

**Study of U.S. Coast Guard  
21 January 1948**

**SUMMARY**

**BACKGROUND**

Study was made in accordance with the terms of Public Law No. 299 of the 80<sup>th</sup> Congress

Letter of agreement signed by the Acting Secretary of the Treasury on 17 September 1947

Contractor: Ebasco Services Incorporated, New York, NY

Contract not to exceed \$100,000

**PURPOSE AND SCOPE**

Review the functions, policies, operations, and procedures of the Coast Guard, promoting efficiency and cost savings.

Scope of work included study of the organization and operations of Coast Guard Headquarters in Washington, DC and representative field samples chosen on account of diversity in geographical location, types of units and other factors.

**ANTICIPATED RESULTS**

1. Definition of the proper role of the Coast Guard in the government structure
2. Clear statement of the general policies required to carry out the agency's responsibilities
3. Comprehensive examination of the administrative, management, personnel, and fiscal problems
4. Specific recommendations for improvements in procedures, methods, organizations, and operations
5. Definite forecast of potential increases in efficiency, economy and service to the public

## REASONS FOR CHANGE/EXPANSION

1. Growth in population, wealth and economic stature
2. Extension of territorial rights
3. Country's position of world leadership
4. Science and invention
  - a. Steam and diesel-powered ships
  - b. Complex propulsion machinery
  - c. Electronic navigation equipment
  - d. Modern naval fire power
  - e. Airplanes and helicopters
5. Expanding duties and responsibilities
  - a. Bureau of Lighthouses
  - b. Bureau of Marine Inspection and Navigation

## CONCLUSIONS AND RECOMMENDATIONS

Historically, the Coast Guard is a changing, not a static organization.

All of the duties/functions performed by the Coast Guard are in the public's interest.

No evidence was found that any other Federal Government agency could perform these functions at lower cost or with greater efficiency.

Improvements in procedures, methods, organization and operations would certainly improve efficiency of operation and reduce costs.

The principal problems confronting the Coast Guard which adversely affect its efficiency are:

1. Problems which can be solved by Congressional action and over which the Coast Guard has no control until such necessary action has been taken.
  - a. *"It is recommended that Congress give the Coast Guard a complete and concise mandate setting forth all its responsibilities, functions and sphere of activity, coupled with specific direction and authority to establish and maintain a base operating plan and program as a broad pattern for operations for a number of ensuing years."*
  - b. *Under current required budgetary and appropriation procedures, the Coast Guard is operating on a type of budget which permits only short-*

*range operational planning with little or no opportunity to achieve efficiency possible with long-range planning. The development of a base operating plan and program, with activities and costs segregated along functional lines, as specified and recommended in this report, should materially increase the efficiency of the Coast Guard. The base operating plan and program should also permit adequate presentation of requirements to Congress, thus enabling Congress to obtain a comprehensive picture of the costs of the various individual functions assigned to the Coast Guard and to better evaluate the financial effect of changes in responsibility or sphere of activity assignment."*

2. Greater opportunity for improvement and economy lies in the field of organization and administration in Headquarters and District offices and in the logistical services of Finance and Supply, Personnel, and others.
  - a. *"Adjust procurement, training and rotation to provide better trained personnel in the required number and to reduce shifting and turnover. Increase specialization in personnel selection and training to meet growing requirements for such specialist in operations."*
  - b. *"Adopt modern techniques and methods in accounting, control, scheduling, reporting and other procedures essential to administrative planning and control of men, supplies, equipment, and facilities."*
  - c. *"Trend toward further consolidation of district offices and units, and by greater decentralization of stocking and centralization of purchasing, effect substantial reduction in supplies, material stocks and transportation costs."*
  - d. *"Complete integration of certain facilities and operations..."*
  - e. *"Adjust any future changes in organization of effort and facilities to conform more closely to a more functionalized type of organization."*

## **PLACE IN GOVERNMENTAL STRUCTURE**

Formal action of the Congress establishes the Coast Guard as a military organization.

The coast of the US offers opportunity for violation of Federal laws with respect to entry of persons and goods, and operations of water-borne craft, as distinct from violation of military laws. Violation of these laws would affect the defense capacity of the US and therefore, the act of guarding against their violation has a definite military aspect.

In periods of war, the violation of these Federal laws is vastly magnified both in opportunity and ultimate effect. The coast guarding activity shifts to Navy command in such times and thus Coast Guard becomes part of Department of Navy (DON).

In times of peace, guarding against violation of Federal law, respecting entry of persons and particularly goods, in terms of revenue losses and effect on national economy very appropriately becomes the concern of the Department of the Treasury.

The place of the Coast Guard in the governmental structure is dictated by:

1. Capable of performing a multitude of functions related to guarding the coasts and enforcing Federal maritime laws, both civil and military violations
2. Assistance and aids to navigation responsibilities in direct support of maritime commerce
3. Capable of ready incorporation into a larger national defense organization in time of war while retaining a form compatible with civil agency operation in peace.

## **FUNCTIONS**

The Coast Guard is responsible for three broad classifications of functions:

1. Assistance and Law Enforcement
2. Aids to Navigation
3. Military Readiness

Study of the performance of these functions brought attention to the adverse effect upon the efficiency of operations of absence of direct authority to perform certain phases of functions. Analysis of the basis of authority was grouped into:

1. Duties authorized by legislative action
2. Duties performed without direct legislative authorization
3. Duties performed following custom, tradition or precedent

The majority of functions now performed and under Coast Guard responsibility is authorized in legislation. There are duties performed by the Coast Guard without direct statutory authority or clear delineation of areas of operations through legislative direction which have a major adverse affect upon the efficiency of performance and cost of service. These activities, developed initially to meet important wartime requirements consist of:

1. Ocean Stations
2. HF/DF Network (High Frequency Direction Finders)

3. Loran system (long-range aids to Navigation)
4. Aids to Navigation in Support of National Defense

## GENERAL POLICIES

The broad over-all policies guiding the Coast Guard are vixed by Congress and provide that it:

1. Be a military organization
2. Be under Department of Treasury in time of peace as the principal maritime law enforcement and safety agency
3. Maintain itself in a status of military readiness at all times
4. Operate as a specialized service within the Department of Navy in time of war

*“A basic recommendation of this study is that Congress give the Coast Guard a complete and concise mandate setting forth responsibilities and duties as well as specific direction and authority to establish a base operating plan and program.”*

This study also brings into focus certain trends in emphasis on Coast Guard activities having an important bearing on its policies.

1. Absorption of segments of other government agencies
2. Advances of science and technology
3. Attention to new functions and extension of old
4. Residence with Nation's Armed Forces in remote parts of the world

Consideration of these factors, is the basis for recommending that existing policies of the Coast Guard be reviewed and modernized so as to assure that:

**All key positions, including those requiring specialized training, skill and experience, be filled by military personnel.**

## ORGANIZATION

The present organization structure is basically sound and shows evidence of much careful and forward planning.

A multi-functional organization with a background of essentially constant change brought about by expansion of responsibilities and increases in workload, MUST, of necessity, exercise caution in the adjustment of its organizational structure. Such an organization must continually test its organizational pattern against changing conditions and circumstances. **It is also imperative that in the consideration of any organizational**

**change, the past history of the organizational structure be closely examined and evaluated to insure that the proposed adjustment has not, in fact, previously been attempted and found lacking.**

Although the broad structure of the Coast Guard organization is sound, improvements can be installed immediately, and other will require considerable internal study on a long-term basis over a period of years.

1. Over all Organization. Abolish the internal inspection at the field inspection offices and augment a central inspection staff at Headquarters conforming its activities generally to the level of district offices and major units; and by intensifying the inspection of district units by the district commander and his staff.
2. Headquarters. Abolish the position of Chief, Planning and Control Staff and establish separate positions of a Chief of Staff and a Planning Officer. The Chief of Staff would have the broad responsibility for control and coordination. The Planning Officer would report to the Chief of Staff, and have the responsibility for planning. Three divisions now comprising the Planning and Control Staff would be redesignated as the Planning Staff, under the direction of the Planning Officer.
3. District Offices. Abolish the staff position of Marine Inspection Officer and establish a staff-line component to be designated as the Merchant Marine Safety Division, on a comparable level with the other divisions within the district office.

“With respect to further improvement in the basic organizational structure, the Coast Guard should devote constant attention and conduct considerable study in an effort to attain a more functionalized assignment of responsibility and authority. **While it is recognized that this may require a number of years to accomplish, planning in this regard must be forward at all times.**”

## **ENGINEERING**

Engineering officers at Headquarters and in the districts appear to be well organized and staffed.

Major problems include:

1. Deferred maintenance accumulated during war years.
2. Postwar further accumulation of deferred maintenance.
3. Shortage of trained maintenance personnel.
4. Lack of specialized training of civil engineer officers.

5. Division of maintenance responsibility.
6. The command responsibility as pertains to repair bases.

The accumulation of deferred maintenance is a serious problem affecting many operational facilities. However, the district engineering divisions are handicapped in correcting this situation due to a shortage of trained maintenance personnel and certain facilities.

The Coast Guard has prepared a comprehensive 6-year Advanced Construction Program containing a schedule of needed individual projects, listed according to priority. It shows planned yearly expenditures from 1948 through 1953.

There is divided responsibility for maintenance and repair of aids to navigation in the districts between the engineering and operations divisions.

At major repair bases, the repair work is the responsibility of an engineering officer, and the command function is the responsibility of an administrative officer. This results in increased overhead and decreased efficiency.

Recommendations:

1. Properly trained mobile maintenance detachments.
2. Each major base or depot should have an ultimate layout plan including present buildings and proposed expansions/changes developed by projects in the Advanced Construction Program.
3. Specialized training of engineering officers to include civil engineering.
4. District engineering division should have full responsibility for all maintenance.
5. Engineering officers should be in charge of bases or depots where the primary mission is maintenance and repair.

## **FINANCE AND SUPPLY**

Many proposed changes require concurrence of the Department of Treasury.

1. Accounting Systems and Methods.
  - a. Replace present 16 field offices with 4 or 5 accounting offices.
  - b. Select a competent accounting supervisor to direct accounting activities.
  - c. Develop and install cost accounting procedures on individual performance function.
  - d. Revise procedures to eliminate duplication and inefficiencies.
2. Supply Systems and Methods.

- a. Develop methods and procedures for proper inventory planning and control, warehousing methods and layouts, material catalogues, establishment of maximum and minimum stocking points.
  - b. Discontinue two central warehouses.
  - c. Authorize and provide an adequate supply depot for each district.
  - d. Sell Jersey City Supply Depot and Brooklyn annex.
  - e. Keep Headquarters appropriation stock in the warehouses at Alameda, CA and Curtis Bay, MD.
3. Personnel.
- a. Develop and practice sound personnel management policies and principles.
  - b. Define functions and plan for personnel on a long-range basis.
  - c. Understand the integration of varied personnel groups.

## **OPERATIONS**

The Coast Guard has, within the past two years, cut back from expanded wartime activity. Operations not yet stabilized nor have all adjustments planned been completed.

Any additional improvements and economies require both Coast Guard and Congressional action.

1. Further decentralization from Headquarters to the district offices certain routines and controls of equipment (small boats, automobiles, trucks, communication equipment, etc.)
2. Consolidation of scatter facilities into establishments located at the most advantageous points (bases, moorings, depots, warehouses, and repair shops)
3. Long-term development of improved search and rescue techniques making greater use of airplanes, helicopters and fast boats.
4. Clarification of functions and operations under Congressional approval.
5. Approach to a more functional type of organization within the operations group, both at Headquarters and district offices, and incorporation of Merchant Marine Safety as an activity under operations.

## **FISCAL PROBLEMS**

*“With budget preparation based in part on personnel authorization, organizational structure, functions, facilities and operations of certain units, and with accounting*

*procedures wholly inadequate to permit accurate cost accumulation on basis of the individual functions, matching appropriations to costs is virtually an impossible task.”*

Recommendation:

1. Establish a fundamental chart of functions.
2. Cover all functions involved in the over-all job.
3. Group together those activities that are basically similar in nature.
4. Establish a long-range base operating plan and program.

## **BASE OPERATING PLAN AND PROGRAM**

*“Shortly after the commencement of this study, it became apparent that information was not available for adequate management cost accounting. This was due principally to the lack of a complete delineation of functional responsibility and the absence of a detailed costing procedure.”*

*“It was decided that all elements of the survey should be keyed to and directed towards the development of a Base Operating Plan and Program. It was considered that such a Plan would serve as a vehicle for summarization of all factors relevant to the determination of the Coast Guard’s over-all requirements to perform efficiently all of the functions and duties now allotted to it.”*

## **HEADQUARTERS**

The organization at Headquarters consists of the Commandant and the staff which assists him in the general direction and administration of the Service, in the development of basic plans and programs in support of his policies, and in the exercise of control over Service effectiveness and efficiency.

Headquarters is organized on an “Office – Division – Section” basis.

### Distribution of Personnel at Headquarters (as of October 31, 1947)

<b>Office/Division</b>	<b>Officers</b>	<b>Warrants</b>	<b>Enlisted</b>	<b>Civilians</b>	<b>Total Personnel</b>
Commandant	16	-	7	12	35
Planning/Control Staff	18	1	1	21	41
Hdqtrs Admin Division	4	3	3	57	67
Inspection Division	2	-	-	2	4
Legal Division	3	-	-	18	21

Intell/Law Enforcement Div	4	-	-	8	12
Office of Finance and Supply	8	11	-	189	208
Office of Engineering	35	5	-	79	119
Office of Operations	36	5	13	35	89
Office of Personnel	24	6	6	139	175
Office of Merchant Marine Safety	25	1	-	102	128
Total	175	32	38	681	926

### Office of the Commandant

1. Rank of admiral
2. Senior Officer in the Coast Guard
3. Appointed by President by and with the advice and consent of the Senate
4. Four year term but may be reappointed for further periods of four years each
5. Responsible to the Secretary of the Treasury

### Recommendation:

Create a new Chief of Staff position with the responsibilities now assigned to the Assistant Commandant relative to the general direction and coordination of Headquarters activities. This will allow the Assistant Commandant to devote his full attention at all times to assisting the Commandant in the general direction and administration of the Coast Guard.

### Planning and Control Staff

Prior to World War II, there was no central staff charged with the performance of planning and control functions. Each major organizational unit at Headquarters concerned itself in certain phases of these functions that encouraged duplication of effort. A small Permanent Board, to a limited extent, assisted the Command in the study of major problems and the development of basic plans and programs. The Permanent Board maintained the regulations and directives for the Coast Guard. The Assistant Commandant acted also as chief Operations Officer, exercising central operational control over Coast Guard Forces.

With the outbreak of World War II, the Coast Guard underwent expansion in organization, facilities, personnel and area and scope of operations. A central management group became necessary.

1. Administrative Management Division established in 1942

2. Planning and Control Staff established in 1945 encompassing former Administrative Management Division and over-all planning and budgeting responsibilities.

Recommendation:

1. Redesignate Planning and Control Staff as the Planning Staff, the divisional organization will remain unchanged.
2. Establish a Planning Officer as head of the Planning Staff.
3. Planning function are the responsibility of the Planning Staff
4. Control functions are the responsibility of the Chief of Staff.

### Independent Divisions

Under the Office of the Commandant are several independent divisions, which provide special services for the Coast Guard.

1. Public Information Division
2. Headquarters Administration Division
3. Inspection Division
4. Intelligence and Law Enforcement Division
5. Legal Division

### Intra- and Inter-Agency Committees

Under the Office of the Commandant are several committees which serve as advisory for top policy determination. The Commandant serves as the head of each committee.

1. Search and Rescue Agency
2. Merchant Marine Council
3. Advisory Board

Recommendation:

Eliminated Advisory Board from organization chart.

The Advisory Board is a committee of office chiefs, which meet to exchange information. It is an organizational unit with no personnel permanently assigned for the purpose of performing its duties. Even though it serves a necessary function, it would not appear to have a place on the formal organization chart.

## **OFFICE OF ENGINEERING**

Prior to the war, the Office of Engineering was known as the Division of Material

Headed by a military chief, directly responsible to the Chief, Planning and Control Staff. The organization with the Office of Engineering was developed as a practical compromise between direction of engineering on a functional basis and direction of engineering on a basis of specific types of physical facilities. The office carries on its work through five divisions:

1. Aeronautic Engineering Division
2. Civil Engineering Division
3. Electronics Engineering Division
4. Naval Engineering Division
5. Test and Development Division

Recommendation:

Improve present practices concerning the compiling and distribution of technical information for the field with special emphasis on follow-up to insure proper action has been taken.

Improve coordination of technical improvements made at various field establishments (resulting in reductions in operating costs of individual units) into standardized and similar application at all like stations.

## **OFFICE OF FINANCE AND SUPPLY**

Prior to the war the Office of Finance and Supply was called the Division of Finance and supply was known as the Procurement Section wherein all general supply activities were administered. In addition, assigned to various engineering sections, units composed of supply personnel who administered special supply activities pertaining to that section. The Division of Finance supervised all field supply personnel but not Headquarters supply activities.

During the war the supply activities were divided between the Engineering office and Finance and Supply office with the Engineering office performing the major portion of the task.

Headed by a military chief with direct responsibility to the chief, Planning and Control Staff.

Office carries on its work through two Divisions:

1. Accounting

## 2. Supply

Recommendation:

Establish at Headquarters a chief accountant.

Reduce the number of field offices to four or five properly located geographically with an accountant at the head of each office.

Establish an Inventory Planning and Control Section.

Transfer automotive maintenance from the Supply Division to the Naval Engineering Division, Office of Engineering.

Establish District supply depots. Eliminate the present supply depots at Jersey City, NJ and Brooklyn Annex in Brooklyn, NY.

### **OFFICE OF OPERATIONS**

Headed by a military with direct responsibility to the Chief, Planning and Control Staff.

The organization within the Office of Operations is partly on a basis of Coast Guard functions and partly on a basis of physical facilities. The Office has six divisions:

1. Aids to Navigation Division
2. Floating Units Division
3. Aviation Division
4. Ordnance, Gunnery and Readiness Division
5. Communications Division

The Office of Operations directs those operations of the Service which involve the saving of life and property, law enforcement and general patrol functions including:

1. Search and Rescue
2. Aids to Vessels in Distress
3. Flood Relief
4. Distress, Safety and other Communications

### **OFFICE OF MERCHANT MARINE SAFETY**

Headed by a military chief, directly responsible to the Chief, Planning and Control Staff. The office carries on its work through three divisions:

1. Merchant Vessel Inspection Division
2. Merchant Marine Personnel Division
3. Merchant Marine Technical Division

In addition there are three staff positions comprising of either groups or an individual reporting directly to the Chief:

1. Traveling Inspectors
2. Directives and Publications Section
3. Technical Advisor

The fieldwork of the Office of Merchant Marine Safety has been organized along district lines. There are fifty Marine Inspection Offices. There are 13 Merchant Marine Examiner Offices.

Recommendation:

The work of Traveling Inspectors is closely associated with the functions of the Marine Vessel Inspection Division, recommend the Traveling Inspectors be transferred into this Division reporting to the Chief of the Division rather than to the Chief of the Office of Merchant Marine Safety.

## **OFFICE OF PERSONNEL**

For nine years the administration of personnel has been faced with the following transitions:

1. Integration into the military establishment of two large civilian groups:
  - a. Former Lighthouse Service
  - b. Former Bureau of Marine Inspection and Navigation
2. New duties created by the demands of war
3. Mushroom war growth, and rapid demobilization
4. Reorientation of emphasis from sea to land, and increase in need for specialization

Directed by a Chief who reports to the Chief, Planning and Control Staff. The organization within the Office of Personnel is partly on the basis of type of personnel, partly on the basis of services for personnel. The office carries on its work through seven divisions:

1. Officer Personnel Division
2. Enlisted Personnel Division
3. Civilian Personnel Division
4. Reserve and auxiliary Division
5. Training and Procurement Division
6. Military Morale Division
7. Medical Division

## **DISTRICTS**

The field organization of the Coast Guard for administrative and operational purposes has been subdivided into separated geographical area, termed Divisions and later Districts.

In reducing the number of districts, consideration should be given to geographic location, workload, ocean area and coastline, strategic position, and types of operations performed.

### District Office

All district offices are standardized on a basic pattern. A military chief, usually a flag officer, heads the organization.

Directly under the District Commander is the Chief of Staff, who carries out specific duties as well as has general supervision of the work of the office, carried on through four major divisions,

1. Engineering Division
2. Finance and Supply Division
3. Operations Division
4. Personnel Division

In addition to these major divisions, certain specific functions (Marine Inspection, Director of Auxiliary and Legal and Intelligence) are carried out by sections reporting directly to the Chief of Staff.

The organization of the District Office is patterned along the lines of that of Headquarters.

### Recommendation:

The Marine Inspection Officer, now a separate unit reporting directly to the Chief of Staff, be absorbed in a newly created Marine Safety Division. The Marine Safety Division would have administrative responsibility for the operations of all Marine Inspection Offices in the district and the Marine Inspection Officer on the Commandant's staff would be eliminated. **It would appear advantageous if the Marine Inspection**

**Division ultimately were absorbed into the Operations Division as a Marine Inspection Section.**

District Commander

1. Regarded as a member of the Commandant's staff.
2. Principal field representative of the Commandant
3. Responsible for administration and general direction of the logistical and operational units within his jurisdiction.
4. Heads of the logistical units report directly to the District Commander
5. Operational units (**which are brought together under groups**) report to the District Commanders via Group Commanders.

Engineering Division

Headed by a military chief with direct responsibility to the Chief of Staff and through him to the District Commander. The Engineering Division is comprised of three sections:

1. Electronics Engineering Section
2. Civil Engineering Section
3. Marine Engineering Section

Recommendation:

The Engineering Division be located in the main district repair base, particularly if the district supply section with its district supply depot can be located at the same base.

The Engineering Division is responsible for the direction of activities at all units or facilities within the district where the main function is maintenance and repair.

Consideration is given to further consolidation of maintenance and repair functions under the Engineering Division. It is believed that further study of maintenance and repair procedure pertaining to aids to navigation will indicate divided responsibility.

Finance and Supply Division

Headed by a military chief with direct responsibility to the Chief of Staff and through him to the District Commander. The functions are carried on through three sections:

1. Accounting Section
2. Disbursing Section

### 3. Supply Section

#### Operations Division

Headed by a Military Chief usually with the rank of Captain, directly responsible to the Chief of Staff. The Operations Division is organized into three sections:

1. Aids to Navigation Section
2. Communications Section
3. Search and Rescue Section

Recommendation (Search and Rescue Section):

New York and San Francisco Districts have both district and area control centers located adjacently. Recommend that these be combined and operated by specialized control officers.

#### Personnel Division

A typical district Personnel Division, as of September 1946 had six sections:

1. Military Personnel Section
2. Civilian Section
3. Medical Section
4. Military Morale Section
5. Reserve Section
6. Training and Procurement Section

The number of sections in the district Personnel Division was reduced to three by reorganization dated July 1947. A military chief heads the Division with direct responsibility to the Chief of Staff and through him to the District Commander. The new sections to the Personnel Division are:

1. Military Personnel Section
2. Civilian Personnel Section
3. Medical Section

#### Marine Inspection Office

*“In 1946 the Coast Guard assumed the duties and the personnel of the Bureau of Marine Inspection and Navigation, manned by Civil Service employees. In order to assimilate these individuals, the Coast Guard has been offering Civil Service employees military ranks or ratings comparable to their Civil Service rating and salary. This action is reflected in the composition of the present complement of this division by the high percentage of officers to enlisted men. The Civil Service employees, especially Material Inspectors, are well trained, experienced men with high Civil Service ratings which necessitated their receiving commissions of Lieutenant or higher. Which the high percentage of officers to enlisted personnel in this division appears abnormal from a military viewpoint, it is sound from a functional standpoint. In the lower Civil Service ratings the Coast Guard is replacing civilians with military personnel whenever possible.”*

A military chief who reports directly to the district Command heads the Office of Marine Inspection in a district. In certain districts, such as the Third, there may be two or more Marine Inspection offices. Their work is coordinated by the District Commander through the Marine Inspection Officer, a member of his staff.

The offices vary in size, dependent on the volume of work in the individual districts. The NY and Philadelphia Offices, the two largest, carry on their work through five sections:

1. Material Inspection Section
2. Licensing and Certificating Section
3. Investigating and Hearing Section
4. Seamen's Shipment and Discharge Section
5. Motorboat Registration and Navigation Fines Section

## **AREA OPERATIONAL COMMANDS**

Three Area Operational Commands (New York, San Francisco and Honolulu) established in 1946.

Headed by a Military Chief, usually of flag rank.

As a result of wartime experience and the growth in trans-oceanic air travel, it was recognized that air accidents involve complexities which make it essential that one command be in general control if rescue efforts are to be coordinated efficiently and effectively.

There is a special channel from the Area Commander to the Commandant for control of operational matters (primarily rescue and assistance requiring positive action to coordinate forces of more than one district (July 1947 organizational chart).

**District Commanders in San Francisco and Honolulu act in the dual capacity of District and Area Commanders.**

**The Commander, Third Coast Guard District is assigned additional duty as Commander Eastern Area with the following organizational structure and personnel allowance:**

ORGANIZATION	NUMBER OF POSITIONS
Chief of Staff	2
Communications Section	4
Rescue Coordination Center	1
Operations Division	2
Ships Plot	5
<b>TOTAL</b>	<b>14</b>

Operating Procedure

The Area Commander's major function is the coordination and operational control of forces or facilities in the districts over which he is in command.

Each Area Operational Command conducts an Operations and Rescue Control Center which initiates, coordinates and terminates operational matters within its respective area. The Area Control Center gathers in one office the facilities and personnel needed to supervise in a rapid and efficient manner all search and rescue activities under its jurisdiction. This task may involve coordinating at one time or another the following Coast Guard facilities:

- |                   |                       |
|-------------------|-----------------------|
| Air Stations      | Teletype Circuits     |
| Aircraft          | Telephone Lines       |
| Surface Craft     | Loran Stations        |
| Vehicles          | Radar Beacons         |
| Lifeboat Stations | Radio Stations        |
| Lighthouses       | Ocean Station Vessels |

In addition, the Control Center may coordinate units of:

Army Air Corps  
Navy  
Marine Corps  
Foreign and Domestic Merchant Vessels at Sea  
Commercial Airlines  
Commercial Radio Stations  
National and State Forest and Park Services  
American Red Cross  
National Ski Patrol  
State, County, and Municipal Police Organizations  
Royal Canadian Navy, Air Force, and/or Mounted Police  
British Admiralty  
Royal Air Force

The Area Operations Officer supervises the operational coordination of an Area Control Center. Under the operations office, and Area Controller, a commissioned officer, familiar with all search and rescue duties and facilities, is in general charge.

District Controllers, concerned only with operations within a specific district, serve under the Area Controller, and controllers of other district search and rescue centers within the Area are in direct teletype communication with the Area Controller.

## **PERSONNEL**

The basis of the military character of the Coast Guard traces back to the US Revenue Marine of 1790. The officers of the Revenue Marine, later known as the Revenue Cutter Service, were commissioned by the President as are all Coast Guard officers today.

Over its history, the Coast Guard is continually absorbing new functions and embodied comparatively large blocks of civilian personnel. The Lifesaving Service combined with the Revenue Cutter Service in 1915, which brought a sizeable civilian group into the newly designated Coast Guard.

With the transferring of the Bureau of Lighthouses in 1939, over 5,000 civilians were added to the Coast Guard. Again in 1942 with the transferring of the Bureau of Marine Inspection and Navigation, approximately 1,000 civilians, of whom the majority were highly skilled personnel, were added to the Coast Guard roles.

The fulfillment of the Congressional directions that the Coast Guard be a military organization has not been a simple process, militarization of personnel has been and will continue to be a time-consuming process. As late as the middle 1930's, a civilian occupied the relatively high-placed executive position of Chief of Operations in the Coast

Guard Headquarters. However, the process of conversion is approaching completion and today a comparatively small number of officer billets in predominately junior positions are filled by civilians. Shortly, the retirement of the relatively small number of civilian employees remaining in military billets will permit completion of the planned militarization program.

While the Coast Guard is a military organization, its activities require the employment of a sizeable group of civilians. The Coast Guard Yard employees approximately a thousand skilled civilian workers in various shipbuilding and marine repair trades specialties. Other hundreds of civilian are employed in clerical and service capacities in Headquarters, the Academy, Supply Depots and the various District administrative offices. Some civilians occupy billets in lighthouses and perform other aids to navigation work. This civilian group accounts for approximately 17% of all Coast Guard personnel. **It is important place in the personnel structure, many jobs are performed by civilians who are necessary in support of the major performance of Coast Guard functions by its military personnel.**

Personnel	1940	1945	1946	1947
Officers	1090	12,683	3066	2531
Enlisted	9140	157,998	18,570	16,458
<b>Total Military</b>	<b>10,230</b>	<b>170,681</b>	<b>21,636</b>	<b>18,989</b>
Civilian	5925	7561	5252	4032
<b>All Personnel</b>	<b>16,155</b>	<b>178,242</b>	<b>26,888</b>	<b>23,021</b>

## OVER-ALL PERSONNEL PROBLEMS

### Incomplete Definition of Functions and Areas of Activities

*“In an organization as large as the Coast Guard, engaged in so many varied activities in substantially world-wide distribution, over-all efficiency is dependent on long-range planned employment of personnel.”*

*“Planning the number and kind of personnel (experience, training and qualifications) cannot be successfully based on decisions governed by attempt to anticipate Congressional action or by a few weeks limitation on actions which actually affect years of operations. **The Coast Guard is not, at the present time, able to establish its need for***

*the next three or five years; thus, its plans for recruiting, training and utilization of personnel can be but short-range compromises at best.”*

#### Residual Effect of War and Demobilization

After the war, the Coast Guard was still the custodian of stocks, equipment and facilities acquired during the war years which have current and future need and value in Coast Guard activities. Storing, processing, maintaining and accounting for these items imposes a personnel load in the number of men required, as well as in supply of various specialty classifications of personnel necessary to accomplish the job.

Demobilization, in addition to cutting numbers, also drew off experienced Coast Guard personnel. In two years since the end of wartime demobilization, half the number of present enlisted personnel joined the Coast Guard.

#### Integration of Varied Personnel Groups

With preparing the organization of war and performing in war operations, the Coast Guard did not have the time to analyze and plan for the effect on the shifting of men and jobs from civilian classification to military. Additional time is required to complete all adjustments.

#### Reorientation to Meet Shift in Emphasis and Increase of Functions

Absorption of other agencies, expanded use of new facilities such as aviation, and undertaking the supply of extended services such as Loran and ocean stations introduced personnel problems of considerable proportions.

Long-held policies relating to selection, training and supplying opportunities for gaining experience, as well as advancement of people within the organization, require orientation and re-evaluation. Observation of these many factors indicates four principal influences on the reorientation of personnel:

1. Trend from Sea to Land. Analysis indicates a trend in dominant interests away from the sea and toward the mainland.
  - a. 1940 – interest divided equally between sea and land activities
  - b. 1947 – dominance of shore interests over those of the sea.
2. Increase in Requirements for Specialization. Activities have become more complex with addition of functions and expansion of field of activities. The Coast Guard has had to increase extensively the number of specialized jobs of persons engaged in its multi-functional activities.

3. Rotation and Training. The over-all objective is to prorate duty time between afloat and ashore assignments. Growth in specialization of jobs and marked shifts in nature and relative importance of activities call for different training routines to improve the skill and experience level of personnel. This increased the difficulty of making direct application of rules of rotation.
4. Career Pattern. There needs to be a progressive training and utilization of the services of the various groups of personnel in the organization.

## **OFFICER CORPS**

The officer corps of the Coast Guard is a consolidation of groups drawn from several sources.

1. Graduates of the Coast Guard Academy
2. Former civilian employees of the Bureau of Lighthouses
3. Individuals commissioned during the war years
4. Former civilian employees of the Bureau of Marine Inspection and Navigation – the majority of these men served a number of years at sea before entering administrative and technical positions ashore in the former Bureau of Marine Inspection and Navigation

In 1939, prior to absorbing Bureau of Lighthouses personnel, the Coast Guard had approximately 550 officers. Half in billets afloat and half ashore.

As of October 31, 1947, the Coast Guard had approximately 1850 officers, of whom 25% were afloat billets and 75% stationed ashore.

The growth of billets afloat (approximately 200) is traceable to the new officer assignments brought into being by the militarization of positions in the former Bureau of Lighthouses. Manning of ocean stations, icebreakers, tenders and supply vessels in activities beyond continental limits (new since 1939) accounts for the balance of the increase.

The 1939-1947 increase in shore billets for officers is traceable to new officer assignments brought into being by the militarization of the former Bureau of Marine Inspection and Navigation, as well as the former Bureau of Lighthouses. Manning of Loran stations, expansion of aviation and growth of work load represented in part by additional responsibility for administering a corps expanded by 5000 enlisted men and enlarged facilities, accounts for the balance of the 1100 billet increase.

The 80<sup>th</sup> Congress, in Public Law 219, established permanent commissioned personnel strength of the Coast Guard. This law fixed the total number of all commissioned

officers on active duty at a maximum of 2250. The law referred to provide that all commissioned officers shall be distributed, by rank in the same percentages as are now or may hereafter be prescribed by statute for the Navy.

By law the number of enlisted men at Headquarters is restricted to 30. This necessitates use of civilians in duties which might better be handled by enlisted personnel. The proportion of officers assigned at Headquarters has varied over the past 30 years from 6 to 10 percent. The present (1947) Headquarters staff of approximately 175 officers represents approximately 10 percent of the total corps and warrant officers at 5 per cent.

While present statutes permit the Coast Guard to parallel the Navy in the proportions authorized for officer rank, there appears no compelling reason for the Coast Guard to parallel the Navy structure. The various functions of the Coast Guard, not the pattern of the navy with its entirely different functions, are viewed as the preferable guide in establishing the officer corps structure.

### **ENLISTED PERSONNEL**

The enlisted corps of the Coast Guard was materially affected as to size with the integration of the Bureau of Lighthouses (1939). Concurrent with this increase came the militarization of the absorbed groups of manpower to conform to the **military pattern of the Coast Guard personnel structure.**

In 1940 the total number of enlisted men was 9000 with 55 percent of personnel assigned to floating units.

As of 1947 the total number of enlist men has reached 16,500 with 40 percent of the enlisted corps assigned to floating units.

### **CIVILIAN PERSONNEL**

Prior to the absorption of the Bureau of Lighthouses and the Bureau of Marine Inspection and Navigation, approximately 700 civilian were on the Coast Guard roles. During World War II this staff expanded to approximately 7500. Following demobilization (affecting civilian as well as military personnel) the civilian workforce stabilized at approximately 4000.

Since the agencies absorbed into the Coast Guard were civilian in character, many members of the staffs of the absorbed agencies continued in civilian status. Many other members of such staffs met the requirements of militarization and are now numbered among the military personnel of the Coast Guard.

Even though the number of civilians occupying military billets is small compared to the total civilian personnel staff, it is anticipated that, in the normal course, several years will pass before their replacement is completed. **All such employees hold Civil Service ratings by choice, a consideration that imposes certain restrictions on the Coast Guard in completing the desired militarization program.**

<b>Group Absorbed</b>	<b>Civilian Staff at Time of Group Transfer</b>	<b>Number Integrated into Military</b>	<b>Number Retaining Civilian Status</b>	<b>Number Civilians Occupying Military Billets</b>
Bureau of Lighthouses	5200	2950	2250	350
Bureau of Marine Inspection and Navigation	1000	450	550	100

It is expected that scheduled modernization of aids to navigation facilities, including installation of automatic equipment will reduce requirements for civilian personnel. Improvement in finance and supply procedures may in time facilitate still further reductions.

Almost every major shore activity has need for and employs civilians.

## **OPERATING FACILITIES**

Operating facilities are classified into three major categories:

1. Floating Units
  - a. Cutters
  - b. Icebreakers
  - c. Patrol Boats
  - d. Supply Vessels
  - e. Tenders
  - f. Lightships
2. Aviation Units
  - a. Air Stations
  - b. Aircraft
3. Shore Establishments

- a. Administrative and Operational Units
- b. Personnel and Training Units
- c. Aids to Navigation Units
- d. Communications Units
- e. Supply and Repair Units
- f. Merchant Marine Inspection Units

### Floating Units

Floating units include all boats and ships 65 feet long or longer and tug type vessels of any length. As of September 1947, the total number of floating units in active operation by the Coast Guard was 307. In addition, 54 floating units were idle in an inactive or reserve status.

Floating units are assigned to districts by Headquarters on the basis of the volume and type of work to be done and the suitability of particular types of vessels to handle that work. **All units are assigned to districts, except the special units, which are two training vessels.** One vessel is assigned to the Academy and one assigned to the Yard for research and development.

### Aviation Units

Aircraft operated by the Coast Guard are maintained by the following shore establishments:

1. Air Stations
2. Air Facilities
3. Air Detachments

Air Stations, the largest of the aviation units, are located on the basis of district operational requirements and report directly to their respective district offices for administrative purposes.

In order to assure economical and efficient coverage, the adequacy of Coast Guard aviation shore establishments depends upon not only the number of the units but also proper location.

*“The Air Station at Salem is inadequate. It has no field from which landplanes or amphibians may operate. Its water area is so obstructed by buoys, shoals, high land, and the winter’s ice that seaplane operations are seriously hampered. A site either on*

*Governors Island, adjoining East Boston's Municipal Airport, or at another suitable location should be selected to replace Salem."*

*"Since the disestablishment of the air station at Biloxi where operations proved hazardous, an air station is needed to support aircraft assigned to cover the 850 miles of Gulf coast line. A site in the Galveston area seems to be a strategic location for such a station."*

*"On the central east coast of Florida, there is also need for an air station with adequate water and field facilities."*

### Shore Facilities

Shore Facilities include all types of structures, installations, equipment, and offices, regardless of function, and all boats not classes as floating units

The Coast Guard maintains 47 different types of shore facilities. As of September 1947, the total number of shore facilities was 1,195.

Shore facilities have been grouped into the following categories:

1. Administrative Units
2. Personnel and Training Units
3. Operating Units – Aids to Navigation
4. Operating Units – Other
5. Communications Units
6. Supply and Repair Units
7. Merchant Marine Inspection Units

## **FISCAL PROGRAM**

### Present Fiscal Problem

The basis of the current fiscal problem of the Coast Guard, both from the standpoint of the Congress and of the Coast Guard itself, lies in the fact that there is no clear and complete mandate setting forth the responsibilities and functions of the Coast Guard, and that there are areas of confusion and overlapping in the budget for the Coast Guard.

### Recommended Steps Necessary to Solve Basis Fiscal Problem

Steps essential to the solution of the Coast Guard's basis fiscal problem are:

1. Congress give the Coast Guard a complete and concise mandate setting forth all its responsibilities and functions, together with specific directions and authority to establish and maintain a base operating plan and program as a broad pattern for operations for a number of years.
2. Coast Guard effect changes appropriate to such Congressional action in all matters, including policies, organization, operations and fiscal methods and procedures.

On this basis the Coast Guard would:

1. Organize itself by classifying all activities in such a manner that basically similar kinds of activities are grouped together.
2. Assign one officer responsibility for each major function, together with manpower, supplies, equipment, and facilities within assigned function
3. Supply such officer responsible for the discharge of responsibilities of major function with a plan of operations, procedures and methods to be employed.
4. Adopt and install accounting procedures and methods which will record accurately costs of all operations, personnel supplies and materials used in the performance of all elements of each activity within each function.
5. Adopt, install and use continuously a system of control and inspection
6. Detail and publish a plan and schedule for current and ensuing years of all requirements, each priced for: manpower procurement, training, retirement. Equipment acquisition, maintenance, and replacement. Facility construction, maintenance, renovation, and abandonment. Supply purchase, distribution, consumption, and resupply.

Advantages:

1. The Commandant of the Coast Guard would have in the accounting and control reports those vital fiscal tools needed to direct properly activities and, being able to gauge success or failure in the performance of several functions, would have measures for making changes and adjustments on a monthly basis.
2. Congress and reviewing authorities would readily understand the whole as well as the parts of the Coast Guard's operations. Congress could obtain comprehensive data and costs on functional performance.

## **BASE OPERATING PLAN AND PROGRAM**

The Base Operating Plan and Program sets forth the facilities and personnel necessary to enable the Coast Guard to perform those functions specifically authorized by Congress.

The study found it is vital to the stability of the Coast Guard, to include in the Base Operating Plan and Program the expenditures that would be involved perform adequately certain other functions for which it has no statutory or other legislative authority, but which are being performed in accordance with requests or instructions of other government agencies, or at the direction of the President.

This would allow for a complete and adequate discharge of all the presently assigned functions of the Coast Guard, and would furnish a basis for clear understanding and evaluation of the effects of any change in the scope of activity.

### Functions specifically authorized by Congress

1. Assistance and Law Enforcement
2. Aids to Navigation
3. Military Readiness

### Activities for which the Coast Guard has NO direct statutory or legislative authority

1. Ocean Stations
2. HF/DF Network
3. Loran System
4. Aids to Navigation in Support of National Defense

**SPECIAL REPORT  
FUNCTION, ORGANIZATION AND PERSONNEL  
UNITED STATES COAST GUARD**

**19 DECEMBER 1952**

Establishment

- January 28, 1915
- Military organization
- Treasury Department, except in time of war, US Navy
- Governing statute – 14 USC 1, 2, and 3

Primary Duties

- Enforce or assist in the enforcement of Federal laws upon the high seas and waters under US jurisdiction
- Administer laws and enforce regulation of regulations of safety of life and property on the high seas and waters under US jurisdiction covering all matters not specifically delegated by law to some other executive department
- Develop, establish, maintain and operate, with due regard to National Defense requirements, aids to maritime navigation, ice-breaking facilities, and rescue facilities
- Maintain state of readiness to function as a specialized service in the Navy in time of war

Relationship to Navy Department

- Upon declaration of war or Presidential direction, the Coast Guard shall operate as a service in the navy. The Coast Guard shall be subject to the orders of SECNAV who may order changes in Coast Guard Operations to render them uniform with Navy operations.

General Functions

- **Law Enforcement Jurisdiction**
  - Inquiries, examinations, inspections, searches, seizures and arrests on waters of US jurisdiction for prevention and suppression of violations of US laws (14 USC 89a)
  
- **Assistance, Search and Rescue**
  - Render aid to distressed persons, vessels and aircraft (14 USC 88)
  - Render aid to persons and property imperiled by flood (14 USC 88)
  - Break ice to keep harbors and channels open (14 USC 2; Executive Order 7521)
  - Carry out duties of the International Ice Patrol (46 USC 738a)
  - Operate and maintain floating ocean stations for purpose of search & rescue, communications, air navigation facilities and meteorological services (14 USC90a)
  
- **Administration and Enforcement of Shipping, Navigation and Associated Laws**  
(Titles 46 and 33 USC)
  - Administer and enforce navigation and merchant vessel inspection laws promoting safety of life and property
  - Licensing and certification of officers, pilots and seamen
  - Investigation of marine casualties
  - Enforcement of rules for lights, signals, speed, steering, sailing, passing, anchorage, movement and tow lines of vessels
  - Enforcement of regulations for outfitting, licensing and operation of motorboats
  - Regulation of regattas and marine parades
  
- **Port Security**
  - Provide safe-guarding against destruction, loss, or injury of vessels, harbors, ports, and water front facilities (Public Law 679, 81<sup>st</sup> Congress Aug 9, 1950 and Executive Order 10173)
  
- **Other Duties and Responsibilities**
  - As principal maritime safety and law enforcement agency of the government, the Coast Guard has responsibility and authority for enforcement of laws and performance of other duties which fall within

direct jurisdiction of other Federal agencies but which require marine personnel and facilities. Activities relating to:

- Customs and Revenue
- Immigration
- Quarantine
- Protection of fish and game

Key Officials

Headquarters	Commandant	Vice Admiral
	Asst. Commandant	Rear Admiral
	Engineer in Chief	Rear Admiral
	Chief, Office of Merchant Marine Safety	Rear Admiral
	Chief, Office of Operations	Rear Admiral
	Chief, Office of Personnel	Rear Admiral
	Deputy Chief of Staff	Captain
	Comptroller	Captain
	Chief Counsel	GS-15
Field Offices	Academy	Rear Admiral
	1 <sup>st</sup> District - Boston	Rear Admiral
	2 <sup>nd</sup> District – St. Louis	Captain
	3 <sup>rd</sup> District – New York	Rear Admiral
	5 <sup>th</sup> District – Norfolk	Rear Admiral
	7 <sup>th</sup> District – Miami	Captain
	8 <sup>th</sup> District – New Orleans	Captain
	9 <sup>th</sup> District – Cleveland	Rear Admiral
	11 <sup>th</sup> District – Long Beach	Captain
	12 <sup>th</sup> District – San Francisco	Rear Admiral
	13 <sup>th</sup> District – Seattle	Rear Admiral
	14 <sup>th</sup> District – Honolulu	Rear Admiral
	17 <sup>th</sup> District – Alaska	Captain