

# THEME OF THE QUARTER

a closer look at . . .



THE JOINT CHIEFS OF STAFF  
(Submitted by OJCS J-5)

## INTRODUCTION

The Joint Chiefs of Staff (JCS) are primarily a planning, coordination, and advisory body with significant responsibilities for the operational direction of forces. Consisting of the Chairman, and the uniformed heads of the four services, they are supported by a staff of approximately 400 officers.

### Current Members of the JCS

Chairman: General David C. Jones, USAF  
Chief of Staff, US Army: General Edward C. Meyer, USA  
Chief of Naval Operations: Admiral Thomas B. Hayward, USN  
Chief of Staff, US Air Force: General Lew Allen, USAF  
Commandant, US Marine Corps: General Robert H. Barrow, USMC

Enjoying a close working relationship with the commanders of unified and specific commands, the JCS have a responsibility to consider their views and recommendations in all aspects of policy, development and planning. A significant portion of the JCS activities, particularly in security assistance, involves close collaboration with the civilian elements of government such as the Office of the Secretary of Defense and Department of State.

## HISTORY OF THE JOINT CHIEFS OF STAFF

The Joint Chiefs of Staff (JCS) came into existence as a result of the decision by President Roosevelt and Prime Minister Churchill to establish a supreme British-American military body for the strategic direction of World War II known as the Combined Chiefs of Staff. The JCS took form as the representatives on the Combined Chiefs of Staff where they sat as colleagues and counterparts of the already existing British Chiefs of Staff committee. The JCS soon began to function as a corporate leadership for the American military structure, holding their first meeting as an

organized body on 9 February 1942. The JCS became the prime agency for the coordination and strategic direction of the Army and Navy, under immediate responsibility to the President as Commander-in-Chief. To support the JCS, several standing committees were formed. The majority were manned by officers whose JCS functions were a part time extension of their primary assignments in the War and Navy Departments.

During World War II, the JCS operated without a charter or other founding documents. The President himself refused to issue a formal definition of JCS duties and functions, saying that a written charter might hamper the JCS in extending their activities as necessary to meet the requirements of the war. With few modifications, the wartime JCS organization continued to operate in the post-war period until 17 September 1947, the effective date of the National Security Act of 1947. The Act formally established the JCS as a permanent agency and authorized the creation of a Joint Staff whose size was limited to not more than 100 officers. The JCS were designated "the principal military advisor" to the President and Secretary of Defense. The Joint Staff included a Director and main components headed by Deputy Directors for Strategic Plans, Intelligence and Logistics Plans. Legislation of 1947 designated as members of the JCS, the Chief of Staff, US Army; the Chief of Naval Operations; the Chief of Staff, US Air Force; and the Chief of Staff to the Commander-in-Chief. When Fleet Admiral Leahy retired in 1949, the post of Chief of Staff to the Commander-in-Chief lapsed and the position of the Chairman of the Joint Chiefs of Staff was created. At that time he had no vote in the decisions made by the JCS. Omar N. Bradley was sworn in as the First Chairman of the Joint Chiefs of Staff on 16 August 1949. Authorized Officer strength of the Joint Staff was increased to 210.

In subsequent years, numerous changes have been made in the organization and activities of the JCS.

The JCS remain today essentially what they have been from the beginning: the uniformed heads of the Services sitting as a body in a role that combines responsibilities for planning, advising, and directing operations.

The current JCS organization has evolved over the years to meet these responsibilities in the face of changing requirements and circumstances. Even though there has been no change in the legal basis of the JCS since the DOD Reorganization Act of 1958, they have adjusted their organization within this legal authority to meet new situations. Undoubtedly this process will continue in the future.



The Secretary of Defense and Deputy Secretary of Defense with the Chairman and Joint Chiefs of Staff. FRONT ROW (L to R): Deputy Secretary of Defense Graham W. Clayton; Secretary of Defense Harold Brown; and Chairman of the Joint Chiefs of Staff, General David C. Jones. REAR ROW (L to R): Admiral Thomas B. Hayward, Chief of Naval Operations; General Lew Allen, Jr., Chief of Staff, U.S. Air Force; General Edward C. Meyer, Chief of Staff, U.S. Army; and General Robert H. Barrow, Commandant, U.S. Marine Corps. (Photograph courtesy of OJCS)

#### MAJOR OJCS SECURITY ASSISTANCE RESPONSIBILITIES

Many facets of the US security assistance effort are of interest to the JCS and are carefully monitored by the Organization of the Joint Chiefs of Staff (OJCS). Figure 1 portrays the major organizational elements of the OJCS. Listed below are many of their security assistance interests.

##### DIRECTOR, JOINT STAFF

- Coordinates Joint Staff security assistance activities.

##### Secretary, Joint Chiefs of Staff

- Processes General/Flag officer nominations for assignment to overseas security assistance organizations.

CURRENT INTERNAL ORGANIZATION OF THE JOINT CHIEFS OF STAFF

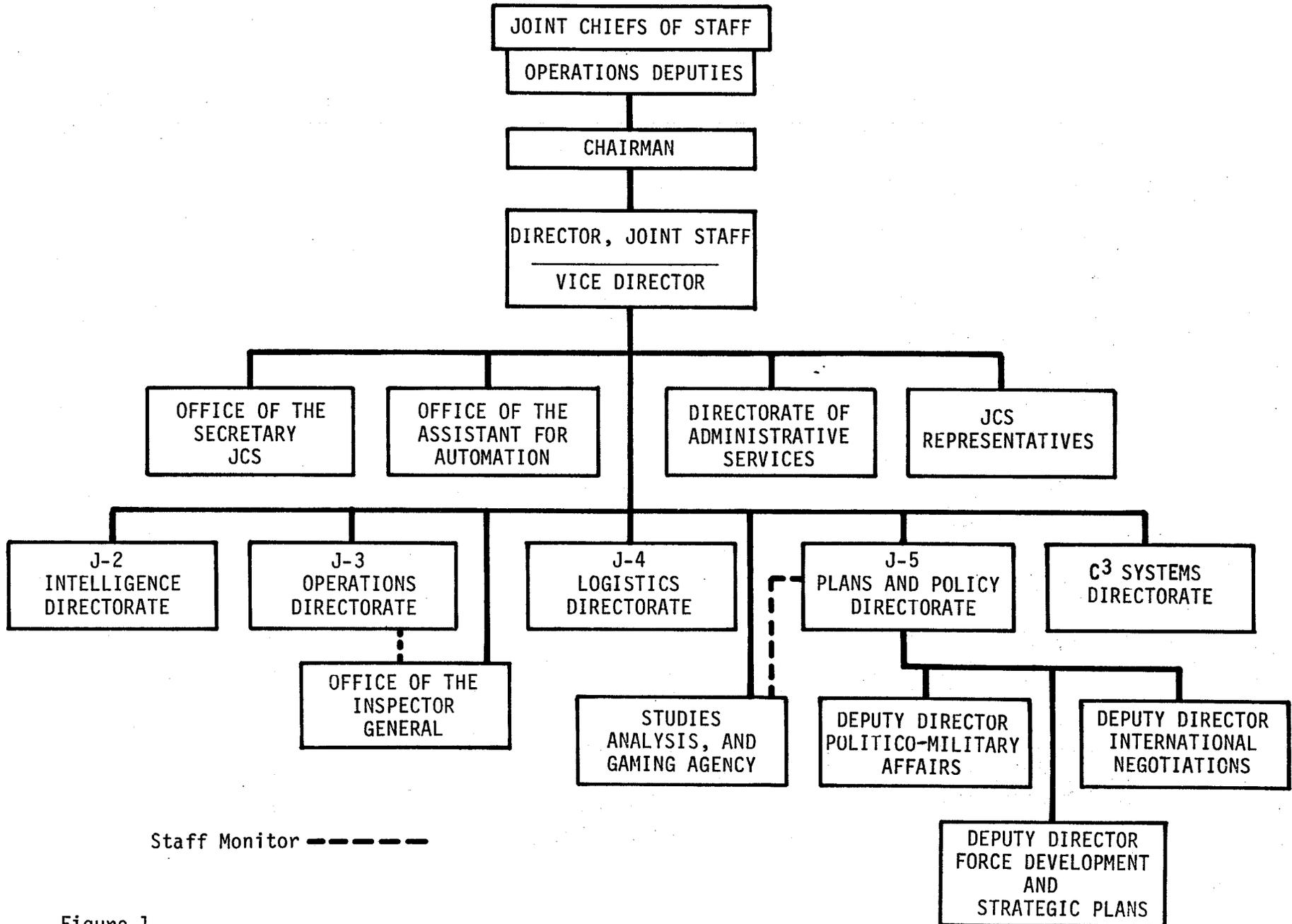


Figure 1

DIRECTOR, DEFENSE INTELLIGENCE AGENCY  
(Not an official entity of OJCS)

- Develops intelligence assessments of friendly and allied military forces including strengths and weaknesses. These are very valuable in evaluating foreign military requirements for arms transfers.
- Provides intelligence on arms transfers between foreign countries.
- Manages the Defense Attache System.

DIRECTOR FOR OPERATIONS (J-3)

- Prepares operational directives and reports pertaining to US Forces in support of security assistance activities, e.g., expedited deliveries of materiel to foreign countries by military air lift.
- Evaluates US force readiness.
- Identifies, assesses, and recommends measures to insure that electronic warfare plans and activities for multinational operations are effective, mutually supporting, and non-interfering.
- Identifies requirements for foreign facilities and resources to support US operational planning.
- Monitors, in coordination with DLA, the operational readiness of allied forces.

DIRECTOR FOR LOGISTICS (J-4)

- Principal advisor to the JCS on combined logistics.
- Chairman, Joint Materiel Priorities and Allocation Board. This includes the review of recommended changes to force activity designators.
- Point of contact for aspects of international logistics that affect the logistic readiness of US forces, including rationalization and standardization.

DIRECTOR FOR PLANS AND POLICY (J-5)

- Serves as a focal point in the OJCS for military assistance matters, except those which are primarily logistical in nature.

- Recommends strategy, foreign military force requirements, required capabilities, politico-military initiatives, and security arrangements focused on the potential contributions of allied and friendly countries.
- Provides guidance in the preparation of combined plans for military actions in conjunction with the armed forces of other nations.
- Recommends joint staffing requirements for overseas security assistance organizations.
- Provides staff support and recommendations regarding international negotiations including bilateral and multi-lateral conventional arms transfer restraint talks.
- Sits on the Arms Export Control Board.
- Provides military evaluation of requests for arms transfer including consideration of impact on US Force readiness and technology transfer implications.
- Provides representation to appropriate groups and committees of the National Security Council System.
- Prepares the Joint Strategic Planning Document.
- Prepares the Joint Security Assistance Memorandum.
- Prepares joint plans, policies, studies and reports on matters pertaining to security assistance.

The Plans and Policy Directorate is divided into three staff elements to perform these functions. The Deputy Director, Force Development and Strategic Plans; Deputy Director, International Negotiations; and the Deputy Director, Politico-Military Affairs.

#### The Deputy Director, Politico-Military Affairs

The Politico-Military Affairs Deputate has responsibility for much of the day-to-day activity in the area of security assistance through involvement in actions pertaining to individual countries and the formulation of national policy.

To accomplish these responsibilities, the Deputate is organized into four regional divisions, and a Security Assistance Plans Division.

European Division  
Autovon: 224-4911

Far East/South Asia Division  
Autovon: 224-8830

Western Hemisphere Division  
Autovon: 224-5449

Middle East/Africa Division  
Autovon: 224-0255

Security Assistance Plans Division  
Autovon: 224-3245

The regional divisions are concerned with individual country or regionally unique security assistance issues, e.g., a specific arms transfer request. The Security Assistance Plans Division addresses issues with significant policy implications or inter-regional interests, e.g., FMS credit, tuition pricing, and the manning ceiling for overseas security assistance organizations. This division is also responsible for the development of the Joint Security Assistance Memorandum (JSAM), its supporting analysis, and the allied and friendly forces portion of the Joint Strategic Planning Document Supporting Analysis (JSPDSA).

#### HOW JCS RECOMMENDATIONS ARE EXPRESSED

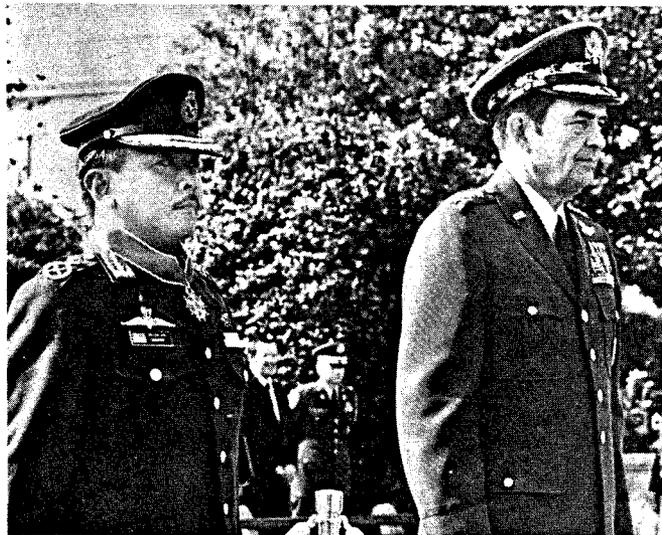
A significant portion of the JCS responsibilities is carried out through their involvement in the Joint Strategic Planning System (JSPS) and the DOD Planning Programming and Budgeting System (PPBS). The JSPS is an aggregation of documents through which the JCS develop strategy and force requirements and translate guidance from the Secretary of Defense into taskings and, ultimately, operational plans. The PPBS is the management tool used by DOD for resource allocation. Two JSPS documents have significant relevance to security assistance. They are:

- The Joint Strategic Planning Document (JSPD)
- The Joint Security Assistance Memorandum (JSAM)

The JSPD provides the advice of the JCS to the President, the National Security Council, and the Secretary of Defense on the military strategy and force structure required to attain the national security objectives of the United States. It includes views on the role of allied and friendly countries in achieving national security objectives and their contribution to collective security. The JSPD's primary use is to influence development of the Secretary of Defense's Consolidated Guidance.



Lieutenant General Ignacio Alfaro Arregui, Chairman, Joint Chiefs of Staff, Spain, is congratulated by Major General James E. Dalton (right) after being awarded the Legion of Merit, Degree of Commander, by General David C. Jones, Chairman, Joint Chiefs of Staff (extreme left). Admiral Thomas B. Hayward, Chief of Naval Operations (left) and Rear Admiral Richard A. Paddock, Vice Director, J-5, JCS are shown in the background. The ceremony took place April 14, 1980, at the Pentagon River Entrance. (Photograph Courtesy of OJCS)



General David C. Jones, Chairman, Joint Chiefs of Staff, presented the Legion of Merit (Degree of Commander), to Major General Winston W. L. Choo, Director, General Staff, Singapore, during an October 1978 Pentagon ceremony. (Photograph Courtesy of OJCS)

The JSPD is developed from a supporting analysis which includes an assessment of allied and friendly forces (JSPDSA Part II, Book IV, Allied and Friendly Forces). This document provides a military evaluation of the potential role of selected allied and friendly countries in US national strategy; an evaluation of their military forces; the force development desired to support US military and force planning guidance; a country's contribution to collective security; and a basic rationale, when applicable, for US assistance. It is used to develop an initial military evaluation of individual country arms transfer requests. The JSPDSA is a supporting analysis for military planning and is not distributed outside of the unified and specified commands, the Services, and a limited number of other DOD agencies with security assistance responsibilities. It is developed, under JCS guidance, from inputs provided by the overseas unified commanders and information they have received from US military representatives in foreign countries. The recommendations by the overseas unified commanders are forwarded to the JCS for consideration and final approval.

The JSAM was developed to provide timely JCS advice and recommendations for consideration in the annual security assistance budget development process. The Security Assistance Program is a budget item under the Department of State and the JCS views are expressed in the interagency forum. The JSAM provides recommendations, including manning level for overseas security assistance organizations, in a zero based budgeting format. This includes a risk/benefit assessment for each budget level and a worldwide prioritization of budget levels. It is developed from the Annual Integrated Assessment of Security Assistance reports, and recommendations from the Commanders of unified commands with area responsibilities.

JSPDSA Part II, Book IV, and JSAM have resulted from an effort to reduce the security assistance reporting requirements of overseas security assistance organizations.

On Security Assistance matters the Joint Staff interacts closely with DOD elements, the Department of State, and other agencies of the Executive Branch. Relying heavily on information provided by in-country security assistance organizations, the unified commanders, and the services, the Joint Staff must formulate the military viewpoint and articulate it in the interagency arena. This is accomplished through formal bodies such as the Arms Export Control Board, and the various committees affiliated with the National Security Council system, through the informal process of clearing and commenting on various messages and decision papers, and by participating in interagency meetings. In all cases, the success of the Joint Staff in supporting the JCS is predicated on the experience, knowledge, and dedication of the thousands of people involved in the administration of our Security Assistance Program.