shipping Administration repaired and docked their own ships through private shipyards. However, exchange of services were often necessary to get ships ready on time.

8. Representatives of War Shipping Administration, Office of Defense Transportation, and the Army and Navy met at least once a week to determine allocations of specific ships and the ports to which assigned.

## ANNEX 3, APPENDIX 3

### THE ARMY

1. In 1942 the Army Transportation Corps was established as a division of the Army Service Forces.

2. The Traffic Control Division of the Transportation Corps was designated as permit agent for the Office of Defense Transportation. In addition to the issuance of permits for the movement of Army cargo, this agency was also authorized to issue permits on lend-lease traffic and for all government departments and agencies except the Navy.

3. While the Army Transportation Corps was in general the transportation agency of the Army, there was divided authority in two cases:

The Army Air Forces was delegated to handle traffic matters in connection with shipment of AAF materials except in the case of rate negotiations or where competent Air Corps traffic personnel were not available. The QMC Market Centers were authorized to handle traffic matters in connection with shipments of perishables. They were not authorized, however, to handle rate negotiations.

All other traffic matters were handled by the Transportation Corps, including passenger transportation.

4. Army shipping operated under the Water Transport Division, Transportation Corps, Army Service Forces.

5. Overall allocations of shipping were assigned on a monthly basis by the Joint Military Transportation Committee.

6. The backbone of Transportation Corps ship operation was the Port of Embarkation which controlled all supply to a theater. The organization and operation of a Port of Embarkation was as follows:

Oversea Supply Division. Edited and forwarded all requisitions from overseas to depots or procurement branches responsible.

### ANNEX 3, APPENDIX 3

Troop Movement Division. Conducted movement of troops through the port area prior to embarkation.

Port Transportation Division. Called forward all rail, truck, and other shipments and troops in accordance with information supplied by the Oversea Supply Division and the Troop Movements Division in time to meet ship schedules of the Water Division.

Water Division. Berthed ships in time to load and meet convoy sailing schedules; responsible for marine repair to Army ships, tugs and docks, in addition to berthing and loading.

7. Practically all cargo ships were obtained from the War Shipping Administration and were allocated for one-way voyages. Troop ships came from a variety of sources such as War Shipping Administration, Army 'bare-boated', Navy (Army control), US Army Transports, US Navy Transports, and the British. The Army actually owned only 22 of the 264 transports operated.

8. The Air Transport Command was established within the Army Air Forces in June, 1942, to provide "strategic Air transport" for the Army. This organization was responsible for ferrying all aircraft within the United States and to destinations outside the United States, air transport of personnel, material, and mail for all War Department agencies.

9. In September, 1942, the Joint Army-Navy Air Transport Committee was established to ensure full cooperation and coordination in matters pertaining to contracts utilizing the facilities of airlines of the United States. Regarding priorities, it was decided that each service would control its own priorities, but that liaison would be established between the two so that each

ANNEX 3, APPENDIX 3

service could use the space of the other.

ANNEX 3, APPENDIX 4

THE NAVY

1. The Transportation Division, Bureau of Supplies and Accounts, Navy Department, was the sole authority of the Navy for the domestic transportation of property.

2. Navy passenger transportation was under the cognizance of the Bureau of Naval Personnel.

3. Ocean shipping under Naval control was operated by five organizations:

Naval Transport Service. Operated United States ports and carried personnel and cargo between established ports, and advanced bases.

Service Forces. Carried consumable supplies to the Fleet when away from established bases.

Amphibious Forces. Carried loads from advanced bases or forward staging areas to the beachheads.

Fleet Air Forces. Utilized escort carriers to transport replacement planes and parts from the United States.

Tanker Service. The Fuel Purchases Division, Bureau of Supplies and Accounts, handled procurement and shipment of petroleum to overseas ports and bases and to the Fleet at sea. Merchant tankers of the United States Maritime Commission and of the Navy Service Forces delivered the petroleum. This service applied to the Army as well as the Navy.

4. The Navy shipping demands were presented to the War Shipping Administration, through the Joint Military Transportation Committee, by the Chief, Naval Transport Service, who operated directly under the Chief of Naval Operations.

5. Major sections of the Naval Transport Service concerned with operating were:

ANNEX 3, APPENDIX 4

Traffic Section. Set up vessel availability; exercised control over Naval Transport Service vessels. Vessel availability activities were coordinated with freight car movements supervised by the Transportation Division, Bureau of Supplies and Accounts, by means of Office of Defense Transportation permits.

Port Supervision. Administered all matters concerning port facilities or services, through Naval Transport Service Port Director.

6. The Navy Air Transport Service was established in 1942, and furnished the Navy with fast freight and passenger service. In September, 1942, The Joint Army-Navy Air Transport Committee was set up to ensure full cooperation and coordination in matters pertaining to contracts utilizing the facilities of the airlines of the United States. Regarding priorities, it was decided that each service would control its own priorities, but that liaison would be established between the two so that each service could use the space of the other. The Naval Air Transport Service set up a liaison office with the Priorities Division, Headquarters, Air Transport Command.

ANNEX 4, APPENDIX 1

NATIONAL SECURITIES RESOURCES BOARD

1. The National Securities Resources Board is the present top organization for coordination of military and civilian and industrial mobilization. Among its assigned duties is that of developing policies and programs for "unified war-time federal effort in production, procurement, distribution, transportation of military and civilian supplies, materials and products."

2. Mobilization plans call for the establishment within this organization of the Office of War Transportation, a counterpart of the Office of Defense Transportation of World War II. The functions and responsibilities envisaged for this office are:

- a. Insures that the transportation plant is at all times capable of moving the load required for the successful prosecution of the war.
- b. Establishes overall transportation policies and programs to assure effective utilization of all transportation under its jurisdiction.
- c. Coordinates with other elements of the Office of War Mobilization on matters of transportation.
- d. Prepares and issues, in the name of the Director of War Mobilization, such directives pertaining to transportation as are forwarded to regional offices of the transportation industry in matters pertaining to other elements of the Office of War Mobilization.
- e. Represents all elements of the transportation industry in matters pertaining to other elements of the Office of War Mobilization.
- f. Acts as the Advisory Agency to the Director, Office of War Mobilization, on all matters directly or indirectly effected by or effecting transportation.
- g. Makes full use of established government transportation agencies.
- h. Deals directly with regional headquarters on technical matters.
- i. Cooperates in every possible way with other elements of the Office of War Mobilization to effect the winning of the war expeditiously and in the most economical manner.

ANNEX 4, APPENDIX 1

j. Delegates authority and responsibility wherever possible thereby decentralizing activities as much as possible.

k. Recommends to the Director, War Mobilization, any necessary amendments to programs involving transportation.

3. The Director, Office of War Transportation, will direct, control, and supervise all United States owned or controlled nonmilitary transportation systems with their accompanying facilities which are essential to the successful operation of these systems. "Transportation systems and facilities are considered to include air, highway, rail, and inland, coastal, intercoastal, lake and trans-oceanic water shipping and their related accommodations for storage and warehousing. The area covered is intended to be world-wide except for combat theaters of operations."

4. In accordance with mobilization plans, the following agencies will be transferred to the Office of War Transportation:

Civil Aeronautics Administration  
Civil Aeronautics Board  
Interstate Commerce Commission  
United States Maritime Commission  
Inland Waterways Corporation

Such action will bring all existing elements directly concerned with transportation matters under one head in the war-time organization.

5. Presidential and Congressional action is required to effect the establishment of the Office of War Transportation and provide the nucleus staff of key personnel for mobilization and war-time operations.

ANNEX 4, APPENDIX 2

JOINT MILITARY TRANSPORTATION COMMITTEE \* MUNITIONS BOARD

1. The Joint Military Transportation Committee functions as a special committee of the Joint Chiefs of Staff. As such, it coordinates with the Joint Logistics Plans Committee on plans and policies regarding utilization and allocation of transportation for the three armed services. In mobilization planning, this committee screens and consolidates transportation requirements of the services and forwards such requirements to the Munitions Board.

2. The Munitions Board, functioning under the Secretary of Defense and on level with the Joint Chiefs of Staff, plans for war production and determines the transportation requirements therefore. The Board consolidates these requirements with those received from the Joint Military Transportation Committee and forwards the total transportation requirement to the Office of War Transportation.

3. The Office of War Transportation adds the transportation requirements for civilian economy, considers the total in view of the transportation available and the National policies, and then makes the allocation of transportation for war production and the military forces to the Munitions Board.

4. The Munitions Board reserves a quota for war production and passes the balance of the available transportation on to the Joint Military Transportation Committee.

5. The Joint Military Transportation Committee finally allocates transportation space to the Army, Navy, and Air Force in proportion to the needs and relative priority of movements.

ANNEX 4, APPENDIX 2

6. These two agencies are concerned with both domestic and ocean shipping and are not limited in scope as was the case during World War II.

## ANNEX 4, APPENDIX 3

### THE ARMY

1. The Army-Air Force Agreements state that "the Army will provide surface transportation (rail, highway and water, except organic transportation) including the operation of water ports for both the Army and the Air Force." These agreements further state that "until otherwise directed by the Secretary of Defense the Army will conduct rate negotiations with surface carriers and the Air Force will conduct rate negotiations with air carriers \* \* \* ."

2. The Transportation Corps, operating under the supervision of the Director of Logistics, General Staff, United States Army, and in accordance with Department of the Army policies, is the transportation agent for the Army. As such, the Transportation Corps operates the necessary means of transportation including ports of embarkation, and exercises movement and traffic control. The Transportation Corps is responsible for the movement of both personnel and cargo of the Army.

3. Within the Zone of the Interior, operation of transportation is limited to that of ports, coastal and intercoastal and ocean shipping, and limited highway transport operations. In overseas theaters, particularly in time of war, these operations also include the operation of railroads by the Military Railway Service and extensive highway transport operations.

4. Present organization and operations of the Transportation Corps are similar to that given in Annex 3, Appendix 3, except that the Army Service Forces no longer exist and the Transportation Corps functions as a technical service under the supervision of the Director of Logistics.

ANNEX 4, APPENDIX 3

5. "The Office, Chief of Transportation, plans for adequate field installations, develops procedures for their operation, and maintains active liaison with civilian agencies and companies."

ANNEX 4, APPENDIX 4

THE NAVY

1. 1. Present Navy organization for the control of transportation is similar to that established during World War II.

2. The Transportation Division, operating under the Director of Supply Operations and Services, Bureau of Supplies and Accounts, is responsible for "authorizing and controlling the transportation of Navy property and of authorized baggage of Naval personnel."

3. The Transportation Activity, operating under the Assistant Chief of Naval Personnel (Operations), Bureau of Naval Personnel, is responsible for the transportation "of personnel of the Navy and their dependents."

4. The Naval Transport Service, functioning as a special force under the Chief of Naval Operations, operates all Naval transports and cargo ships assigned, and also operates all Naval ports of embarkation.

5. The Chief, Naval Transport Service, presents shipping demands to the Joint Military Transportation Committee. These demands are a consolidation of the requirements determined by the Transportation Activity, Bureau of Naval Personnel, and the Transportation Division, Bureau of Supplies and Accounts.

6. The Naval Air Transport Service is combined with the Air Forces Air Transport Command, operating as the Military Air Transport Service under the supervision of the Air Force.

7. By law, commissioned United States Navy vessels cannot be manned by merchant marine or civil service personnel.

ANNEX 4, APPENDIX 5

THE AIR FORCE

1. The Joint Army-Air Force Agreements state that "the Air Force will provide all air transportation (except organic) including the operation of aerial ports for both the Army and the Air Force." These agreements further state that "until otherwise directed by the Secretary of Defense \* \* \* the Air Force will conduct rate negotiations with air carriers."

2. A memorandum from the Secretary of Defense to the Secretaries of the three armed services dated 3 May, 1948, directed the consolidation of the Naval Air Transport Service and the Air Transport Command into the Military Air Transport Service.

3. The Military Air Transport Service operates under the jurisdiction of the Chief of Staff, United States Air Force as a major command. Although it utilizes personnel and equipment of the Navy, it is not a joint command.

4. Guidance for the operation of the Military Air Transport Service is provided by the Joint Chiefs of Staff Policy and Priority Committee for Air Transport.

5. By the Joint Army-Air Force Agreements, the Army provides the Air Force with surface transportation, except that which is organic. This includes the operation of service ports.

## ANNEX 5

### DISCUSSION

1. It appears that the World War II organization for the control of transportation at the national level was established as the need for such control arose, rather than in accordance with a determined plan. This aspect is particularly noticeable by the existence of the Office of Defense Transportation and the War Shipping Administration. Both of these agencies were concerned with transportation, the first with domestic, and the second with ocean shipping; however, they did exist as two separate organizations and not under a single controlling head except the President. The fact that they did coordinate and cooperate closely on transportation matters is a tribute to the individuals involved and not to the top planning employed.

2. Present thought and planning within the National Securities Resources Board indicates that the control and coordination of all transportation activities in time of mobilization and war will be placed in a single agency, the Office of War Transportation, which will take over all the duties and functions presently performed by several government agencies such as the United States Maritime Commission, Inland Waterways Corporation, Civil Aeronautics Administration, and others. There can be no doubt that a single organization performing all the transportation functions at the national level will result in a saving of personnel, facilities and time.

3. The general statement of the Secretary of Defense that the Navy will operate all ocean shipping and the Army will be responsible for all land transportation for the three services, will deprive the Army of its own water transport, which it also operates for the Air Force, and make both the Army and the Air Force dependent upon the Navy for such service. Such consolida-

## ANNEX 5

tion will undoubtedly result in savings in money, personnel, and facilities during both peace and war. Further consolidation could be effected by making the Navy the operator for all ocean shipping in war-time. Such action would produce the most effective use of repair facilities, utilization of personnel, closer scheduling of convoys and the control therein. On the other hand, special legislation would be required to permit the Navy to operate vessels with civilian crews, or if Navy crews were used, the Navy personnel ceiling would have to be raised considerably or the proportion of combatant type ships in the fleet would have to be sharply reduced. If legislation were passed permitting the Navy to employ civilian crews in Naval vessels, that department would then be faced with internal problems concerning pay differences between Naval and civilian personnel, jurisdiction and other personnel matters as well as being involved in labor policies and other factors not of a military nature.

4. In keeping with the Secretary of Defense's plan for cross-servicing of transportation functions, the Army would operate land transportation for the Navy and the Air Force. Actual operation of transportation means and facilities would apply in a greater degree in overseas theaters where the Transportation Corps would actually control and operate railroads, highway transport and inland waterways. In the United States, such a function would be mainly one of control. The Transportation Corps would be the representative of the Office of War Transportation for the services regarding use of domestic transportation. It would issue permits for all three services and the Munitions Board, basing such control on the allocations determined by the Joint Military Transportation Committee of the Joint Chiefs of Staff.

## ANNEX 5

During World War II, the Army was permit agent to all governmental agencies except the Navy.

5. This aspect of land transportation raises the question of port operation. At present, both the Army and the Navy operate their own ports, the Army also providing the services of water ports to the Air Force. The Air Force operates all aerial ports. Operation of all ports by a single service might reduce the flexibility of operations now present for each service, and it would require a greater degree of control over the calling forward of shipments to the ports as well as closer determination of priorities. Opposed to this is the view that ports are becoming increasingly vulnerable with the development of long range and more powerful weapons, therefore the operation of all ports as joint ports increases flexibility in routing and shipments for all the services:

6. Ports are the junctures of land and sea, or air, transportation and require a high degree of coordination with the two means of transportation for effective operation. Greater coordination is required with the means of land transportation since it is by such means that shipments reach the port in time to meet sailing schedules, but that shipments do not arrive in such quantities that the port becomes bogged down with cargo and personnel awaiting shipment. Coordination with the water and air transportation means is necessary to the extent that vessels and aircraft are available and arrive at the correct port at the proper time and are loaded expeditiously and in accordance with the requirements of the operator. Operation of all land transportation and of both water and aerial ports of embarkation by one service will make it possible to utilize land transportation most economically by combining shipments to a given port.

## ANNEX 5

7. The Military Air Transport Service presently operating is a consolidation of the World War II Air Transport Command and the Naval Air Transport Service. This consolidation has resulted in savings in both personnel and facilities with the attending reduction in operating costs. This action has, in effect, subordinated the Naval Air Transport Service to the Air Forces and may have reduced the ease by which Naval air shipments could be diverted. Separation of the Air Force from the Army made the latter entirely dependent upon the Air Force for this means of transportation with satisfactory results.

8. While the internal transportation organization differs with each of the services, one agency in each department presents the total demands for that department to the Joint Military Transportation Committee, and one agency is also the operator of each department's primary transportation interest. The means of determining transportation requirements for each service is of direct concern only to the department involved.

## ANNEX 6

### PROPOSED PROCEDURE FOR MOVEMENT OF PERSONNEL AND CARGO

1. Allocations. The Office of War Transportation will be the authority to make allocations of transportation to the National Military Establishment, based on the national policies, civilian requirements, and the military needs.

Shipping demands will be presented by the Army, Navy, Air Force, and Munitions Board to the Joint Military Transportation Committee for review, consolidation, and forwarding to the Office of War Transportation. Upon receipt of allocations from the Office of War Transportation, the Joint Military Transportation Committee will make further allocations to the Munitions Board and each of the services in accordance to their needs and the priorities established by the Joint Chiefs of Staff.

2. Land Transportation and Port Operations. The Army will coordinate and operate all land transportation (except organic) and all aerial and water ports for the National Military Establishment. This function will include movement and traffic control, issuance of permits to carriers, liaison with civilian transportation agencies.

The Transportation Corps will execute this responsibility for the Army under such staff supervision and control that the Chief of Staff may determine necessary in performance of the assigned mission.

3. Ocean Transportation. The Navy will coordinate and operate all ocean shipping, including coastal and intercoastal shipping, for the National Military Establishment. This function will include the repair and maintenance of all vessels controlled and operated, and the

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allocation and assignment of vessels to ports in accordance with the requirements of the ports and the priorities established by the Joint Chiefs of Staff.

The Naval Transport Service will execute this responsibility for the Navy under such staff supervision and control as considered essential by the Chief of Naval Operations.

4. Air Transportation. The Air Force will continue to operate the Military Air Transport Service to provide air transportation for the National Military Establishment. The Air Force will conduct all rate negotiations with civilian carriers and will maintain constant liaison with such carriers.

5. Supervision and Policy. The Joint Transportation Committee of the Joint Chiefs of Staff will supervise the transportation operations conducted by the Armed Forces and will provide the necessary policies and priorities for operation. The Army, Navy, and Air Force will, in effect, be the executive agents of the Joint Chiefs of Staff in the operation of the transportation means assigned to each service.

ANNEX 7

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