

FINAL REPORT OF THE COMMISSION ON NAVAL  
REORGANIZATION.

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M E S S A G E

FROM THE

PRESIDENT OF THE UNITED STATES,

TRANSMITTING

THE FINAL REPORT OF THE COMMISSION ON NAVAL REORGANI-  
ZATION, WITH ACCOMPANYING LETTER FROM MR. JUSTICE  
MOODY.

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FEBRUARY 27, 1909.—Read; referred to the Committee on Naval Affairs, and ordered  
to be printed.

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*To the Senate and House of Representatives:*

I send you herewith the final report of the Commission on Naval Reorganization, which outlines a new departmental system. Accompanying is the letter from Mr. Justice Moody sent to me in transmitting the report. I have expressed to Justice Moody and his associates my profound sense of obligation for the admirable work they have done.

I invite your attention to the sound and conservative character of this report. It is in full accord with American policy, for it recognizes the complete supremacy of the civil power as regards the military no less than the civil or manufacturing side of naval administration. Nothing drastic is recommended as to the bureaus or other agencies by means of which the purely business affairs of the Navy Department are now administered. These are simply coordinated and brought under the general control of the Secretary in such manner as to secure unity of effort and action. The recommendation for the creation of the two councils, the "Secretary's General Council" and his "Military Council," are based upon the fundamental and all-essential proposition that a navy exists and ought only to exist for war and for war alone; for the efficacy of the navy in securing

and guaranteeing peace depends absolutely upon its evident efficiency for war. Preparation for war can only be thorough and complete if the Secretary has the same expert military assistance and the same advisers in time of peace as in time of war. The proposed plan has this object in view. It should be remembered that perfection of organization and training and perfect preparedness cost no more than slipshod inefficiency in so spending money as to disregard, or even prevent or impede, proper training and preparedness. The plan outlined does not imply any greater expenditure of money than at present. It provides merely that the money should be spent wisely instead of as at present spending it so that a certain proportion is wasted in friction or in useless work. Training and preparation are essential elements of success in war. It is necessary to have the best ships and to have a sufficient number of them; but the number and character of ships will not necessarily bring victory. Efficiency in organization and personnel must be the main dependence in securing victory where there is even an approximate equality in material.

To supplement and finish the work of this commission another commission must eventually be designated, to take up the proposed plan and complete it as to details; but no plan can be satisfactory if there is deviation from the essential military principles specified in this report. These principles are those which all sound naval experts have come to recognize as fundamental. I call your attention to the fact that the commission whose conclusions I lay before you was composed of five rear-admirals, two ex-Secretaries of the Navy, and an ex-Member of the House of Representatives, who throughout his term of service in the House was one of the most able and resolute champions that the navy has ever had in Congress.

THEODORE ROOSEVELT.

The WHITE HOUSE, *February 27, 1909.*

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WASHINGTON, D. C., *February 26, 1909.*

The PRESIDENT:

I have the honor to transmit herewith, by direction of the commission lately assembled by you, three reports on the subject of naval organization: First, the report recommending the constitution of a military board composed exclusively of officers of the army and navy for the purpose of considering the number, location, and general facilities of the navy-yards which are required by military considerations; second, the report on the general principles governing naval administration organization; and, third, a report showing an embodiment of those principles illustrated by an outline plan of reorganization.

These reports bring to an end the work which the commission has deemed it possible to undertake, and I am directed to request that the military members be relieved from further duty and the civilian members excused.

Very respectfully,

WILLIAM H. MOODY.

WASHINGTON, D. C., *February 26, 1909.*

**The PRESIDENT:**

The Commission on Naval Reorganization, convened in obedience to the executive communication dated January 27, 1909, has the honor to submit the following broad embodiment of the "Principles" of naval reorganization enumerated in a previous communication dated February 20, 1909.

It is conceded that the present organization of the Navy Department, with the limitations which have been discussed in the report of this commission on the "Principles" of naval reorganization, has performed the business of the Navy Department adequately. Its shortcomings have not been due to any deficiency in skill or want of business capacity in administration, but rather because the organization has lacked the principle of responsible military advice to the Secretary.

The object and ultimate end of the Navy Department are to build, arm, equip, and man the fleet in order to prepare it for war. It is conceivable that in a highly developed industrial community like our own the business of the Navy Department might, under its Secretary, be restricted to its military duties only, the supplies of every nature, including the vessels themselves and their entire war outfit, being obtained by purchase, as has been illustrated in certain foreign countries. The predominant character and importance of efficient military counsel will thus be appreciated.

We, therefore, beg to submit an outlined plan of reorganization in illustration of the "Principles" of the report of the commission dated February 20, 1909, in which an endeavor has been made to supply the deficiencies to which attention has been directed. We, however, desire to emphasize the expression that this is merely an illustration of the "Principles," and not a digested plan.

The bureau system in its entirety has been retained, but with additional personnel. Its powers, but not its duties, have been curtailed, and it is believed that these last have been usefully coordinated.

The necessity for the increase in the superior personnel of the Navy Department will be obvious. It is illustrated in the growth of every industrial development. The additional cost will be nothing when compared to the savings in administration.

**THE SECRETARY.**

**THE ASSISTANT SECRETARY.**

*(First Division.)*

A civilian; a "man of affairs."

In charge of the business of the Bureau of Yards and Docks, the Bureau of Supplies, and the Bureau of Medicine and Surgery.

The general accounting.

The office of the solicitor.

The employment of civilians.

The library; and kindred subjects.

NAVAL OPERATIONS.

*(Second Division.)*

The Chief of the Division of Naval Operations. (Principal military adviser to the Secretary.)

To be a flag officer.

To be without administrative functions, but to be the ex officio head of the General Board and the Board on Construction.

To supervise war plans; naval policy; the War College; the Office of Naval Intelligence, and kindred subjects.

PERSONNEL.

*(Third Division.)*

The Chief of the Division of Personnel.

To be a flag officer.

To be charged ex officio with the business of the Bureau of Navigation; all educational institutions except the Naval War College; the Marine Corps; discipline; the Office of the Judge-Advocate-General; the Naval Observatory, and kindred subjects.

INSPECTION.

*(Fourth Division.)*

The Chief of the Division of Inspection.

To be a flag officer.

To be charged with the duties pertaining to the trials of ships, to the inspection of fleets, squadrons, and ships, of naval yards and stations, of sites for naval stations, and kindred subjects.

MATÉRIEL.

*(Fifth Division—the Technical Division.)*

The Chief of the Technical Division.

To be a flag officer, a naval constructor, or a civilian with a technical training.

To be in supervisory charge of the business of the four technical bureaus of Construction, Ordnance, Engineering, and Equipment.

THE COUNCILS

The chiefs of the five grand divisions to form the Secretary's General Council.

The chiefs of the second, third, and fourth divisions (Operations, Personnel, and Inspection) to form the Secretary's Military Council, but of these the Chief of Naval Operations is the sole responsible advisor. No chief of bureau, while acting as such, to act as chief of a division.

The military members of the General Council to be appointed by the President, with the advice and consent of the Senate, for a period of three years, and, with the exception of the Chief of the Division of Naval Operations, to be ineligible for reappointment except after an intervening period of three years.

We respectfully suggest attention to the following enumeration of the duties of the Bureau of Supplies and Accounts:

- (1) Provisions.
- (2) Clothing.
- (3) Small stores.
- (4) Purchase of its own supplies.
- (5) Purchases of all other bureaus.
- (6) Its own accounts.
- (7) Accounts of all bureaus.
- (8) Purchase of general supplies for the navy.
- (9) Storage and distribution of these supplies at navy-yards.
- (10) Pay of navy.

The Bureau of Supplies and Accounts should be divided. It is bad business practice to have the purchase and care of supplies under the management of those charged with the duty of keeping the accounts or paying the bills.

There should be a purchasing and supply department, as well as an accounting department. Inventories of supplies on hand should be made to and checked by the accounting department, but it is a poor system where the same bureau is charged with doing both.

We recognize, in order to make these recommendations effective, it will be necessary that earnest consideration and careful study be given existing laws, and we suggest that the law (section 420, Revised Statutes) which gives a bureau chief equal authority with the Secretary, in his absence, be repealed.

We have the honor to be, very respectfully,

WILLIAM H. MOODY.

ALSTON G. DAYTON.

PAUL MORTON.

S. B. LUCE,

*Rear-Admiral, U. S. Navy, Retired.*

A. T. MAHAN,

*Rear-Admiral, U. S. Navy, Retired.*

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*Rear-Admiral, U. S. Navy, Retired.*

WM. M. FOLGER,

*Rear-Admiral, U. S. Navy, Retired.*

WM. S. COWLES,

*Rear-Admiral, U. S. Navy, Retired.*

WM. F. FULLAM,

*Commander, U. S. Navy, Secretary.*

**FINAL REPORT OF COMMISSION ON NAVAL REORGANIZATION.**

**SECRETARY OF THE NAVY**

**GENERAL COUNCIL.**



Assistant Secretary, a civilian.	Chief of Naval Operations.	Chief of Personnel.	Chief of Inspection.	Chief of Material.
<b>First Division.</b>	<b>Principals: Military Adviser. Second Division.</b>	<b>Third Division.</b>	<b>Fourth Division.</b>	<b>Fifth Division.</b>
In charge of the business of Bureau of Yards and Docks, the Bureau of Supplies, and the Bureau of Medicine and Surgery. In charge of general accounting. In charge of office of solicitor. In charge of employment of civilians. In charge of library; and kindred subjects.	To be a flag officer. To be without administrative functions, but to be ex-officio head of the General Board and the Board on Construction. To supervise War Plans--Naval Policy--the War College; the Office of Naval Intelligence; and kindred subjects.	To be a flag officer. To be charged ex-officio with the business of the Bureau of Navigation; all educational institutions except the Naval War College; the Marine Corps; discipline; the office of the Judge-Advocate-General; the Naval Observatory; and kindred subjects.	To be a flag officer. To be charged with the duties pertaining to the trials of ships; to the inspection of fleets, squadrons, and ships, of naval yards and stations, of sites for naval stations; and kindred subjects.	<i>7th: technical division.</i> To be a flag officer, a naval constructor or a civilian with a technical training. To be in supervisory charge of the business of the four technical bureaus of construction ordnance, engineering, and equipment.

*Remarks.*

**THE COUNCILS.**

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 The chiefs of the second, third, and fourth divisions (Operations, Personnel, and Inspection) to form the Secretary's Military Council, but of these the Chief of Naval Operations is the sole responsible advisor. No chief of a bureau, while acting as such, to act as chief of a division.  
 The military members of the General Council to be appointed by the President, with the advice and consent of the Senate, for a period of three years, and, with the exception of the Chief of the Division of Naval Operations, to be ineligible for reappointment except after an intervening period of three years.