

In answer to your comment in paragraph 20 on the necessity for additional store ships and transports, the following obtains:

On 15 January, 1941, the Secretary of the Navy approved recommendations for three additional store ships (AP). The President cut it to two. The status of legislation, authorizing and appropriating money for these two vessels is indeterminate at the present moment. It is hoped these vessels will be acquired sometime during the current fiscal year.

The six transports intended for assignment to Home Force are being converted and made ready for use on the West Coast. It is expected that all of these vessels will report for duty by June or July, 1941. In addition to their intended employment for training Marines in landing operations, it may frequently be necessary for forces afloat to use one or more of these transports to meet transportation requirements between Hawaii and the Island Bases. In addition, on these ships, negotiations are being completed now for the charter of the Matsun Line ship WEST CRESNEY. She should be available within a short time and ComTwelve is being instructed regarding her loading. It is planned to keep her under charter for transportation of supplies to Hawaii until the CAPT LOOKOUT is completed and ready for service.

With reference to your postscript on the subject of Japanese trade routes and responsibility for the furnishing of secret information to CINCPAC, Kirt informs me that ONI is fully aware of its responsibility in keeping you adequately informed concerning foreign nations, activities of these nations and disloyal elements within the United States. He further says that information concerning the location of all Japanese merchant vessels is forwarded by airmail weekly to you and that, if you wish, this information can be issued more frequently, or sent by despatch. As you know, ONI-49 contains a section devoted to Japanese trade routes, the commodities which move over these trade routes, and the volume of shipping which moves over each route.

[6] This chart was corrected in the Spring of 1940. The date appearing on the chart is the date 1939, which was the last complete year for which export and import data on commodities was available at the time the chart was revised.

Every good wish as always.

Keep Cheerful.

Unload all you can on us.

Give us credit for doing the best we can under many conflicting and strong cross currents and tide rips—just as we do you—and,

Best of luck,

BERRY.

Admiral H. B. KIMMEL, USN,
Commander-in-Chief, U. S. Fleet,
U. S. S. Pennsylvania,
Pearl Harbor, T.

EXHIBIT No. 33

[1] A16/0828 of 26 May 1941.

CinC File No.

UNITED STATES FLEET
U. S. S. PENNSYLVANIA, Flagship

26 MAY 1941.

From CinC.

To: Opnar

Subject: Survey of Conditions in Pac. fl.

I. PERSONNEL.

(a) *Stability*.—A most important, perhaps the most important factor in the day by day readiness of the Pacific Fleet is the question of stabilizing personnel—both officers and men. The Fleet is doing all it can, and is making good progress, in absorbing new men and training new officers, but facts are facts and neither the Fleet nor the individual ships can be a coordinated war machine if the present rapid turnover of personnel is continued.

(b) *Permanency of Officer Personnel*.—Regular and experienced officers have been detached at an alarming rate. Cooke, for example, who came to the PENNSYLVANIA the latter part of February, is fourth on the list of twelve battleship captains in time on present billet. Executive officers are going, if anything even more frequently. The situation is no better in cruisers. There

appears to be a tendency to give priority in importance to shore duty over sea duty; witness, transfer of officers skilled in fire control and gunnery to production and inspection jobs ashore, and the all too frequent detachment of commanding and executive officers and heads of departments from ships of all types. Expansion of the Forces Afloat does call for sacrifice in permanency of assignment in the Fleet, but we cannot afford to replace our experienced officers with reserves, most of whom are untrained, if we are to be ready for serious business. It does seem that much can be done toward stabilizing the experienced personnel we now have. Ordering captains, executives and heads of departments of the [2] various types, well knowing that they will be eligible for selection and promotion within six months is an example of a condition readily susceptible for correction.

(c) *Permanency of Enlisted Personnel.*—The situation is well known to the Department, as indicated by a recent directive to take full advantage of the law and retain men whose enlistments expire outside the continental limits of the United States. The drastic trend in reduction of reenlistments in the Navy as a whole in the month of April is of serious import to the Fleet. Even in the Pearl Harbor area the wages offered ashore are so attractive and the jobs are so many that skilled men whose enlistments expire are tempted not to reenlist. A recent survey of Battleship Division THREE indicates that of the men whose enlistments expire between 1 June and 31 August 1941, 68.9% do not intend to reenlist. This is in line with a recent report of the Bureau of Navigation showing a reduction in reenlistments for the month of April from 83.09% to 69.53%. The Commander-in-Chief has requested the Bureau of Navigation to initiate legislation to hold for the duration of the war all men now enlisted in the Navy. He does not look with favor upon the directive mentioned in the first sentence of this sub-paragraph. It is discriminatory and does not apply equally to all Fleets or even to all ships of the Pacific Fleet, since some ships overhaul on the Coast while others overhaul at Pearl Harbor.

The Fleet must and gladly will train and provide men for new [3] construction and outlying stations to the limit of its capabilities, but it should be unnecessary to assign to shore duty so many experienced petty officers as we now find ashore. There is an urgent necessity that a continuous supply of recruits be furnished for training. It should be pointed out that since September, with new men started coming in in large numbers, all vessels have had to absorb recruits in a large proportion. In the Fleet as a whole, complements are now made up of over 25% of men with the maximum of a year's service, and in some ships the figure approached 50%. In the case of newly acquired transports, cargo ships, tankers and the like, the complements are almost 100% reserve, with little previous Naval training. Present conditions are worse rather than better when new ships in large numbers are added to the Navy. The situation will be extremely acute if we are then at war. It is obvious that there are limitations on the capacity of active ships for supplying the large numbers of officers and men required to man the Navy now building, unless the immediate fighting capacity of the ships is seriously crippled.

Long range planning, with reasonable foresight as to future needs, is an imperative necessity. It would appear that training activities ashore must be greatly expanded, as the physical capacities of the ships limits the number that can be trained in the Fleet. The possibility that we may have to provide and quarter, ashore, a pool of trained men for new construction should be carefully examined. [4] and provision now made for it, if found necessary.

A problem of immediate importance is brought about by a recent letter from the Bureau of Navigation which states that between now and September some 3,080 men, more than half of whom are rated, will be taken from the Fleet for new construction and for this purpose allocations are made in the ratio of 72% Pacific Fleet to 28% Atlantic Fleet. Unless a readjustment is made in these figures to correspond to the recent readjustment in the relative strengths of these Fleets, the Pacific Fleet will be seriously stripped of experienced men and may be unable to furnish some of the ratings demanded.

(d) *Health and Morale.*—The desirability, if international conditions permit, of health and recreation trips to the Coast by Task Forces, each of which shall be no more than one-fourth the strength of the Pacific Fleet as now constituted must be given serious consideration.

(e) *Assignment of Flag Officers.*—It is particularly desired that Vice Admiral

Pye be retained as Commander of the Battle Force. Admiral Pye, is able, vigorous, and loyal: and is an officer whom I would select above all others, as Commander Battle Force.

(f) *Uniform.*—There is too much change and experimentation at this time. It is not important whether rank is shown on the sleeve or on the shoulder of a khaki uniform nor is it important whether the eagle of the cap device faces to left or to right. As for the khaki working uniform the Commander-in-Chief is convinced that it lessens the dignity [5] and military point of view of the wearer and has a tendency to let down the efficiency of personnel. Reports from the aircraft squadrons are to the effect that from any considerable altitude they are unable to detect the color of the uniform on ships at sea.

II. AVIATION.

(a) *Aviation Training.*—The following requirements for aviation have been urged but favorable action has not yet been taken:—

(1) Newly graduated pilots for carriers, battleships and cruisers should first be ordered to San Diego for indoctrination in Fleet squadron work and familiarization with latest types of planes.

(2) Replacement carrier groups should be built up at San Diego, for indoctrination of new graduates and for rotation with groups already in carriers.

(3) The rating of Aircraft Radioman should be established.

The following requirements are in process of correction but progress is too slow:—

(1) The level of experience of pilots in the Fleet is very low and the total number is too low.

(2) The level of experience of aviation ratings in the Fleet is low and the allowances are not filled.

(3) The rating of Aircraft Bomber, though approved, has not yet been established.

(b) *Aviation Material.*—The following items which apply to aviation are in process of correction but progress is too slow:—

(1) Carrier torpedo planes are obsolescent and spare carrier torpedo planes are too few.

(2) Replacement of other carrier planes with more modern types is not yet completed and the replacement planes are not yet fully modernized.

(3) There are not yet enough spare carrier planes of the new types and the stock of spare parts and engines is too low.

(4) Deliveries of ordnance and radio equipment for new planes have been too slow.

(5) Cruiser planes are obsolescent and deliveries of replacements have been too slow.

(6) Modernized patrol planes are not yet available in quantity. There are none in the Hawaiian area and there is no early prospect for replacement of those of the older type now in the Hawaiian area.

(7) There have been no deliveries of special radio equipment for patrol planes, corresponds to RADAR for ships, which will enormously increase the potentialities of these planes.

(8) There is a serious shortage of aircraft machine gun ammunition.

(9) No armor-piercing bombs, antiaircraft bombs or aerial depth bombs are yet available.

(10) There is a very serious shortage of aircraft torpedoes [7] and of equipment for their maintenance and overhaul.

(11) Completions of new carriers and new patrol plane tenders are too slow.

(12) Provision for bombs and for refueling planes at outlying bases is sketchy.

(13) There has been serious delay in deliveries of equipment under the cognizance of other Bureaus than Yards and Docks in connection with the construction of new air stations and bases.

In addition to the afore-mentioned items the following have been urged but favorable action has not yet been taken:

(1) Aircraft overhaul at N. A. S., Pearl Harbor, now limited to patrol planes, should be expanded to provide for all planes now based in this area. Transfer to and from West Coast for overhaul is impracticable.

(2) Additional barracks should be established at N. A. S., Pearl Harbor.

(c) *Separate Air Force.*—This ever present question is again being brought to the fore, in view of Mr. Scrugham's recent utterances. It is vital that the Navy's air service remain as it is. Our naval aviation is generally recognized, throughout the world, as being the best equipped, best trained, and most advanced of any naval air service. This has been brought about by the mutual recognition

of the intimate relationship between air and surface [8] sea forces, particularly in far-flung operations distant from established bases. Effective cooperation, in naval operations, between air and surface craft requires the closest kind of coordination, predicated upon precise knowledge of each other's capabilities, limitations, and tactics. This can only be attained by day-by-day operations, association, and exchange of ideas as an integral part of one organization. It is vital that this relationship continue, even at the expense (though this feature is greatly exaggerated) of some duplication of effort between the Army and the Navy. Mr. Scrugham's chief complaint, which deals chiefly with duplication of facilities at coastal air stations and the proximity of those stations to each other, is not a valid one. The services perform separate functions; the Army in extending the range of coastal batteries and the Navy in extending the mobility and coverage of ships in off shore search. The proximity of the fields to each other is largely a matter of the vagaries of Congress and the availability of land. The United States, due to its physical separation from its most probable enemies, has less need for a concentrated, offensive, air striking force than other nations. The present GHQ air force, however, amply supplies this need. It may be noted, in passing, that, in spite of the fact that the Air Corps is a part of the Army, the strong tendency within that Corps for separation, has prevented the development of effective cooperation between ground and air forces. A separate air corps [9] would make the situation much worse—for the navy it would mean the death of naval aviation.

The British have found it necessary to place their coastal air command under the direct control of the Navy. Aside from discoordination of operations, this command was suffering from lack of proper types.

III. MATERIAL, GENERAL.

(a) *Priorities.*—The Navy is at present suffering from a shortage of material and is experiencing difficulty in having this shortage corrected. The principal items, and those that directly affect our early readiness, are (1) small arms and machine gun ammunition for airplanes and the Fleet Marine Force; (2) airplanes, especially those equipped with modern armor and armament; (3) close-range antiaircraft guns, especially a 1.1', Bofors, and Oerlikon; (4) ammunition in general, particularly adequate reserves, and bombs of all kinds. Our ability to correct these deficiencies is limited by two factors, (1) aid to Great Britain, and (2) rapid expansion of the Army. Both of these limiting factors are admittedly of great importance and are entitled to proper weight in any system of priorities, but, from the point of view of the Fleet, it appears that there is a tendency to overlook the *time* factor. A priority system based on relative quantities needed by the three competing agencies, Britain, Army and the Navy, will prove fatally defective, if the *time* of beginning active operations is overlooked. As the [10] situation appears now, the Navy may be called on for active operations in contact with well equipped opposing forces, yet is prevented from obtaining vitally necessary needs by the magnitude of the needs of Britain and the Army. If we are going into action first, our needs must be filled ahead of the Army's, and those sine qua non needs such as small arms and machine gun ammunition, modern airplanes, and modern close-range antiaircraft guns, must be filled ahead of Britain's. There is a minimum need for the Navy without which it can not fight at all. Irrespective of how small that need may be relative to the quantitative demands of others, it must be filled *first*.

It is important to bring out this point now, since it is understood that the Army is basing its procurement program on a 4,000,000 man Army. If allocation be based on relative quantities, under such a program, the Navy will get little consideration. The imminence of active operations should be the criterion. Of course, the Navy Department is in a better position to judge than we are, but we've been led to believe we were pretty close to war on several occasions, but we still didn't get the items we need.

(b) *RADAR Equipment.*—Such excellent results are being obtained from the few RADAR's furnished that we should install now the equipment which will work, and not wait for something better to be developed. Delivery of RADAR should be accelerated.

[11] IV. COMMUNICATIONS.

The need for establishment of confidential call signs is urgent. With the present system of calls the text of a message may sometimes be inferred from the radio calls used. The danger of the present system is that codes may be compromised, as well as information disclosed. The cryptographic aid section of OpNav should immediately get out confidential call signs and more cryptographic aids.

V. OPERATIONS.

(a) *Fleet Operations*.—With the recent detachment of many of the most modern and effective units, the adequacy and suitability of the forces remaining to accomplish the tasks to which they may be assigned is very doubtful.

In the Pacific, our potential enemy is far away and hard to get at. He has no exposed *vital* interests within reach of Pearl Harbor, and has a system of defense in the Mandates, Marianas, and Bonins that requires landing operations, supported by sea forces, against organized land positions supported by land-based air. This is the hardest kind of opposition to overcome and requires detailed preparation and rehearsal. It also requires a preponderance of light force and carrier strength, in which we are woefully deficient in the Pacific. Our present strength is in battleships—which come into play only after we have reduced the intervening organized positions. They (battleships) will have to be used to “cover” the intervening operations and prevent interference therewith, but their real value can not be realized until the intervening opposition has been overcome and a position obtained from which solid [12] strength can be brought to bear. The Japanese are not going to expose their main fleet until they are either forced to do so by our obtaining a position close enough to threaten their vital interests or it is advantageous for them to do so by our having “broken our backs”, so to speak, by going up against their land positions and attrition operations.

The foregoing discussion is brought out to emphasize that the role of light forces, and particularly carriers, in the Pacific, is far more important than a casual evaluation of relative strength would suggest. Under RAINBOW 5, the Pacific Fleet (perhaps justifiably, in view of the Atlantic situation) is so reduced in light force and carrier strength that its capabilities for offensive operations of a decisive nature are severely crippled. Quick results may only be hoped for—common sense dictates that it is largely hope, based principally upon the idea that Japan will make a fundamental mistake, and that bold action may be able to take advantage of it.

In the Pacific, with enemy vital interests so far away, and no bases of our own within striking distance, the logistic problem is acute. We have not, at present, sufficient ammunition, provisions, cargo ships or tankers to support active operations in the Western Pacific—where the real battleground will be. We are having difficulty, even now, supporting the construction and defense activities of our own outlying bases. More auxiliary vessels are needed, now, for that purpose, and future needs must [13] be anticipated to allow for acquisition and conversion of the ships. Our past experience, in this regard, has not been a happy one—the lag between acquisition and entrance into service being six months to a year. Repair and maintenance facilities at advanced bases can not be created overnight, nor can the Fleet remain long without them.

(b) *Fourteenth Naval District*.—The defense of the Fleet base at Pearl Harbor is a matter of considerable concern. We should continue to bring pressure to bear on the Army to get more antiaircraft guns, airplanes, and RADAR equipment in Hawaii and to insure priority for this over Continental and expanding Army needs.

The naval forces available to the Commandant are meager to the point of non-existence. A Fleet base is a place of rest, recreation, and resuscitation and must afford protection of the Fleet at anchor and during entrance and egress independent of the units of the Fleet. If units of a fleet must be employed for its own defense, in its base, its freedom of action for offensive operations is seriously curtailed—possibly to the point where it is tied to the base by the necessities for defense of that base. The need for patrol boats and other small craft, especially those equipped with listening devices, is urgent. The Fleet must be relieved of those functions which properly belong to the District. The Fleet does not have the destroyers or other vessels to take [14] over those duties. The situation has been brought to the Department's attention by letter. It is now much more serious as many destroyers have been detached from this Fleet.

(c) *Marine*.—The necessity for closely coordinated training of Marines and the ships which will support their landing operations is readily apparent. Operations of this character require detailed training and realistic rehearsal. At present, the Marines and their training ground (San Clemente) are in one location and the ships in another, 2,000 miles away. We need a training ground for landing operations and a camp for a substantial portion of the Fleet Marine Force

in the Hawaiian area. This need will be worse, if we get in war in the Pacific, because we will not only need a training ground and large camp site for Marines, but also must train and rehearse, as the campaign progresses, Army forces as well.

Kahoolawe is practically undeveloped and can be used as an Hawaiian San Clemente. A camp site for 5,000 Marines has been selected and recommended for acquisition. This program should be pushed.

The Sixth Defense Battalion should be brought to Hawaii now in order to relieve the Seventh Defense Battalion at Midway where the latter has been stationed for some months. Equipment for this battalion should be provided as soon as possible. Other defense battalions now in the Hawaiian area are being used for other outlying bases.

[15] (d) *Logistic Support*.—Ships to transport men and materials to and from the Coast and to supply the outlying islands is urgent.

There is similar urgency in the need for ships to transport aircraft. Aircraft carriers should not be used for this purpose in peacetime and cannot be so employed in war. Action has repeatedly been requested.

VI. NATIONAL POLICY.

(a) Although largely uninformed as to day-by-day developments, one cannot escape the conclusion that our national policies and diplomatic and military moves to implement them, are not fully coordinated. No policy, today, is any better than the force available to support it. While this is well recognized in principle, it is, apparently, lost sight of in practice. We have, for example, made strong expressions of our intention to retain an effective voice in the Far East, yet have, so far, refused to develop Guam or to provide adequate defense for the Philippines. We retained the Fleet in Hawaii, last summer, as a diplomatic gesture, but almost simultaneously detached heavy cruisers to the Atlantic and retained new destroyers there, and almost demobilized the Fleet by wholesale changes in personnel.

We should decide on what we are going to do about the Philippines, now, and provide for their defense, if retained. It is easily conceivable that 50,000 troops and 400 airplanes, on Luzon, might prove a sufficient deterrent to Japan to prevent direct action. We should develop Guam and provide for its defense [16] commensurate with its state of development. It is foolish to develop it for some one else to use.

The military branches of the government should be told, by the diplomatic branch, what effect it is desired to produce and their judgment as to the means available and the manner of its accomplishment should be accorded predominant weight.

Our Hemispheric Defense policy must comprehend the fullest cooperation between participating nations and our commitments limited by our available force. A strong component of that force is bases. No Hemispheric Defense policy that does not provide for our free use and development of South American bases (and local military and logistic support) can be effective.

VII. INFORMATION.

(a) The Commander-in-Chief, Pacific Fleet is in a very difficult position. He is far removed from the seat of government, in a complex and rapidly changing situation. He is, as a rule, not informed as to the policy, or change of policy, reflected in current events and naval movements and, as a result, is unable to evaluate the possible effect upon his own situation. He is not even sure of what force will be available to him and has little voice in matters radically affecting his ability to carry out his assigned tasks. This lack of information is disturbing and tends to create uncertainty, a condition which directly contravenes that singleness of purpose and confidence [17] in one's own course of action so necessary to the conduct of military operations.

It is realized that, on occasion, the rapid developments in the international picture, both diplomatic and military, and, perhaps, even the lack of knowledge of the military authorities themselves, may militate against the furnishing of timely information, but certainly the present situation is susceptible to marked improvement. Full and authoritative knowledge of current policies and objectives, even though necessarily late at times, would enable the Commander-in-Chief, Pacific Fleet to modify, adapt, or even re-orient his possible courses of action to conform to current concepts. This is particularly applicable to the current Pacific situation, where the necessities for intensive training of a partially trained Fleet must be carefully balanced against the desirability of interruption of this training by strategic dispositions, or otherwise, to meet impending eventualities. Moreover, due to this same factor of distance and

time, the Department itself is not too well informed as to the local situation, particularly with regard to the status of current outlying island development, thus making it even more necessary that the Commander-in-Chief, Pacific Fleet be guided by broad policy and objectives rather than by categorical instructions.

It is suggested that it be made a cardinal principle that the Commander-in-Chief, Pacific Fleet be immediately informed of all [18] important developments as they occur and by the quickest secure means available.

VIII. PUBLIC OPINION.

(a) As preparation for war, the current mental and moral preparation of our people, as reflected in the newspapers and magazines, is utterly wrong. To back into a war, unsupported or only half-heartedly supported by public opinion, is to court losing it. A left-handed, vacillating approach to a very serious decision is totally destructive of that determination and firmness of national character without which we cannot succeed. The situation demands that our people be fully informed of the issues involved, the means necessary and available, and the consequences of success or failure. When we go in, we must go with ships, planes, guns, men and material, to the full extent of our resources. To tell our people anything else is to perpetrate a base deception which can only be reflected in lackadaisical and half-hearted prosecution.

H. E. KIMMEL.

MAILING NO. 34

Our 7061

Via Clipper Mail 28 July

Clipping File No.

UNITED STATES PACIFIC FLEET

U. S. S. PENNSYLVANIA, Bagdad

PEARL HARBOR, T. H., July 28, 1941.

Recd

DEAR HENRY:—When the proposed visit of the Under Secretary was announced my staff prepared a list of topics which might be of interest for discussion while Mr. Forrestal and his party are here. Not knowing the purpose of Mr. Forrestal's visit or whether he is interested concerning the general nature of our war plans and our problems I decided it better to combine these notes into a letter to you and believe quicker action can be obtained in that way. Following are the principal items of which I have been thinking:—

(1) The importance of keeping the Commander-in-Chief advised of Department policies and decisions and the changes in policies and decisions to meet changes in the international situation.

(a) We have as yet received no official information as to the U. S. attitude towards Russian participation in the war, particularly as to the degree of co-operation, if any, in the Pacific, between the U. S. and Russia if and when we become active participants. Present plans do not include Russia and do not provide for coordinated action, joint use of bases, joint communication systems and the like. The new situation opens up possibilities for us which should be fully explored and full advantage taken of any opportunities for mutual support. Pertinent questions are:

(1) Will England declare war on Japan if Japanese attack Maritime Provinces?

(2) If answer to (1) is in the affirmative, will we actively assist, as tentatively provided in case of attack on N. H. L. or Singapore?

(3) If answer to (2) is in the affirmative, are plans being prepared for joint action, mutual support, etc.?

(4) If answer to (1) is negative, what will England's attitude be? What will ours be?

(5) If England declares war on Japan, but we do not, what is attitude in regard Japanese shipping, patrol of Pacific waters, commerce raiders, etc.?

(b) Depending upon the progress of hostilities, the Russian situation appears to offer an opportunity for the strengthening of our Far Eastern defenses, particularly Guam and the Philippines. Certainly, no matter how the fighting goes, Japan's attention will be partially diverted from the China and Southern adventures by either (1) diversion of forces for attack on Russia or (2) no-