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ARMY AIR FORCES HISTORICAL STUDIES: No. 14

(REVISED EDITION)

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ARMY AIR FORCES HISTORICAL STUDIES: NO. 14

(Revised Edition)

INSPECTION CONTROL IN THE AAF

1939-1945

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This is a study of the development and exercise of inspection control in the Army Air Forces since 1939. To provide the background necessary to an understanding of the subject, the first chapter tells the story of developments from World War I to the European beginnings of World War II. The second chapter carries the story to September 1945. The remainder of the study is a functional treatment of the operation of the Office of the Air Inspector (the inspection control agency of the AAF). In these later chapters it is intended to show how control was actually exercised over inspection in the AAF through (1) inspection and investigation; (2) the processing of reports; (3) the formulation of policy; (4) the preparation, revision, and coordination of directives and aids; and (5) assistance in the selection, training, and assignment of inspectors. Six accompanying charts illustrate the organizational changes which occurred. Since the purpose of the study as a whole is to show the development and the functioning of inspection control in the AAF, its significance lies in the value of inspection as a means of assuring efficiency and compliance with orders, and the importance of the control of inspection by a centralized agency.

An earlier version of the history, issued as AAF Historical Studies No. 14, was written by Lt. John A. Long. In this edition, some revisions were made and additional material supplied (for the period from 1 May 1944 to September 1945) by Lt. Charles G. Looney. At the suggestion of Lt. Col. Junius M. Jones, the Air Inspector, a number of additions and revisions have been made. Most of these were furnished by Lt. (formerly Lt. Col.) Earl M. Witzert of the Office of the Air Inspector; they are indicated by asterisks in the text and will be found in the Appendix, beginning on p. 96.

Readers familiar with the subject matter are requested to contribute suggestions, criticisms, and additional information.

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CONTENTS

I	DEVELOPMENT OF INSPECTION CONTROL TO 1939	1
II	EXPANSION OF INSPECTION CONTROL, 1939-1945	18
III	INSPECTION, INVESTIGATION, AND THE PROCESSING OF REPORTS	50
	Inspection and Investigation	50
	The Processing of Reports	58
IV	FORMULATION OF POLICY AND OTHER MEANS OF CONTROL	62
	Preparation, Coordination, and Revision of Directives and Aids	67
	Selection, Training, and Assignments of Inspectors	75
	SUMMARY	81
	GLOSSARY	85
	BIBLIOGRAPHY	87
	INDEX	92
	APPENDIX	96

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ORGANIZATION CHARTS

	Following
Inspection Division, OCAC: 1927-1940	17
Inspection Organization in the AAF, July 1941	25
Inspection Organization in the AAF, April 1942	30
Office of the Air Inspector in January 1943.	35
Office of the Air Inspector, May 1943	40
Office of the Air Inspector, May 1944	45

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Inspection Control in the AAF, 1939-1945

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Chapter I

DEVELOPMENT OF INSPECTION CONTROL TO 1939

Inspection as a function of the air arm of the United States Army existed as early as World War I. There was an Inspection Department in the Aeronautical Division of the Office of the Chief Signal Officer in the early part of 1917, apparently performing technical inspection of aircraft and equipment.¹ The duties and personnel of this department were transferred to the Aircraft Engineering Division in May of that year.² But when the Air Division was organized in September 1917, there was included an Inspection Section with the responsibility for performing training, administrative, and technical inspections of the aeronautical schools, and administrative inspection of the office of the Air Division.³ A proposal to broaden the organization and functions of this section along lines anticipating a much later development in inspection, the organization of the Air Inspector's office, was apparently not accepted.⁴

The plan submitted provided for four "departments"—Tactical Inspector, Flying Inspector, Shop Inspector, and Office Manager—each department having inspectors in each of four field divisions. The

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1. Office of the Chief Signal Officer, Office Memo #18, 24 May 1917, in AAG 321.91 A, Organization of Air Div., 1917.
 2. Memo for the Aeronautical Div. by Lt. Col. John B. Bennet, Office of the Chief Signal Officer, 24 May 1917, in *ibid.*
 3. Air Div. Memo #1, 19 Sep. 1917, in AAG 321.9 A, Orgn. of Div. of Military Aeronautics.
 4. Memo for Air Div. by Maj. R. D. Smith, 11 Oct. 1917, in *ibid.*; memo for Chief of Air Div. by Maj. R. D. Smith, 17 Oct. 1917, in *ibid.*

outlined duties of the inspectors responsible to the Tactical Inspector appear to have been more in the line of administrative than tactical inspection, consisting of "the inspection of the military organization, discipline and control of the schools."⁵ The functions of the inspectors of the other departments were more in keeping with their names. Under the Flying Inspector was the inspection of flying instruction; under the Shop Inspector was the inspection of maintenance of planes and other equipment and of the technical administration of maintenance and transportation; and to the Office Manager fell the responsibility for performing inspections of the office force and office methods in the Air Division in order to promote efficiency.⁶

A modification of this plan, with the same departmental organization but eliminating the field offices,⁷ was not in effect long if at all, for no later reference to it has been found and no inspection section appears in charts of the Air Division in the spring of 1918.⁸ Further, certain maintenance and perhaps technical training inspections were made the responsibility of the Engineering Section of the Air Division in March 1918.⁹

When the Division of Military Aeronautics was set up shortly thereafter, a suggestion from the French Aviation Mission that it would be

5. Memo for Air Div. by Maj. R. D. Smith, 11 Oct. 1917, in ibid.

6. Ibid.

7. Memo for Air Div. by Maj. Thomas L. Crystal, Inspector, 29 Oct. 1917, in ibid.

8. Air Div. Bulletin #217: For All Schools, by Capt. George A. Washington, Schools Br. Training Sec., 5 Apr. 1918, in AAG 321.91 C, Orgn. of Air Div. Also untitled chart of 21 May 1918, in AAG 321.9 A, Orgn. of DMA.

9. Memo for the Exec. Sec. Air Div. by Engineering Sec., 15 Mar. 1918, in AAG 321.9, Orgn. of DMA.

profitable to establish an inspection department¹⁰ was rejected by the Control Board of the division on the ground that it would mean a duplication of effort, since the function of inspection was already being performed in various departments.¹¹

The reorganization of the Air Service in March 1919 brought a new inspection organization, this time a division of the Administrative Group.¹² Either at the same time or later in that year, a separate Inspection Department was set up in the Procurement Division of the Supply Group, with the responsibility for inspection of raw materials procured by the Air Service and for supervision and manufacture of equipment for the Air Service.¹³ Both of these inspection organizations were still in existence in May 1920,¹⁴ but by the end of August of that year the Inspection Division of the Administrative Group had been abolished.¹⁵ According to one writer, this abolition was the result of "interference with the Inspector General's Department, and . . .

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10. Maj. Tulasne to Dir. of Military Aeronautics, 3 June 1918, in AAG 321.9, Misc.
 11. Lt. Col. F. R. Kenney, Exec. DMA, to Maj. Tulasne, 25 June 1918, in *ibid.*
 12. Untitled chart in Annual Report of the Director of Air Service, 1919, 7.
 13. First Asst. Exec. Officer, Office of Dir. of Air Service, to the Exec. Officer, 1 Apr. 1919, in AAG 321.91 E, Orgn. of Air Div.; untitled chart, 10 Nov. 1919, in Pamphlet No. 10, Outline of Organization and Functions of the Office of the Director of Air Service, 5 Nov. 1919, in AAG 321.9, Orgn. and Functions, Office of the Chief of Air Service.
 14. "Chart of Organization of Office of the Director of Air Service, May 10, 1920, Showing Main Divisions of Office, Branch and Field Activities, and Channels of Control and Communications," in Annual Report of Director of Air Service, 1920, facing 6.
 15. Office, Chief of Air Service, Orders #18, 21 Aug. 1920, in AAG 300.4, Orders, Air Corps, Office, Operations.
- * Asterisks indicate additional information to be found in the Appendix, beginning on page 96.

dabbling into the affairs pertaining to other divisions in the Office of the Chief of Air Service."¹⁶ Another writer, however, ascribed the abandonment of the Inspection Division to "the impossibility at that time of obtaining the personnel and the funds necessary to put into effect the elaborate organization which was necessary to accomplish any real results."¹⁷

Inspection was, of course, still performed in the Air Service. Tactical and technical inspections as desired by the Chief of Air Service were made the responsibility of the Assistant Chief of Air Service in August 1920.¹⁸ But procurement inspection was continued as a function of the Procurement Division of the Supply Group, with the slight modification of shifting to the Engineering Division of that group the duty of procurement and inspection of experimental equipment and materiel.¹⁹ The removal of the Engineering Division from the Supply Group and the redesignation of that group as a division brought no change in the responsibility for procurement inspection,²⁰ while by 1925, at least, maintenance inspection appears also to have been performed by the Supply Division.²¹ But, after the war period, there was no single organization specifically charged with performance or control of the various types of

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16. 1st ind. (memo for Commanding Officer Middletown Air Intermediate Depot by Lt. Col. W. E. Gilmore, Chief, Supply Div., 30 Dec. 1925), Maj. W. R. Weaver, CO Middletown Air Intermediate Depot to Chief, Supply Div., 31 Dec. 1925, in AAC 321.9 A1, Orgn. AC-AF.
17. Memo for Chief, Supply Div. by Maj. A. W. Robins, CO Fairfield Air Intermediate Depot, 12 Jan. 1926, in *ibid.*
18. OCAS Orders #18, 21 Aug. 1920, in AAC 300.4, Orders.
19. *Ibid.*; see also Annual Report, Chief of Air Service, 1921, 1923, and 1925.
20. Annual Report, Chief of Air Service, 1923, 35.
21. Annual Report, Chief of Air Service, 1925, 93.

inspection on behalf of the head of the air arm and directly responsible to him until the establishment of the Army Air Forces in 1941.

There was an inspection agency in the Office of the Chief of the Air Corps (OCAC) through most of its history, but except for brief periods, the inspection function performed was almost entirely technical—chiefly supervision of maintenance. This inspection agency apparently got its start in 1926 from conversations between Maj. W. G. Kilner, Executive of the Office of the Chief of the Air Service, and Maj. H. H. Arnold, Chief of the Information Division.²² As a result of these conversations, Major Arnold drew up a memorandum for the Executive pointing out the increase in fatal airplane accidents in 1925 over those in 1924 and claiming that this was due to an increase in motor failures. Major Arnold recognized the responsibility of the commanding officers of the stations for the mechanical condition of airplanes, but felt that something must be done by the Office of the Chief of the Air Service to assist these officers. His solution was the establishment of a board to determine policies in matters of organization, procurement, and maintenance, and the creation of an inspection section directly responsible to the Chief of the Air Service. He insisted that faulty maintenance at the majority of stations must be responsible for these accidents, since at Crissy Field there had been only one forced landing in 1925 and none in the Attack Group. Major Arnold recommended a study of the maintenance systems in these two organizations, with the intention of establishing their system at other Air Service

22. Memo for Chief, Training and War Plans Div. by Maj. W. G. Kilner, Exec. OCAS, 23 Dec. 1925, in AAG 321.9 A1, Orgn. AC-AF; penciled memo for Maj. Kilner by Maj. Arnold, n.d., in ibid.

AAFHS-14

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stations. He recommended further the appointment of an officer to head an inspection system set up on a regional basis, and the selection of officers with a technical knowledge of equipment and the initiative to take planes out of service when they were seen to be unsafe for flying.²³

Comments on this proposal were varied and conflicting, but most of those to whom the plan was submitted for comment agreed on the necessity for some sort of inspection system.²⁴ Perhaps the most valuable comment was that of Maj. Frank D. Lackland, Commanding Officer of the San Antonio Air Intermediate Depot, who confirmed Major Arnold's assumption that the record of the Attack Group in avoiding accidents was due to the system of maintenance and inspection in effect in that group. This system, originated and established by Maj. H. S. Burwell, consisted of three steps: providing a mimeographed instruction sheet for the crew chief telling him what to do and when to do it, supplying him with a handy stand equipped with all tools and materials necessary for cleaning and maintenance, and enforcing instructions by constant supervisory inspection. Major Lackland stated that if this system of maintenance were put into effect at all Air Service stations and inspected by qualified officers detailed to inspection duty only, it would be unnecessary to follow Major Arnold's suggestion as to removing planes from service. The inspectors would simply have to see that the system of maintenance was in operation and that all orders and regulations were being obeyed. Major Lackland concluded by recommending the adoption

23. Memo for Exec. OCAS by Maj. H. H. Arnold, Chief, Information Div., in ibid.

24. See related correspondence in ibid.

of Major Burwell's maintenance system plus an inspection organization, and expressed his belief that Major Burwell would be a wise choice if someone were sought to head such an organization.²⁵

Lt. Col. W. E. Gillmore, Chief of the Supply Division, to whom the above comment on Major Arnold's proposal was addressed, disagreed almost entirely with Major Arnold's assumptions, conclusions, and recommendations. He felt that the trouble lay in faulty instruction of pilots, lack of trained maintenance and inspection personnel, and the increasing age and scarcity of planes and related equipment. He recommended that major maintenance and supervisory maintenance inspection be the responsibility of the Supply Division, and that minor maintenance and primary inspection at air stations (other than depots) and in tactical organizations be administered by the Training and War Plans Division, along the lines of Major Burwell's system.²⁶

Before this last memorandum was written, Maj. Gen. Mason M. Patrick, Chief of the Air Service, had advised Major Burwell that he (Burwell) would be called upon soon to set up a maintenance and inspection system in the Air Corps, and perhaps to head the inspection system after its establishment.²⁷ The inspection system thus anticipated would appear, from the nature of the above correspondence and the choice of Major Burwell to organize it, to have been an organization for maintenance

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25. Memo for Lt. Col. W. E. Gillmore, Chief, Supply Div. by Maj. Frank D. Lackland, CO San Antonio Air Intermediate Depot, 6 Jan. 1926, in ibid.
 26. Memo for Chief of Air Service by Lt. Col. W. E. Gillmore, 6 Feb. 1926, in ibid.
 27. Maj. Gen. Mason M. Patrick to Maj. Harvey S. Burwell, 26 Jan. 1926, in AG 201, Harvey S. B. Burwell, II.

inspection only. However, General Patrick apparently had a broader view of the nature of the inspection function than this would imply. This is evidenced by a projected bill which he handed unofficially to the House Committee on Military Affairs on the day following the writing of his letter to Major Burwell. In this projected bill, General Patrick proposed that the Air Corps (the creation of which he was recommending) be given responsibility for "tactical, technical, training, and administrative inspections of all Air Corps personnel, units and stations."²⁸

This broad outline of inspection responsibilities was not followed (at least not for any single agency), but the more modest plan of having Major Burwell institute his maintenance and inspection system at Air Service activities got under way very shortly. During 1926 the system was set up at Mitchel Field, and steps were taken to establish it at Bolling Field.²⁹

Perhaps moved by Colonel Gillmore's memorandum, General Patrick originally planned to place inspection under the Supply Division.³⁰ But after the creation of the Air Corps in July 1926, the Materiel Division was organized at McCook Field, Major Burwell was stationed there,³¹ and

28. Incl. to memo for S/W by Brig. Gen. J. E. Fechet, Acting Chief of Air Service, in AAG 321.9 A Orgn. and Reorgn. of the AC.

29. See correspondence in ibid. See also Annual Report, Chief of Air Corps, 1926, 105-106, and "Report of Board of Officers Appointed by Paragraph 7, Special Orders 145, Headquarters Mitchel Field, June 21, 1926, to report upon results of Test of Maintenance Inspection System," in AAG 400.163, Inspection System.

30. Maj. John H. Jouett, Chief Personnel Div., OCAC to TAG, 4 Jan. 1927, in AG 201, Harvey S. B. Burwell, II.

31. Ibid.

the Special Inspection Section was established in that division.³² It was later decided, however, that the system should be brought "directly under the supervision of the Chief of Air Corps," particularly during its preliminary stages of accomplishment.³³ Accordingly, orders were requested transferring Major Burwell to Bolling Field,³⁴ but he was on sick leave at the time the above request was written, and by the time he returned to duty his direct relationship with the establishment of the Inspection Division had been terminated.³⁵

The Inspection Division, OCAC, was actually created on 1 April 1927 with Maj. F. L. Martin as chief. It consisted of four sections: Development, Installation, Supervision, and Test. The first and last of these were at Bolling Field, and the other two were in OCAC proper.³⁶ The division was charged with the functions of developing, installing, and inspecting "systems for increasing the standards of maintenance of Air Corps equipment and the general effectiveness of Air Corps stations."³⁷ By May the definition of functions had been elaborated somewhat, the

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32. "Organization Chart, Materiel Division, October 15, 1926," in Annual Report, Chief of Air Corps, 1927, preceding 48; untitled chart, approved by Maj. Gen. Mason M. Patrick, 26 Nov. 1926, attached to OCAC Memo #19, 14 Dec. 1926. Procurement inspection remained separate from maintenance inspection, appearing on the first of these charts as the Inspection Branch of the Procurement Section of the Materiel Division.
33. Maj. John H. Jouett to TAG, 4 Jan. 1927, in AG 201, Harvey S. B. Burwell, II.
34. Ibid.
35. See correspondence in ibid. for 1926 and 1927.
36. Report to The Inspector General by C/AC, 8 Aug. 1927, in AAG 333.1, Inspection, OCAC.
37. OCAC Office Memo #7, 7 Apr. 1927. See also "The Functions of the Inspection Division," incl. to memo for Exec. by Maj. F. L. Martin, 2 Apr. 1927, in AAG 321.9 General Orgn. of Inspection Div.

Inspection Division being directed to develop, install, and report upon systems for rating "the condition of equipment, the efficiency of operations, and the effectiveness of the station organization" of all Air Corps stations.³⁸ The basis of these systems, sometimes grouped under the inclusive name Visual Inspection System, was twofold: (1) a series of charts, intended to show at all times "the condition of airplanes and equipment, the status of property, and the output of personnel,"³⁹ and (2) provision for standard sets of tools and equipment for maintenance of aircraft.⁴⁰ During the fiscal year 1928 this system was established at all Air Corps activities and applied to all airplanes not previously reached, and it was credited by the Chief of the Air Corps with having reduced by two-thirds the rate of accidents resulting from engine trouble.⁴¹

From the above statements of functions, the duties of the Inspection Division as first established in the OCAC apparently were related almost entirely to what may be called supervision of maintenance, including its administrative aspects to some extent, but primarily falling within what is now termed technical inspection. It did not include procurement inspection, which remained a function of the Materiel Division.⁴² Nor was maintenance inspection completely taken over from the Materiel

38. Air Corps Circular #120-1, 6 May 1927.

39. Report to TIG by C/AC, 8 Aug. 1927, in AAG 333.1 Inspection, OCAC.

40. Annual Report, Chief of Air Corps, 1928, 22.

41. Ibid.

42. Memo for Chief, Information Div. by Maj. F. L. Martin, 13 Feb. 1928, in AAG 321.9, General Orgn. of Inspection Div.; Annual Report, Chief of Air Corps, 1927, 57, and 1928, 55.

Division. The difference between the two maintenance inspections was explained in 1929 with a statement that whereas the Materiel Division was concerned with "technical supervision of maintenance of all Air Corps material," the Inspection Division's responsibility was the inspection of systems which it had developed "to ascertain the degree of compliance with instructions" relating to maintenance.⁴³

But this concern with maintenance was not the only function of the Inspection Division. Quite early in its development that division became interested in the development of systems for the improvement of management at Air Corps stations,⁴⁴ and projects undertaken by the Development Section of the Inspection Division in 1927 and 1928 included not only studies of that nature⁴⁵ but also a study involving job analyses and personnel specifications.⁴⁶ It is apparent, therefore, that although the inspection function performed was primarily technical, the Inspection Division was entering upon activities falling within administrative inspection, or perhaps more accurately "management control" In fact, in February 1928 the Chief of the Inspection Division felt that the function of his division was "the solution of management problems arising from the operation of aircraft and air stations."⁴⁷ Somewhat later this view apparently was accepted in part by the Chief of Air Corps, for in the Annual Report for 1929 the responsibility of the Inspection Division was said to be not only "the development of systems for increasing the

43. Memo for Exec. by Capt. Willis H. Hale, Acting Chief, Inspection Div., 19 Apr. 1929, in AAG 321.9, General Orgn. of Inspection Div.

44. Report to TIG by C/AC, 8 Aug. 1927, in AAG 333.1, Inspection, CCAC.

45. Memo for Chief, Inspection Div. by Francis X. Reynolds, Development Sec., 3 Feb. 1928, in AAG 321.9, General Orgn. of Inspection Div.

46. Memo for Chief, Inspection Div. by Francis X. Reynolds, 19 Jan. 1938, in ibid.

47. Memo for Chief, Information Div. by Maj. F. L. Martin, 13 Feb. 1928, in ibid.

standard of maintenance of Air Corps equipment and installations," but also "the promotion of management throughout the Air Corps."⁴⁸

A further management-control function was the supervision of Air Corps Circulars, undertaken as early as 1929.⁴⁹ This early management-control conception seems not to have disappeared. On the contrary, responsibility for certain publications and various other types of noninspectional activities expanded until, in 1939, the Chief of the Development Section estimated that less than half of the work of that section fell within the proper functions of the Inspection Division.⁵⁰

Another activity of the Inspection Division not more than incidentally related to inspection of maintenance systems was the investigation of aircraft accidents, including the compilation and study of statistics thereon. This seems to have been a logical development for an agency which had been established originally to reduce accidents through the improvement of maintenance. Studies of this nature were undertaken as early as the fiscal year 1928,⁵¹ and in 1929 two-thirds of the time of the Development Section was given to statistical investigations of accidents and forced landings.⁵² This work was expanded in 1933 by the assignment to the Inspection Division of the compilation of statistics

48. Annual Report, Chief of Air Corps, 1929, 22.

49. OCAC Office Memo #1, 10 Jan. 1929.

50. Earl Ritzert, Chief, Development Sec., Inspection Div. to C/AC thru Chief, Inspection Div., "Establishment of an Administrative Research and Statistics Section," 29 Nov. 1939, in the personal files of Lt. Col. Earl E. Ritzert, Chief, Control Div., Office of the Air Inspector (TAI).

51. Annual Report, Chief of Air Corps, 1928, 23-24.

52. "Report on Projects completed and under study during the past year in the Development Section," 27 Jan. 1930, in AAG 321.9, General Orgn. of Inspection Div.

on accident fatalities and the handling of correspondence with insurance companies on aircraft risks, duties formerly performed by the Information Division.⁵³ That accident study continued to be an important phase of the work of the Inspection Division is obvious from the statement in 1938 that "the reduction of aircraft accidents was the subject of more study than any other item."⁵⁴

In addition to these changes of a functional nature, the Inspection Division went through certain organizational changes, both internally and externally. The chief internal organizational development within the Inspection Division was the establishment of a field organization. Until late in 1931 or early in 1932, all inspections by the newly established Inspection Division were performed by the chief of the division or one of his principal assistants. It was soon found that the work could not be satisfactorily performed in this fashion, and it was decided to decentralize the inspection by stationing a "Technical Supervisor," responsible to the chief of the Inspection Division, in each depot control area.⁵⁵ Each of these officers was made responsible for technical inspection and supervision of Air Corps activities within his area, and for liaison between these activities and the particular air depot of that area. The establishment in the field of

53. CCAC Office Memo #10-10A, 24 Oct. 1933. For the background of this move see memo for Exec., by Lt. Col. W. R. Weaver, Chief, Information Div., 18 Oct. 1933, in AAG 321.9, General Orgn. of Inspection Div., and memo for Exec. by Capt. Max L. Schneider, Chief, Inspection Div., 20 Oct. 1933, in *ibid*.

54. Annual Report, Chief of Air Corps, 1938, 6.

55. Memo for Chief, Plans Div. by Chief, Inspection Div., 30 June 1934, in AAG 321.9, General Orgn. of Inspection Div.; Annual Report, Chief of Air Corps, 1932, 32-33.

these representatives of the Inspection Division did not relieve the Chief of the Materiel Division or the commanding officers of the air depots (who were under his control) of their responsibility for technical supervision of supply, maintenance, and overhaul.⁵⁶ Representatives of the Materiel Division and the depots were limited, however, to investigations of such matters as "methods, equipment, and supplies for maintenance and operation, and related engineering problems." They were not to concern themselves with "administrative matters" except where the Materiel Division was directly concerned.⁵⁷ With the exception of slight increases in numbers and a broadening of the areas covered, no change occurred in the field organization of the Inspection Division as thus set up until after the organization of Army Air Forces.⁵⁸ To supplement this field organization, however, provision was made in 1935 for a station technical inspector at each Air Corps station, each such inspector to be under the control of the commanding officer of his particular station.⁵⁹ Air base technical inspectors were added in 1937.⁶⁰

In addition to these developments, there were some changes and some proposed changes in the position of the Inspection Division within the OCAC. One of the first of these proposed changes, suggested in September 1931,⁶¹ is noteworthy only for the comments it elicited, to the general effect that inspection should be considered as a function relating to

56. Air Corps Cir. #120-1, 29 Feb. 1932.

57. Air Corps Cir. #120-1A, 17 June 1932.

58. Cf. Air Corps Cir. #120-1, 16 Mar. 1940.

59. Air Corps Cir. #120-2, 22 Apr. 1935.

60. Air Corps Cir. #120-2, 2 Feb. 1937.

61. Memo for C/AC by Maj. W. R. Weaver, Plans Div., 22 Sep. 1931, in Plans Div. file 322.082, Orgn. CCAC, now in AFSHO files.

all divisions, and as such should not be placed under the control of any one of them but should remain a separate division.⁶² It did so remain until 1936. In January of that year, however, it was placed under the Supply Division as the Technical Inspection Section,⁶³ in spite of the previous protest of Capt. Lowell H. Smith, Chief of the Inspection Division, that "Any step to place the control of inspection under any unit whose activities are to be inspected will be distinctly backward in nature and will greatly reduce the effectiveness of inspection."⁶⁴ Captain Smith continued his opposition after the move had been made,⁶⁵ but his requests that the Technical Inspection Section be returned to division status were rejected because of a reminder by the Chief of the Personnel Division that the change had come originally in order to comply with Army General Staff insistence that the number of divisions in the CCAC must be reduced.⁶⁶

Before a year had passed, however, the Chief of the Technical Inspection Section was successful. On 8 October 1936, Brig. Gen. H. H. Arnold, Assistant Chief of the Air Corps, ordered the Plans Division to draw up a new organization chart and memorandum to return inspection to "its proper place in the A.C. office organization."⁶⁷ General Arnold

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62. Memo for Maj. Gen. [B. D.] Foullois by Maj. J. H. Pirie, 24 Sep. 1931, in *ibid.*; memo for Gen. Foullois by Maj. J. W. Jones, Exec., 12 Oct. 1931, in *ibid.*; memo for C/AC by Maj. J. C. McDonnell, Chief, Personnel Div., 23 Oct. 1931, in *ibid.*
63. Memo for chiefs of all divisions, 15 Jan. 1936, in AAG 321.9 G, Orgn., CCAC.
64. Memo for C/AC by Capt. Lowell H. Smith, 25 Nov. 1935, in AAG 321.9, General Orgn. of Inspection Div.
65. See memo for Chief, Supply Div. by Capt. Lowell H. Smith, 27 Jan. 1936, in *ibid.*; and memo for C/AC by Capt. Lowell H. Smith, Chief Technical Inspection Sec., 30 Jan. 1936, in *ibid.*
66. Memo for Exec. by Chief, Personnel Div., 31 Jan. 1936, in *ibid.* See also penciled note thereon and attached memos.
67. R&R, Brig. Gen. H. H. Arnold to Plans Div., 8 Oct. 1936, in AAG 321.9 G, Orgn., CCAC.

felt that this was desirable for three reasons (which had been pointed out by the Chief of the Technical Inspection Section): (1) because many duties were performed by the Inspection Section which did not concern the Supply Division, (2) because inspections were made by the Inspection Section of supply activities, and (3) because it was desirable to have inspection reports go directly to the Chief or Assistant Chief of the Air Corps.⁶⁸ This was achieved in January 1937 by removing the Inspection Section to the Executive Division, with a stipulation to the effect that the section would be "directly under the Assistant Chief of the Air Corps for administrative and executive purposes."⁶⁹ In the general reorganization of the OCAC in September 1939, the Technical Inspection Section once again became a division.⁷⁰

Even before this return to division status, the Technical Inspection Section had begun to broaden the nature of its functions by entering into the field of administrative inspection. It has already been pointed out that the Inspection Division performed certain management control functions, but as to actual inspections, the type carried on could be definitely classified as technical or, at most, technical administration inspection, in addition to accident inspection. Altogether, it may be said that the inspection agency of the Air Corps to 1939 performed only a portion of the inspection function as it came to be understood under the impetus of the tremendous expansion of the Air Corps beginning in

68. Ibid.; memo for Gen. Arnold by Maj. Lowell H. Smith, in TAI 320.2, Orgn.--OCAC as of 1-15-36 and 1-2-37.

69. OCAC Office Memo #10-10, 2 Jan. 1937.

70. Memo for chiefs of all divisions by C/AC, 12 Sep. 1939, in AAG 321.9 C, Orgn., OCAC.

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that year, and exercised very little supervision over inspections performed by others. * The fundamental reason for limitation of inspection activities to technical inspection was that the Chief of the Air Corps did not have administrative control nor training responsibility for Air Corps units. Responsibility for administration and training was that of the corps area commanders. While the Chief of the Air Corps recommended a training program, the War Department actually established the directive and the corps area commanders supervised its administration. The Chief of the Air Corps, however, did have technical control of supply and maintenance matters.⁷¹

71. R&R, APTAI to AFIHI, 6 July 1944, in AFSHO files.

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Chapter II

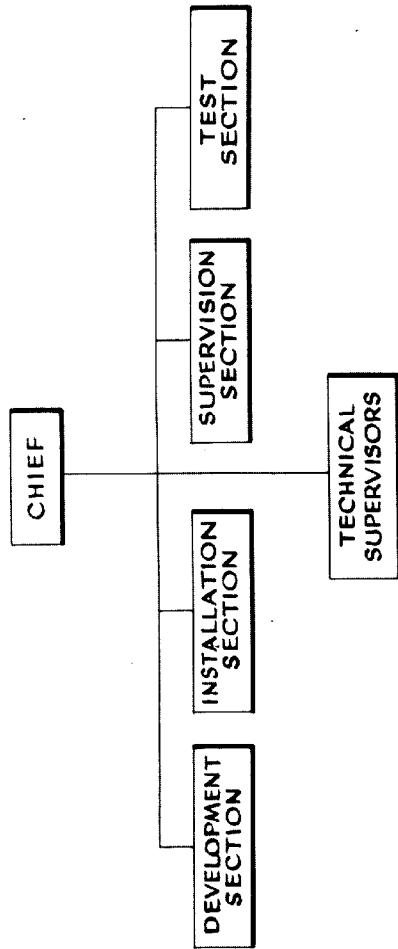
EXPANSION OF INSPECTION CONTROL, 1939-1945

Until 1939 the inspectional functions of the Inspection Division were concerned primarily with maintenance or with accident prevention. There were also certain management control activities performed by the division during that period, some of which might be classed as falling within a loose definition of administrative inspection. All of these functions, inspectional, semi-inspectional, and noninspectional, were continued by the division for nearly a year after 1939. That year is taken as a dividing line, however, because it was the first year of World War II, and also because during that year came the first steps toward the broadening of the inspection function and the centralization of inspection control under the Chief of the Air Corps since the creation of the Inspection Division in 1927. These first steps, indications of an interest in inspection control which led eventually to an elaborate inspection organization, were not in themselves very startling. They were: (1) the preparation and distribution of the Administrative Inspection Guide, suggesting questions to be answered in the administrative inspection of Air Corps stations and posts,¹ and (2) a recommendation that all commanding officers of Air Corps activities designate an officer and suitable assistants at each Air Corps station under their authority

1. Air Corps Administrative Inspection Guide (Stencil #U-1283, A. C., 10 Mar. 1939).

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INSPECTION DIVISION OCAC: 1927 -1940 *



During 1936 this division was the Technical Inspection Section of Supply Division. From 1937 to 1939 it was the Inspection Section of the Executive Division, but for administrative purposes it was directly under the Assistant Chief of the Air Corps. In 1939 it was returned to division status. Internal organization remained the same. Technical supervisors were first added to the organization in 1932.

*See Appendix.

to make periodic inspections of all units at that station in accordance with the suggestions of the Administrative Inspection Guide.² Behind these moves lay a desire to overcome numerous irregularities in administration in lower echelon activities as reported by officers performing inspections for The Inspector General of the Army.³

There were no further developments worthy of note in 1939, but in 1940 there came a flurry of plans for the reorganization of inspection. The impetus for these proposals was apparently the expressed wish of Maj. Gen. H. H. Arnold, Chief of the Air Corps, to establish an inspection system which would provide regular and accurate reports on the condition of units, stations, and equipment of the Air Corps from the technical, administrative, and tactical standpoint.⁴ One of the first of these proposals, from the Plans Division, called for the creation of an Inspector General of the Air Corps, who should head the Inspection Division and "exercise comprehensive and general observation over all that pertains to operation, maintenance and administration of Air Corps activities."⁵ The duties of the Inspection Division under this plan were to include inspection, review of reports, and development of charts, guides, and the like, in all three phases: technical, tactical, and administrative. In the case of the latter two types, however, there was no provision for a field organization of the OCAC similar to the already existing organization of technical supervisors. Inspections other than technical

2. OCAC Cir. Letter #39-19, 1 May 1939.

3. Ibid.

4. Memo for Col. J. W. Jones by Maj. Gen. H. H. Arnold, 30 Sep. 1940, in TAI 320.2, Orgn.--OCAC.

5. [Proposed] Office Memo #10-100, n.d., attached to memo for C/AC by Col. Carl Spaatz, Chief, Plans Div., 16 Apr. 1940, in ibid.

apparently were to be assigned to such representatives as the Chief of the Air Corps should designate for each particular inspection.⁶

This plan for an Air Corps Inspector General was declared to present no legal problems, for the Chief of the Air Corps had command authority, which entitled him to have an Inspector General on his staff. Furthermore, various Army Regulations and other directives gave him "technical" control (that is, control over supply and maintenance) over all Air Corps units, and tactical and administrative control—with certain exceptions—over most Air Corps units in the continental United States.⁷

Shortly after the above plan had been submitted to the Chief of the Air Corps, a different proposal, covering administrative inspection only, was addressed to General Arnold by Maj. Barney M. Giles, chief of the Inspection Division. Major Giles proposed the establishment of a system of administrative inspection at all Air Corps stations similar to the station technical inspection system already in existence.⁸ This station administrative inspection, once set up, could then be brought under the control of the OCAC in one of three ways: (1) a centralized system, under which four additional officers would be assigned to the Inspection Division, three of whom, though stationed in the OCAC, would be constantly traveling to carry out administrative inspections of all

6. Ibid.

7. H&R, Maj. [W.R.] Carter to Col. Spaatz, 27 Apr. 1940, in ibid.

8. The appointment of station administrative inspectors had previously been requested of commanding officers by General Arnold in Circular Letter 39-19, 1 May 1939. The request was repeated in Circular Letter 49-14, 26 April 1940. In the latter there was expressed a desire that reports on the results of inspections be rendered monthly by these inspectors to their commanding officers.

major Air Corps stations, and the fourth would remain in Washington to handle routine matters; (2) a decentralized system, under which four commissioned officers and four noncommissioned officers would be assigned to field areas in the manner of the existing technical supervisors, and a fifth officer would be stationed in Washington to digest and coordinate reports; and (3) a system which would begin with centralization and then be converted to decentralization. The third alternative was recommended by Major Giles.⁹

Neither the plan for an Inspector General nor one of Major Giles' alternative proposals was put into effect immediately. In September 1940 a new plan for the expansion of inspection control was submitted to General Arnold, at his request, by Major Giles. This was a proposal to set up in the Inspection Division a tactical and training inspection section and an administrative inspection section, and to add inspectors of both these types to the field inspection offices already operated by the technical supervisors, although with certain limitations on their activities, such as the omission of administrative inspection in organizations under corps area control, at least for the time being.¹⁰

General Arnold sought the views of Col. Junius W. Jones, of the Office of The Inspector General, on this plan,¹¹ and Colonel Jones informed him that, speaking personally and not for The Inspector General, he approved the proposal if the existing organization of the Air Corps

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9. R&R, Inspection Div. to Gen. Arnold, 19 Apr. 1940, in TAI 320.2, Orgn.--CCAC.
 10. R&R, Inspection Div. to Exec., 20 Sep. 1940, in *ibid.*
 11. Memo for Col. J. W. Jones by Maj. Gen. H. H. Arnold, 30 Sep. 1940, in *ibid.* Colonel Jones (later Major General Jones) had at one time been chief of the Inspection Division, CCAC.

should continue. Colonel Jones felt, however, that the Air Corps organization should be modified by the decentralization of command functions to the headquarters of the higher echelons of the Air Corps, and if this were done, inspection should be likewise decentralized. Control would then be maintained by the preparation of inspection guides and the review of reports by the OCAC.¹² This comment of Colonel Jones was forwarded to Major Giles by General Arnold with the statement that "at this writing all sorts of regulations are being prepared relative to reorganizing the Air Corps and the War Department. Just how they are going to turn out nobody knows."¹³ General Arnold added that he believed an inspection organization of the sort suggested by Major Giles probably would fit whatever reorganization of the War Department and the Air Corps finally was adopted, but insisted that there must be in any organization "a definite tie-in between the Headquarters which has the inspection made and the Office, Chief of the Air Corps."¹⁴

Shortly thereafter the chiefs of all divisions of the Air Corps were requested by the Chief of the Air Corps to submit to him plans for the reorganization of their divisions.¹⁵ Accordingly, Major Giles again submitted a plan calling for the establishment of an administrative inspection section (but not a tactical inspection section) which should be organized similarly to the existing Technical Inspection Section. He

12. 1st ind. (to the preceding memo), Col. J. W. Jones to C/AC, 14 ~~7~~ Oct. 1940, in ibid.

13. Memo for Maj. Giles, by Maj. Gen. H. H. Arnold, 14 Oct. 1940, in ibid.

14. Ibid.

15. Memo for chiefs of all divisions, by Maj. Gen. H. H. Arnold, 25 Oct. 1940, in ibid.

further recommended the removal from the Inspection Division of most of its development and publications-review activities.¹⁶ Apparently in response to this final plan, an internal reorganization of the Inspection Division was approved a few days later. The new organization consisted of a Technical Inspection Section, an Administrative Inspection Section, and a Safety Section.¹⁷ Provision was made for administrative supervisors, as well as technical supervisors, to be stationed in inspection districts and to be directly responsible to the chief of the Inspection Division.¹⁸

The Inspection Division continued as thus set up until 23 June 1941, on which date all personnel and functions of the division were transferred from the OCAC to the headquarters of the newly created Army Air Forces, along with the Plans and Intelligence divisions.¹⁹ The chief of the Inspection Division, at that time Brig. Gen. H. A. Dargue, became the Air Inspector, and thus a member of the Air Staff. His functions were defined as: (1) the performance of such inspections and investigations as directed by the Chief of the Army Air Forces, and (2) the formulation of policies to govern inspection in the Army Air Forces.²⁰ General Dargue early protested against the vagueness of this definition and proposed a more concrete statement of his duties.²¹ He was even more disturbed by the discovery that the Army Regulation which had provided for the

16. R&R, Inspection Div. to Exec. Div., 1 Nov. 1940, in *ibid.*

17. Chart, "Organization of the Office of the Chief of the Air Corps," attached to OCAC Office Memo 10-10, 23 Nov. 1940. The chart shows the approval of General Arnold as of 9 November 1940.

18. Memo for Chief, Inspection Div. by C/AC, 12 Nov. 1940, in AAG 321.9, General Orgn. of Inspection Div.

19. Memo for C/AC by Maj. Gen. H. H. Arnold, Chief, AAF, 23 June 1941, in AAG 321.9 D, Orgn., OCAC.

20. AAF Reg. 20-1, 27 June 1941.

21. R&R, Chief, Inspection Div. /sic/ to Chief, Plans Div., 2 July 1941, in TAF 320.2, Orgn. of Technical Inspection Div.

establishment of the AAF left the function of technical inspection to the Chief of the Air Corps.²² He recommended that this type of inspection, as well as the others, be the responsibility of the Air Inspector.²³ A few days later General Dargue requested that a proposed directive, which he inclosed in his memo, be issued to him by the Chief of the Army Air Forces as a definition of his duties. The directive included among his responsibilities all matters relating to the three broad categories of inspection: technical, tactical, and administrative.²⁴

Meanwhile, despite the conflict with directives that such action entailed, the Air Inspector's office continued to operate as it had, formerly, while it was the Inspection Division, OCAC. General Dargue persisted, moreover, in his broad view of inspection consolidation and began organizing his office to perform administrative and tactical as well as technical inspections. He planned also to take over the administrative inspection of Air Corps stations from The Inspector General and to redesignate all Air Corps officers now assigned to the Inspector General's Department as air inspectors and place them under his own control.²⁵

After a series of conferences with Maj. Gen. Virgil L. Peterson, The Inspector General, General Dargue reported to General Arnold that The Inspector General concurred in the general outline of functions of the Air Inspector which he had submitted earlier. He added that although General Peterson did not want to lose any of the Air Corps officers detailed to the Inspector General's Department, the requirement of The

22. AR 95-5, 20 June 1941.

23. R&R, Air Inspector to C/AS, 3 July 1941, in TAI 320.2, Orgn. of Technical Inspection Div.

24. Memo for C/AS by Brig. Gen. H. A. Dargue, 8 July 1941, in ibid.

25. Memo for C/AS by Brig. Gen. H. A. Dargue, 9 July 1941, in ibid.

Inspector General could probably be met by transmitting to him an annual résumé of the results of administrative inspections, or, if necessary, copies of the inspection reports.²⁶

In spite of this apparent agreement with The Inspector General, centralization of all air force inspection under the Air Inspector was once again postponed. On 22 July 1941 Col. Edmund W. Hill succeeded General Dargue in the position of Air Inspector.²⁷ Colonel Hill recommended immediately the adoption of what he called "a centralized inspection system."²⁸ Colonel Hill's idea of a centralized inspection system, however, at least as expressed at that time, was not the same as General Dargue's. The new Air Inspector proposed that his office should function in a purely advisory capacity. He desired a very small staff, which would prepare inspection guides, review reports, and formulate policies. Actual inspection functions should be decentralized to lower echelons, ultimate control remaining, however, in the Office of the Air Inspector.²⁹

Colonel Hill's proposal was accepted as the basis for a new organization. General Arnold decided that technical inspection would be made a function of the Chief of the Air Corps, under directives prepared by the Air Inspector; tactical inspection would be performed by the Chief of the Army Air Forces or his staff through inspections of a "spot check nature,"³⁰ or by the Commanding General of the Air Force

26. Memos for Chief, AAF by Brig. Gen. H. A. Dargue, 16 and 18 July 1941, in ibid.

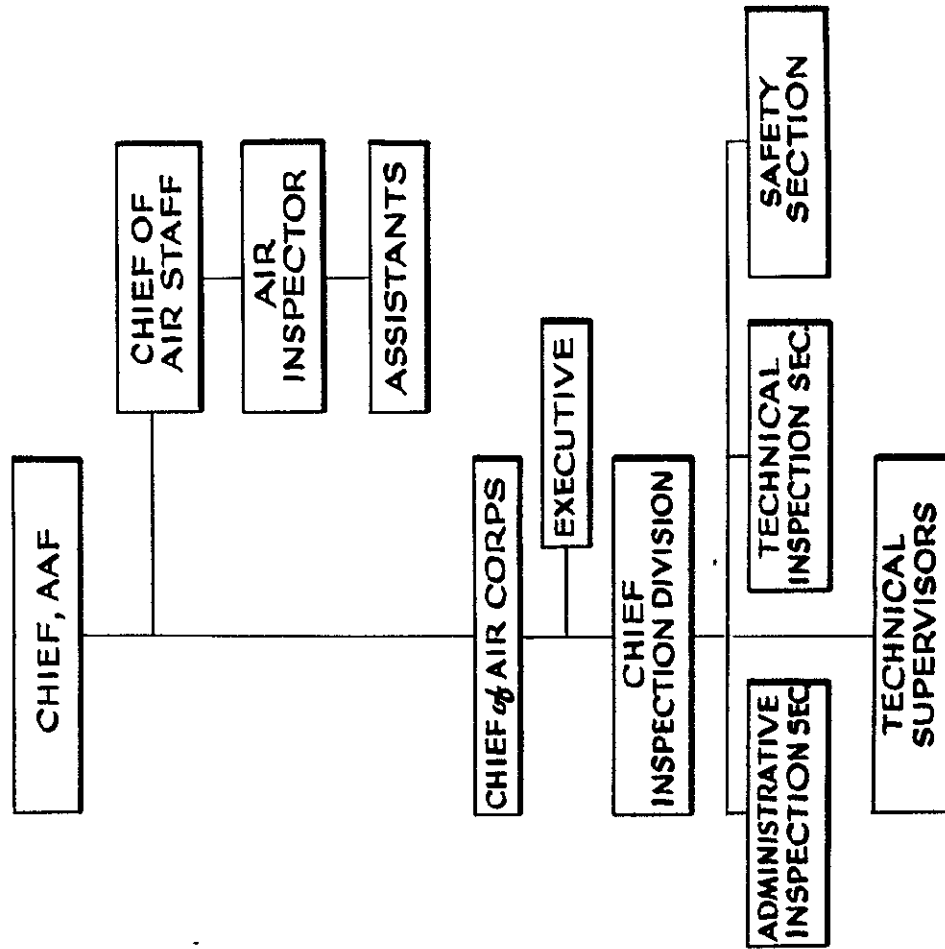
27. Ho. AAF, GO #3, 24 July 1941, in ibid.

28. Memo for C/AS by Col. Edmund W. Hill, 22 July 1941, in ibid.

29. Ibid.

30. [TAI] Office Memo [unnumbered] by Col. E. W. Hill, 23 July 1941, in ibid.

INSPECTION ORGANIZATION IN THE AAF
JULY 1941



The Inspection Division was organized in November 1940 with tentative provision for administrative supervisors. From 23 June to 23 July 1941, inspection functions were supervised by the Office of the Air Inspector, but on the latter date the Inspection Division was reconstituted as a part of the OCAC. The resulting organization continued until March 1942.

Combat Command; and administrative inspection would be conducted by the Inspector General's Department, supplemented by possible spot-check or special inspections by the Chief of the Army Air Forces or his staff.³¹ Verbal orders to this effect were issued immediately.³² The AAF directive of 23 June, which had ordered the transfer of the personnel and functions of the Inspection Division and other divisions of the OCAC to Headquarters, AAF, was rescinded insofar as the Inspection Division was concerned, and that division was returned to the OCAC.³³ The Chief of the Air Corps was instructed that he was responsible for the issuance of technical instructions and the conduct of technical inspection "throughout all Army Air Force activities, including foreign possessions."³⁴ Furthermore, to the Chief of the Air Corps was delegated the responsibility for procurement inspection, to be decentralized according to whatever plan should be considered practicable.³⁵ The Air Inspector set up his office under the new reorganization with one commissioned officer as an assistant and one secretary, both transferred from the Inspection Division.³⁶ This division, once again in the OCAC, was re-established with almost the same organization it had had before the creation of the AAF and which had been carried over to the Office of the Air Inspector at that time. Headed by Lt. Col. Barney M. Giles, who had been chief of the Inspection Division

31. Ibid.

32. R&R, C/AC to C/AAF, 24 July 1941, in TAI 320.2, Orgn., OCAC--Jan. 1, 1941--[Feb. 18, 1942]. Confirmation is given in R&R #2, C/AAF to C/AC, 4 Aug. 1941, in ibid.

33. Memo to chiefs of all divisions, by Maj. H. W. Bowman, Asst. Exec. OCAC, 31 July 1941, in AAG 321.9, General Orgn. of Inspection Div.

34. Lt. Col. W. H. Dick, Air AG, to C/AC, 26 July 1941, in TAI 320.2, Orgn. of Technical Inspection Div.

35. Ibid. Procurement inspection remained in the Materiel Division.

36. Ibid.; memo for C/AAF by Col. E. W. Hill, 25 July 1941, in ibid.

before General Dargue, the division was composed of three sections (Administrative Inspection, Technical Inspection, and Safety) and a field organization of technical supervisors.³⁷ No provision was made, however, for administrative supervision. For several months there was no further change in the organization of the inspection agencies except for personnel.

In November 1941, Wallace Clark and Company, a "management engineering" firm surveying the organization of the Air Staff for the Chief of the Army Air Forces, rendered a report on the organization and functions of the Office of the Air Inspector. They reported that the organization consisted of the Air Inspector, four other commissioned officers, and two typists. The Air Inspector was said to have the authority to conduct inspections and investigations (when directed by the Chief of the Army Air Forces) of various types: technical, tactical, training, administrative, procurement, and special. In practice, technical and procurement inspections were delegated to the Chief of the Air Corps, while the other types of inspection were performed by the Air Inspector or his assistants, through special inspections and investigations in the field or by the review of reports.

The only recommendations made by the firm with regard to the functions and organization of the Office of the Air Inspector were that one officer should be added to that office and that a general outline of inspection in the AAF which had been drawn up by the Air Inspector should be issued

37. "Organization Chart-Inspection Division," with R&R, Inspection Div. to Administrative Div., 11 Aug. 1941, in TAI 320.2, Orgn., CCAC--Jan. 1, 1941--.

as an AAF Regulation. But in the Summary Report, submitted on 21 November 1941, following the completion of the survey of the Air Staff, Wallace Clark recommended that the staff as a whole should be stripped of the operating functions which it tended to assume and that its work should be limited to planning and the formulation of policy.³⁸

Two days after the submission of this report, Colonel Hill, the Air Inspector, proposed a reorganization of inspection completely counter to this general recommendation and in direct reversal of his own recommendation of July. He requested the transfer of the Inspection Division to his office, which he then planned to organize into five sections-- administrative, technical materiel, technical personnel, inspection statistical, and safety, with the probable addition of a development section later.³⁹ The Chief of the Air Corps, however, would not "willingly accede"⁴⁰ to this proposal because he felt that having an inspection agency under his control was essential to the performance of his duties, and the proposal was not approved by the Chief of the Army Air Forces.⁴¹

In December 1941, as part of a general reorganization of the OCAC, a minor reorganization was made in the Inspection Division by the provision that it should be headed by an "Inspector General."⁴² This title was given to Lt. Col. George H. Beverly, Chief of the Inspection Division. By the middle of February 1942, however, he was signing himself "Inspector,

38. Report #9, 17 Nov. 1941, and Summary Report, 21 Nov. 1941, by Wallace Clark & Co., in AAG 321.9, Air Staff.

39. R&R, TAI to C/AS, 24 Nov. 1941, in AAG 321.9 General Orgn. of Inspection Div.

40. R&R #3, Exec., OCAC to C/AS, 8 Dec. 1941, in ibid.

41. R&R #4, C/AS to TAI, 9 Dec. 1941, in ibid.

42. OCAC Office Memo #10-10D, 24 Dec. 1941.

OCAC,⁴³ a practice which was continued until the major reorganization in the following month.

In the complete reorganization of the War Department which was effected on 9 March 1942,⁴⁴ the OCAC was abolished, and its functions were divided among various portions of the new AAF organization. In this dispersal, the Chief of the Inspection Division became the Director of Technical Inspection, under the Director of Technical Services, and was charged with conducting and correlating technical inspections and accident prevention inspections.⁴⁵ At the same time the Air Inspector, continuing on the Air Staff, received the additional personnel and functions of the Inspector General's Section, Headquarters, Air Force Combat Command. His duties, however, were defined in approximately the same words as before. He was charged with (1) making "such inspections, investigations, and reports as may be directed," (2) formulating "policies to coordinate inspection functions within the Army Air Forces," and (3) maintaining "liaison with the Inspector General of the Army."⁴⁶ It is obvious that the result of this AAF reorganization was to leave the inspection functions relatively unchanged. The Directorate of Technical Inspection conducted technical inspections and accident studies, and the Office of the Air Inspector performed special investigations of all inspectional categories and acted as a policy-making body. Beginning almost immediately,

43. See R&R, Inspector, OCAC to Asst. for [Administrative] Planning and Coordination, 16 Feb. 1942, in TAI 320.2, Orgn., OCAC--Jan. 1, 1941--.

44. WD Cir. #59, 2 Mar. 1942.

45. Maj. Gen. Millard F. Harmon, C/AS, to Lt. Col. G. H. Beverly, n. d., in TAI 320.2, Orgn. of Technical Inspection Div.

46. Maj. Gen. Harmon to Col. E. W. Hill, n. d., in TAI 320.2, Orgn.--Air Inspector's Office.

however, there came a series of reorganizations of inspection agencies which eventually centralized control in the Air Inspector.

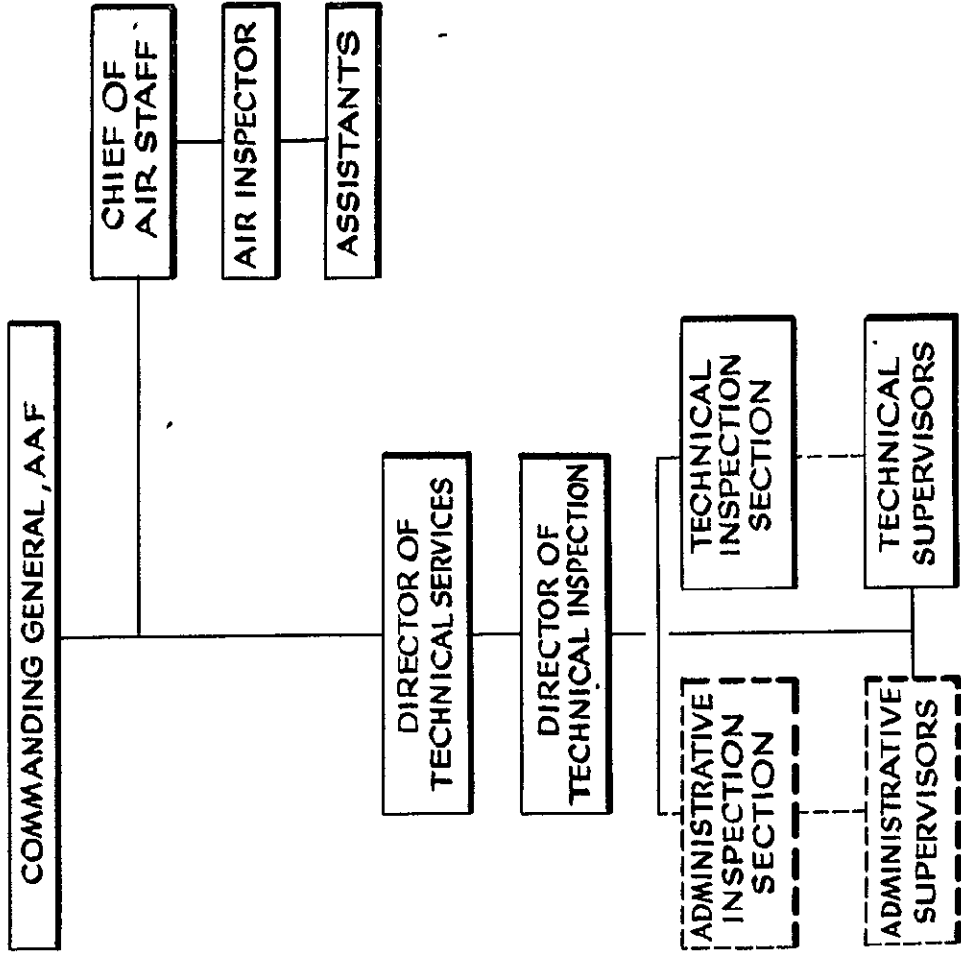
The first of these moves had its origin in a request of 17 December 1941 that the functions of the Safety Section of Inspection Division be more clearly defined with regard to both the compilation of statistics and accident investigation in the field.⁴⁷ This led to the issuance of a directive to the Air Inspector to consider and make recommendations on proposed changes in the Safety Section. The suggested reorganization provided for three changes: (1) alteration of the Safety Section into an operating division, (2) transfer of the duty of maintaining statistical records to the Statistical Section of the Air Staff, and (3) establishment of aircraft-accident inspectors in the field.⁴⁸ In compliance with this directive, recommendations following closely those suggested were submitted to the Chief of Air Staff by the Air Inspector. The latter recommended that the Safety Section of the Inspection Division be reorganized as an operating division under a director of air safety, who should organize a system of accident inspection by field investigators. Temporarily the maintenance of statistical records should remain in this agency until the Directorate of Statistical Control was ready to do the work.⁴⁹ The Director of Technical Inspection concurred in these recommendations, except that he felt that accident statistics should remain permanently

47. R&R #7, Inspection Div., OCAC, to Exec., OCAC, 17 Dec. 1941, in TAI 320.2, Orgn., OCAC--Jan. 1, 1941--.

48. AAF Directive Memo (# Insp.-3) for TAI, by Lt. Col. Nathan F. Twining, Sec. of Air Staff, 23 Feb. 1942, in TAI 320.2, Orgn. of Technical Inspection Div.

49. 1st ind. (to preceding memo), Col. Charles W. Sullivan, Acting Air Inspector, to C/AS, 4 Mar. 1942, in ibid.

INSPECTION ORGANIZATION IN THE AAF
APRIL 1942



In the general reorganization of March 1942, the Inspection Division of CCAC was placed in the Directorate of Technical Services, under a Director of Technical Inspection.

In April 1942 the Safety Section was removed to become the Directorate of Flying Safety.

The situation of the Administrative Inspection at the time shown is not clear. Possibly it existed only on paper. In May 1942 it was transferred to the Office of the Air Inspector, to which it was followed by Technical Inspection in September 1942.

CHART 3

where they were. He proposed, however, that the Directorate of Technical Inspection should become the Directorate of Flying Safety, with two sub-directorates, one for technical inspection and one for accident prevention.⁵⁰ The Directorate of Flying Safety was set up as an operating division, but not in combination with technical inspection.⁵¹ Accident investigation was thus for the most part removed from the inspection organization, and the duties of the Director of Technical Inspection were for a short time reduced to functions relating only to the supervision of maintenance and technical administration.

A second development of importance to the organization of inspection grew out of a grand jury investigation of Aqua Systems, Incorporated. A board of officers appointed by General Arnold to review the findings of the grand jury in that matter reported "a serious breakdown in administrative control within the Army Air Forces over a considerable period of time,"⁵² and recommended the strengthening and expansion of the administrative inspection system in the AAF. General Arnold not only approved this recommendation, but went beyond it, directing that a staff study be made for the purpose of "formulating a definite plan for the expansion of existing inspection facilities into a well balanced service for the tactical, technical and administrative inspection of all units and activities of the Army Air Forces."⁵³ This directive was referred to the Director of Management Control, and a study for

50. 3d ind. (to preceding memo), Col. G. H. Beverly, Dir. of Technical Inspection, to AFDMC through AFDTS, 20 Mar. 1942, in ibid.

51. Chart, "Organization of the Army Air Forces," 8 Apr. 1942.

52. Memo for G/AS by Lt. Gen. H. H. Arnold, 22 Apr. 1942, in AAG 321, Misc. Staff Corps or Depts.

53. Ibid.

this purpose was made in its subordinate Directorate of Organizational Planning.⁵⁴

Before this study was submitted, on 26 June 1942, two further changes had been made in inspection organization and functions. One of these was the addition of administrative inspection to the duties of the Directorate of Technical Inspection, and the other was the transfer of that function to the Air Inspector. The exact date of the first of these developments has not been found. On 23 April 1942, however, Colonel Beverly, signing himself "Director of Inspection" rather than Director of Technical Inspection, requested the transfer to the "Directorate of Inspection" of Air Corps officers detailed in the Inspector General's Department in order that they might be assigned as "Air Force Administrative Supervisors."⁵⁵ It does not appear whether or not this transfer of personnel was made, but an Administrative Inspection Division existed late in April with provision for field administrative supervisors.⁵⁶ On 15 May this division was moved to the Office of the Air Inspector by order of the Chief of Air Staff,⁵⁷ and the "Director of Inspection" again became the Director of Technical Inspection.⁵⁸ Why this transfer should have come about just at that time is not clear, particularly in

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54. "A Plan for Expansion of AAF Inspection Activities," 26 June 1942, in the personal files of Lt. Col. Earl E. Kitzert, AFTAI.
55. R&R, AFTSI to AC/AS, A-1, 23 Apr. 1942, in TAI 320.2, Orgn. of Technical Inspection Div.
56. R&R, AFTSI to AFDMC thru AFDTS, 29 Apr. 1942, and attached charts, in ibid.
57. AAF Hq. Directive to AFDMC, 15 May 1942, copy with R&R, AFDMC to AFDTS, 16 May 1942, in AAG 321.9, General Orgn. of Inspection Div.
58. R&R, AFTSI to AFDMC thru AFDTS, 21 May 1942, in ibid.

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view of the rejection just a few days previously of a plan submitted by Colonel Hill for the consolidation of inspection under the Air Inspector.⁵⁹ Perhaps, however, that proposal was rejected because it provided for too thorough a consolidation, including not only administrative inspection, but also technical inspection and flying safety functions.⁶⁰ Whatever the cause for this transfer, it is clear that by the middle of June there was included under the control of the Air Inspector a Director of Administrative Inspection with representatives in the field.⁶¹

It was soon after this that the Director of Organizational Planning submitted his report on the study which had grown out of the grand jury investigation of Aqua Systems, Incorporated. The conclusions reached in this report were (1) that the technical inspection system already in existence should be the model for other types of inspection; (2) that the conducting of technical, tactical, and administrative inspections in the AAF was a responsibility of the Commanding General of the Army Air Forces and should be directly under his supervision; (3) that no attempt should be made to take over the inspectors of the Inspector General's Department; (4) that all types of inspection should be brought under one head; (5) that in the various command echelons above the squadron level there should be separate offices to perform the different types of inspection, these officers being, in the large commands, brought under one command inspector;

59. Memo for CG AAF by Col. L. W. Hill, 5 May 1942, in TAI 320.2, Orgn.--Air Inspector's Office; 1st ind. (to preceding memo), C/AS to TAI, 9 May 1942, in *ibid.*

60. Memo for CG AAF by Col. E. W. Hill, 5 May 1942, in *ibid.*

61. AAF Reg. #20-1, 16 June 1942.

and (6) that all routine inspections should be completely systematized.⁶²

A later recommendation of the Director of Management Control, that all inspectional activities be concentrated in an Assistant Chief of Air Staff for Management Control,⁶³ was not adopted. Consolidation under the Air Inspector was probably given some impetus by a conclusion of General Arnold in July 1942 that agencies issuing orders in his name should be combined as far as possible. He saw no reason, for example, why the Directorate of Technical Inspection should not be a part of the Air Inspector's office.⁶⁴ Further support for the organizational planning proposal was supplied by the Air Inspector, who requested a directive establishing a system of inspection very similar to that proposed by the Director of Organizational Planning. About the only difference was that the Air Inspector's recommended directive added coverage of procurement inspection.⁶⁵

In September 1942 the Directorate of Technical Inspection was ordered removed from the control of the Director of Technical Services and assigned to the Air Inspector, to function as the Technical Inspection Division.⁶⁶ The Air Inspector was authorized simultaneously to organize

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62. "A Plan for Expansion of AAF Inspection Activities," 26 June 1942, in the personal files of Lt. Col. Earl E. Ritzert.
63. Memo for DC/AS by Col. B. E. Gates, AFDMC, 9 July 1942, in AFSHO files.
64. R&R, Gen. Arnold to Gen. Stratemeyer, 24 July 1942, in AAG 321.9 B, Orgn. of AAF.
65. /Proposed/ Directive Covering Organization of Inspection Activities, attached to R&R, AFTAI to AFCAS and AFDMC, 21 Aug. 1942, in AAG 321.9 General Orgn. of Inspection Div.
66. AAF Memo #120-2, 12 Sep. 1942. The Air Inspector had just been transferred from the Air Staff proper to the Special Staff. Chart, "Organization of the Army Air Forces," approved 9 Sep. 1942.

his office to perform the functions assigned to him, which were (1) to supervise the following activities: training, procurement, budget and fiscal operations, and maintenance, distribution, and transportation systems; (2) to review and coordinate reports of technical, tactical, and administrative inspections (including those by inspectors general), and special investigations; (3) to maintain the technical inspection system; and (4) to develop and maintain parallel systems of administrative and tactical inspection.⁶⁷

By January 1943 the Air Inspector had effected his organization.⁶⁸ The office at that time was composed of five divisions (Central Administrative, Administrative Inspection, Tactical Inspection, Technical Inspection, and Special Staff) and 11 regional offices (each containing administrative, tactical, and technical supervisors.⁶⁹ The Central Administrative Division, which was first set up on 25 November 1942 as the Administrative Branch of the Office of the Air Inspector,⁷⁰ performed the administrative services of handling mail and keeping files. It also made analyses of reports and correspondence and prepared charts and summaries from them to provide portrayal of the efficiency status of the AAF to the Air Inspector as required.⁷¹ The three inspection divisions performed parallel administrative functions for the three main categories

67. AAF Memo #120-2, 12 Sep. 1942.

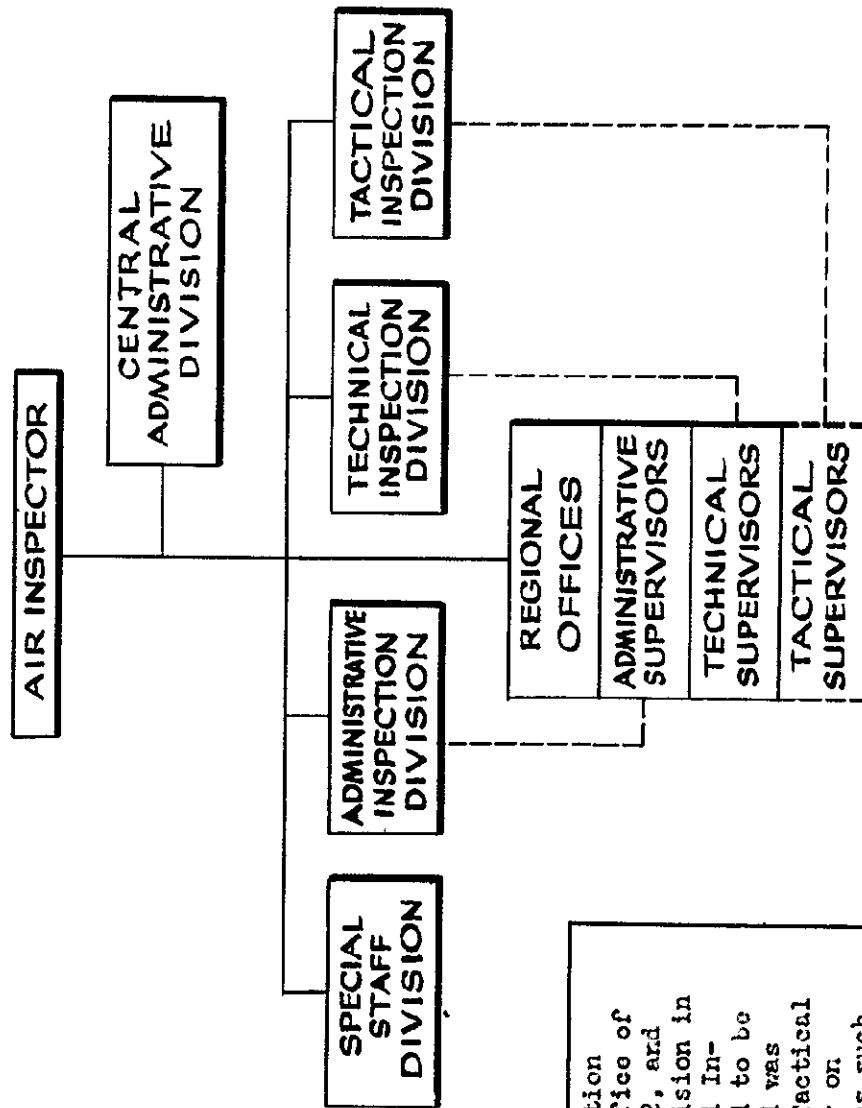
68. Some of the story of this organizational development appears in TAI 320.2, Orgn. of Technical Inspection Div.

69. Chartbook, U.S. AAF Organization and Functions, 25 Jan. 1943, 14.

70. Memo for APTSI by Col. John F. Whiteley, TAI, 20 Nov. 1942, in TAI 320.2, Orgn.-Air Inspector's Office.

71. Chartbook, 25 Jan. 1943, 14.

OFFICE OF THE AIR INSPECTOR IN JANUARY 1943



The Administrative Inspection Division was added to the office of the Air Inspector in May 1942, and the Technical Inspection Division in September 1942. The Tactical Inspection Division was ordered to be set up in September 1942, and was organized by January 1943. Tactical supervisors were provided for on paper, but did not function as such.

The Central Administrative Division was added (first as the Administrative Branch) in November 1942.

CHART 4

of inspection. They supervised their respective regional supervisors, analyzed inspection reports, prepared manuals and regulations to govern the conduct of inspections in the AAF, and prepared reports for the Commanding General relating to the status of the AAF in regard to matters falling within their respective jurisdictions.⁷² The Special Staff Division conducted "a continuous review of Army Air Forces training programs and facilities; the procurement program; budgetary and fiscal operations; maintenance, distribution, and transportation facilities; and such other matters as directed or as deemed necessary to keep the Commanding General informed of the situation in relation to current Army Air Forces objectives."⁷³ At last the inspection function had been broadened, and inspection control had been centralized to a large extent.

Though the organization thus established was basically the one in effect in the fall of 1945, there occurred a number of important organizational and functional changes--some permanent, others only temporary. Several of these changes came during the brief period that Maj. Gen. Follett Bradley served as Air Inspector. On 29 March 1943, the day that General Bradley assumed his new duties, there went into effect a major reorganization of Headquarters, AAF. In the new organization there were two changes in the internal structure of the Office of the Air Inspector. One was the replacement of the Special Staff Division, with its general supervisory functions, by an Investigations Division, set up to make "investigations and special inspections."⁷⁴ That this was not a mere

72. Ibid.

73. Ibid.

74. Chartbook, 29 Mar. 1943, 11.

change in name seems to be shown by a later request for personnel for that ⁷⁵
division who should have legal training and investigatory experience.

The second change was the addition of a POM (Preparation for Overseas Movement) Inspection Division, which was assigned the responsibility for making "final inspections of all Army Air Forces units and casualties under orders for overseas duty to determine adequacy of training, personnel, ⁷⁶
equipment, and supplies." Previously, this function had been performed primarily by the I Concentration Command which was eliminated in the latter part of November 1942. ⁷⁷

At the same time that these two divisions were being set up, a third new division was being organized. It was a Communications Inspection Division, planned by Brig. Gen. H. M. McClelland, Deputy Assistant Chief of Air Staff, Operations, Commitments, and Requirements, in conjunction with General Bradley, ⁷⁸ to take from the Directorate of Communications ⁷⁹
the inspection of radio, radar, wire, and other communications equipment. The organization of this division was supplemented on 1 June 1943 by an order for the establishment of a system of communications inspection in all echelons of command. ⁸⁰

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75. R&R, TAI to AFAAP through AFDMC, 22 Apr. 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943) /I Mar. 1943 to 23 June 1943/.
76. Chartbook, 29 Mar. 1943, II.
77. R&R, TAI to AFAEP thru AFDMC, 7 Apr. 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943); secret teletype, CG AAF to CG I Concentration Comd. and continental air forces, 15 Nov. 1942, in History of AAF First Concentration Command, Book I; AG 320.2 OB-1-AF-M, dated 21 Nov. 1942.
78. Memo for Brig. Gen. J. W. Bevans by Maj. Gen. Follett Bradley, 13 Apr. 1943, in *ibid.*; TAI Office Memo /OM/#9, 13 Apr. 1943, in TAI 316, Office Memos.
79. R&R, TAI to AFAAP thru AFCCR, 3 May 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943).
80. AAF Reg. #120-7, 1 June 1943.

Still other additions to the Office of the Air Inspector were an Executive, brought in by General Bradley,⁸¹ and a Deputy Air Inspector, created on 30 April particularly to provide direct supervision over the office divisions and the field offices.⁸² The office services functions of the Central Administrative Division were taken over by these officers, and the centralized analysis of reports was dropped for a time.⁸³

But these organizational and functional modifications of the Office of the Air Inspector were not the only changes in the inspection organization during the period of General Bradley's tenure. There was also a temporary major reorganization reflecting an alteration in the basic philosophy of inspection control. Possibly one cause of this change was a memorandum written early in April 1943. In it was expressed the belief that only the POM Inspection Division was organized to function properly to achieve the objective of the AAF in maintaining efficient operation. The Technical, Tactical, and Administrative Inspection divisions performed only "piece-meal services."⁸⁴ Those divisions should be given staff functions only, and control of field supervisors should be united in one authority. Moreover, the field specialists of the various types should operate in teams and not carry out separate inspections of each type at different times.⁸⁵ Also influential in the development of this philosophy and the alteration of the organization was a conference of inspectors general of the AAF Flying Training Command, on 29 and 30 March 1943. At

81. TAI OM #5, 3 Apr. 1943, in TAI 316, Office Memos.

82. R&R, AFDMC to TAI, 30 Apr. 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943).

83. Conversation with Lt. Col. Earl E. Ritzert, Chief, Control Div. AFTAI, 18 May 1944.

84. Memo for Exec., AFTAI by Maj. R. E. Elwell, 5 Apr. 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943).

85. Ibid.

this conference, which General Bradley attended, objection was raised to the designation of regional representatives of the Air Inspector as "supervisors." It was felt that they should be "inspectors," as "supervisors" carried a connotation of command and would indicate an authority in such representatives outside of the chain of command.⁸⁶ Further, it was stated that the lack of training of many of the administrative supervisors made the name and the authority particularly unsuitable, and doubt was expressed as to the value of the new tactical supervision.⁸⁷ General Bradley concurred in these views, and not only changed the title of the "supervisors" to "inspectors," but also determined to eliminate the administrative supervisors and discontinue the plan to set up tactical supervisors.⁸⁸

These plans were carried out in a complete revision of the organization and functions of the Office of the Air Inspector. The new organization was built around the assignment of a position of primary importance to POM inspection. Provision was made for the establishment of POM inspection groups at convenient points throughout the United States. All administrative inspectors were transferred to the POM Division, and the

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86. "Report of Conference of Inspectors General, Army Air Forces Flying Training Command, held in Fort Worth, Texas, March 29 & 30, 1943," copy with memo for Maj. Gen. Follett Bradley, by Hq. AFPTC, 14 Apr. 1943, in ibid. This idea was also expressed earlier by Maj. Gen. B. K. Yount, Commanding General of the Flying Training Command, in a letter to General Bradley, 27 March 1943, in AAG O.2000, Officers--Bf.--Bz.
87. Report of Conference of Inspectors General, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943).
88. See marginal notes by General Bradley on above report.

work of the Administrative Inspection Division was limited chiefly to the formulation of administrative inspection policy, the development and dissemination of administrative inspection methods and requirements to AAF organizations, and the review of the Inspector General's reports. The Technical Inspection Division continued about the same as before, except for the assignment of all communications inspection matters to the Communications Inspection Division, which was to have regional inspectors similar to the field technical inspectors. Both of these latter divisions, however, were required to be prepared at all times⁸⁹ to lend field personnel to the POM Division. The Investigations Division was apparently unaffected except in the addition of the word "Special" before its name. The Tactical Inspection Division was completely eliminated. Training inspection was declared to be a function of the various Air Staff officers concerned, up to the final phase of training, at which time the responsibility of the Air Inspector was met through POM inspections.

Numerous further changes were made in the organization of the Office of the Air Inspector during the spring and summer of 1943. Some were hardly more than changes in name. Others, however, were of more importance. One of these was the centralization of report evaluation and follow-up in the Administrative Inspection Division, a move which had long been sought by Col. T. C. Odom, the Deputy Air Inspector, in order to provide an agency "for the compilation of the overall picture of efficiency in the Army Air Forces."⁹⁰ Another was the elevation^{of} the Inspector General Section

89. TAI OM #14, 26 Apr. 1943, in TAI 316, Office Memos.

90. /TAI/Office Memo by Col. T. C. Odom, 1 June 1943, in TAI 320.2, Orgn. of APTAI (Mar. 29, 1943), II.

of that division to separate division status, assuming the residue of the Administrative Inspection Division's supervisory functions.⁹¹ There were also changes in the Air Inspector's field organization. In addition to the change of title from supervisors to field inspectors, there was a group designation of such inspectors operating together. They were to be known as Field Inspection Unit, Headquarters, AAF.⁹² Later the entire field organization of the office was designated the Field Division of the Office of the Air Inspector.⁹³ In June 1943 each office at which field inspectors from Headquarters, AAF were located was named a Field Office of the Air Inspector and the senior inspector at each field office was given the responsibility for the administration of that office.⁹⁴

In July 1943 there began a new series of organizational and functional changes in the Office of the Air Inspector. Brig. Gen. Junius W. Jones succeeded General Bradley in the post of Air Inspector on 13 July⁹⁵ and soon began to reorganize the inspection control agency in accordance with those principles of inspection control which had governed previous to the advent of General Bradley, without dropping some innovations introduced by the latter. General Jones planned to bring both technical and PCM inspectors into each field office, and to add administrative and tactical personnel as well. He felt that because of the constantly increasing size of the AAF

91. R&R, Col. T. C. Odom to AFDC, 9 June 1943, in ibid.

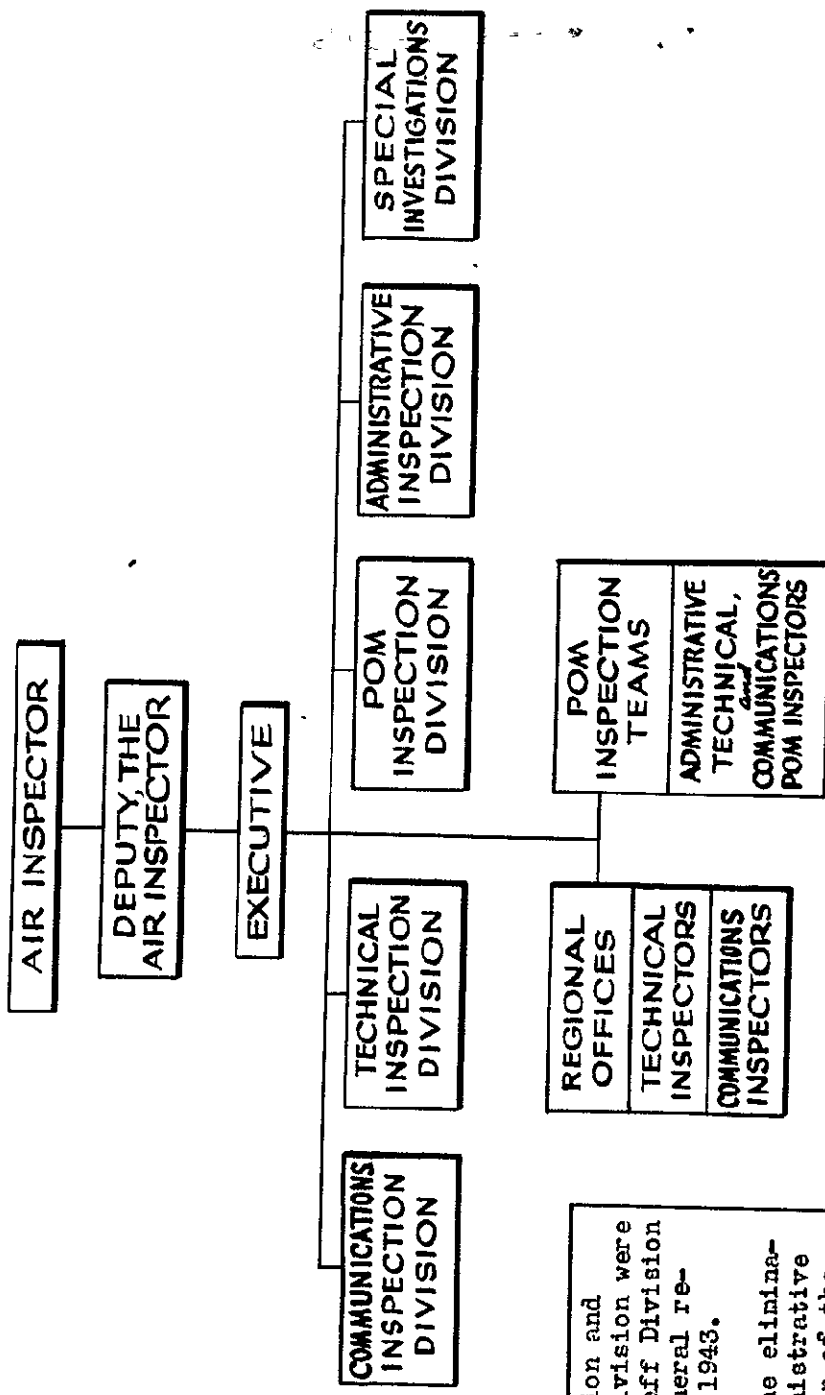
92. TAI OM 74, in TAI 316, Office Memos.

93. R&R, Deputy Air Inspector to AFDC, 14 May 1943, in TAI 320.2, Orgn. of AFTAI (Mar. 29, 1943).

94. Col. T. C. Odom to all officers assigned to field offices of AFTAI, 5 June 1943, in ibid.

95. General Bradley was ill. See AG 201, Follett Bradley, Sr., III.

OFFICE OF THE AIR INSPECTOR
MAY 1943



POM Inspection Division and Special Investigations Division were added and the Special Staff Division was eliminated in the general re-organization of 29 March 1943.

In April 1943 came the elimination of the Central Administrative Division, and the addition of the Deputy, the Executive, the Communications Inspection Division, and the field organization shown.

it would be impossible to perform as thorough an inspection on all levels in the AAF as the technical inspectors had been making. He planned, therefore, to reduce detailed inspection by the field representatives of the Air Inspector to the headquarters of the air forces and commands, and to make only such inspection below that level as appeared necessary to check the functioning of lower-echelon inspection systems.

One of the first steps in the effectuation of this policy was the restoration of the Administrative Inspection Division to approximately its former status. On 3 August 1943 the name of the Administrative Inspection Division, which had become an evaluation and development office, was changed to the Control Division, and the Inspector General Division was renamed the Administrative Inspection Division. To the latter was restored the responsibility for the development and maintenance of the administrative inspection system throughout the AAF, including the preparation and revision of appropriate AAF Regulations. Very soon thereafter plans were laid to re-create the Tactical Inspection Division, and on 3 September that division was organized.

The next step was the reorganization of the field organization in order to carry out the new policy. The plan under consideration provided that the senior field inspector at each field office would be designated

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96. Report of Field Air Inspectors (FOM) Conference, July 28-29, 1943, I-2, in AFSHO.
97. TAI CI #22, 3 Aug. 1943, in TAI 316, Office Memos. For a brief period the Control Division was referred to incorrectly as the Evaluation Division, a name sometimes previously applied to the Administrative Inspection Division. See memo for Col. J.F.R. Scott by Lt. Col. John H. Leavens, Acting Exec., APTAI, 9 Aug. 1943, in TAI 320.2, Orgn. of APTAI (Mar. 29, 1943), II.
98. Summary of Activities, Office of the Air Inspector, 17 and 24 Aug. and 8 Sep. 1943, in AFSHO files.

the "Field Air Inspector." The field air inspector of each field office would be given operational as well as administrative control over the personnel of his office, except that POM inspectors would remain under the authority of the senior POM inspector, responsible directly to the Chief of POM Division. If the senior POM inspector were the senior inspector of his office, however, he would be the field air inspector of that office. Each field office would be divided into technical (including communications), administrative, and tactical (training) divisions, with personnel permanently assigned to one or another of these divisions, subject to temporary reassignment by the responsible field air inspector.⁹⁹ This plan apparently included an intention to bring communications inspection within the functions of technical inspectors. There was a corresponding plan to place the supervision of communications inspection within the Technical Inspection Division of the Office of the Air Inspector, abolishing the Communications Inspection Division, but both plans were dropped for a time.¹⁰⁰

The contemplated field organization was not followed exactly. On 28 September field offices were divided into three types: general, POM, and POM liaison. The general and POM offices both included inspection personnel of four kinds: administrative, technical, tactical, and communications. POM liaison offices were given "limited personnel assigned to maintain liaison at fly-away points." In five instances, general and POM offices were combined.¹⁰¹ On 12 October 1943 this organization was revised.

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99. Brig. Gen. Junius N. Jones to all officers assigned to field offices of APTAI, 20 Aug. 1943, in TAI 320.2 Orgn. of APTAI (Mar. 29, 1943), II.
100. Memo for TAI by Col. Clay I. Hoppough, Chief, Communications Div., 25 Aug. 1943, and attached undated memo for Col. Odom by J. W. J. Brig. Gen. J. W. Jones, in ibid.
101. AIF Memo #120-4, 28 Sep. 1943.

Eight "Field Areas, Office of the Air Inspector" were established, with an area office in each. All field inspectors were named "Field Air Inspectors," and the head of each office was designated the "Field Air Inspector." Two of these eight offices were to have no POM personnel. There were also two POM offices separately maintained (one of them to be temporary only) and four POM liaison offices, as before.¹⁰² This organization of the field offices remained until 1 April 1944, when the inspection responsibilities of the various offices were changed from a geographical to a functional basis. In other words, to each field office was assigned the responsibility for inspecting a specific air force and/or command and subordinate activities, no matter where located.¹⁰³ A suggestion by Organizational Planning that a combination of the functional-geographical organization might be better than the rigid geographical organization probably hastened this change.¹⁰⁴

On 17 April there were six "field offices of the Air Inspector," in addition to resident POM liaison officers at various overseas replacement depots, ports of aerial embarkation, and staging areas.¹⁰⁵ Two of the field offices (Dallas and Indianapolis) differed from the other four in

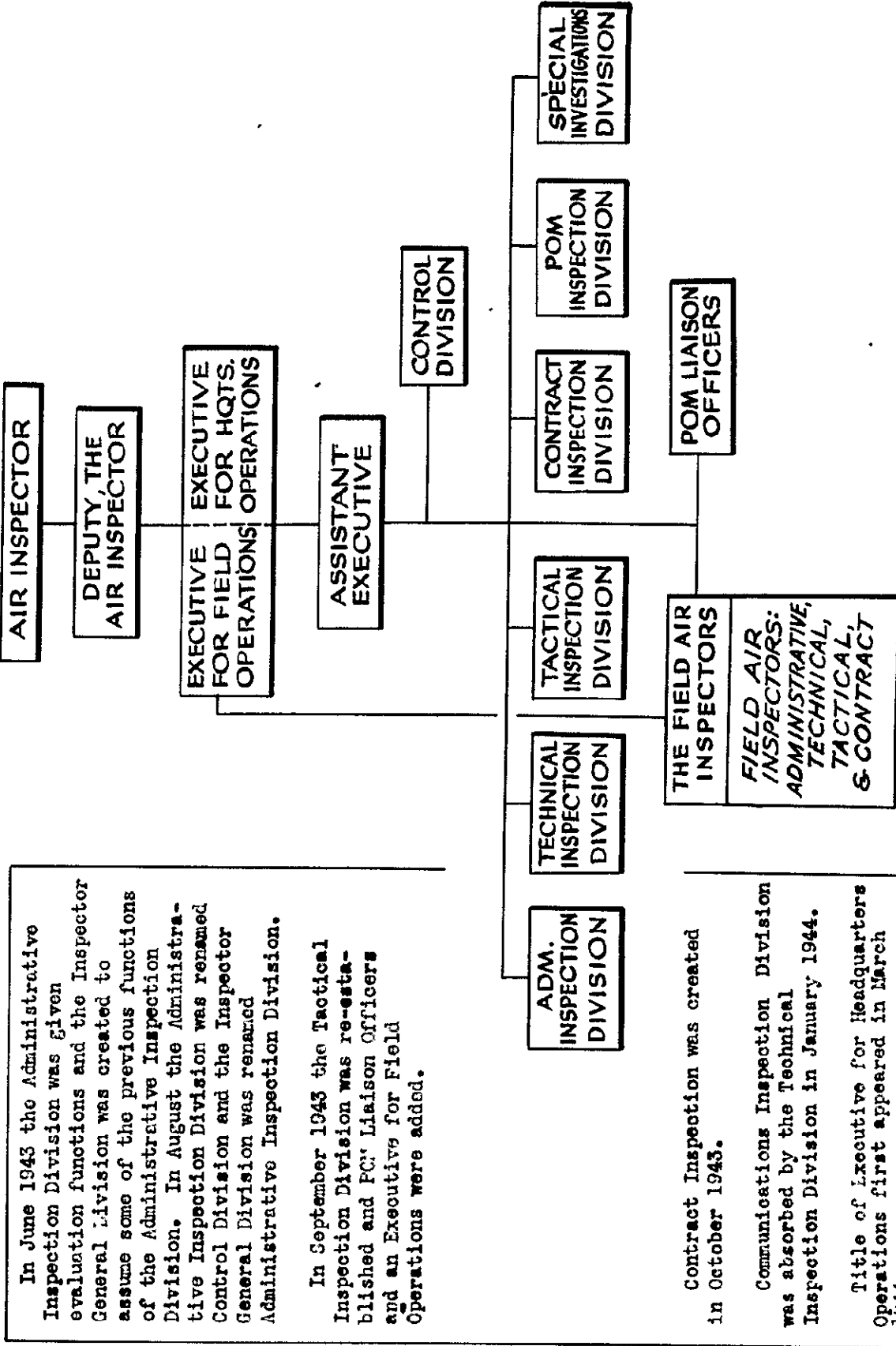
102. Field Inspectors' Memo (FIM) #1-2, 12 Oct. 1943.

103. Brig. Gen. J. W. Jones to The Field Air Inspector, Indianapolis, 23 Feb. 1944, in AAG 333.1 #8, Inspection by Others--Reports of.

104. Memo for Brig. Gen. B. E. Gates by Lt. Col. R. E. S. Deichler, 2 Feb. 1944, in AAG 310.1, Air Inspector. This communication pointed out that the team inspection method had two distinct advantages: (1) it gave an over-all inspection picture of a given activity at a given time, and (2) it protected the commanding officer from a "recurring series" of individual specialized inspections. Also, the writer considered the organization and operation of AFTAI superior to those of any other activity recently surveyed.

105. AAF Memo #120-4, 17 Apr. 1943.

OFFICE OF THE AIR INSPECTOR
MAY 1944



In June 1943 the Administrative Inspection Division was given evaluation functions and the Inspector General Division was created to assume some of the previous functions of the Administrative Inspection Division. In August the Administrative Inspection Division was renamed Control Division and the Inspector General Division was renamed Administrative Inspection Division.

In September 1943 the Tactical Inspection Division was re-established and PC Liaison Officers and an Executive for Field Operations were added.

Contract Inspection was created in October 1943.

Communications Inspection Division was absorbed by the Technical Inspection Division in January 1944.

Title of Executive for Headquarters Operations first appeared in March 1944.

106

having no POM inspection personnel. In October 1944 a seventh field office was established at Orlando for the purpose of providing qualified instructors for the training of inspectors.¹⁰⁷ With the creation of the Continental Air Forces (CAF) and the staffing of its inspection section, the Colorado Springs, Mitchel Field, and Tampa field offices of the Air Inspector were discontinued. The facilities at Mitchel and Tampa fields were relinquished to the First and Third Air Forces, and Colorado Springs was turned over to CAF.¹⁰⁸

One other organizational change prior to 1944 was primarily for the furtherance of the new inspection policy. There was added to the Office of the Air Inspector an Executive for Field Operations, whose duties were to plan and coordinate matters relating to the field offices, such as administration, organization, procedures, and inspection schedules.¹⁰⁹

There were several other changes in the Office of the Air Inspector by October 1945. These were either additions of new functions, broadening the scope of inspection control, or reorganizations intended to make operation of the Office of the Air Inspector more efficient. One of the most important additions was the assumption of supervision over contract

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- 106. Conversation with Lt. Col. Narce Whitaker, Chief, POM Div., APTAI, 4 May 1944.
 - 107. FIM #1-4, 7 Oct. 1944.
 - 108. Memo for AFDMC by APTAI, 21 May 1945, in TAI Organization 4-4.
 - 109. Chartbook, 1 Oct. 1943, 11. Actually, this was only a paper change. Lt. Col. J. V. Satterfield, Jr., who held this position, was also Executive, and used the more cumbersome title only until 1 November 1943. The distinction continued to be drawn on paper, and in March 1944 the title of Executive was changed to Executive for Headquarters Operations. The Executive for Field Operations and the Executive for Headquarters Operations were the same officer, Colonel Satterfield.

inspection. This was begun by the establishment of a division in the Office of the Air Inspector "to handle all matters pertaining to the inspection of contracts, contractual procedure, contract performance, contract cost control systems and procedure, business and industrial relations, and such other related matters as pertain to the procurement of services and the procurement and disposition of materiel by the Army Air Forces."¹¹⁰

The new division was organized on 3 November 1943 under the name "Contract Inspection Division."¹¹¹

By 2 March 1944 sufficient contract inspection personnel was available to perform supervisory inspection of the contract inspection systems in the Materiel Command, the Air Service Command, the Air Transport Command, and the Training Command, which were the only AAF activities concerned in the procurement of materiel or services under contract. All such supervisory contract inspection was, under the functional field organization, performed by personnel of the office of the field air inspector in Indianapolis, although such inspectors were responsible to the field air inspector of the Dallas area when performing contract inspections of the Training Command.¹¹²

Contract inspection, including the inspection of materiel procurement which was for so long a function of the Materiel Command and its

110. Memo for Lt. Col. John M. Leavens by Col. Max F. Schneider, Deputy Air Inspector, 11 Oct. 1943, in TAI 320.2, Orgn. of APTAI (Mar. 29, 1943), II.

111. Contract Inspection Div. Memo #1, 3 Nov. 1943.

112. FIM #13-2, 10 Mar. 1944; FIM #13-3, 14 Mar. 1944; Brig. Gen. J. W. Jones to Field Air Inspector, Indianapolis, 23 Feb. 1944, in AAG 333.1 #8, Inspection by Others--Reports of; Col. Max F. Schneider to CG Midwestern Procurement District, 2 Mar. 1944, in ibid.

predecessors, previously had been subject only to indirect control by the Air Inspector through administrative inspection of the activities concerned. It had been performed by the Procurement and Construction Division of The Inspector General of the Army until that division was forced by the press of other activities to suspend that inspection.¹¹³ Bringing it under the Air Inspector was a broad step in the expansion of AAF inspection control. The organization of a separate Contract Inspection Division, however, was not in accord with the policy of classifying all types of inspection within one of the three main categories: administrative, technical, and tactical. Other developments during the same period, on the other hand, were in accord with that policy. For instance, the functions and personnel of the Communications Inspection Division were transferred to the Technical Inspection Division.¹¹⁴ The latter division also received the responsibility for the supervision of motor-vehicle maintenance inspection, photographic inspection, and armament inspection.¹¹⁵ And Women's Army Corps personnel, introduced into the inspection system on all levels primarily to perform administrative inspection of WAC in the AAF, were placed in the Administrative Inspection Section of inspection offices on all levels.¹¹⁶ In fact,

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113. Lt. Col. J. V. Satterfield, Jr., to Field Air Inspector, Indianapolis, 31 Mar. 1944, in AAG 333.1 #8, Inspection by Others--Reports of.
114. TAI OM #27A, 12 Jan. 1944.
115. Summary of Activities, Office of the Air Inspector, 2 and 23 Sep. 1943, in AFSHO files; memo for Brig. Gen. R. L. Gates by Lt. Col. R. E. S. Deichler, 2 Feb. 1944, in AAG 310.1 #4, Office Administration and Orgn.--Misc.; Lt. Col. J. V. Satterfield, Jr., to CG AAF Training Command, 23 Oct. 1943, in AAG 333.1, Photographic Inspections.
116. AAF Reg. 120-12, 25 Dec. 1943; TAI #4-2, 15 Dec. 1943.

the policy of classifying the various types of inspection within one or another of the three main categories was observed strictly.

An uncertainty of jurisdiction seems to have developed between the Contract Inspection and the Personnel and Administration divisions, for in March 1945 the spheres of responsibility were redefined. Contract Inspection was charged with inspection of Training Command contracts, but the Personnel and Administration Division had responsibility for processing these reports. In addition Personnel and Administration was to process all reports covering all budget and fiscal matters (except those under the jurisdiction of the Contract Audit Division, Budget and Fiscal Office) and to inspect and process reports on local and emergency purchases in all agencies except the Air Technical Service Command. Contract Inspection retained responsibility for all phases of contract inspection and report processing with the above exceptions.

117

From the summer of 1944 until the summer of 1945 there were no essential changes in organization or functions of the Air Inspector's office. On 23 August 1945 the Air Inspector ceased to be a special staff officer

117. TAI OM relative to division responsibility, 27 March 1945, in TAI 320.2, Orgn. of AFTAI. On 15 June 1944 the Administrative, Tactical, and Technical Inspection divisions had been redesignated Administration and Services, Operations and Training, and Supply and Maintenance divisions, respectively. The POM Inspection Division was reduced to branch status in the Operations and Training Division. (FIM 2-12, 5 July 1944) This step was taken to make the organization correspond more closely to the three-director system adopted for the IAF in the spring of 1944. The Administration and Services Division later became the Personnel and Administration Division. On some occasions, the POM branch again functioned as a division, even though it legally remained a branch in O T. See Chartbook, 1 Apr. 1945, Charts 11 and 11A.

and was placed in the office of the Commanding General, AAF. The internal organization remained the same and a few days later the Air Inspector was directed to include inspections relative to reduction of civilian as well as military personnel in connection with the inspection program for demobilization following V-J Day. The transition from wartime to the interim air force was not expected to bring any modifications of the over-all inspection organization; the structure would be retained and the personnel reduced as the work load decreased. ¹¹⁸

In the development of the Office of the Air Inspector since the advent of General Jones, certain trends are apparent: (1) the revival of broad inspection control, reintroducing administrative and tactical inspection on more than a POM inspection basis; (2) the addition of new functions, broadening inspection control even further; (3) reorganization to improve efficiency of operation; and (4) elevation of the office to the position where control could be more effectively exercised.

118. Daily Diary, Control Div., AFTAI, 15 Feb. 1945, and Summary of Activities of AFTAI, 26 Aug. to 8 Sep. 1945, in WSHO files; memo for C/AS by AFTAI, 27 Aug. 1945, in TAI Organization 4-4; AAF Reg. #20-1, 15 Sep. 1945.

AAFES-14

Chapter III

INSPECTION, INVESTIGATION, AND THE PROCESSING OF REPORTS

Inspection and Investigation

One of the chief means by which the Office of the Air Inspector exercised control over inspection procedure in the AAF by May 1944 was by actual inspection. This consisted of periodic, routine examination of the headquarters of air forces, independent commands, and other activities reporting directly to the Commanding General of the Army Air Forces, and less frequent inspection of intermediate and lower-echelon activities, supplemented by inspection of units or casualties prior to embarkation for overseas service and by special inspections and investigations. Most of these were performed by teams of field air inspectors, headed by the one from the area office concerned or the senior field air inspector of the team.

Considerable leeway was allowed to the field air inspectors in determining the frequency, manner, and scope of the periodic inspections, which constituted the backbone of the control. In general, however, the procedure included: (1) quarterly inspections of the headquarters of the air forces, commands, and other activities reporting directly to the Commanding General of the Army Air Forces, one of which had to be the annual general inspection performed for The Inspector General by Air Corps personnel detailed to the Inspector General's Department; (2) annual inspections of intermediate headquarters; and

(3) inspections of operating activities, ordinarily only once in every two and one-half years. The scope of the inspection in each case depended upon the nature of the activity and the need as seen by the field air inspector after a review of reports of previous inspections of the organization about to be visited. With regard to lower-echelon activities, there was inspection sufficient to ascertain not only the operational, administrative, and inspectional efficiency of the organization inspected, but also the effectiveness of higher-echelon inspection. The procedure included planning in advance to determine the extent and types of inspection necessary, to select a well-balanced team composed of the specialized personnel appropriate to the types of inspection to be performed, and to give advance notice of the contemplated visit to the commanding officer of the activity to be inspected. The inspection itself was supposed to be courteous and helpful.¹ Proposed corrections were to be suggested, not ordered. Before leaving, the field air inspector invited the commanding officer, together with his staff, to hear and discuss with the team a report of conditions disclosed by the inspection. Finally, the inspector drew up his report and submitted it to the Office of the Air Inspector.²

All or any of the three main types of inspection were included in these inspections, depending upon the nature of the activity inspected.

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1. Col. L. M. Johnson, Chief of the Personnel and Administration Div., APTAI, in addressing a conference of air inspectors in 1945, pointed out that a new spirit in inspection had developed in the preceding two or three years. He described this as a spirit of using the axe and sword to clear the underbrush to see what could be found underneath, rather than a spirit of "chopping the limb off to see somebody fall." Proceedings, Conference of Air Inspectors of the Army Air Forces, 30 Apr.-4 May 1945, 63.
 2. FIM #1-26, 26 Feb. 1944.

Contract inspections, however, which were partly administrative and partly technical, were not broken down into their basic elements, but were treated as a separate inspection category, under slightly different procedures.

The report drawn up by the field air inspector was made up of general and specific observations on the efficiency of administration and operations and the effectiveness of inspection. The general observations related chiefly to compliance with regulations of a general nature on administrative and inspectional procedures. The specific observations were primarily ratings of the activity inspected and its inspection system, each broken down into the categories inspected. For example, it might be indicated that administration of the activity was satisfactory; that administrative inspection was satisfactory; that technical administration was excellent, except for photography, which was unsatisfactory, and communications, which was superior; that technical inspection was satisfactory, except for armament, which was superior; that tactical operation was satisfactory; and that tactical inspection was nonexistent. The observations were followed by conclusions and recommendations. In the case of the unsatisfactory rating and the nonexistence of a type of inspection,

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3. FIM #13-2, 10 Mar. 1944; FI #13-3, 14 Mar. 1944; see below.
 4. General Jones, on 30 April 1945, cautioned the inspectors that above the base and group level it was not sufficient merely to see what regulations had been violated. On the higher echelons the inspector should make his examination on a functional basis, follow the procedures through (no matter what the channels) to see how they were carried out, and see what the bottlenecks were and what obstacles lay in the road of accomplishment of the mission. The report, he stressed, should not be full of minor irregularities, but should show cause for faulty management, shortages of equipment, faulty distribution of personnel, and other basic shortcomings that might be in evidence. The citation of minor irregularities was important, but a large number of them should lead to the discovery of the causes of those irregularities. Proceedings, Conference of Air Inspectors of the Army Air Forces, 30 Apr.-4 May 1945, 3, 116.

some explanation was expected to be given and ordinarily was given in this report, unless it reflected a major deficiency or irregularity, in which case the matter was submitted to the Air Inspector in a Case-Report.⁵ For minor faults and failings reflected in a rating of satisfactory, or existing in many cases even where a higher rating was given, a memorandum was submitted by the field air inspector to the commanding officer of the activity inspected, detailing the deficiencies or irregularities uncovered. This was followed by a letter from that commanding officer to the Air Inspector stating what corrective steps had been taken.⁶

Contract inspection, though a routine, periodic inspection, was somewhat different in character and procedure from the other types. In the first place, it was merely an inspection of inspection systems; in the second place, it was performed by specialized personnel of one field office only; and third, it was concerned with only four organizations: the Materiel Command, the Air Transport Command, the Air Service Command, and the Training Command.⁷ Contract inspections were reported in less formal style, but the reporting of minor deficiencies to the commanding officer of the activity inspected was in the same memorandum form used

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5. Case-Reports involving matters which were the concern of, or required corrective action by, more than one command were to be routed so that complete action could be taken by all commands concerned before the report reached Headquarters, AAF. The air inspectors were warned in 1945 that Case-Reports were not to be used on annual general inspections. *Ibid.*, 65; FIM #1-5D [3-C-1D], 17 July 1944. The number in brackets is the new number assigned to this FIM.
6. FIM #1-5, 29 Feb. 1944; inspection reports in AIAI.
7. FIM #12-2, 10 Mar. 1944; see above, Chap. II.

for other inspections, and the Case-Report was used likewise for reporting major irregularities to the Air Inspector.⁸

These periodic inspections, contract as well as the more general categories, provided the best continuous control of higher-echelon inspection. Final check came, however, from FOM inspection, which determined the efficiency of previous inspection indirectly by ascertaining the readiness of units and casualties for combat. Like the teams for periodic general inspections, FOM inspection teams were made up of personnel of any or all of the three main categories, in such numbers as the responsible field air inspector deemed necessary for the particular work to be performed. Their inspections covered: (1) number of personnel and adequacy of discipline, morale, and physical condition; (2) status of individual and unit technical and tactical training; (3) amount and condition of individual and organizational equipment; and (4) efficiency of unit administration and maintenance of individual records. These inspections were made not at regular intervals but whenever necessary to determine the readiness of alerted or committed units or casualties. Reports, containing information on all of the above topics and listing items of an unsatisfactory nature, were then sent to the FOM Division of the Office of the Air Inspector, and the corrective action taken was reported to that same division by the commanding officer of the unit or casualties inspected.⁹ The inspection of alerted units or casualties by FOM teams was supplemented by periodic examination of units in staging areas¹⁰

8. SIM-41-3, 14 Mar. 1944.

9. Final FOM Inspection Report [Form], prepared by FOM Div., AFMAI.

10. SIM-47-17, 18 Mar. 1944.

and by continual inspection by field air inspectors stationed as resident FOI liaison officers at overseas replacement depots, ports of aerial embarkation, and staging areas.¹¹

In spite of the control provided by routine and FOI inspection, special inspections and investigations were necessary to supplement the system and to provide additional supervision. Inspection was defined, in December 1943, as "an official examination of a military unit, facility or activity made in the course of an inspector's prescribed routine to determine and report on the extent and degree of compliance with laws, regulations, orders or other standards and on the condition of personnel and material," while an investigation was described as "an official inquiry specifically directed to a certain subject or group of related subjects requiring detailed examination to determine the exact cause and effect of the subject under investigation and to fix responsibility therefor."¹² The exact meaning of "special inspections" was not defined and the term apparently was used loosely.¹³ It could be understood as a synonym for "investigations,"¹⁴ or it could be used to mean inspections or inspection tours of a nonroutine nature which might or might not be directed toward the probing of a particular subject.¹⁵ For convenience,

11. AFM Memo #100-4, 17 Apr. 1944.

12. SIM #1-16, 7 Dec. 1943. In April 1945 Maj. William C. O'Brien, FAI at Orlando, pointed out one great difference between inspection and investigation: inspection was intended to prevent things from happening; investigation occurred after the damage had been done. Proceedings, Conference of Air Inspectors of the Army Air Forces, 30 Apr.-4 May 1945, 6.

13. AFM Rep. #80-1, 1 Dec. 1943.

14. Conversation with Lt. Col. J. F. R. Scott, Chief, Special Investigations Div., AFMAI, 3 May 1944.

15. Conversation with Lt. Col. L. S. Gibbs, Control Div., AFMAI, 4 May 1944.

the second definition of "special inspections," which distinguished them from "investigations," has been used in this study.

Special inspections, as above defined, were conducted by the Air Inspector and personnel of his office, individually or in small groups, to provide contact with the actual work of inspection and to supervise and supplement the routine performed by field air inspectors. They consisted either of inspections in the normal manner but out of normal schedule, or of visits to specific organizations and activities in the field and general tours of geographical areas, touching as many different activities as possible. Special inspections of the former type were followed by reports of the routine sort, through regular channels. The latter type sometimes resulted in later investigations of specific irregularities, and on other occasions simply in a report of trends and general conditions noted.¹⁶

Investigations were performed by personnel of the Special Investigations Division of the Office of the Air Inspector or by others acting for that division and reporting to it. Such individuals were of three general types: (1) field air inspectors, (2) air inspectors and inspectors general of A-5, or their assistants, and (3) personnel of other divisions of the Office of the Air Inspector. The last type was used very seldom. These investigations were always inquiries into the truth of special charges brought to the attention of the Special Investigations

16. See correspondence and reports in AAG 333.1, passim. General Arnold was strongly insistent that all higher officers make frequent visits to field organizations. See RFR, Brig. Gen. William S. Hall, DC/AS, to Gen. Gilson, 6 Feb. 1944, in AAG 333.1 #8, Inspection by Others--Reports of.

Division in any one of a number of ways and from various sources. Many resulted from complaints to congressional representatives or senators by the aggrieved parties or their friends or relatives. Others originated in signed or anonymous appeals to General Arnold, General Marshall, Secretary Stinson, or the President himself. Still others were undertaken in response to charges made in more customary Army channels, as to inspectors during the "complaint hour" for enlisted men, or to AAF Headquarters officers during visits or tours. Some investigations were even instituted as the result of appeals or charges made by interested individuals appearing in person at the Office of the Air Inspector.¹⁷ The nature of the complaints was varied. There were charges of racial or individual discrimination by AAF officers against other officers, enlisted personnel, or civilian employees, and often anonymous claims were made of personal use of government property by responsible officers. Many of the cases involved highly serious subjects, such as sex offenses, fraudulent conversion of large sums of money, criminal negligence, or gross inefficiency. Others were concerned with aircraft accidents, though most matters of that sort were left to the Office of Flying Safety.¹⁸ Many were of a comparatively minor sort but of importance to morale, such as complaints about army food or the lack of entertainment. In each case the nature of the charges and the person requesting or ordering the investigation determined how it should be conducted and who should do it.

17. Conversation with Col. Scott, 3 May 1944; Daily Diaries of Special Investigations Div., in AISEO files.

18. Technical Inspection Division made or ordered a number of investigations of plane accidents believed caused by material failure or faulty maintenance. See Daily Diaries of Technical Inspection Div. in AISEO files.

In any case the procedure was approximately the same. Primarily it consisted of observation on the spot and the interviewing of the complainant, the defendant, and witnesses. Such observations and the signed statements of the persons concerned were sent to the Special Investigations Division with the comments, conclusions, and recommendations of the investigator. Action taken on those recommendations was dependent on the nature of the complaint and the personnel involved. It included principally an explanation of the facts to the person requesting or ordering the investigation, and recommendations for necessary action on the part of the person responsible in each case for correcting the difficulty or disciplining the personnel found at fault.¹⁹

Although investigations were in many cases more spectacular than inspections, and although they often led to the saving or recovery of large sums for the government or the correction of great personal injustices, they were not so important to inspection control as the routine or the ICM inspections, or even the inspection tours and visits referred to here as special inspections. For the investigations provided a supplement to the AI inspection system. The various inspections, on the other hand, supervised that system and constituted probably the most effective means of controlling it on the higher levels of command.

The Processing of Reports

A second means of inspection control was the analysis of inspection and investigation reports and the action thereon to assure correction of irregularities and deficiencies uncovered. The reports reviewed included

19. Conversation with Col. Scott, 3 May 1946; correspondence and reports in AAG 333.5, passim.

not merely those rendered by the field air inspectors and other representatives of Headquarters, AAF but also such reports of command and lower-echelon inspections as revealed conditions not susceptible of correction below staff level. These included some reports of each of the following types: (1) Case-Reports, AAF, (2) action-letters, IGD, and (3) inspector general reports. They did not include the regular inspection reports of command or lower-echelon air inspectors. Such reports went no higher than the headquarters ordering the inspection. This was true also of most of the other reports referred to which originated with inspectors of the command level or lower.²⁰

All of these reports reaching the Air Inspector, wherever originating, were received through channels with comments and notations of corrective action taken. Field air inspectors, however, sent carbon copies, known as "advance copies," directly to the Office of the Air Inspector.²¹ The purpose of the advance copies was to permit the early review of the reports to determine whether corrective action recommended could be taken by lower echelons, whether the matter would have to be referred to other offices in the Air Staff or the Army General Staff, or would require changes in inspection policy or procedure. Thus action could be taken without waiting for the original, or "action copy," to come through command channels.²²

All reports, whether advance or action copies, were received by the Control Division of the Office of the Air Inspector, where they were

20. Conversation with Lt. Col. W. T. Welter, Control Div., APTAI, 6 May 1944.

21. EIM #1-8, 29 Feb. 1944.

22. Conversation with Col. Welter, 6 May 1944.

registered, checked to determine whether or not they had been forwarded through the proper channels (and returned if not), and then routed to the appropriate divisions of the office for review. Reports of combined inspections were of course submitted to the Technical, Tactical, and Administrative Inspection divisions or their successors, contract inspection reports to Contract Inspection Division, and so on. In the case of advance copies, the divisions concerned analyzed the report and indicated on a "rating sheet" the deficiencies shown in the portions of the report which fell within their field. Each major deficiency was noted in a separate "brief of major deficiency," and these briefs were attached to the rating sheet, which was then returned to the Control Division.²³ With regard to action copies, if the division analyzing the report felt that the action taken thereon by responsible commanders had not been sufficient, it was the responsibility of that division to indicate what action should be taken. This was done by writing on the "report comment sheet" a proposed indorsement back through channels. If it was felt to be necessary to consult other agencies of the Air Staff, the division prepared an RAI and attached a copy of it to the report. In either case, the report, the report comment sheet, and attachments were returned to the Control Division (after previous coordination with other divisions, if necessary). It was then the duty of the division requesting further action to follow up this recommendation by checking periodically to determine whether or not the action had been taken. When action was complete, this was stated on the report comment sheet

23. TAI CM #28, 15 Sep. 1943; TAI CM #28A, 5 Apr. 1944.

by the reviewing division, and the report was returned by the Control Division to the inspection office which originally rendered the report.²⁴

Although the individual inspection report was at that point no longer a matter of concern to the Office of the Air Inspector, the work of analysis was not yet completed. The next step was the compilation, from rating sheets and briefs, of data on unsatisfactory conditions. The Control Division, which compiled these data, then used the information to determine the over-all effect of such conditions upon the mission of the A-5 and, with the collaboration of other divisions of the Air Inspector's office and other staff agencies, to decide upon and recommend changes in A-5 organization, policies, or procedures.²⁵

The analysis of reports, both individually and in mass, served, like inspections and investigations, a dual purpose. It not only provided a check on inspection, but supplemented this check by summarizing unsatisfactory conditions in the administration and operation of the A-5 and by recommending corrective action. As an inspection control measure, it probably did not have so immediate a value as inspection itself. However, it was obviously a necessary step in the supervision not only of the command and lower-echelon inspection systems, but also of the supervisory inspections by the field air inspectors and other representatives of the Office of the Air Inspector.

24. TAI OR #28A, 5 Apr. 1944.

25. Chartbook, 1 Mar. 1944, 11; TAI OR #23, 15 Sep. 1943.

AAFHS-14

Chapter IV

FORMULATION OF POLICY AND OTHER MEANS OF CONTROL

According to the official AAF statement, "The Air Inspector will formulate policies, plans, and standards governing inspection of all AAF activities; [and will] develop and coordinate systems of conducting tactical, technical, and administrative inspections."¹ On this or similar previous authority, the Air Inspector and personnel of his office carried on considerable planning activity on the subjects of inspection policies, organization, and procedures. This planning concerned not only the structure and operation of the Office of the Air Inspector, including its field offices, but also inspection systems and practices in AAF organizations in all echelons of command. In fact, although supervisory inspection probably was the most effective means of controlling higher-echelon inspection, the development of policies, systems, and procedures was apparently the most effective means of controlling inspection on all levels in the AAF.

It should be recalled that major inspection policy was changed a number of times during the period from 1939 to 1944. These changes led, first of all, to alterations in the organization of the inspection control agency. For instance, the determination to develop administrative and tactical inspection as well as technical resulted in the establishment of

1. AAF Reg. #20-1, 1 Dec. 1943, and later dates.

the Administrative and Tactical Inspection divisions in the Air Inspector's office. The decision to shift the emphasis from routine to POM inspections resulted in the creation of the POM Division, the elimination of the Tactical Inspection Division, and the transfer of the newly assigned administrative supervisors to the POM Division for use with POM inspection teams. And the decision to revert to the earlier emphasis brought a restoration of much of the previous organization.²

These same changes in policy required the development of new systems and new procedures, such as the establishment of an administrative inspection system throughout the Air Corps³ and the extension of the Case-report system to command air inspectors.⁴ In short, there was some policy determination behind every new system, plan, or procedure. As in the case of the decision to expand the type of inspection coverage in the Air Corps, it might have come from the Chief of the Air Corps (later, of course, from the Commanding General of the Army Air Forces). Or, like the determination to concentrate upon POM inspection, it might have originated with subordinates and been accepted and expanded by the Air Inspector.⁵ Naturally, most inspection policies, whatever their actual origin, had to be formulated in detail by the Office of the Air Inspector, although, since that office was a staff agency, if these policies were to affect the AAF as a whole, they could be implemented only by directives issued in the name of the Commanding General, AAF.

2. See above, Chap. II.

3. OCAC Cir. Letter #39-19, 1 May 1939; see above, Chap. II.

4. AAF Reg. #120-11, 25 Jan. 1944; see below.

5. See above, Chap. II.

The implementation of particular inspection policies had to wait upon the development of inspection systems and the formulation of appropriate plans and procedures. The inspection systems ordered to be set up in the AAF included, in addition to the basic administrative, technical, and tactical systems, certain specialized types of inspection within one of those categories or covering more than one type of inspection. For example, there was ordered in June 1943 the establishment throughout the AAF of a communications inspection system,⁶ a type including technical and tactical phases. And later the Office of the Air Inspector was responsible for the development of a general inspection system in the Materiel Command, which previously had had only procurement ("quality control") inspection.⁷ The regulations establishing the various systems were prepared by the Office of the Air Inspector. They included general statements as to personnel needed, as well as standards for the selection of personnel and for the operation of the system.⁸

In the development of procedures, the Office of the Air Inspector produced a number of directives, guides, and aids. Probably the chief procedures assistance was the production of the various manuals, which were still being improved and consolidated in the fall of 1945. These manuals were inspection guides principally in question form, asking point by point whether certain standards were being met, regulations being complied with, and proper procedures being followed.⁹

6. AAF Reg. 120-7, 1 June 1943.

7. "Survey of the Office of the Air Inspector," memo for Brig. Gen. E. E. Gates by Lt. Col. R. D. S. Deichler, 2 Feb. 1944, p. 3, in AIC 310.1 *et al.*, Office Administration and Orgo.-Misc.

8. See, for example, AAF Reg. 120-7, 1 June 1943.

9. See, for example, AAF Reg. 120-6, Administrative Inspection Manual, 25 Oct. 1943.

A good example of planning was the quarterly inspection plan. In November 1943 it was recognized that some scheduling of inspections by different echelons of command and for different types of inspection would be necessary in order to eliminate over-inspection and yet assure coverage of all AAF activities.¹⁰ Accordingly a tentative quarterly inspection plan was drawn up and proposed to the commanding generals of the air forces and commands for adoption by their air inspectors. This plan was a model to be followed in general by the air inspectors of all command levels down to the wing and the air base (if housing a group or larger unit). Each air inspector, beginning at the lowest level and working up through command channels, was to prepare a schedule for inspections to be performed by his section during the second quarter of the fiscal year 1944. These schedules were to indicate the date of the last previous inspection and the kind performed, and the date of the planned inspection and the kind planned. These plans were then to be forwarded to the next higher level, where the air inspector of that echelon would coordinate the various lower-echelon inspection plans with his own, and so on. The plans of the air forces and commands were then to be forwarded to the Air Inspector from whose office photostat copies would be sent to the appropriate field air inspectors, who would then coordinate these plans with their own, thus producing a composite plan for each area.¹¹ This proposal was followed not only for the second quarter of the fiscal year 1944, but for succeeding quarters as well. The composite plans for the third and fourth quarters

10. AAF Memo 120-10, 11 Nov. 1943.

11. Brig. Gen. Junius W. Jones to CG's, continental air forces and commands, 9 Nov. 1943; copy with FIM #2-1, 12 Nov. 1943.

were drawn up in multilith book form,¹² and a directive as to the use of inspection planning was issued on 8 May 1944. This differed from the original procedure outlined above only in the provision that a copy of the plan sent by the air forces and independent commands to the Air Inspector should go directly to the appropriate field air inspector's office.¹³

This plan continued until the end of 1944,¹⁴ when the quarterly were changed to semi-annual inspections, one of which was to be the annual general inspection. The change also specified that if conditions indicated a decline in the efficiency or economy of an AAF activity, special inspections would be made to ascertain the causes so that corrective action could be taken. Also, a slight change in reporting procedure was effected by the provision that the inspector should discuss the data with the officer in charge of the inspected activity so that factors contributing to any deficiency or irregularity could be presented.¹⁴

Plans, systems, and procedures all reflected the policy upon which they were based, and were in their turn the chief means through which such policy could be effected. As in any staff agency, policy was of course formulated in various ways, probably chiefly through the routine processing of reports and contact with everyday problems. It has been pointed out that policy changes, some of them of major importance, have been

12. AAF Inspection Plan, Third Quarter FY 1944, Feb. 1944; AAF Inspection Plan, Fourth Quarter FY 1944, Apr. 1944.

13. AAF Letter #120-2, 8 May 1944.

14. Ibid., 6 Nov. 1944; AAF Reg. #120-1, 29 Dec. 1944. For six months after the cessation of hostilities, the air inspectors of all major and intermediate commands were to conduct inspections of demobilization activities in such a way that each installation would be inspected by a higher echelon at least once every 60 days. Inspections by base air inspectors of demobilization procedures were to be on a continuing basis.

fairly numerous in the history of inspection control in the AAF. Some of these changes have been apparently regressive, or in some cases perhaps digressive, but for the most part they have indicated a steady trend toward the broadening of the inspection function in the AAF and the centralizing of inspection control in the Air Inspector.

Preparation, Coordination, and Revision
of Directives and Aids

The policies decided upon were publicized and effectuated chiefly through directives and aids. The Office of the Air Inspector prepared and issued office memorandums for the instruction and guidance of its office personnel and field inspectors' memorandums for the information and direction of field air inspectors. These were not issued to command air inspectors and affected them only indirectly.¹⁵ But the Air Inspector's office also prepared and revised some directives and aids, and coordinated in the preparation of others, which were issued to the Air Inspectors of all echelons of command. In fact, the Office of the Air Inspector originated or reviewed and recommended modifications to all AAF or War Department directives relating to AAF inspection systems or procedures.

The standard AAF directives prepared and revised by the Air Inspector's office were the AAF Regulations, Memorandums, and Letters in the 120 series; Memorandums and Letters in the 121 series; blank forms in the Maintenance and Inspection series (Nos. 40 to 70) and some of those in the

15. In July 1945 the FIM's were revised and grouped into major categories according to function rather than the previous divisional breakdown. The five new categories were: office management, inspection policies and principles, inspecting and reporting procedure, special subjects for FAI's, and pointers. FIM #1-1, 2 July 1945.

Training and Operations series (1 to 40); and Technical and Training Standards relating to inspection. The directives of the 120 series were general instructions relating to the organization and procedures of inspection. For instance, AAF Regulation No. 120-7, 1 June 1943, ordered "the establishment of a comprehensive communication inspection system extending from Headquarters Army Air Forces to the lowest echelon of command in which a communication unit or communication facility is found." AAF Regulation No. 120-6, 25 October 1943, was an administrative inspection manual; and AAF Memorandum No. 120-6, 5 April 1943, defined the nature and purpose of inspection. The Memorandums and Letters of the 121 series, on the other hand, were "Special Subjects [formerly Instructions] for Air Inspectors," announcing particular problems, such as improper clearance of aircraft¹⁶ or inadequacy of instruction in the use of parachutes.¹⁷ Memorandums in the 121 series were used for matters of general application. AAF Letters of that same series, addressed to particular organizations or activities, were employed for matters of limited scope.¹⁸ The blank forms prepared by or coordinated with the Office of the Air Inspector included such forms as Individual Flight Record, Flight Report--Operations, Maintenance Inspection Record, and Unsatisfactory Report. They included, in fact, many forms in the Training and Operations series, and all in the Maintenance and Inspection series. The Technical Orders prepared by the Air Inspector's office

16. AAF Memo #121-31, 11 Dec. 1943.

17. AAF Memo #121-32, 13 Dec. 1943.

18. AAF Memo #120-8, 5 Feb. 1944. See, e. g., AAF Letter 121-49, 30 Mar. 1945 and AAF Letter 121-58, 9 Aug. 1945.

included the Technical Inspection Manual,¹⁹ a guide called "AAF Visual Inspection System for Airplanes,"²⁰ and the Communications Inspection Manual.²¹

In addition to these there was begun in May 1944 a new series of AAF Memorandums and Letters numbered 122 entitled "Command Subject," dealing with matters requiring action by commanding officers.²² Further, it was planned to issue in the 120 series inspection manuals covering a proposed system of numbered manuals.²³ The Women's Army Corps Inspection Manual was issued on 10 April 1944, and in June 1945 a very detailed Manual for Investigations appeared.²⁴ The issuance of the latter manual properly belonged within the jurisdiction of the Office of the Inspector General, but no steps had been taken by that agency. After the AAF had issued it, however, the Inspector General gave it wide distribution in the Ground and Service Forces.

No single medium was used for the manuals: Tactical and Contract Inspection instructions appeared as FILM's, Administrative Inspection as an AAF Regulation, and the Technical and Communications Inspection manuals as Technical Orders. In a step toward bringing uniformity, the Air Inspector's office prepared a tentative Manual of Air Inspection in February 1945.²⁵ This was divided into four parts: General, Personnel and Administration, Operations and Training, and Supply and Maintenance.

19. Technical Order [TO] #00-15-1.

20. TO #00-20A.

21. TO #00-15-3.

22. AAF Memo #120-11, 3 May 1944.

23. Conversation with Col. Ritzert, 8 May 1944.

24. AAF Manuals #120-2 and #120-0-2.

25. AAF Manual #120-1 (Stencil 5-6419, AF).

Only the first two parts were prepared for field testing; the others were to be assembled later, and a loose-leaf form was to facilitate keeping the book up to date. The manual was still in the tentative stage in September,²⁶ and further work appeared unlikely until the pressure of demobilization activities had lessened. The tentative manual differed drastically from earlier manuals in the omission of detailed check lists composed of questions based on paragraphs and sometimes even sentences of applicable regulations. Rather, there was a brief description of the mission of the division, section, or branch, followed by an analysis of the fundamentals necessary to assure efficient discharge of the mission. The Air Inspector's office believed that this type of guide would result in broader inspections which would "develop the presence or absence of the essentials of managerial efficiency" as contrasted with the earlier check-list type which seldom revealed more than the "technical proficiency of operating personnel of an activity."²⁷

Besides preparing and revising numerous directives to control inspection organization and procedures, the Office of the Air Inspector influenced inspection in the commands and lower echelons by the use of certain aids. Perhaps the most important of these was the mimeographed periodical, begun on 8 September 1943, known as TAI Briefs which provided for the air inspectors a convenient weekly summary of changes in AAF and

26. Notation of 5 Sep. 1945 on above manual.

27. AAF Manual #120-1 (Stencil 5-6419, AF). In early 1945, the Air Inspector's office prepared an informational guide for group air inspectors in theaters of operations. This guide was sent only to the air force level but was rather widely reproduced. It was prepared as a result of the authorization of a full-time inspector at the group level. "The Group Air Inspector," 16 Jan. 1945 (5-6303, AF), copy in AFSHO files.

War Department directives affecting administration and other matters as well as inspection. The summary was informative only, was not to be considered a directive, and cautioned the inspectors against using only the briefed materials. In January 1945 the suggestions of air inspectors were invited, and two months later a "Hot Points" feature was added to the Supply and Maintenance section. This last feature consisted of questions such as "Have you inspected recently to insure that maintenance personnel check for tire slippage frequently?"²⁸

The Air Inspector's office also maintained features in Air Force. One of these began as "Prepare for Inspection" in the September 1943 issue and changed to "On the Alert" in July 1944. It consisted of general and popularized treatment of faults discovered in inspections and means of correcting them, with a question-and-answer section. The other, "On the Line," was begun in January 1943 and was a similar feature relating to maintenance and to technical inspection. "On the Line" continued through 1945, but after December 1944 pertained only to maintenance; its technical information had been combined with portions of "Flying Safety," "Training Aids," and "On the Alert" to form a new section called "Technique." The service features of "On the Alert," "Flying Safety," "Training Aids," and "The Library" were incorporated into "Cross Country." "On the Alert" ceased, and those portions which had not become a part of the new features became "Direct Hits" (on questions of policy and procedure). "What's Wrong with This Picture?", a cartoon which supplied

28. TAI Briefs, 8, 16 Sep. 1943, 24 Jan. 1945, and 14 Mar. 1945.

visual interest for "On the Line," was changed in December 1944 to "How Sharp Are You?"²⁹

A further audience was reached by publications of the Air Service Command (later Air Technical Service Command). To one of these, Plane Facts, the Technical Inspection Division contributed information on maintenance faults and suggested remedies. The other, Unsatisfactory Report Digest, recorded information about specific technical difficulties and any action suggested for a "fix" as well as listing the number of UR's received on each failure or difficulty.³⁰ Col. J. H. Price, Air Inspector of ATSC, conducted a survey in early 1945 which indicated that the Digest was not being used and that it was not wise to continue to bear the heavy cost of publication and distribution. Mention of this fact at the Air Inspectors Conference that spring brought immediate reaction. The conference, composed of air inspectors in the United States and all the theaters, voted (with a single exception) to urge ATSC to continue publication of the Digest. The Air Inspector, MTO, stated that just before he left the theater the Twelfth and Fifteenth Air Forces and the Service Command expressed the opinion that the Digest was "the greatest single Air Force publication to reach that theater."³¹

Though these various aids probably have contributed to the guidance of inspection and the achievement of inspection aims, they could not of

29. See issues of Air Force for Jan. and Sep. 1943, July and Dec. 1944, and Dec. 1945.

30. The UR Digest was a semimonthly publication begun on 20 February 1944. (See draft AAF Historical Study, "The Maintenance of Army Aircraft in the United States, Part II: 1939-1945.") There is no evidence that the air inspectors contributed directly to this publication, but it certainly must have pointed up many difficulties for the tactical and technical inspectors.

31. Proceedings, Conference of Air Inspectors of the Army Air Forces, 30 Apr.-4 May 1945, 151-53.

course provide actual control over inspection. However, the part which the Air Inspector's office played in the preparation, revision, and coordination of directives concerning inspection organization and procedures was undoubtedly of considerable importance. Certainly these directives provided the most effectual means of disseminating inspection policies so that they might be put into practice.

Selection, Training, and Assignment of Inspectors

Influence upon the selection, training, and assignment of inspectors was a further means of effectuating inspection policies and exercising inspection control. Although the powers of the Air Inspector with regard to personnel were very broad in the case of field air inspectors, they were definitely limited with regard to command or lower-echelon inspectors. In fact, as far as selection and assignment of inspectors was concerned, the only power held by the Air Inspector, aside from his own office and field personnel, was the power to disapprove the detailing of command inspectors in the Inspector General's Department. This was the result of the following requirement:³²

The air inspector and at least one other member of the inspection sections of all air forces and independent commands, all subordinate commands of the Training Command, all Materiel Command procurement districts, all Area Air Service Commands, and all Air Transport Command Divisions and wings will be detailed in the Inspector General's Department subject to the approval of the Air Inspector / author's underscoring/ and the Inspector General of the Army.

As interpreted and applied by the Office of the Air Inspector, this meant that no command air inspector could be appointed by the commanding officer

32. AAF Reg. #120-1, 29 Mar. 1944.

of that organization unless he were detailed in the Inspector General's Department, and no officer was detailed in that department without the approval of the Air Inspector. The result was that there was a review by the Air Inspector of the appointment of all air inspectors and some lesser inspection personnel in all higher-echelon AAF organizations.³³

In regard to the training of command and lower-echelon inspectors, the authority of the Air Inspector was even less, but the influence exercised by the Office of the Air Inspector was perhaps as great. Although the Air Inspector could not select individuals to attend the courses conducted by the Inspection Division of the AAF School of Applied Tactics, or assign them to duties on completion of these courses, his office was able to influence the training of inspectors in at least four ways. In the first place, the Technical and Administrative Inspection divisions aided the Inspection Division of the AAF School of Applied Tactics in the fixing of student allocations. Secondly, those same divisions provided the Inspection Division of the school with current information on inspection policies and procedures. Thirdly, the Tactical Inspection Division maintained liaison with the School of Applied Tactics on general training policies and procedures, and the publication of AAF Training Standards.³⁴ And finally, the Air Inspector and (before consolidation) the Director of Technical Inspection had helped to establish the inspection schools, organize the courses of training, and provide directors.

33. Conversation with Lt. Col. J. V. Satterfield, Jr., Exec. APTAI, 10 May 1944.

34. Chartbook, 1 Mar. 1944, 11A.

The first formal inspection training on a large scale in the AAF originated in a plan of the Technical Training Command in the spring of 1942 to train post administrative inspectors for its own stations. This plan was looked upon by the Air Inspector, at that time Col. Edmund W. Hill, as an opportunity to train post administrative inspectors for the entire AAF. Colonel Hill, therefore, conferred with the Commanding General of the Technical Training Command as to the possibility of expanding the proposed school and, receiving a favorable response, recommended to the Commanding General of the Army Air Forces that a directive be issued establishing in the Technical Training Command a post administrative inspectors school. The school could provide a program for the eventual training of all AAF post administrative inspectors.³⁵ This recommendation was approved by the Commanding General of the Army Air Forces and by the War Department,³⁶ and the school began to operate in June 1942, at Knollwood Field, N. C., headquarters of the Technical Training Command. Very shortly thereafter it was moved to Fort Logan, Colo., where it was still a responsibility of the Technical Training Command. The influence of the Director of Technical Inspection was felt through the appointment, as the second commandant of the school, of Lt. Col. C. J. Mara, who had been executive to the Director of Technical Inspection.³⁷

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35. Memo for CG AAF by Col. Edmund W. Hill, 30 May 1942, in AAG 352.9 D, Schools, Misc.
36. Hq. AAF Disposition Form $\overline{D/F}$, AG/AS, A-3 to AC/S, G-3, 5 June 1942, in *ibid.*; WDGS D/F, AC/S, G-3 to CG AAF (Attn. A-3), 5 June 1942, in *ibid.*
37. "Administrative Inspectors' School Rings the Bell," by Maj. George H. Paul, in AFSHO files.

Soon after the organization of the Post Administrative Inspectors' School, authority was requested by Headquarters, Technical Training Command, to establish a technical inspectors school to meet the need which was believed to exist for trained technical inspectors.³⁸ In commenting on this request, Col. G. H. Beverly, the Director of Technical Inspection, pointed out that technical inspectors were obtained by using noncommissioned officers who had learned maintenance and inspection by actual experience as crew chief, assistant crew chief, or squadron inspector. This method of work training he believed to be the best kind of training. Colonel Beverly felt, however, that a supplementary training in the theoretical and of inspection would be highly valuable. He thought that the course should be only two weeks long, instead of the month proposed by the Technical Training Command, but he favored starting the course as soon as possible and offered the services of Maj. Oliver E. King, "our most experienced Air Forces Technical Supervisor," as director of training.³⁹ Colonel Beverly's recommendations were not concurred in by the Director of Individual Training and the Assistant Chief of Air Staff, Training, on the ground that the need for additional inspectors was not shown.⁴⁰ But the Air Inspector stated that there was a shortage of technical inspectors for higher-echelon headquarters, and consequently there was as much need of a school for technical inspectors as for administrative inspectors. He recommended, therefore, the

38. Maj. H. P. Bonnewitz, Asst. AG AFTTC to CG AAF, 8 Aug. 1942, in AAG 352.9 D, Schools, Misc.

39. R&R #2, AFTSI to AFRIT-3, 15 Aug. 1942, in ibid.

40. Additional comments on above R&R, in ibid.

establishment of a technical inspectors school by the Technical Training Command.⁴¹ This view was accepted, and on 6 September 1942 the Director of Individual Training was directed to make arrangements with the Technical Training Command not only to establish a technical inspectors school but also to expand the Post Administrative Inspectors' School.⁴²

The Technical Inspectors' School was organized at Chanute Field, Ill., as the Technical Inspectors' Division of the AAF Technical School. It was set up in December 1942 under the direction of Lt. Col. Oliver E. King, and instruction began on 4 January 1943. But soon after that date certain airplanes and other equipment necessary to provide inspection practice were removed from the field, making it no longer suitable.⁴³ Consequently the Technical Inspectors' School was transferred from Chanute Field to Lowry Field, Colo., with the first class beginning there on 12 July 1943.⁴⁴

In August 1943, after the revival of interest in tactical inspection, the Air Inspector proposed the establishment of a tactical inspectors school at the AAF School of Applied Tactics, at Orlando, Fla.⁴⁵ Plans for this school were worked out by the Commanding General of the School

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41. R&R #7, AFTAI to AFDAS and AFRIT-3, 2 Sep. 1942, in ibid.
42. Memo for AFRIT by Maj. Gen. George E. Stratemeyer, C/AS, in AAG 352.01 D, Establishment of Schools.
43. Memo for CG AAF, thru channels, by Lt. Col. Oliver E. King, Supervisor, Technical Inspection Div., Department of Advanced Courses, AAF Technical School, Chanute Field, Ill., 6 Feb. 1943. Copy with memo for CG AFTTC by Col. George R. Geer, Chief, Technical Inspection Div., AFTAI, 26 May 1943, in AAG 352, Technical Inspectors' Schools.
44. Speech of Lt. Col. Oliver E. King, Commandant, Technical Inspectors' School, in Notes from Command Inspection Conference, AFTAI, 4, 5, and 6 Aug. 1943, in AFSSHO files.
45. R&R, AFTAI to AFAEF and AFOCR, 18 Aug. 1943, in AAG 352.01, Misc. Establishments.

of Applied Tactics and a representative of the Office of the Air Inspector.⁴⁶ The school was established in October 1943 as a three-week course at the School of Applied Tactics and was scheduled for opening on 8 November.⁴⁷ Within a few months (January 1944), the technical and administrative inspectors schools were joined with it as the Inspection Department of the School of Applied Tactics. The administrative and technical inspectors courses were by that time on an established routine and they were not altered in the new location. It was several months before the tactical inspectors course passed beyond the experimental stage.

In April 1944 Lt. Col. A. R. MacMillan, Chief of the POM Division of the Office of the Air Inspector, was made Director of the Inspection Department at the School of Applied Tactics. Before leaving Headquarters, AAF, he conferred with other members of the Air Inspector's office and planned some reorganization of the courses to introduce improved inspection methods, give a broader idea of inspection policy, and bring instruction up to date. He put the new plan into effect immediately upon arriving at Orlando, and the courses were extended from a four- to six-week period to achieve the new goal.⁴⁸ In October 1944 a field office was established at Orlando and the field air inspectors assigned to that office were charged with giving assistance in the revision of the curriculum in the Inspection Department and with participating in classroom instruction

46. R&R #4, AFTAI to AFOCR, 15 Oct. 1943, in *ibid.*

47. Memo for CG's, continental air forces and Air Service Command by Brig. Gen. Junius M. Jones, 16 Oct. 1943, in *ibid.*

48. Daily Diaries of POM Inspection Div., 11 and 30 Apr. 1944; Technical Inspection Div., 11 and 12 April 1944; Summary of Activities, AFTAI, 4 May 1944. All in AFSHO files.

and in the training of instructors. Colonel MacMillan was designated the Field Air Inspector.⁴⁹

By the spring of 1945 the instruction at the School of Applied Tactics was divided into a four-week general course and a two-week advanced course. The general course began with an inclusive phase and then the class divided into personnel and administration, operations and training, and supply and maintenance sections of approximately 50, 60, and 50, respectively, and two smaller sections of approximately 15 each for communications and armament inspection training. The advanced course followed the general course and was open to inspectors in supervisory positions and to those who had previously completed the general course. The advanced course was designed primarily to give instruction in training, policy, technique, and doctrine for senior inspectors of the commands.⁵⁰

In addition to the courses at Orlando, some specialized classes were conducted at other places. During the first week of April 1945, a one-week course was held in New York City for ATSC district and headquarters inspectors. The course, which was to move from place to place so that all district inspectors could attend, was designed to broaden the scope and effectiveness of contract inspection at the district level.⁵¹ Also, the

49. FIM #1-1, 7 Oct. 1944.

50. Col. A. R. MacMillan, in Proceedings, Conference of Air Inspectors of the Army Air Forces, 30 Apr.-4 May 1945, App. 5-6. The supply of trained inspectors was never sufficient to meet the demands. Maj. Gen. J. W. Jones, in *ibid.*, 22.

51. Summary of Activities, APTAI, 16 Apr. 1945.

five WAC field air inspectors attended the three-week school for WAC personnel administration conducted at Purdue University.⁵²

In the influence which they exerted upon the establishment, organization, and leadership of the inspection schools and courses, the Air Inspector and the Director of Technical Inspection had helped considerably in shaping the training of inspectors. In these ways, through liaison with the School of Applied Tactics and through the field office of the Air Inspector at Orlando, the Office of the Air Inspector continued to exert an increasing influence over inspection training. Altogether, in spite of the lack of actual direct control over inspection training, the power exercised by the Air Inspector in that regard was probably greater than in the selection and assignment of inspectors. The control exercised by the Air Inspector over personnel engaged in inspection in the air forces, commands, and lower-echelon activities was clearly not extensive, but it was an additional factor in the centralized control of inspection in the AAF.

52. Memo for FAI (Indianapolis) by Col. J. V. Satterfield, 9 Apr. 1945, in TAI, Training, 1 Jan. 1945.

AFTR-14

CONFIDENTIAL

SUMMARY

Inspection of various types was present in the air arm of the United States Army as early as the First World War. Centralized supervision and control of that function was, however, of comparatively brief duration until 1943, except for maintenance inspection. As pointed out in this study, there was more than one short-lived inspection-control agency in the period during and immediately after World War I. After 1930, however, there was no centralized agency for the control of inspection in the Air Service. Soon after the establishment of the Air Corps an Inspection Division was created, but its function was primarily limited to maintenance inspection and the development and inspection of systems to promote it. That division soon began to engage in accident-prevention work, and also in certain statistical-development and publications-control functions not necessarily concerned with inspection supervision. Aside from some accident investigation related to technical inspection and some post efficiency studies in the nature of administrative inspection, however, the inspection control exercised by the Inspection Division of the Office of the Chief of the Air Corps was, until 1939, only maintenance inspection.

Beginning in 1939, there was a gradual broadening of the types of inspection brought under centralized control. This development was retarded by the numerous reorganizations resulting from the expansion of the Army and the Army air arm, and especially by the lack of clear lines

of authority and responsibility during the period between the creation of the AAI and the abolition of the CCAC. It was further slowed by changes in inspection policy, primarily due to personnel changes. With the inclusion of the Directorate of Technical Inspection in the Office of the Air Inspector in September 1942, however, the Air Inspector had achieved a high point of progress in the control of varied types of inspection throughout the AAF. The altered inspection policies of the spring of 1943 wiped out much of that advance, but at the same time introduced new functions in the adoption of FOM inspection and the establishment and control of communications inspection. At the beginning of General Jones' tenure there came a reversion to broad lines of inspection control without any loss of the additional functions introduced by his predecessor. Developments between his advent and the fall of 1945 were largely intended to regain lost ground, to expand control over additional types of inspection, or to alter the organization and procedures of the Office of the Air Inspector in ways calculated to improve the functioning of that agency. The placing of the Air Inspector in the office of the Commanding General, AAF in the summer of 1945 gave assurance that more effective controls could be exercised.

The chief means of control over AAF inspection were: (1) inspection and investigation; (2) processing of reports; (3) formulation of policy; (4) execution, revision, and coordination of directives and aids; and (5) assistance in the selection, training, and assignment of inspectors.

Of these various means of control, inspection was probably the most effective in the supervision of higher-echelon inspection. The

formulation of policy, as expressed through directives and aids, however, probably was the most effective method of guiding inspection on all levels of command, since the routine inspection of higher echelons--even though supplemented by check inspections of activities on the lower levels of command, FOI inspections, special inspections, and specific investigations--was basically a method of ascertaining the efficiency of command inspection. The formulation of policy was probably the most important phase of inspection control, though actually it was not in itself the function upon which the most time and energy was spent. Inspection required a far greater number of man-hours, since it engaged not only most of the time of the field air inspectors, but also much of the time of the personnel of the Office of the Air Inspector in Washington. Another large percentage of the time of the Washington personnel was spent upon the processing of reports and related activities. But these functions were steps in the process of compiling data necessary for the formulation of policy. Further, the preparation of directives and aids, and such part as was played in the selection, training, and assignment of inspectors--even inspection itself--were steps in the carrying out of policy already formulated.

Through the formulation of policy, then, and the various means of expressing that policy and securing compliance with it, a significant degree of control was exercised by the Office of the Air Inspector over inspection on all levels of command and in most phases of activity. This high degree of inspection control was not attained by a steady growth and extension through the years, but, as in the case of most activities of the War and Navy Departments, burst into maturity suddenly

from the welter of organization and reorganization which characterized the expansion years.

Although the Office of the Air Inspector had not acquired complete control of inspection in the AAF (medical and sanitation inspections, for instance, were supervised only superficially and just from the administrative standpoint), it had gone far in that direction. What developments would come later could not be foretold, but there were some indications that through a continuing expansion and centralization of inspection control all types of inspection in the AAF would be brought under the control of an agency directly responsible to the Commanding General of the Army Air Forces. This seemed to be highly desirable as a means of assuring systematic and equal inspection and of informing the Commanding General as to the continuing efficiency of his command. It seemed likewise highly desirable that such centralized inspection control--on a reduced scale, of course--should continue if the return of peace should bring the expected reduction in the size of the armed forces, for it seemed obvious that, whatever the size of the organization, inspection was the only effective means of determining efficiency of operation and administration. It was clear that such inspection must, moreover, be subject to centralized control if it were to be systematic and equal throughout the AAF, and if it were to provide the Commanding General with the information he required to insure the efficiency of his command.

AMRES-14

REF ID: A66000

G L O S S A R Y

AAG	Air Adjutant General
AC	Air Corps
AC/AS	Assistant Chief of Air Staff
AC/S	Assistant Chief of Staff
AC/AS, A-1	AC/AS, A-1
AC/AS, Plans	AC/AS, Plans
AC/AS	Chief of the Air Staff
AC/AS	Deputy Chief of the Air Staff
AC/AS	Management Control
AC/AS	Director of Technical Services
AC/AS	Flying Training Command
AC/AS	AC/AS, Intelligence, Historical Division
AC/AS	AC/AS, Operations, Commitments, and Requirements
AC/AS	Director of Individual Training
AC/AS	AAF Historical Office
AC/AS	The Air Inspector; Office of the Air Inspector
AC/AS	Director of Technical Inspection
AC/AS	Technical Training Command
AR	Army Regulations
ASC	Air Service Command
ATSC	Air Technical Service Command
C/AF	Chief of the Army Air Forces
C/AC	Chief of the Air Corps
C/AS	Chief of the Air Staff
Cir.	Circular
C/S	Chief of Staff
DC/AS	Deputy Chief of the Air Staff
D/C	Disposition Code
Dir.	Director
DMA	Division of Military Aeronautics
Exec.	Executive
FI	Field Inspectors' Memorandum
FY	Fiscal Year
IGD	Inspector General's Department
Ind.	Indorsement

Misc. Miscellaneous

CCAO Office of the Chief of the Air Corps
 CCAS Office of the Chief of the Air Service
 CC&R Operations, Commitments, and Requirements
 OM Office Memo
 Orgn. Organization

FCM Preparation for overseas movement

RAM Routing and record sheet
 Reg. Regulation

Sec. Section

SAG The Adjutant General
 SAI Air Inspector or his files
 SIG The Inspector General
 TO Technical Order
 TCO Technical Training Command

WDGS War Department General Staff

AAIES-14

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I N D E X

A

AAF Hq., 36, 57, 59
 AAF Reg.
 No. 153-6, 68
 No. 123-7, 68
 AAF School of Applied Tactics, 74,
 77-80
 CG, 77-78
 "AAF Vicinal Inspection System for
 Airlanes," 60
 Administration and Services Div.,
 43 (a 117)
 Administrative Br., Office of Air
 Inspector, 55
 Administrator Live Grown, Air Service,
 3
 Administrative Inspection,
 Director of, 53
 Administrative Inspection Div., 32,
 35, 38, 40-42, 48 (a 117), 60
 Administrative Inspection Guide,
 18-19, 23
 Administrative Inspection Sec., 33,
 27, 47
 Aeronautical Div., Office of Chief
 Signal Officer, 1
 Air Corps Circulars, 12
 Aircraft Engineering Div., 1
 Air Div., 1-3
Air Force, 71
 Air Force Combat Comd., CG, 33
 Air Inspector, 23-27, 29-30, 32-36,
 39-41, 43, 47-49, 53, 56-57, 59,
 66, 72-73, 80
 ASIS, 73
 Detail, 13, 40
 LIS, 72
 Office of, 26-27, 31, 2-4, 46-
 46, 48-51, 56-57, 59-61, 64-68,
 70-71, 73, 78
 Air Inspectors Conference, 73
 Air Service, 7-8. See also Chief of.
 Air Service Comd., 46, 53, 73

Air Staff, 23, 27-28, 59. See also
 Chief of.
 Air Technical Service Comd., 43,
 72, 79
 Air Transport Comd., 46, 53, 73
 Aeron Systems, Inc., 31, 33
 Area Air Service Commands, 73
 Arnold, Gen. H. H., 5-7, 15, 11-22,
 56-57
 Asst. Chief of Air Staff, Manage-
 ment Control, 34
 Asst. Chief of Air Staff, CGAR,
 Deputy to, 37
 Asst. Chief of Air Staff, Training,
 75
 Attack Group, 5-6

B

Beverly, Lt. Col. G. H., 29, 32,
 76
 Bollinger Field, 8-9
 Bradley, Maj. Gen. Follett, 36-39
 Budget and Fiscal Office, 49
 Burwell, Maj. H. S., 6-9

C

Central Administrative Div., 35,
 38
 Chanute Field, Ill., 77
 Chief of Air Corps, 9, 16-18, 20,
 24, 28
 Asst., 16
 Office of, 1-13, 20, 22, 28
 Chief of Air Service, 4-5, 7
 Asst., 4
 Chief of Air Staff, 30, 52
 Chief of Army Air Forces, 24, 27-28
 Clark, Wallace & Co., 17-38
 Colorado Springs, 45
 Commanding General, AAF, 33, 49-50,
 75

"Command Subject," 62
 Communications Inspection Div.,
 37, 40, 43, 47
 Continental Air Forces (CAF), 45
 Contract Audit Div., 48
 Contract Inspection Div., 46-48, 60
 Control Board, Div. of Military
 Aeronautics, 3
 Control Div., 43 (n 27), 59-31
 Crissy Field, 5

D

Dallas, 44, 43
 Dargatzis, Brig. Gen. H. A., 22-24, 27
 Development Sec., 9, 11-12
 Chief of, 11-12

E

Engineering Div., 4
 Engineering Sec., Air Div., 2
 Evaluation Div., 43 (n 27)

F

1st Air Force, 45
 I Concentration Comd., 37
 15th Air Force, 72
 Field Air Inspector, 4, 72
 Field Div., Office of Air
 Inspector, 41
 Field Inspection Unit, 41
 Field Operations, Executive For,
 45 (n 102)
 Flight Report--Operations, 28
 Flight Inspector, Air Div., 1-2
 Flying Safety, Directorate of, 31
 Flying Training Comd., 28
 Fort Logan, Colo., 75
 French Aviation Mission, 2

G

General Staff, 59
 Gillet, Lt. Col. E. H., 22-23, 26
 Gillmore, Lt. Col. W. E., 7

H

Headquarters Operations, Executive
 for, 45 (n 109)
 Hill, Col. E. W., 25, 26, 28, 25
 House Committee on Military Affairs,
 8

I

Indianapolis, Ind., 44
 Individual Flight Record, 68
 Individual Training, Director of,
 76-77
 Information Div., 5, 13
 Inspection, Director of, 32
 Inspection Dept., Aeronautical Div.,
 1
 Inspection Dept., Air Service, 3
 Inspection Dept., School of Applied
 Tactics, 78
 Inspection Div., School of Applied
 Tactics, 74
 Inspection Div., Air Service, 3-4
 Inspection Div., CGAC, 9-14, 18-20,
 23-26, 23-29
 Inspection Sec., Air Div., 1,
 Inspection Sec. Plans Div., 16
 Inspector, CGAC, 22
 Inspector General, CGAC, 19-21, 22
 Inspector General, The, 19-22, 47,
 50, 62, 73
 Dept. of, 3, 24-26, 32, 73-74
 Inspector General Sec., Administra-
 tive Inspection Div., 40
 Inspector General's Sec., Air Force
 Combat Command, 22
 Installation Sec., 9
 Intelligence Div., 23
 Investigations Div., 36-40

J

Johnson, Col. L. L., 51 (n 1)
 Jones, Brig. Gen. J. W., 31-23, 41,
 49, 53 (n 4)

K

Kilmer, Maj. J. G., 5
 King, Maj. G. D., 76
 Kollwood Field, M. C., 75

L

Lacourse, Maj. L. D., 6
 Lang Field, Colo., 77

Mc

McDollana, Brig. Gen. H. H., 57
 McCook Field, 8
 McMillan, Lt. Col. A. R., 78-79

M

Management Control, Director of,
 31-33, 34
 Manual for Investigations, 69
 Mara, Lt. Col. C. J., 75
 Marshall, Gen. G. C., 57
 Martin, Maj. T. L., 9
 Materiel Coma., 48, 53, 75
 Materiel Div., 8, 10-11, 14
 Military Aeronautics, Div. of, 2-3
 Mitchell Field, 8, 45

N

New York, N. Y., 79

O

O'Brien, Maj. J. G., 48 (n 13)
 Odom, Col. D. C., 40
 Office of Flying Safety, 57
 Office Manager, Air Div., 1-2
 Operations and Training Div.,
 48 (n 117)
 Organizational Planning, 44
 Directorate of, 33
 Director of, 33-34
 Orlando, Fla., 45, 55, 79-80

P

Patrick, Maj. Gen. H. H., 7-8
 Personnel and Administration Div.,
 48, 51 (n 1)
 Personnel Div., Chief of, 15
 Peterson, Maj. Gen. V. L., 24
Plane Expts., 72
 Plans Div., 15, 23
 Post Administrative Inspectors'
 School, 76-77
 Preparation for Overseas Movement
 Inspection Div., 37-39, 43, 48
 (n 117), 54-55, 78
 President of the United States, 57
 Price, Col. J. H., 72
 Procurement and Construction Div.,
 47
 Procurement Div., Supply Gp., 3
 Purdue University, 80

Q

Quartermaster officers, 62

S

Safety Sec., Inspection Div., 23, 27,
 30
 San Antonio Air Intermediate Depot,
 6
 Satterfield, Lt. Col. J. V., Jr.,
 45 (n 109)
 Shop Inspector, Air Div., 1-2
 Smith, Capt. L. H., 15
 Special Inspection Sec., 9
 Special Investigations Div., 56-58
 Special Staff Div., 35-36
 Statistical Control, Directorate of,
 30
 Statistical Sec., Air Staff, 30
 Stinson, Sec. of War, 57
 Supervision Sec., 9
 Supply and Maintenance Div., 46
 (n 117)
 Supply Div., 4, 7-8, 15-16
 Supply Gp., 3-4

T

3d Air Force, 45
 13th Air Force, 72
 Technical Inspection Div., 35, 38, 40,
 42, 48 (n 117), 60, 74
 Technical Inspector, Air Div., 1-2
 TMI Briefs, 70
 Tanga, 45
 Technical Inspection
 Directorate of, 29, 31-33, 34,
 39
 Director of, 39-40, 74-75, 80
 Technical Inspection Div., 34-35,
 40, 43, 47, 49 (n 117), 57 (n 13),
 60, 72
 Technical Inspection Manual, 69
 Technical Inspection Sec., 15-16, 25,
 27
 Technical-Inspector's School, 77
 Technical Services, Director of, 29,
 34
 Technical Supervisor, 13
 Technical Training Comd., 73, 77
 33, 75
 No., 75
 Training Comd., 40, 49, 53, 73
 Training and War Plans Div., 7

U

Unsatisfactory Report, 88
Unsatisfactory Report Digest, 72

V

Visual Inspection System, 10

W

War Dept., 29, 73
 Women's Army Corps, 47, 80
 Women's Army Corps Inspection
 Manual, 69

AFMS-14

APPENDIX

(Additional information indicated by
one or more asterisks in the text)

Page

3. ^{*}This action introduced operating inspection into the history. It might be explained that operating inspection generally refers to inspection of materials in process of manufacture, upon completion prior to acceptance by the government, in process of repair and upon completion of repair at depots, in process and upon completion of various maintenance operations by using activities, or upon receipt in warehouses or storerooms. Operating inspections also include routine inspections of stored materials, of fire fighting equipment and fire prevention arrangements, of ammunition, of buildings and utilities, etc. Supervisory inspections, also called command inspections, are concerned with observation of the functioning of an organization, including all matters that affect the efficiency and economy of the organization, and therefore including observation of the functioning of the operating inspections. To accomplish the last, it is often necessary to inspect the materials, the product, workmanship, quality, etc. of the operating inspectors.
5. ^{**}As a matter of fact, it was not until November 1942, when the Office of the Air Inspector (as now conceived) was set up, that inspection in the AIF was really centralized.
- ^{**}It might be more accurate to say that, except for procurement inspection (materiel quality) and quality inspection of depot repair work, under the Supply Group, there was no inspection agency in the CMC until 1 April 1927. This inspection agency was the final result of a system of inspection, starting with maintenance inspection, which had been developed and successfully operated by Maj. H. S. Burwell at Crissy Field and later at Fort Crockett, where Major Burwell was in command of the Third Attack Group. It came to the attention of the Chief of the Air Corps that under Major Burwell's system of maintenance inspection there had been only one forced landing in 1925 and none in the Third Attack Group.
8. ^{**}The broader view and the projected bill proposing that the Air Corps be given all inspection responsibility were originally formulated by Major Burwell, who advocated and was developing visual inspection systems for control of technical, tactical, training, and administrative inspection.

8. ^{*}Actually the first step was the assignment of Major Burwell to McCook Field for the express purpose of developing his inspection system. The installation at Mitchel Field was in the nature of a service test, and it was installed by personnel from Major Burwell's office. Similar test installations were later made at Langley and Selfridge Fields.
9. ^{*}Major Burwell was appointed commanding officer of Bolling Field replacing Maj. F. L. Martin, who was appointed chief of the newly created Inspection Division, 1 April 1927. The appointment of Major Burwell contemplated that Bolling Field would be used as a test station for continued development of Major Burwell's inspection system. To aid this purpose the Development Section and the Test Section of the Inspection Division were located at Bolling Field.
12. ^{*}Under this responsibility the Development Section accomplished a number of management improvements, such as:
- a. Development of a "Graphic Flight Record" form maintained in each operations office. This form showed graphically the extent of flying hours on various missions by each individual and thus revealed which pilots were behind or ahead of the locally prescribed training plan.
 - b. Discontinuation of the Pilots Log Book, Observers Log Book, Weekly Airplane Time Report, and Weekly Engine Time Report, and substitution of the Individual Flight Record (Form 5), and the Aircraft Flight Report (Form 3). These reports were accompanied by a system of code symbols indicating various missions, personnel classes, etc. Thus for the first time the compilation of flight data subject to statistical analysis was made possible.
 - c. Proposal for the standardization of classification and analysis of aircraft accidents. This was implemented by a subcommittee of the NACA and the standards were adopted by the Army, the Navy, and the Department of Commerce.
 - d. Revision of the aircraft accident investigating and reporting system to make it conform with the NACA standards.
 - e. Conduct of statistical studies of aircraft accidents, starting with 1929. These were the first analyses of accidents to bring out nature, cause, extent of damage, results of inquiry, etc.
17. ^{*}The need for administrative inspection was early recognized and was strongly advocated by Maj. Junius N. Jones, who was chief of the Inspection Division from July 1930 to July 1933. Major Jones took the stand that, while administrative inspection was a function of inspectors general, these men were seldom qualified to inspect Air Corps activities, except in those matters common to all troop administration. Many administrative matters were peculiar to the Air Corps because many of their problems were quite different from those of the ground forces.

17. (contd) Moreover, Major Jones contended that administrative inspection was a normal command function and therefore a responsibility of Air Corps station commanders, and that if the Air Corps inspection system formalized and directed administrative inspection, such action was not in conflict with the responsibilities of the Corps area commanders or their inspectors general. He accordingly prepared an Administrative Inspection Guide in 1939 when he was in command of Chanute Field. This manual was later published as an official Air Corps manual, and its use was directed throughout the Air Corps.

Chart I

- Although this chart shows separate sections for Development, Installation, and Test, personnel authorization was never received to staff the three sections, and, actually, the functions of all three were performed by the Development Section, located at Bolling Field. The Development Section was entirely civilian staffed; and, although effort was made annually to move it physically into the CCAC, the budget limit on departmental employees forced it to remain a field office.
18. These might better be called management development activities. They were studies, generally resulting from observations by inspectors, designed to establish over-all improvements.
23. This proposal to remove the functions of development (management studies) and publications-review was made at the recommendation of the chief of the Development Section and in contemplation of organizing an administrative division which would take over these functions.
27. This sentence should read: "No provision was made, however, for supervision of administrative inspection."
- ** It should be pointed out that Wallace Clark and Company studied only the Office of the Air Inspector, which was on the staff of the Chief, AAF; the study did not include the Inspection Division of the CCAC.
28. Thus the operating functions would be performed by the Inspection Division, under the Chief of Air Corps, as subordinate to the Chief, AAF.
32. This study was actually made by the former chief of the Development Section, and the recommendations were the final consummation of the original 1927 objective, when the Inspection Division, CCAC was established.
33. These changes were made at this time as a result of and in coordination with the Management Control study then in progress.

34. In addition a new series of AMI publications, called "Training Standards," was established to form the basis for inspections of tactical proficiency.
- * The Management Control study contemplated procurement inspection but did not contemplate a separate division or branch to supervise such inspection.
39. This decision by General Bradley was largely influenced by his executive, who had been Air Inspector of the I Concentration Command and believed that if each unit was inspected prior to overseas movement, no administrative or tactical inspection would be necessary.
40. This "centralization of report evaluation and follow-up" was contemplated in the Management Control study and was to be the function of the "Analysis and Coordination Division" in the organization chart submitted with that study.
45. This was because the primary function of the Dallas office was inspection of stations under the A.F. Flying and Technical Training Commands and the Indianapolis office inspected activities of the Air Service Command, the Materiel Command, and the Air Transport Command; these commands did not train combat units and there was no need for FCI inspection.
46. The Contract Inspection Division actually continued and enlarged upon the work which had been carried on under the name of procurement inspection. An added concept of the functions of this division was the responsibility for supervising the organization of contract inspection work of other commands than the Materiel Command. This actually resulted in a reorganization of the contract inspection activities within the Materiel Command.
49. Other important developments during General Jones' administration were:
- a. Establishment of the periodic Inspection Plan system. This consisted of a system whereby each field office of AMI planned its inspections, by date and type, for the ensuing quarter. The plan was then sent downward through each echelon of command, each adding in turn the inspections it contemplated. By this method inspections were scheduled, duplicate inspections were obviated, and inspection of each activity by one echelon of command was assured.
 - b. Weekly publication of "AMI Briefs" and distribution to air inspectors throughout the A.F. This publication briefed all new directives so that air inspectors could keep informed. It also included items which were worthy of special emphasis, and clarification of matters which were being misunderstood by field personnel.
 - c. Institution of Case Reports.

53. This statement is not quite correct. Contract inspection was not "purely" an inspection of inspection systems. It was generally and routinely concerned with inspection of the inspection systems, but it also frequently made direct inspections of all phases of contract administration and contractor performance.
54. FOM inspection was not a "final check" in the sense of being a guarantee of the unit's efficiency. During the war the training program was continually pushed to furnish units required by the various theaters. Frequently it was known that the units shipped were neither thoroughly trained nor completely equipped. The FOM inspection determined the exact extent of these shortcomings and helped to improve training practices and to overcome supply deficiencies. These FOM inspections, however, even when unsatisfactory conditions were revealed, did not always indicate that inefficiency existed on the part of the training air force or training base.
65. In October 1944 a change was made in the operation of the plan. Experience had shown that when the plan originated with the lower units there was a tendency to plan complete coverage and leave nothing for inspection by higher headquarters. Also it tended to weaken the acceptance for inspection responsibility by the higher headquarters. Consequently, the flow of preparation of the plan was reversed, and the higher headquarters started the plan by indicating which activities they would inspect.

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(Attention AAF Historical Office)

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