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JOINT ACTION
OF
THE ARMY AND THE NAVY

PREPARED BY
THE JOINT BOARD
1927

*See Letter from CMO OP-12-MG-
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pamphlet.*



Approved by
the Secretary of War



Approved by
the Secretary of the Navy

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1927

JOINT ACTION OF THE ARMY AND THE NAVY

FOREWORD

1. It is vital to success in war that the Army and the Navy so coordinate their actions as to produce the most effective mutual support. To accomplish this it is essential that both services have a common, definite understanding of their respective functions in joint action.

JOINT ACTION OF THE ARMY AND THE NAVY

1. The policies and procedure enunciated herein are published for the information and guidance of the two services.

2. This publication supersedes the pamphlet entitled "Joint Army and Navy Action in Coast Defense," which is hereby rescinded.

DWIGHT F. DAVIS,
Secretary of War.

CURTIS D. WILBUR,
Secretary of the Navy.

APRIL 23, 1927.

III

Dwight F. Davis,
Secretary of War.
Curtis D. Wilbur,
Secretary of the Navy.

April 23, 1927.

JOINT ACTION OF THE ARMY AND THE NAVY

FOREWORD

1. It is vital to success in war that the Army and the Navy so coordinate their actions as to produce the most effective mutual support. To accomplish this it is essential that both services have a common, definite understanding of their respective functions in national defense and of the approved methods for attaining coordination in operations.

2. The aim of this publication is to assemble in one volume all joint policies, agreements, or instructions which have been approved by the War and Navy Departments, with a view to securing effective coordination. It is divided into two parts:

PART I.—Policies to govern joint Army and Navy action.

PART II.—Minor policies, agreements, and joint instructions which by providing effective organization and agencies for coordination, and by enunciating standard practice, promote harmonious joint action.

3. It is the intention to issue additional chapters to this publication covering the contents of Part II as soon as they can be prepared. The loose leaf form is adopted to permit this expansion and to facilitate revision of sections as may be found advisable.

DWIGHT F. DAVIS,
Secretary of War.

CURTIS D. WILBUR,
Secretary of the Navy.

APRIL 23, 1927.

TENTATIVE OUTLINE OF CHAPTERS

PART I

POLICIES TO GOVERN JOINT ARMY AND NAVY ACTION

- CHAPTER I. Policy as to Respective Functions of the Army and Navy.
- II. The Coordination of Operations of the Army and the Navy.
- III. Functions of Army and Navy Air Components.
- IV. Further Consideration as to Joint Operations.

PART II

APPLICATIONS OF POLICIES

CHAPTER V. Coast Defense.

Section A. Regulations for defensive sea areas.

Section B. Regulations for the execution of defensive sea area plans.

Section C. Principles governing underwater defense.

Section D. Mines, their limitations and capabilities.

Section E. Beach defense.

Section F. Air operations in coast defense.

VI. Offensive Operations.

Section A. Landings in force.

Section B. Troops in transports.

VII. Air Operations.

Tactical instructions for joint air operations.

VIII. Communications.

Section A. Policy for coordination of radio activities of the Army and Navy.

Section B. Instructions as to procedure, etc., in messages between Army and Navy.

IX. Selective Service.

X. Supplies.

Agreements now in force and to be negotiated affecting supplies.

XI. Agencies for Effecting Coordination.

Section A. Precept of the Joint Board (including the Joint Planning Committee).

Section B. Precept of the Aeronautical Board.

Section C. Precept of the Army and Navy Munitions Board.

TEMPERATURE OUTLINE OF CHAPTERS

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**CHAPTER I
POLICY AS TO RESPECTIVE FUNCTIONS OF THE ARMY AND NAVY**

1. The following policy has been approved by The Joint Board, the Secretary of War, and the Secretary of the Navy, and is published for information and guidance.

I. Purpose.

2. The purpose of this statement of policy is to distinguish between the functions of the Army and the Navy in such a manner as to establish an authoritative and adequate basis for development, planning, procurement, and training of each service; and for their guidance in joint operations.

II. Constitutional Basis.

3. The Army and Navy are maintained to secure the objectives stated in the Preamble to the Constitution:

* * * to insure domestic tranquility, provide for the common defense, promote the general welfare * * *

They are required by the national need for political and territorial security; for the support of our national policies; and for the assurance of the supply of materials vital to the existence of the Nation.

4. The Army and the Navy together constitute the military power of the Nation of which, under the Constitution, the President is the Commander in Chief; therefore their acts derive authority from the direction of the President, either expressed or implied, and are directed to a common end.

III. Common Mission of Army and Navy.

5. Conjointly and in cooperation, to defend the territory of the United States against all enemies foreign or domestic; to protect and promote the interests and policies of the United States at home and abroad, in peace and in war.

IV. Demarcation Between Army and Navy.

6. To accomplish the above mission, the Army performs functions that normally pertain to land operations; the Navy performs func-

tions that normally pertain to sea operations. Land and sea operations each include air operations over those elements. The President has the power to make exceptions to any general allocation of functions; and in some cases due to the nature of the forces available, the functions of one service may be temporarily performed by the other. The functions of the Army and Navy overlap in coastal operations and in joint overseas operations. The principle that should guide operations is:

Sea operations by the Army or land operations by the Navy are proper only when immediately auxiliary to the normal functions.

V. General Functions of the Army.

7. The general functions of the Army in time of peace are:

(a) To provide for the land defense of continental United States and its overseas possessions.

(b) To protect the United States from internal disorder or insurrection.

(c) To make provision for the expansion of the land forces to meet the needs of a major war.

(d) In exceptional cases, to furnish land forces for occupation of foreign territory in protection of the interests of the United States.

(e) To defend permanent naval bases required to insure to the Navy freedom of strategic action.

8. The general functions of the Army in time of war are:

(a) To conduct land operations in defense of United States territory.

(b) To conduct land operations in hostile territory. When this involves an advance of Army forces overseas such advance is dependent upon the Navy.

(c) To conduct land operations in support of the Navy for the establishment, and defense of naval bases.

VI. General Functions of the Navy.

9. The general functions of the Navy in time of peace are:

(a) To safeguard the interests of the United States on the seas and in the territory of nations having irresponsible governments.

(b) To support the diplomatic policy of the United States.

(c) To make provision for the expansion of the sea forces to meet the needs of a major war.

10. The general functions of the Navy in time of war are:

(a) To conduct sea operations in defense of United States territory and United States interests on the sea.

(b) To conduct sea operations directed toward the defeat of the enemy.

These functions include:

(c) To defeat or contain the enemy fleet.

(d) To control vital sea communications by assuring safe passage to vessels supporting our effort and denying such passage to vessels supporting the enemy.

(e) To control coastal zones and sea lanes.

(f) To escort and support Army forces engaged in overseas operations.

(g) To establish and defend advanced naval bases.

VII. General Functions of the Marine Corps.

11. The general functions of the Marine Corps are, as an adjunct of the Navy, to provide and maintain forces:

(a) For land operations in support of the fleet for the initial seizure and defense of advanced bases and for such limited auxiliary land operations as are essential to the prosecution of the naval campaign.

(b) For emergency service in time of peace for protection of the interests of the United States in foreign countries.

(c) For Marine detachments on vessels of the fleet and for interior protection of naval shore stations.

12. As an adjunct of the Army, its general functions require the Marine Corps:

(a) To perform such duties on land as the President may direct.

Approved by the Secretary of War and the Secretary of the Navy October 19, 1926:

CHAPTER II

THE COORDINATION OF OPERATIONS OF THE ARMY AND THE NAVY

I. Coordination—Conditions Affecting Methods of.

1. The method of coordination to be employed to make effective the conduct of operations of forces of the Army and the Navy is dependent upon such factors as the geographical location of the theaters of operations, the character and relative strength of enemy forces, and the consequent nature of the contemplated operations.

2. Under conditions which require no combined operations coordination is effected by the joint approval by the War and Navy Departments of the missions assigned to the Army and the Navy in the independent war plans of the respective departments.

3. Under conditions which require combined operations coordination is effected under the principle of paramount interest, or under the principle of unity of command.

II. Coordination Under the Principle of Paramount Interest.

4. Under the principle of paramount interest, authority and responsibility for the coordination are vested in the commander of the force whose function and requirements are, at the time, of the greater importance.

5. In the exercise of coordination under this principle:

(a) The commander of the force of the service having paramount interest is authorized and required to designate the missions of the Army force and the Navy force participating.

(b) The commander of the force of the service not having paramount interest is required to execute the mission assigned by the commander of the other service and to subordinate the operations of his own command to those of the commander having the paramount interest. In executing such mission the commander occupying the subordinate status does not yield the actual command of his force. He shall, however, be held responsible by the next higher

commander of his own service for the proper subordination of his activities to those of the commander having paramount interest.

(c) The assignment of paramount interest to one service in a joint operation does not confer paramount interest upon that service in all subordinate operations thereunder. The senior officer of the service having paramount interest in the main operation shall designate the service to have paramount interest in subordinate operations as far as the necessity for this designation can be foreseen. In subordinate or local operations in which paramount interest has not been assigned it shall be determined by the senior officer present of the service which has paramount interest in the operation to which the local operation is immediately subordinate.

III. Coordination by the Exercise of Unity of Command.

6. The President under his constitutional authority as Commander in Chief may delegate his authority, in so far as concerns the exercise of command over forces engaged in joint operations, by the appointment of either an Army or naval officer to exercise such command.

7. Unity of command embraces the responsibility for, and the power to direct, operations of forces of the Army and Navy having a common mission.

8. Where the magnitude and character of the operations warrant, a commander exercising unity of command shall have a headquarters separate and distinct from those of the commanders of the forces of the two services, and shall deal with these forces as coordinate elements of his command.

9. Unity of command empowers the commander to coordinate the operations of the forces of both services assigned to his command by the organization of task forces, the assignment of missions, the designation of objectives, and the provision of logistic support; and to exercise control during the progress of the operations to insure the most effective effort toward the accomplishment of the common mission.

10. Unity of command does not contemplate the issue by the commander of instructions as to dispositions for, or methods of, operation in the accomplishment of missions assigned solely to forces of the service to which the commander does not belong, nor control

of the administration, discipline, or technique of the operations of such forces.

11. The appointment of a commander authorized to exercise unity of command as the deputy of the President carries with it the power, whenever in the opinion of such officer such action is necessary, further to delegate this authority by appointing a subordinate commander, either Army or Navy, to exercise unity of command over task forces organized within his command, or to coordinate the operations of these forces under the principle of paramount interest.

IV. Joint War Plans to State Method of Coordination.

12. Each war plan shall prescribe for each phase of the campaign the method of coordination between the forces of the Army and the Navy which is to be employed. Where coordination under the principle of paramount interest is directed, the plan will state which service has the paramount interest. Where unity of command is specified, the plan will state whether an Army officer or a Navy officer is to be designated to exercise such command.

Approved by the Secretary of the Navy December 4, 1926, and by the Secretary of War December 8, 1926.

CHAPTER III

FUNCTIONS OF ARMY AND NAVY AIR COMPONENTS

I. Purpose.

1. The purpose of this statement of the functions of the air components of the Army and the Navy is to establish an authoritative and adequate policy for the development, planning, procurement, and training of the air components of each service and for the guidance of Army and Navy commanders in operations involving air components.

II. General Functions.

2. It is the general function of Army and Navy air components, respectively, to conduct the air operations derived from the approved respective functions of the Army and Navy stated in "Policy as to Functions of the Army and Navy." Under this policy:

(a) The air component of the Army conducts air operations over the land and such air operations over the sea as are incident to the accomplishment of Army functions.

(b) The air component of the Navy conducts air operations over the sea and such air operations over the land as are incident to the accomplishment of Navy functions.

3. Aircraft by their nature are capable to a degree, dependent upon their design and upon the skill and training of their personnel, of performing either Army or Navy air functions, and available air strength should be used to the best advantage by either service in support of the other.

4. Army aircraft may temporarily execute Navy functions in support of or in lieu of Navy forces. Conversely, Navy aircraft may temporarily execute Army functions under like conditions.

III. Primary Functions.

5. The air component of each service has a *primary function* to which its principal efforts are to be directed, both in peace and in war.

6. These primary functions are:

(a) Army air component to operate as an arm of the mobile Army.

(b) Navy air component to operate as an arm of the fleet.

IV. Secondary Functions.

7. Secondary functions of the air component of the Army are:

(a) Air operations in connection with the local defense of cities, important harbors, munition plants, or other fixed installations, in United States territory.

(b) Air operations in support of or in lieu of naval forces.

8. Secondary functions of the air component of the Navy are:

(a) Air operations in support of local naval defense forces operating for the protection of lines of sea communications and coastal zones against attacks by hostile submarines and surface raiders.

(b) Air operations in support of or in lieu of Army forces.

V. Marine Corps Air Component.

9. The Marine Corps air component is a part of the Navy air component and its function is to operate as a part of the naval air component, particularly in operations incident to Marine Corps functions, for which operations the Navy may provide land-based aircraft.

VI. Provisions to Minimize Duplication.

10. The functions assigned in Sections III and IV to the Army air component require the Army to provide and maintain all types of aircraft primarily designed and used for operations of the Army in the interior or in repelling developed attacks on our coast, or in defense against air raids directed at shore objectives or at shipping within our harbors.

11. The functions assigned in Sections III and IV to the Navy air component require the Navy to provide and maintain all types of aircraft primarily designed and ordinarily used in operations from aircraft carriers or other vessels, or based on aircraft tenders, or for operations from shore bases for oversea scouting, and for the observation and patrol of sea communications and their defense against raids.

12. To avoid duplication in peace-time procurement, the Navy's land-based aircraft procured for the conduct of the secondary func-

tions of naval air component will be limited to those primarily designed and ordinarily used for scouting and patrolling over the sea. The Army will not provide such aircraft at points within the normal operating radius of a place where the Navy has provided them in numbers sufficient to meet Army peace-time requirements, or where the Navy will so provide them at the request of the Secretary of War. These restrictions on peace-time procurement are not to be construed to debar aircraft of either service from using any weapon that they can carry or to preclude the use in war of any aircraft that can be made available.

13. Projects of the Army and Navy relating to their respective air components, including estimates for appropriations, shall, in peace time, with a view to insuring the minimum of overlap and duplication, be considered by the Aeronautical Board prior to being used as a basis for action.

VII. Coordination of Air Operations.

14. When a situation develops in which a force of one service can support by aircraft only, a force of the service having paramount interest in the particular operation, unity of command for the conduct of the participating air forces shall be immediately vested in the commander of the force to be supported.

15. When air units of the Army and the Navy are combined into one task force for the accomplishment of a common mission, the commander assigning the mission shall designate an officer to exercise unity of command over such task force during the conduct of the operation.

Approved by the Secretary of the Navy December 4, 1926, and by the Secretary of War December 8, 1926.

III. Classes of Joint Operations.

8. Joint operations may be generally classed as follows:

- (a) Joint overseas movements.
- (b) Landing attacks against shore objectives.
- (c) Attacks against a shore objective by land and sea.
- (d) Coast defense.

CHAPTER IV

FURTHER CONSIDERATION AS TO JOINT OPERATIONS

I. Contents.

1. The preceding chapters have laid down the "Policy as to Respective Functions of the Army and the Navy," "The Coordination of Operations of the Army and the Navy," and "The Functions of the Army and the Navy Air Components." This chapter is devoted to the application of the preceding chapters to specific joint operations and to an enumeration of the tasks of the Army and of the Navy under the several types of joint operations.

II. Types of Operations Requiring Coordination.

2. Coordination in the employment of forces of the Army and the Navy is required in independent operations of a special character and in all classes of joint operations.

(a) *Independent operations.*—Independent operations of forces of the Army and of the Navy within the same or strategically interdependent theaters of operations, which, though tactical support of the major forces of one service by the major forces of the other is impossible, may require coordination in time or in the assignment of missions and objectives. In operations of this type, the necessary coordination will be effected by provisions contained in a Joint Army and Navy War Plan; or by the mutual approval of missions assigned to the respective forces by separate war plans of the War and Navy Departments.

(b) *Joint operations.*—Operations, usually requiring tactical coordination, conducted by forces of the Army and of the Navy for the accomplishment of a common mission.

III. Classes of Joint Operations.

3. Joint operations may be generally classed as follows:

- (a) Joint overseas movements.
- (b) Landing attacks against shore objectives.
- (c) Attacks against a shore objective by land and sea.
- (d) Coast defense.

(e) Special situations where Army forces operate with Navy forces to accomplish a mission (task) which is normally a function of the Navy, and vice versa.

IV. Tasks of Army and Navy Forces in Joint Operations.

4. The normal tasks of the Army and Navy enumerated below are to serve as guides in the planning and execution of operations in which Army and Navy forces jointly participate. This statement of tasks also indicates in which service authority for coordination should be vested for various forms of joint operations. The tasks enumerated are derived from "Policy as to the Respective Functions of the Army and the Navy," and from the present general policies of the two services.

V. Joint Overseas Movements.

5. The normal Army tasks in joint overseas movements are:

- (a) To provide and operate all vessels for the Army, except when naval opposition by the enemy is to be expected.
- (b) To assemble the Army troops, together with their equipment and supplies, at designated ports of embarkation.
- (c) To provide and operate the Army ports of embarkation.
- (d) To load transports provided by the Navy for the transportation of Army personnel, equipment and supplies, subject to Navy approval as to stability of vessels.
- (e) To load in readiness for operation such aircraft, or an armament that can be made available to assist the Navy during the movement at sea, or in landing operations.
- (f) To organize and operate shore installations used primarily for debarkation of Army personnel, equipment and supplies.

6. The normal Navy tasks in joint overseas movements are:

- (1) To maintain sea lines of communication.
- (2) When naval opposition by the enemy is to be expected—
 - (a) To procure, man, equip, and operate the vessels necessary to transport Army personnel, equipment and supplies.
 - (b) To assemble the necessary transports at designated embarkation ports at the times specified by the commander of the port of embarkation.
 - (c) To provide for security of transports at sea.

(d) To provide in outlying ports means for the embarkation or debarkation of Army troops, equipment and supplies, when such means can not be provided or obtained by the Army.

VI. Landing Attacks Against Shore Objectives.

7. The normal Army tasks in landing attacks initiated on the sea and directed against shore objectives are:

(1) The deployment into boats used for landing and operated by the Navy.

(2) The delivery of rifle and machine-gun fire from landing boats, except from such machine guns as are parts of the naval equipment of the boats.

(3) The deployment from the landing boats and the gaining of a foothold on shore.

(4) The organization of a defensive beach head.

(5) The organization and conduct of operations to extend the beach head.

(6) The conduct of operations beyond the beach head for the accomplishment of the mission.

8. The normal Navy tasks in joint attacks initiated on the sea and directed against shore objectives are:

(a) *Naval forces.*—

(1) To provide adequate reconnaissance.

(2) To provide the defense against enemy naval forces during landing operations.

(3) To provide, man, equip, and operate the small craft required for landing operations.

(4) To cover the landing by mine sweeping, gunfire, aircraft, and screening operations.

(5) To provide signal communication between ships and shore.

(6) To organize and operate the necessary sea lines of communications for forces on shore.

(b) *Marine forces.*—Marines organized as landing forces perform the same functions as above stated for the Army, and because of the constant association with naval units will be given special training in the conduct of landing operations.

VII. Attack Against a Shore Objective by Land and Sea.

9. When Army forces participating in joint operations move overland, tactical coordination of the Army and Navy forces will be

exercised when the forces of the two services approach the objective to within supporting distance of each other.

VIII. Coast Defense.

10. Hostile attacks against the coast may consist of major land operations of the nature of invasion executed in the absence of our fleet in a distant theater, or in the event our fleet has been defeated or contained; or of minor sea, land, and air operations of the nature of raids. The defense of the seacoast by the Army conforms in principle to the conduct of any defensive operation.

11. The general function of the Army in coast defense is to conduct land operations in defense of United States territory.

12. The specific functions of the Army in coast defense are:

(a) To provide and operate mobile forces for the defense of the coast.

(b) To provide, maintain, and operate essential harbor defenses.

13. The following tasks are auxiliary to these specific Army functions:

(a) Provide and operate or maintain—

(1) Guns on land, both fixed and mobile, with necessary searchlights, and fire-control installations.

(2) Aircraft operating as an arm of the mobile army in general coast defense; in support of harbor defenses; or in offshore air operations in support of or in lieu of naval forces.

(3) A communication system among the elements of the land defense, with provision for the prompt exchange of information or instructions with the Navy.

(4) Controlled mines and their appurtenances, including the vessels necessary for their installation and maintenance.

(5) A system of underwater listening posts.

(6) Beach defense, together with vessels necessary for its installation, maintenance, and patrol.

(7) Fixed underwater obstructions in connection with controlled mine barrages.

14. The general function of the Navy in coast defense is to conduct sea operations in defense of United States territory and interests upon the sea.

15. The specific functions of the fleet in defense of the coast are:
 - (a) To defeat or contain the enemy fleet.
 - (b) To control vital sea communications by denying passage to vessels supporting the enemy.
16. The specific functions of the naval local defense forces are:
 - (a) To control coastal zones and sea lanes.
 - (b) To conduct sea operations directed toward the defeat of any enemy force in the vicinity of the coast.
 - (c) To support the Army in repelling attacks on coastal objectives.
17. The following tasks are auxiliary to the specific functions of naval local defense forces:
 - (a) Provide and operate—
 - (1) A system of offshore scouting and patrol to give timely warning of an attack.
 - (2) Aircraft suitable for observation, patrolling, and scouting over the sea and for the protection of lines of sea communication and coastal zones against attacks by hostile submarines and surface raiders.
 - (3) A communication system among the elements of the sea defense with provisions for the prompt exchange of information or instructions with the Army.
 - (4) Contact mines, nets and booms, including the vessels necessary for their installation and maintenance.
 - (5) Inshore patrols for the protection of mine fields and underwater constructions other than beach defenses; for the regulation and protection of friendly shipping in passage through defensive sea areas and through the coastal zone; and for the prevention of enemy mining and submarine operations.
 - (6) Underwater listening posts for naval use where this service can not be obtained from Army listening posts.
 - (7) Through the Lighthouse Service, when turned over to the Navy, coastal lights, buoys, and aids to navigation, and to change them as necessary.
 - (8) An information system through the Coast Guard stations when turned over to the Navy, and through lighthouses and light vessels.
 - (9) Necessary mine-sweeping vessels.

- (b) Provide and maintain—
- (1) Such fixed underwater obstructions as are component parts of Navy barrages; including the vessels necessary for their installation and maintenance.
 - (c) To operate gates through nets.
 - (d) To conduct shipping through channels in mine fields or obstructions.

IX. Coordination of Forces of the Army and the Navy in Coast Defense.

18. Attacks on the coast may be made by an enemy moving on shore along the coast or in whole or in part from the sea. Against an enemy moving on shore along the coast the authority under paramount interest will be vested in the Army. In attacks made in part on shore along the coast and in part by sea, defense operations of forces of the Army and the Navy will be conducted independently until the attacking forces approach so closely to the objective as to render coordination necessary, in which case, authority for coordination will be vested in the Army.

19. In operations against enemy forces approaching the coast on, under, or over the sea, paramount interest will be initially vested in the Navy.

20. If our fleet is inferior to the enemy, it may be forced to operate on the strategical defensive, and may, before engaging decisively, retire to a position within the operating radius of shore-based aircraft to obtain the support of such aircraft.

21. It should be recognized that against an enemy approaching by sea, naval means will exercise a greater effect in coast defense than will Army means until the enemy has secured a position close enough in to threaten a given part of our coast. Up to this point naval action is likely to be most efficient if based on naval considerations exclusively.

22. Even though the fleet may be protecting the coast by strategically offensive operations at sea, there will still remain the possibility of sporadic raids made by enemy forces superior to local naval defense forces.

23. When an attack upon a specific part of the coast becomes actually threatened, Army interests assume the greater importance. In such cases the local situation may demand the subordination of

the naval forces available locally to Army requirements of coast defense. Since the coordination which is required is tactical and tactical employment must necessarily be local, the exercise of authority by the Army under the principle of paramount interest extends over the area in which actual operations against shore objectives may take place. This area may extend only to the subsector or sector affected or may be of general scope, extending throughout the limits of a coastal frontier.

24. In the application of the principle of paramount interest, it is assumed that the service which is assigned paramount interest has available forces suitable to the purpose of combatting enemy attacks. It is the duty of available forces of the service not having paramount interest to support the forces of the other service or to operate in lieu of such forces in their absence, in which latter case paramount interest will pass to the forces so operating.

X. Joint Organization for Coast Defense.

25. To insure the effective coordination of Army and Navy forces employed in coast defense, there should be established, where practicable, coastal divisions with geographically coterminous boundaries within which an Army officer and a Naval officer will exercise command over the Army forces and the Navy forces, respectively, assigned for the defense of these divisions.

26. (a) These divisions will comprise coastal frontiers, sectors, and subsectors with harbor defenses included within the boundaries of subsectors or sectors.

(b) The delimitation of divisions of the coast line, the assignment of planning representatives of the commanders thereof, and the tentative allocation of forces for the defense of the various Coastal Frontiers will be made in a confidential document entitled "The Tentative Joint Organization for Coast Defense."

(c) In order to effect a parallel development in the Army and the Navy in coast defense and to facilitate joint planning, a planning representative will be designated for the Army commander and for the Navy commander of each coastal division. The planning and development chain of command in both the Army and the Navy will follow the same lines as for combat. In selecting such planning representatives, officers will be selected who are located conveniently

to the area to be defended and whose headquarters have the personnel and other facilities necessary for planning.

27. Each specific war plan will provide for the organization of the defense of the land and coastal frontiers and will designate theaters of operations and the forces to be employed therein. Divisions of authority and command will follow the same principles as those indicated above for "The Tentative Joint Organization for Coast Defense." Actual limiting points and boundary lines between coastal divisions will be modified to the extent necessary to meet the needs of the situation assumed for the specific plan. The covering forces and the initial concentrations made for frontier defense in each plan will be based on the protection of probable objectives of enemy attack, the projected offensive operations and the combined use of Army and Navy forces. A flexible organization of frontiers is required for tactical operations and the boundaries of coastal divisions may be changed in specific war plans or during the progress of operations.

XI. Special Situation Requiring Coordination.

28. There will arise special situations in which the forces of one service will be acting tactically with forces of the other service in operations, the character of which would normally make them a function of but one service. These special situations would include such operations as:

(a) The operations of Army forces in a country in which the character and extent of waterways makes it practicable and desirable to utilize Naval means in support of the Army operations.

(b) Employment of air forces of the Army in support of naval forces engaged in operations such as those connected with the control of coastal zones and sea lanes.

29. In such special situations the organization of the forces of the assisting service should be maintained intact and coordination secured under the principle of unity of command. The commander to exercise authority under unity of command should be selected from the service to which the general operation is assigned as a function.

Approved by the Secretary of War April 7, 1927, and by the Secretary of the Navy April 8, 1927.



CHAPTER VIII COMMUNICATIONS

SECTION A

POLICY FOR COORDINATION OF RADIO ACTIVITIES OF THE ARMY AND NAVY

1. Joint Board reports, J. B. No. 319 (Serial No. 183), of January 16, 1923, "Utilization of the radio services of the War and Navy Departments for the transmission of Government dispatches," and J. B. No. 319 (Serial No. 263), "Proposed draft of Executive Orders re regulation of radio in the event of war or national emergency," are rescinded. The following policy, approved by the Secretary of War and the Secretary of the Navy, is published for information and guidance:

I. Purpose of Radio Policy.

2. The purpose of this statement of policy is to establish an authoritative basis for the coordination of the Army and Navy in the development of radio material, the establishment of radio stations, and in the conduct of radio activities.

II. Basic Policy.

3. The Army and Navy shall provide, control, and operate such transmitting and receiving stations as, augmented by private and other Government-owned radio facilities, will insure the existence and availability upon the outbreak of war or other national emergency of a militarily controlled, thoroughly indoctrinated radio system adequate to meet the requirements of national defense, having in view the prevention of undesirable duplication and the practical and definite limitation on expenditure imposed by economy.

III. Primary Responsibility of the Army and the Navy in Radio Activities.

4. (a) The assignment of *primary responsibility* to the Army or to the Navy for radio activities serving a definite area or purpose

2 COMMUNICATION PROCEDURE BETWEEN ARMY AND NAVY

imposes upon the designated service the responsibility for the establishment and efficiency of radio serving such area or purpose, but allows the other service to use radio to serve the same area or its own purposes of a similar nature, provided no serious radio interference is caused thereby.

(b) In war time paramount interest in certain areas or theaters of operation will be assigned to the Army or the Navy, in accordance with the approved War Plans, and radio activities therein will be coordinated by the responsible commander of the service having paramount interest.

(c) In order to avoid uneconomical duplication in time of peace:

(1) The Navy only shall operate radio apparatus of high power (10 kilowatts in the antenna or greater.)

(2) The Army shall not handle overseas radio communications commercially or for other Government departments except between the United States and Alaska, nor operate upon frequencies which will cause serious interference with Fleet or Navy overseas circuits.

IV. Assignment of Primary Responsibility.

5. Subject to the provisions of subparagraphs (a) and (b) of the preceding paragraph, primary responsibility is assigned as follows:

(a) To the Army in radio communication—

(1) With and between Army units wherever located.

(2) Within the Territory of Alaska.

(3) With and between Army vessels, excluding such vessels as may be placed under Navy control.

(b) To the Army in radio intelligence—

(1) For the Army wherever operating.

(c) To the Navy in radio communication—

(1) For the establishment, maintenance, and operation of an overseas radio service for efficient communication with and between Navy units wherever located; this service to be available to all departments of the Government and for commercial purposes.

(2) For communication with insular possessions, the Panama Canal Zone, and with foreign territory occupied by the Navy.

(3) With and between ships at sea, exclusive of Army vessels, except such of the latter as may have been placed under Navy control in case of war or national emergency.

(4) For the establishment and operation of radio-compass stations along the coasts of the United States, Alaska, overseas possessions, or occupied foreign territory.

(d) To the Navy in radio intelligence—

(1) For the Navy wherever operating.

V. War-Time Jurisdiction over Nonmilitary Radio.

6. In time of national emergency, when directed by the President according to law, the Army and the Navy will assume jurisdiction as follows:

(a) The Army and Navy shall each assume complete control over such nonmilitary radio stations as may be allocated to them by the President to augment their peacetime facilities.

(b) For purposes of censorship and supervision over such nonmilitary radio stations as are permitted to operate:

(1) The Army will assume jurisdiction over all nonmilitary stations within the United States, Alaska, and foreign territory occupied by the Army except the stations assigned to the Navy in the following paragraph:

(2) The Navy will assume jurisdiction over all nonmilitary stations wherever located that are permitted to communicate overseas, with ships, or with aircraft flying over the sea other than Army aircraft, and over all nonmilitary stations in Panama, the insular possessions, and in foreign territory exclusively occupied by the Navy.

(c) For the purpose of suppression of unauthorized radio:

(1) The Army will assume jurisdiction over the continental United States, Alaska, Panama, and in insular possessions or foreign territory occupied by the Army.

(2) The Navy will assume jurisdiction over shipping and over insular possessions or foreign territory occupied exclusively by the Navy.

VI. Principles to be Observed in Radio Coordination.

7. Coordination in radio operation will be effected:

(a) In the development of types of radio equipment suitable for intercommunication.

(b) By the assignment of call letters, frequencies, transmitting time periods, the adoption of a common procedure, and the formulation of codes and ciphers for joint Army and Navy communication.

4 COMMUNICATION PROCEDURE BETWEEN ARMY AND NAVY

(c) All air radio stations of the Navy and air radio stations of the Army along the coast and in the insular and outlying possessions shall be equipped to send and receive on a common intermediate frequency and a common high frequency, and all aircraft carrying radio, except fighting and pursuit planes, shall as soon as practicable, consistent with proper economy, be equipped to send and receive on one of these common frequencies.

(d) The radio field sets provided for the use of the Marine Corps on shore shall be capable of intercommunication with the radio provided for the operation of similarly equipped units of the Army.

(e) The radio communication equipment provided for the vessels of the Army Transport Service shall be of a character normally provided for commercial shipping of the same general class and shall be capable of sending and receiving on at least two frequencies assigned by the Navy Department for Naval Transportation Service communication.

VII. Coordination with Radio Stations of Other Departments and Civilian Stations During Peace.

8. Coordination of the operation of Government radio stations with each other and with the operation of civilian radio stations in time of peace will be governed by the provisions of the radio act of 1927 (secs. 6, 8, and 25).

VIII. Coordination of Development Programs.

9. The Chief Signal Officer of the Army and the Director of Naval Communications will coordinate the peace-time radio operation and operational development of the two services. The Chief Signal Officer of the Army and the Chief of the Bureau of Engineering of the Navy Department will coordinate their recommendation for the procurement programs of the Army and the Navy and will coordinate technical radio matters of joint concern to the two services.

Approved by the Secretary of War and the Secretary of the Navy June 24, 1927.

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NAVY DEPARTMENT
OFFICE OF NAVAL OPERATIONS
Washington

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24 August 1927.

From: Chief of Naval Operations.
To : All Ships and Stations.
SUBJECT: Joint Action Of The Army And The Navy.

1. The pamphlet "Joint Army and Navy Action in Coast Defense" is rescinded and should be destroyed.
2. The aforementioned pamphlet has been superseded by "Joint Action Of The Army And The Navy" issued herewith in part, Chapters I, II, III, IV, and VIII. As the number of copies is limited and the number of binders even more limited, commanding officers will distribute these chapters to their commands. Where binders are received they should be retained for office use. Copies in excess of binders should be placed in the General Order binder.
3. As they are prepared, additional chapters of this pamphlet will be issued.

E. W. EBERLE.

Department Distribution: I, II, III, IV, V, VI, IX, X.

