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NOTE BY THE SECRETARIES

to the

JOINT CHIEFS OF STAFF

on

FUNCTIONS OF THE ARMED FORCES AND
THE JOINT CHIEFS OF STAFF

Reference: J.C.S. 1478 Series

The enclosed memorandum from the Secretary of Defense, dated 21 April 1948, with its attachments (Appendix and Annex) is circulated for information.

W. C. LALOR,

J. H. LWB,

Joint Secretariat.

ENCLOSURE

THE SECRETARY OF DEFENSE

21 April 1948

MEMORANDUM FOR: THE SECRETARY OF THE ARMY
THE SECRETARY OF THE NAVY
THE SECRETARY OF THE AIR FORCE
THE JOINT CHIEFS OF STAFF

Attached is a signed copy of the paper defining the functions of the Armed Forces and the Joint Chiefs of Staff [Annex]. Attached also is a photostatic copy of President Truman's letter, approving this paper [appendix].

The only change in the paper, as executed, occurs in the third line from the bottom of page 1 [page 181 hereto], where the words "by direction of the President" have been added.

/s/ James Forrestal

APPENDIX

THE WHITE HOUSE

April 21, 1948

Honorable James Forrestal
Secretary of Defense
Washington, D. C.

My dear Mr. Secretary:

In reply to your letter of March 27, 1948, I have today issued an Executive Order revoking Executive Order 9877, of July 26, 1947. In its stead, I wish you to issue the statement of functions of the Armed Forces and the Joint Chiefs of Staff [Annex] which has been drawn up by you and the Joint Chiefs of Staff.

Very sincerely yours,

/s/ HARRY S. TRUMAN

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JUN 19 1950

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A N N E X

21 April 1948

FUNCTIONS OF THE ARMED FORCES AND THE JOINT CHIEFS OF STAFF

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INTRODUCTION

Congress, in the National Security Act of 1947, has described the basic policy embodied in the Act in the following terms:

"In enacting this legislation, it is the intent of Congress to provide a comprehensive program for the future security of the United States; to provide for the establishment of integrated policies and procedures for the departments, agencies, and functions of the Government relating to the national security; to provide three military departments for the operation and administration of the Army, the Navy (including naval aviation and the United States Marine Corps), and the Air Force, with their assigned combat and service components; to provide for their authoritative coordination and unified direction under civilian control but not to merge them; to provide for the effective strategic direction of the armed forces and for their operation under unified control and for their integration into an efficient team of land, naval and air forces."

In accordance with the policy declared by Congress, and in accordance with the provisions of the National Security Act of 1947, and to provide guidance for the departments and the joint agencies of the National Military Establishment, the Secretary of Defense, by direction of the President, hereby promulgates the following statement of the functions of the Armed Forces and the Joint Chiefs of Staff.

Section I - Principles

1. There shall be the maximum practicable integration of the policies and procedures of the departments and agencies of the National Military Establishment. This does not imply a merging of Armed Forces, but does demand a consonance and correlation of policies and procedures throughout the National Military Establishment, in order to produce an effective, economical, harmonious and businesslike organization which will insure the military security of the United States.

2. The functions stated herein shall be carried out in such a manner as to achieve the following:

a. Effective strategic direction of the Armed Forces.

b. Operation of Armed Forces under unified command, wherever such unified command is in the best interest of national security.

c. Integration of the Armed Forces into an efficient team of land, naval, and air forces.

d. Prevention of unnecessary duplication or overlapping among the Services, by utilization of the personnel, intelligence, facilities, equipment, supplies and services of any or all Services in all cases where military effectiveness and economy of resources will thereby be increased.

e. Coordination of Armed Forces operations to promote efficiency and economy and to prevent gaps in responsibility.

3. It is essential that there be full utilization and exploitation of the weapons, techniques, and intrinsic capabilities of each of the Services in any military situation where this will contribute effectively to the attainment of over-all military objectives. In effecting this, collateral as well as primary functions will be assigned. It is recognized that assignment of collateral functions may establish further justification for stated force requirements, but such assignment shall not be used as the basis for establishing additional force requirements.

4. Doctrines, procedures, and plans covering joint operations and joint exercises shall be jointly prepared. Primary responsibility for development of certain doctrines and procedures is hereinafter assigned.

5. Technological developments, variations in the availability of manpower and natural resources, changing economic conditions, and changes in the world politico-military situation may dictate the desirability of changes in the present assignment of specific functions and responsibilities to the individual Services. This determination and the initiation of implementing action are the responsibility of the Secretary of Defense.

Section II - Common Functions of the Armed Forces

A. General

As prescribed by higher authority and under the general direction of the Joint Chiefs of Staff, the armed forces shall conduct operations wherever and whenever necessary for the following purposes:

1. To support and defend the Constitution of the United States against all enemies, foreign or domestic.
2. To maintain, by timely and effective military action, the security of the United States, its possessions and areas vital to its interest.
3. To uphold and advance the national policies and interests of the United States.
4. To safeguard the internal security of the United States.

B. Specific

1. In accordance with guidance from the Joint Chiefs of Staff, to prepare forces and to establish reserves of equipment and supplies for the effective prosecution of war and to plan for the expansion of peacetime components to meet the needs of war.
2. To maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in emergency.
3. To provide accurate, timely, and reliable intelligence for use within the National Military Establishment.
4. To organize, train, and equip forces for joint operations.
5. To conduct research, to develop tactics, technique and organization, and to develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions hereinafter assigned, each Service coordinating with the others in all matters of joint concern.
6. To develop, garrison, supply, equip, and maintain bases and other installations, to include lines of communication, and to provide administrative and logistical support of all forces and bases.
7. To provide, as directed by proper authority, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interests of the United States.
8. As directed by proper authority, to assist in training and equipping the military forces of foreign nations.
9. Each Service to assist the others in the accomplishment of their functions, including the provision of personnel, intelligence, training, facilities, equipment, supplies, and services as may be determined by proper authority.
10. Each Service to support operations of the others.
11. Each Service to coordinate operations (including administrative, logistical, training, and combat) with those of the other Services as necessary in the best interests of the United States.
12. Each Service to determine and provide the means of communications by which command within the Service is to be exercised.
13. To refer all matters of strategic significance to the Joint Chiefs of Staff.

Section III - Functions of the Joint Chiefs of Staff

A. General

The Joint Chiefs of Staff, consisting of the Chief of Staff, U.S. Army; the Chief of Naval Operations; the Chief of Staff, U.S. Air Force; and the Chief of Staff to the Commander-in-Chief, if there be one, are the principal military advisers to the President and to the Secretary of Defense.

B. Specific

Subject to the authority and direction of the President and the Secretary of Defense, it shall be the duty of the Joint Chiefs of Staff:

1. To prepare strategic plans and to provide for the strategic direction of the Armed Forces, to include the general direction of all combat operations.
2. To prepare joint logistic plans and to assign to the military Services logistic responsibilities in accordance with such plans.
3. To prepare integrated joint plans for military mobilization, and to review major material requirements and personnel qualifications and requirements of the Armed Forces in the light of strategic and logistic plans.
4. To promulgate to the individual departments of the National Military Establishment general policies and doctrines in order to provide guidance in the preparation of their respective detailed plans.
5. As directed by proper authority, to participate in the preparation of combined plans for military action in conjunction with the armed forces of other nations.
6. To establish unified commands in strategic areas when such unified commands are in the interest of national security, and to authorize commanders thereof to establish such subordinate unified commands as may be necessary.
7. To designate, as necessary, one of their members as their executive agent for:
 - a. A unified command;
 - b. Certain operations, and specified commands;
 - c. The development of special tactics, technique, and equipment, except as otherwise provided herein; and
 - d. The conduct of joint training, except as otherwise provided herein.
8. To determine what means are required for the exercise of unified command, and to assign to individual members the responsibility of providing such means.
9. To approve policies and doctrines for:
 - a. Joint operations, including joint amphibious and airborne operations, and for joint training.
 - b. Coordinating the education of members of the Armed Forces.
10. To recommend to the Secretary of Defense the assignment of primary responsibility for any function of the Armed Forces requiring such determination.

11. To prepare and submit to the Secretary of Defense, for his information and consideration in furnishing guidance to the Departments for preparation of their annual budgetary estimates and in coordinating these budgets, a statement of military requirements which is based upon agreed strategic considerations, joint outline war plans, and current national security commitments. This statement of requirements shall include: tasks, priority of tasks, force requirements, and general strategic guidance concerning development of military installations and bases, equipping and maintaining the military forces, and research and development and industrial mobilization programs.

12. To provide United States representation on the Military Staff Committee of the United Nations, in accordance with the provisions of the Charter of the United Nations and representation on other properly authorized military staffs, boards, councils, and missions.

Section IV - Functions of the United States Army

The United States Army includes land combat and service forces and such aviation and water transport as may be organic therein. It is organized, trained, and equipped primarily for prompt and sustained combat operations on land. Of the three major Services, the Army has primary interest in all operations on land, except in those operations otherwise assigned herein.

A. Primary Functions

1. To organize, train, and equip Army forces for the conduct of prompt and sustained combat operations on land. Specifically:

a. To defeat enemy land forces.

b. To seize, occupy, and defend land areas.

2. To organize, train, and equip Army antiaircraft artillery units.

3. To organize and equip, in coordination with the other Services, and to provide Army forces for joint amphibious and airborne operations, and to provide for the training of such forces in accordance with policies and doctrines of the Joint Chiefs of Staff.

4. To develop, in coordination with the other Services, tactics, technique, and equipment of interest to the Army for amphibious operations and not provided for in Section V, paragraph A 4 and paragraph A 11 c.

5. To provide an organization capable of furnishing adequate, timely, and reliable intelligence for the Army.

6. To provide Army forces as required for the defense of the United States against air attack, in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

7. To provide forces, as directed by proper authority, for occupation of territories abroad, to include initial establishment of military government pending transfer of this responsibility to other authority.

8. To develop, in coordination with the Navy, the Air Force, and the Marine Corps, the doctrines, procedures, and equipment employed by Army and Marine forces in airborne operations. The Army shall have primary interest in the development of those airborne doctrines, procedures and equipment which are of common interest to the Army and the Marine Corps.

9. To formulate doctrines and procedures for the organization, equipping, training, and employment of forces operating on land, at division level and above, including division corps, army, and general reserve troops, except that the formulation of doctrines and procedures for the organization, equipping, training, and employment of Marine Corps units for amphibious operations shall be a function of the Department of the Navy, coordinating as required by paragraph A 11 c., Section V.

10. To provide support, as directed by higher authority, for the following activities.

a. The administration and operation of the Panama Canal.

b. River and harbor projects in the United States, its territories, and possessions.

c. Certain other civil activities prescribed by law.

B. Collateral Functions. The forces developed and trained to perform the primary functions set forth above shall be employed to support and supple-

ment the other Services in carrying out their primary functions, where and whenever such participation will result in increased effectiveness and will contribute to the accomplishment of the over-all military objectives. The Joint Chiefs of Staff member of the Service having primary responsibility for a function shall be the agent of the Joint Chiefs of Staff to present to that body the requirements for and plans for the employment of all forces to carry out the function. He shall also be responsible for presenting to the Joint Chiefs of Staff for final decision any disagreement within the field of his primary responsibility which has not been resolved. This shall not be construed to prevent any member of the Joint Chiefs of Staff from presenting unilaterally any issue of disagreement with another Service. Certain specific collateral functions of the Army are listed below:

1. To interdict enemy sea and air power and communications through operations on or from land.
2. To provide forces and equipment for and to conduct controlled mine field operations.

Section V - Functions of the United States Navy and Marine Corps

Within the Department of the Navy, assigned forces include the entire operating forces of the United States Navy, including naval aviation, and the United States Marine Corps. These forces are organized, trained, and equipped primarily for prompt and sustained combat operations at sea, and for air and land operations incident thereto. Of the three major Services, the Navy has primary interest in all operations at sea, except in those operations otherwise assigned herein.

A. Primary Functions

1. To organize, train, and equip Navy and Marine Forces for the conduct of prompt and sustained combat operations at sea, including operations of sea-based aircraft and their land-based naval air components. Specifically:

a. To seek out and destroy enemy naval forces and to suppress enemy sea commerce.

b. To gain and maintain general sea supremacy.

c. To control vital sea areas and to protect vital sea lines of communication.

d. To establish and maintain local superiority (including air) in an area of naval operations.

e. To seize and defend advanced naval bases and to conduct such land operations as may be essential to the prosecution of a naval campaign.

2. To conduct air operations as necessary for the accomplishment of objectives in a naval campaign.

3. To organize and equip, in coordination with the other Services, and to provide Naval forces, including Naval close air support forces, for the conduct of joint amphibious operations, and to be responsible for the amphibious training of all forces as assigned for joint amphibious operations in accordance with the policies and doctrines of the Joint Chiefs of Staff.

4. To develop, in coordination with the other Services, the doctrines, procedures, and equipment of naval forces for amphibious operations, and the doctrines and procedures for joint amphibious operations.

5. To furnish adequate, timely, and reliable intelligence for the Navy and Marine Corps.

6. To be responsible for naval reconnaissance, antisubmarine warfare, the protection of shipping, and for mine laying, including the air aspects thereof.

7. To provide air transport essential for naval operations.

8. To provide sea-based air defense and the sea-based means for coordinating control for defense against air attack, coordinating with the other Services in matters of joint concern.

9. To provide naval (including naval air) forces as required for the defense of the United States against air attack, in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

10. To furnish aerial photography as necessary for naval and Marine Corps operations.

11. To maintain the United States Marine Corps, which shall include land combat and service forces and such aviation as may be organic therein. Its specific functions are:

a. To provide Fleet Marine Forces of combined arms, together with supporting air components, for service with the Fleet in the seizure or defense of advanced naval bases and for the conduct of such land operations as may be essential to the prosecution of a naval campaign. These functions do not contemplate the creation of a second land army.

b. To provide detachments and organizations for service on armed vessels of the Navy, and security detachments for the protection of naval property at naval stations and bases.

c. To develop, in coordination with the Army, the Navy, and the Air Force, the tactics, technique, and equipment employed by landing forces in amphibious operations. The Marine Corps shall have primary interest in the development of those landing force tactics, technique, and equipment which are of common interest to the Army and the Marine Corps.

d. To train and equip, as required, Marine Forces for airborne operations, in coordination with the Army, the Navy, and the Air Force in accordance with policies and doctrines of the Joint Chiefs of Staff.

e. To develop, in coordination with the Army, the Navy, and the Air Force, doctrines, procedures, and equipment of interest to the Marine Corps for airborne operations and not provided for in Section IV, paragraph A 8.

12. To provide forces, as directed by proper authority for the establishment of military government, pending transfer of this responsibility to other authority.

B. Collateral Functions. The forces developed and trained to perform the primary functions set forth above shall be employed to support and supplement the other Services in carrying out their primary functions, where and whenever such participation will result in increased effectiveness and will contribute to the accomplishment of the over-all military objectives. The Joint Chiefs of Staff member of the Service having primary responsibility for a function shall be the agent of the Joint Chiefs of Staff to present to that body the requirements for and plans for the employment of all forces to carry out the function. He shall also be responsible for presenting to the Joint Chiefs of Staff for final decision any disagreement within the field of his primary responsibility which has not been resolved. This shall not be construed to prevent any member of the Joint Chiefs of Staff from presenting unilaterally any issue of disagreement with another Service. Certain specific collateral functions of the Navy and Marine Corps are listed below:

1. To interdict enemy land and air power and communications through operation at sea.

2. To conduct close air support for land operations.

3. To furnish aerial photography for cartographic purposes.

4. To be prepared to participate in the over-all air effort as directed by the Joint Chiefs of Staff.

Section VI - Functions of the United States Air Force

The United States Air Force includes air combat and service forces. It is organized, trained, and equipped primarily for prompt and sustained combat operations in the air. Of the three major Services, the Air Force has primary interest in all operations in the air, except in those operations otherwise assigned herein.

A. Primary Functions

1. To organize, train and equip Air Force forces for the conduct of prompt and sustained combat operations in the air. Specifically:

a. To be responsible for defense of the United States against air attack in accordance with the policies and procedures of the Joint Chiefs of Staff.

b. To gain and maintain general air supremacy.

c. To defeat enemy air forces.

d. To control vital air areas.

e. To establish local air superiority except as otherwise assigned herein.

2. To formulate joint doctrines and procedures, in coordination with the other Services, for the defense of the United States against air attack, and to provide the Air Force units, facilities, and equipment required therefor.

3. To be responsible for strategic air warfare.

4. To organize and equip Air Force forces for joint amphibious and airborne operations, in coordination with the other Services, and to provide for their training in accordance with policies and doctrines of the Joint Chiefs of Staff.

5. To furnish close combat and logistical air support to the Army, to include air lift, support, and resupply of airborne operations, aerial photography, tactical reconnaissance, and interdiction of enemy land power and communications.

6. To provide air transport for the Armed Forces except as otherwise assigned.

7. To provide Air Force forces for land-based air defense, coordinating with the other Services in matters of joint concern.

8. To develop, in coordination with the other Services, doctrines, procedures, and equipment for air defense from land areas, including the continental United States.

9. To provide an organization capable of furnishing adequate, timely, and reliable intelligence for the Air Force.

10. To furnish aerial photography for cartographic purposes.

11. To develop, in coordination with the other Services, tactics, technique, and equipment of interest to the Air Force for amphibious operations and not provided for in Section V, paragraph A 4 and paragraph A 11 c.

12. To develop, in coordination with the other Services, doctrines, procedures, and equipment employed by Air Force forces in airborne operations.

B. Collateral Functions. The forces developed and trained to perform the primary functions set forth above shall be employed to support and supplement the other Services in carrying out their primary functions, where and whenever such participation will result in increased effectiveness and will contribute to the accomplishment of the over-all military objectives. The Joint Chiefs of Staff member of the Service having primary responsibility for a function shall be the agent of the Joint Chiefs of Staff to present to that body the requirements for and plans for the employment of all forces to carry out the function. He shall also be responsible for presenting to the Joint Chiefs of Staff for final decision any disagreement within the field of his primary responsibility which has not been resolved. This shall not be construed to prevent any member of the Joint Chiefs of Staff from presenting unilaterally any issue of disagreement with another Service. Certain specific collateral functions of the Air Force are listed below:

1. To interdict enemy sea power through air operations.
2. To conduct antisubmarine warfare and to protect shipping.
3. To conduct aerial minelaying operations.

Section VII - Glossary of Terms and Definitions

The usual and accepted definitions and interpretations of the English language, as contained in Webster's New International Dictionary (Unabridged), are applicable to this document, except that for purposes of clarity and to ensure a common understanding of its intent, certain words and phrases are defined specifically as follows:

Air Defense - All measures designed to nullify or reduce the effectiveness of the attack of hostile aircraft or guided missiles after they are airborne.

Air Superiority - That degree of capability (preponderance in morale and material) of one air force over another which permits the conduct of air operations by the former at a given time and place without prohibitive interference by the opposing air force.

Air Supremacy - That degree of air superiority wherein the opposing air force is incapable of effective interference.

Amphibious Operation - An attack launched from the sea by naval and landing forces embarked in ships or craft involving a landing on a hostile shore. An amphibious operation includes final preparation of the objective area for the landing and operations of naval, air and ground elements in over water movements, assault, and mutual support. An amphibious operation may precede a large-scale land operation in which case it becomes the amphibious phase of a joint amphibious operation. After the troops are landed and firmly established ashore the operation becomes a land operation.

Antisubmarine Operations - Operations contributing to the conduct of antisubmarine warfare.

Antisubmarine Warfare - Operations conducted against submarines, their supporting forces, and operating bases.

Base - A locality from which operations are projected or supported. May be preceded by a descriptive word such as "air" or "submarine", which indicates primary purpose.

Close Air Support - The attack by aircraft of hostile ground or naval targets which are so close to friendly forces as to require detailed integration of each air mission with the fire and movement of those forces.

Functions - Responsibilities, missions and tasks.

In coordination with - In consultation with. This expression means that agencies "coordinated with" shall participate actively; their concurrence shall be sought; and that if concurrence is not obtained, the disputed matter shall be referred to the next higher authority in which all participants have a voice.

Joint - As used in this paper, and generally among the Armed Forces, connotes activities, operations, organizations, etc., in which elements of more than one Service of the National Military Establishment participate.

Military - A term used in its broadest sense meaning of or pertaining to war or the affairs of war, whether Army, Navy or Air Force.

Naval Campaign - An operation or a connected series of operations conducted essentially by naval forces including all surface, sub-surface, air, amphibious, and Marines, for the purpose of gaining, extending, or maintaining control of the sea.

Operation - A military action, or the carrying out of a military mission, strategic, tactical, service, training, or administrative; the

process of carrying on combat on land, on sea, or in the air, including movement, supply, attack, defense, and maneuvers needed to gain the objectives of any battle or campaign.

Strategic Air Operations - Air operations contributing to the conduct of strategic air warfare.

Strategic Air Warfare - Air combat and supporting operations designed to effect, through the systematic application of force to a selected series of vital targets, the progressive destruction and disintegration of the enemy's war-making capacity to a point where he no longer retains the ability or the will to wage war. Vital targets may include key manufacturing systems, sources of raw material, critical material, stock piles, power systems, transportation systems, communications facilities, concentrations of uncommitted elements of enemy armed forces, key agricultural areas, and other such target systems.

/s/ James Forrestal