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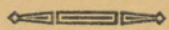
Vol 3 - 2

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# THE ORGANIZATION OF MILITARY COMMAND

## STAFF PRESENTATION



NAVAL WAR COLLEGE

Newport, R. I.

30 November, 1937

**RESTRICTED**

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DECLASSIFIED IAW DOD MEMO OF 3 MAY 1972, SUBJ:  
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THE ORGANIZATION OF MILITARY COMMAND

PART I

COMMAND AND STAFF

1. DEFINITION OF COMMAND.

Command may be defined as the act of directing with authority. In a military sense, it is "that branch of the management of men wherein the compliance with authority is compelled".

2. SOURCE OF COMMAND.

The source of military command in the United States Army rests in the Constitution which authorizes the Congress to "raise and support armies", and designates the President as Commander-in-Chief of the Army.

The President, in conformity with the provisions of the Constitution and the laws enacted by the Congress, acting through the Secretary of War and his subordinates in the chain of command, commands the Army.

It is worthy of note that command as exercised by the President through his subordinate officers affords the initial example of Decentralization of Command as applied to the Army.

3. AUTHORITY TO EXERCISE COMMAND.

The authority for exercising military command is vested: first, in a commission, or warrant; and second, in a lawful order issued by a superior commander placing some military element under command of the recipient of the commission or warrant.

4. SCOPE OF COMMAND.

The scope of command is set forth in the Articles of War and in Army Regulations; also, to a limited degree, by the "customs of the service". In general, regulations prescribe the duties of commanders, the manner of performance of such duties, and, particularly, the restrictions placed on a commander in the exercise of command. One restriction is of special importance; namely, that orders issued by a commander must be "lawful orders".

5. FUNDAMENTAL FACTORS OF COMMAND.

Among the fundamental factors of military command are responsibility, unity, and decentralization.

a. Responsibility.

In any walk of life, a person who feels that he will not be held accountable for the manner in which he may perform the tasks which confront him is apt to be careless in their execution and indifferent as to results. Unless he has a highly developed sense of duty, responsibility for the acts performed and for the results attained is the spur needed to insure proper accomplishment. With the safety of the Nation often at stake, it is especially important that officers of the military establishments have this feeling of responsibility for their official acts. Hence, every commander is held to be personally responsible for his decisions and for the orders issued by him or in his name.

He may utilize his staff to assist him in arriving at his decisions by obtaining from them information, technical advice, and assistance, but the decisions must be his and the responsibility for the results attained rest on him. He may authorize members of his staff, to give orders in his name; this, however, relieves him in no way of the responsibility for such orders.

Orders having been issued, the commander's responsibility does not cease; he must take such steps as may be necessary to insure their proper execution. This is accomplished, in part, by inspections made by the commander and by members of his staff.

b. Unity of Command.

Success in war can be attained only by bringing into play the coordinated action of all necessary mental, moral, and physical forces. In order to gain this result, there must be unity of purpose. The latter can be secured best if there be only one directing head. By Unity of Command, peace-time preparation for war and the operations of units during war will be coordinated to such a degree as to insure the required "team-play" or unity of action.

c. Decentralization.

In the warfare of the past, between small armies, armed with short range weapons, and using close order formations, there was practically no delegation of authority to subordinates; armies were controlled by commands. With the passing of time,

the forces engaged increased in size, long range weapons were developed, and close order fighting disappeared. These changes necessitated changes in organization which would permit and facilitate the establishment of subordinate commanders with authority, for it became no longer possible for the old methods of command to function. Thus, there gradually developed, from necessity, Decentralization of Command.

Successful organization and control can be brought about best by the decentralization of authority, the distribution of responsibility for the particular tasks assigned, the selection of able subordinate commanders, and their thorough indoctrination.

Centralized control may succeed, but only when there is a large and very efficient central control organization and then at the expense of destroying the initiative and zeal of subordinate commanders.

#### 6. LEADERSHIP

"Leadership is held to be the management of men by inspiration and persuasion, rather than by direct or implied threat of force. It may either mean one who moves with his men physically and commands them on the spot; or one, who being present with them or at a distance, leads them mentally, as opposed to one who drives them."

It is a quality which should be possessed by all commanders. Unfortunately, however, all commanders are not leaders

in the true sense of the word. All great commanders have been great leaders, but the placing of an officer in a position of command does not automatically endow him with the qualities of leadership.

A perfect leader would possess all of a great number of qualities and attributes of leadership. Although it is highly improbable that any leader ever could be so richly endowed, all great leaders have possessed many of the most important ones. These desirable qualities may be divided roughly into three general classes; namely, physical, moral, and mental.

Among physical qualities are physical courage, health, and possibly, youth. As one military writer states: "Who can really give exact values to the fire and boldness of youth as against the judgment and experience of riper years?", and adds that he refers to age of mind rather than of body, for: "It is the general who has never traveled beyond the last war he was engaged in or has read of, and who will sanction no project that is not honored by time and the Field Service Regulations who is the real danger, whatever his age."

Among moral qualities are initiative; tact; prestige; moral courage, as distinct from physical courage; self control; obedience; loyalty, not only to "the cause", the organization, and to one's superiors, but, equally important, to one's equals and subordinates; personality; a fighting spirit; a spirit of adventure; simplicity; a sense of justice; and a strong sense of honor. Also, whatever it takes to bring about the following result: "No battle was ever lost until the leader thought it so."

Among mental qualities are the ability to reach a correct decision in time to attain the results desired; knowledge of the military art and of the psychology of leadership, particularly the leadership of the ordinary "unmilitary citizen" of whom war-time armies are composed; sound judgment and common sense in the application of knowledge; a flexible and open mind; imagination, particularly important in the handling of the new high-speed units; and experience, including experience with statesmen in order that the statesman and the soldier may understand each other better.

There are two general types of commanders; one, fitted for independent command; the other, excellent at handling and administering troops under a superior but at a loss what to do when in independent command. The difference between them seems to depend more upon basic differences in the moral qualities of leadership than on differences in training. However, by experience in the exercise of independent command the latter type may acquire some of the ability which seems to come naturally to the former type of commander.

#### 7. FUNCTIONS OF COMMAND.

Among the most important functions of command as applied in the United States Army are organization, administration, information, training, indoctrination, planning, and supply.

##### a. Organization.

Organization is the initial step toward attaining the coordinated action of all elements of a command. It is begun by forming small groups, each under a leader of appropriate



rank. These groups are combined into larger groups, each under a leader of higher grade. This process is continued by the successive combination of smaller units into larger ones and the appointment of appropriate commanders for the groups. The size and composition of each group from the smallest to the largest depend upon the functions to be performed in battle by that group, the kind of armament with which it is provided, and the number of smaller units which can be led effectively in action by one commander. By this process, provision is made for decentralization, coordination of effort, and unity of command. Headquarters are provided each group for the purpose of assisting the commander in performing his duties.

b. Administration.

The distinction between "command" and "administration" as applied in the United States Navy was brought out in the lecture on "The Organization of Naval Command". Used in the sense of "the management or regulation of an organization" as applied to the United States Army, although administration does not include the training of a unit nor its handling in combat, its results are directly reflected in the efficiency of the unit in every respect. By administrative methods, a commander establishes discipline, maintains morale and health, provides food, clothing, shelter, arms, ammunition, and equipment, improves sanitary conditions, and otherwise looks after the welfare of his command.

c. Information.

The obtaining of information of the enemy, or of possible enemies, and its dissemination throughout a command are of vital importance. Every commander is responsible that all possible information of the enemy be obtained and that so much of it be transmitted to subordinate commanders as may be required by them in the performance of their duties.

d. Training.

Coordination of effort and unity of action are the ideals to be attained by training. The methods used in training are those which experience has shown will result in each act being performed in the best possible manner, and which will develop judgment and understanding.

In addition to the training which teaches the technical use of arms and equipment, the requisite skill in individual and unit combat, and the coordinated action of units, special stress should be laid on developing high morale, inspiring loyalty, and developing initiative and leadership.

e. Indoctrination.

Indoctrination consists of creating in the minds of subordinate commanders so thorough an understanding of the principles and methods which guide their commander in reaching his decisions that they will instinctively act in any situation as he would do if he were confronted by the same situation. The superior commander cannot always, or even often, be present

when important decisions must be made. Some action is required and, usually, required promptly, which will be in accordance with his plans and desires. Hence, it is essential that subordinate commanders be indoctrinated.

Nelson's training of his captains is often cited as an example of indoctrination. He frequently held conferences at which he discussed his principles, methods, and plans, and thus, thoroughly acquainted his captains with them. As a result, his fleet was a team, the elements of which functioned perfectly together.

Indoctrination must begin in peace-time. Prior to battle, the commander must issue orders containing sufficient information of the situation for subordinates to act intelligently and setting forth the general mission and the special tasks to be accomplished. He may supplement these orders by informing his subordinates of his future plans, in general. He must continue indoctrination by holding frequent conferences with his subordinates and must communicate to them promptly all important information of the enemy and changes in the situation.

If a command be thoroughly indoctrinated, its commander will have confidence in what his subordinate commanders will do under any given set of circumstances and, frequently, will base his decisions on their probable actions; subordinate commanders often will act on their own initiative in anticipation of the

desires of their own commander or in accordance with the probable actions of other equally indoctrinated subordinate commanders.

f. Planning.

In order to gain decisive success in war with the minimum expenditure of life, money, and time, and with the best coordination of all mental, moral, and physical forces, every act in preparation for war and during war must be in accordance with carefully prepared plans.

Plans prepared in time of peace include "War Plans", peace-time training plans, and plans for developing and securing arms, equipment, clothing, and all other material used in peace and war. War plans include the general strategic plans for war against the most probable enemies and provision for the mobilization and training of men, the concentration of troops and ships, and the initial movements of army and navy concentrations toward the theaters of operations. Plans for peace-time training and for developing and securing war-making material should be based on the classes of warfare most likely to be employed in the most probable wars. Hence, these plans should be coordinated with War Plans. The bulk of the plans prepared during peace are prepared for the Commander-in-Chief, the President, by the various divisions, bureaus, and sections of the War and Navy Departments, and by the joint Army and Navy agencies set up for that purpose.

During war, certain of the peace-time planning agencies, especially those pertaining to developing and securing war ma-

terial, continue to function, but most of the preparation of plans for operations becomes a function of commanders in the field. Each commander in the field should estimate the situation confronting him at any particular time and come to a decision as to a definite plan of action before issuing his orders.

g. Supply.

The provision of adequate supplies of all classes is vitally important to combat efficiency. The securing and the distribution of supplies are functions of the supply departments, bureaus, and branches, and of their personnel on duty with organizations. However, every commander is responsible for the combat efficiency of his unit; hence, he must use every possible means to insure that his unit is supplied at all times. In this sense, supply is a function of command.

8. NECESSITY FOR A STAFF.

As previously stated, the conditions under which the small armies of the past operated were such as to permit a single commander to control an army by commands. Armies were comparatively simple machines; their quartering arrangements and maneuvering and combat formations were more or less rigidly prescribed; and, administrative and supply questions were relatively simple. Battlefields usually were so limited in extent that a commander was able to observe the terrain, the enemy, and his own command, and to control his troops in person. Under such conditions, an army commander required few, if any, assistants. Such as were

required were employed to deliver verbal orders for the commander or, in later times when orders were written, to reduce to writing the commander's orders.

Later, with the expansion of armies in size, the development of new types of armament, and the introduction of more complex formations and maneuvers, it became necessary for commanders to devote practically their entire time and energy to strategical and tactical plans and operations. This necessitated the appointment of assistants to handle administrative, technical, and supply matters; that is, it brought about the development of administrative, technical, and supply staffs.

With still later developments in the size and composition of armies, improvements in armament, and increases in the complexity of combat operations, army commanders found additional assistance necessary in solving the strategical, tactical, and logistical problems which confronted them. This resulted in the development of a distinct group of officers on the staff of each army commander, termed the "general staff". The primary duty of these officers was to assist their commander in his strategical and tactical duties by relieving him from some of the details connected with them. The general staff officers, although freed from the details of administration necessarily kept in touch with administrative, supply, and technical questions in order that these matters might be coordinated with the strategical and tactical situations.

Thus far, we have considered the staffs of army commanders. Many commanders of lower echelons of command also require the assistance of staff officers. As larger units are formed by the grouping together of smaller ones, a point is reached in the ascending scale where the commander's duties become so numerous and involved that he cannot possibly perform them without aid. Experience has shown that this point is reached in the battalion; that in the battalion, the regiment, and the brigade, all staff duties can be performed efficiently by one group of staff officers; and, that above the brigade, there must be two staff groups; namely, the general staff, and the technical, administrative, and supply staff.

9. INSEPARABLE RELATIONSHIP OF COMMAND AND STAFF

(See Chart: "Operation of Command and Staff",  
following lecture)

The commander receives or deduces a mission. It may be a strategical mission, or a tactical mission based on a strategical mission. In any case, supply and maintenance of his forces are essential and there must be supply and maintenance missions. Before he reaches a decision, he utilizes his staff to inform him of the situation -- his own and the enemy's -- and to furnish him with plans and recommendations. After reaching a decision, his staff prepares the orders to put it into effect -- orders covering supply and maintenance as well as operations. It then becomes the duty of the subordinate commanders and their staffs to execute the orders. The commander supervises and influences

the execution of the orders, and his staff assists him by coordination and supervision.

All staff officers are assistants to their respective commanders. They are not in the chain of command. The general staff does not command nor does it operate the combat arms, nor the administrative, supply, and technical branches or services. General staff officers may give orders, but only in the name of the commander (that is: "by order of", "by command of" or "by direction of" the commander), and, then, only in furtherance of the commander's expressed or implied policies, plans, or orders. The right or power to make decisions is vested in the commander alone, but his decisions often are expressed by outlining a general policy or by adopting a certain basic plan. Hence, in order to make the general staff effective in assisting their commander, general staff officers also make decisions. Each such officer who is in charge of a subdivision of the work "must have the power to make all supplementary decisions necessary, and the authority to require the proper agencies to execute the will of the commanding general", but such action must never go beyond the scope of the intention of the commander. The technical, supply, and administrative staffs, which make up the "Special Staff" and are not part of the General Staff, also operate in such a manner as to comply with the commander's expressed or implied policies, plans, or orders.



The existence of a staff and the manner in which it functions do not relieve a commander in the least from full responsibility for everything which pertains to command. On the other hand, the members of the staff of a commander are responsible to him alone for the manner in which they perform their duties. There is no such thing, in the United States Army, as "staff control" of subordinate organizations. There is no direct connecting link between the War Department General Staff and the General Staff officers on the staffs of Army, Corps Area, Department, Corps, and division commanders. They are, of course, members of the same General Staff Corps while so detailed, and they have received the same basic staff training at the Army schools, but there the connection ends, for each such officer is a loyal member of the official family of his respective commander and bears no allegiance to any staff officer of a higher echelon of command. With reference to officers of the technical, supply, and administrative branches and services on the staff of a commander, there exists some direct contact with their respective branches and services of higher echelons of command concerning technical matters pertaining to their work. Nevertheless, their responsibility is to their commander and their compliance with technical instructions, which in some instances are received by them direct, is for the purpose of assisting their commander in the execution of his duties.

It is apparent from the foregoing that the fundamental factors of command and responsibility are in no way altered by the organization and functioning of a staff; and, also that the members of a staff are, in reality, a part of their commander.

10. HISTORICAL DEVELOPMENT OF STAFFS.

a. General Discussion.

It is probable that the staff in some form or other has existed from the earliest date when armed groups of men were formed into semi-military organizations. As has been outlined, staff organization gradually developed from necessity and passed through various stages from the first use of officers to deliver verbal orders to the present elaborate staff system.

b. Technical, supply, and administrative staffs.

The development of the so-called "technical, supply, and administrative staffs" has been very gradual. The earliest armies were armed with very primitive weapons and subsisted by foraging in the country in which they operated. Due to the conditions of warfare and the lack of elaborate organization, it is improbable that there existed any staff charged with supply or administrative duties. Later, as armies became larger and the securing of arms, ammunition, and subsistence supplies became correspondingly more difficult, it became necessary to detail certain officers to secure supplies. As the organization of units became more complex, some form of administration became necessary; thus, requiring the detail of officers for administrative work. In more recent years, the development of long range weapons, transportation facilities, medical and sanitary services, elaborate communication systems, and many other agencies requiring the attention of officers highly trained in technical matters, has necessitated the formation of technical staffs.

c. General Staff.

(1) Germany.

The earliest known staff officers who functioned similarly to those of the present general staff existed in the Brandenburg Army which preceded the Prussian Army. Later, at the close of the Seven Years War (about 1760), Frederick the Great began a system of training for specific general staff duties of certain junior officers who possessed tactical aptitude. Two important considerations formed the basis on which his system was founded; namely, first, that in organizations of certain sizes, the commander needs assistants in his control of line troops in addition to those required for controlling administration, supply, etc.; and, second, that officers detailed for general staff duty should have the same training as that required for officers who command large bodies of line troops. These fundamental principles were adhered to by the Germans, and, for over fifty years before Scharnhorst established "The Great General Staff" in Berlin, this system of training officers for general staff duties was followed. These principles also formed the basis of the training system established by von Moltke at the German War Academy. Here were trained selected officers for general staff duty purely as assistants to general officers in performing tactical and strategic duties. The function of being an assistant to a general officer or to an admiral is, in fact, indicated by literal translations of the German words "Generalstab" and "Admiralstab",

which are "General's staff" or "Generalship staff", and "Admiral's Staff" respectively.

(2) Other Foreign Powers.

Many years later, the French, the British, and the Japanese established general staffs. In France, the prospective general staff officers are trained at the Ecole de Guerre along practically the same lines as those followed at the German War Academy. The British general staff was formed in 1904. The training of British officers at the British Staff College is similar to the training at the German War Academy and the French Ecole de Guerre. The Japanese also followed the German system.

(3) United States.

In 1903, the United States organized a general staff. An exceptionally able body of officers was assembled for this duty. But, although perfectly capable in the various lines of work in which they had been trained, these officers had not been specially trained for general staff duty. Contrary to the methods pursued by the Germans, our organization began at the top and was built downward; there being a War Department General Staff many years before the organization of general staffs with troops. As a result, from 1903 until the United States entered the World War, there were many confused ideas as to the proper functions and duties of the general staff. Realizing the weakness of our system, training was begun along the specialized lines required of a general staff officer. From the very beginning of the War

Department General Staff and continuing for some sixteen or seventeen years thereafter, the Army War College, which had been organized in 1902 but which did not begin to function as a College with students until 1904, operated as a part of the War Department General Staff.

About 1906, there was introduced into the Fort Leavenworth schools a system of training similar to that developed by von Moltke at the German War Academy. Special instruction was given which would fit an officer for tactical command and for general staff duty. Our experience in the World War proved that this system of training was fundamentally sound.

11. ORGANIZATION, ARMY OF THE UNITED STATES.

We will now consider briefly the organization of the Army of the United States in order to understand better the manner in which commanders, assisted by their staffs, function in our Army.

a. National Defense Act.

The Army of the United States consists of the Regular Army, the National Guard of the United States, the National Guard while in the service of the United States, the Officers' Reserve Corps, the Organized Reserves, and the Enlisted Reserve Corps.

In accordance with the National Defense Act, the Organized peace establishment "shall include all of those divisions and other military organizations necessary to form the basis for a complete and immediate mobilization for the national defense in the event of a national emergency declared by Congress". The

Army shall be organized so far as practicable into brigades, divisions, and army corps, "and whenever the President may deem it expedient, into armies". For purposes of administration, training, and tactical control, continental United States is divided on a basis of military population into corps areas, each of which contains at least one division of the National Guard or Organized Reserves, and such other troops as the President may direct.

b. Corps Areas and Departments.

Continental United States is divided into nine Corps Areas; and our principal overseas possessions are organized as territorial Departments. Corps Area and Department Commanders control all forces and military establishments of the Regular Army within the territorial limits of their commands, except certain ones which are under direct War Department control. In accordance with War Department policies, these commanders are responsible for the development, organization, training, supply, and inspection of the National Guard, Officers' Reserve Corps, Reserve Officers' Training Corps, Enlisted Reserve Corps, and units of the Organized Reserves. Corps Area Commanders are charged "with the duty of preparing for war all troops and military resources of their Corps Areas not exempted from their command"; and, "with the preparation of plans for, and all actions deemed necessary to meet domestic disturbances within their Corps Areas unless otherwise directed by the War Department".

c. The Four-Army Organization.

In 1932, there was set up the so-called "Four-Army Organization". It can be described best by quoting from General Douglas MacArthur's final Annual Report as Chief of Staff, 1934; as follows:

"The principal War Department agencies for executing the details of mobilization plans and for supervising normal peacetime activities of all components are the nine corps area commands, which were constituted soon after the approval of the National Defense Act. They are territorial and administrative rather than tactical organizations and as such must remain in place and in operation throughout the progress of an emergency. Until 1932 there was no complete chain of tactical control paralleling the administrative system represented in the corps area commands. Consequently the American Army, if mobilized for field service, would have comprised, under these conditions, simply a collection of skeletonized divisions, each reporting directly to the War Department. Immediate and unified employment of all units available would have been impossible".....

"A plan for permanently welding existing units into a tactical whole was, after months of study, put into effect more than 2 years ago. Under its provisions all Regular Army and National Guard units in each of the areas bordering our four strategic frontiers have been organized into a unified army and subdivided into appropriate tactical groupments by the Army commander.

Headquarters for each of the armies and corps commands have been established, although on a skeletonized basis. At the head of this tactical framework stands a G.H.Q., with the Chief of Staff as the military commander of the whole. This development is known as the "four-army organization". Responsibilities devolving upon the army commanders include the development of appropriate war plans for the defense of their respective strategic regions; maintenance of a complete network of tactical command and staff throughout their armies; the conduct of appropriate training exercises including those for headquarters of higher units; and perfection of all necessary prearrangements to insure prompt and effective employment of troops in any crisis."

\* \* \* \* \*

"The four-army organization ..... places emphasis upon instant availability of a maximum proportion of existing forces. .... Decentralization to each army commander of responsibility for local organization and planning tasks promotes practicality in peace-time preparation because of its specific application to the defensive needs of a particular strategic region. The most effective and speediest use will be made of every unit in the Military Establishment. The Chief of Staff, in the event of war, will be able to center his attention upon the vital functions of operating and commanding field forces as a unified whole."

In the Four-Army Organization, the senior Corps Area Commander in each Army is the commander of that Army. His staff consists



of the chief of staff and such other members of the Corps Area staff as he may designate. During peace, he and the members of his Army staff perform their duties connected with the Army in addition to their normal Corps Area duties. On M-Day, the Army Commanders, with their staffs, take the field; the other Corps Area Commanders within each Army area also take the field, in command of army corps composed of troops of their respective corps areas. The Corps Area Headquarters continue to function as territorial commands, performing their duties in connection with mobilization, concentration, and other matters concerned with war activities within their respective areas, but, usually, under new commanders and with many new staff officers replacing those who have mobilization assignments for field duty.

d. War Department.

(See Chart: "War Department", following lecture)

The War Department is charged with the responsibility of organizing, training, and maintaining the Army and certain non-military activities.

The Secretary of War, representing the President, controls all work of the Department, both military and non-military, and is responsible for the execution of the military policy including the provisions of the National Defense Act.

The Assistant Secretary of War Supervises the procurement of all military supplies and other business of the Department pertaining thereto and the assurance of adequate provision for the mobilization of materiel and industrial organizations essential

to war-time needs; and, also, supervises and acts upon many other matters pertaining to business transactions of the Department as well as certain matters specially delegated to him by the Secretary of War.

The War Council, consisting of the Secretary of War, the Assistant Secretary of War, the General of the Armies, and the Chief of Staff, meets whenever necessary and considers policies affecting both the military and the munitions problems of the Department.

The Secretary of War is assisted in military matters by the War Department General Staff.

The Adjutant General is charged with the duty of recording and with communicating to the troops and individuals in the military service all orders, instructions, and regulations issued by the Secretary of War through the Chief of Staff, with the keeping of numerous records, and with the publication of Department manuals and miscellaneous documents. It will be noted on the chart that his office is the channel of communication, both downward and upward, between the War Department and the Commanding Generals of Corps Areas and Departments and the General Headquarters Air Force, the commanders of activities not under control of Corps Area and Department Commanders, and the Superintendent, U.S. Military Academy. In other words, the Adjutant General's Office is the connecting link between the War Department and the forces in the field. It is, also, the medium for transmission within the Department of orders, instructions, reg-

ulations, etc., issued by the Secretary of War through the Chief of Staff to the Chiefs of Arms, Services, and Bureaus.

As indicated on the chart, direct connection exists between the Office of the Secretary of War and the Chief of the Bureau of Insular Affairs on matters pertaining to Civil Affairs; and, between the Office of the Assistant Secretary of War and Chiefs of Arms who have supply functions and Chiefs of Services, on matters pertaining to the supply of the Army.

## 12. QUALIFICATIONS FOR GENERAL STAFF CORPS.

We will now discuss more in detail the part played by the staff, particularly the General Staff, in assisting a commander to carry out his functions.

The National Defense Act of 1916, as amended in 1920 and at various dates thereafter, sets forth the composition of the General Staff Corps and the experience or training required of an officer before he can be detailed as a member of that Corps. Here, again, we see the recognition of the fundamental principle that an officer should have command training, particularly training in the tactical command of the combined arms, in order to fit him for general staff duty. Provision is made for the preparation of an initial eligible list to consist of officers who "graduated from the Army Staff College or the Army War College prior to July 1, 1917, and, who, upon graduation, were specifically recommended for duty as commander or chief of staff of a division or higher tactical unit, or for detail in the General Staff Corps", and, "Those officers who, since April 6, 1917, have

commanded a division or higher tactical unit, or have demonstrated by actual service in the World War that they are qualified for General Staff duty".

The Act further provides that no names shall be added to the eligible list in the future except those of officers who upon graduation from the General Staff School (at present, the Command and General Staff School, Fort Leavenworth, Kansas) are specifically recommended as qualified for General Staff duty; and, that no officer of the General Staff Corps, with certain exceptions, shall be assigned as a member of the War Department General Staff unless he be a graduate of the General Staff College (the Army War College) or his name is on the initial eligible list.

13. ORGANIZATION OF THE GENERAL STAFF.

a. Basic principles.

Prior to the organization of the general staff, there were two kinds of control; namely, that by tactical or territorial commanders, and that by bureaus. Both consisted in exercising authority over men, organizations, or territory, and with regard to the men, organizations, or territory in question, all matters arising, no matter what their nature, which could not be settled by subordinate commanders were referred to the single authority in question for settlement. With the organization of the general staff, there arose a third and entirely different type of control. "General Staff authority is allocated and subdivided, not over

men nor over organizations, nor over territory nor over bureaus", but, in accordance with the nature of the question under consideration. This functional classification of staff duties according to the nature of the questions which arise is the basic principle of general staff organization. This principle also is applied, where practicable, in the organization of the staffs of the units which do not have general staffs.

b. General Staff divisions or sections.

Military questions naturally are susceptible of classification according to whether they pertain to the individuals who compose a military force; the grouping of these individuals into units; the preparations made for using the units in combat; the movements and actions of units before and during combat; the material means employed; and the information of the enemy.

In our service, each general staff is organized according to the above general functional classification of subjects, as follows:

(1) The "Personnel" or "G-1" Division or Section handles matters pertaining to the personnel as individuals.

(2) Questions with regard to units, such as their organizations, preparation for war (planning, training), and movements and actions incident to combat (operations) are handled by the "Operations and Training" or "G-3" Division or Section, except that in the War Department General Staff, war planning is a function of a separate division -- the War Plans Division.

(3) The "Supply" or "G-4" Division or Section is concerned with the material means used by units.

(4) Information of the enemy is handled by the "Military Intelligence" or "G-2" Division or Section.

c. Chief of Staff.

Coordination of the actions of the various agencies of a command is a primary function of the general staff. It is a comparatively simple matter for the chief of a general staff division to bring about coordination with respect to the questions which he alone handles. But, that is not sufficient. There must be complete coordination throughout the command - coordination not only of matters handled by each division of the general staff but also coordination among the divisions of the staff. To accomplish this, each general staff is headed by a Chief of Staff, who acts as adviser to the commanding general and represents him when he is absent, in addition to his coordination duties.

14. ORGANIZATIONS HAVING GENERAL STAFFS.

In peace, general staffs are provided for each infantry and cavalry division and for the General Headquarters Air Force; for each of the nine Corps Areas and the three overseas Departments (Philippine, Hawaiian, and Panama Canal); and, as previously discussed, for each of the Four Army Headquarters. These staffs are in addition to the War Department General Staff and are known as the "General Staff with Troops".

In war, general staffs also are provided for the army corps and the Armies, as previously discussed, and for General Head-

quarters. Upon mobilization, the War Plans Division of the War Department General Staff is increased by one or more officers from each of the other War Department General Staff Divisions and, thus, furnishes a nucleus for the General Staff of General Headquarters. The additional personnel required for this Staff is obtained, insofar as practicable, from personnel with General Staff experience and personnel of the Army War College, which temporarily suspends its course. Personnel for the general staffs of other organizations having such staffs are provided by the detail of officers with general staff experience or training, provision for such details being made yearly during peace by mobilization assignments.

15. DUTIES OF THE WAR DEPARTMENT GENERAL STAFF.

(See Chart: "War Department", following lecture)

Among the important duties of the War Department General Staff as prescribed in Army Regulations 10-15, as revised in September, 1936, are the following:

a. The Chief of Staff is the immediate adviser of the Secretary of War on all matters pertaining to the Military Establishment and is charged with planning, developing, and executing the military program. He requires the War Department General Staff to prepare plans for recruiting, mobilizing, organizing, supplying, equipping, and training the Army of the United States for use in the national defense, and for demobilization of the Army. In the name of the Secretary of War, he issues such orders

as will insure the harmonious execution of War Department plans and that the military program will be carried out speedily and efficiently.

The Chief of Staff, in addition to his duties as such, is, in peace, by direction of the President, the Commanding General of the Field Forces and in that capacity directs the field operations and the general training of the several armies, of the overseas forces, and of G.H.Q. units. He continues to exercise command of the field forces after the outbreak of war until such time as the President shall have specifically designated a commanding general thereof.

b. The Deputy Chief of Staff assists the Chief of Staff, acts for him in the War Department in his absence, and supervises the activities of the divisions of the War Department General Staff. His office prepares plans and policies in connection with legislation and with military estimates for funds; processes budgetary matters in the General Staff; makes reports concerning legislation and requests for legislation that come within the purview of the General Council, or that are referred to the General Staff. He has directly under him the Budget and Legislative Planning Branch for these purposes.

c. The Secretary of the General Staff maintains an office of temporary record for the Chief of Staff and the Deputy Chief of Staff, transmits to the proper destination in the War Department all papers emanating or returning from the Chief of Staff or the Deputy Chief of Staff, and collects for the Secretary of



War and the Chief of Staff important military statistical information, using for the last named purpose the Statistical Branch of his office.

d. The War Department General Staff is charged with the preparation in time of peace of the plans outlined above. In a national emergency, it is charged with the creation and maintenance of the necessary and proper forces for use in the field. To this end, under the Chief of Staff, it coordinates the development in peace and war of the separate arms and services so as to insure the existence of a well-balanced and efficient military team. Assisted by an appropriate number of National Guard and Reserve Officers, it formulates all policies and regulations affecting the organization, distribution, and training of the National Guard of the United States, Officers' Reserve Corps, and the Organized Reserves, and all policies and regulations affecting the appointment, assignment, promotion, and discharge of Reserve Officers. The divisions and subdivisions of the War Department General Staff do not engage in administrative duties for the performance of which an agency exists, but confine themselves to the preparation of plans and policies (particularly those concerning mobilization) and to the supervision of the execution of such plans and policies as may be approved by the Secretary of War.

e. The Personnel (G-1) Division performs duties relating to the personnel of the Army as individuals. It prepares plans and policies and supervises activities concerning procurement, classification, assignment, promotion, transfer, retirement, and

discharge of personnel, in peace and war, of all personnel of the Army of the United States; measures for conserving man-power; re-placements, in accordance with priorities formulated by the Operations and Training (G-3) Division; Army Regulations, uniform and certain other regulations; decorations; religious, recreational, and morale work; Red Cross and similar agencies; enemy aliens, prisoners of war, and conscientious objectors, including their security.

f. The Military Intelligence (G-2) Division performs duties relating to the collection, evaluation, and dissemination of military information. It prepares plans and policies and supervises activities concerning military topographical surveys and maps; custody of the General Staff map and photograph collection; military attaches, observers, and foreign language students; intelligence personnel of all units; liaison with other intelligence agencies of the Government and with duly accredited foreign military attaches and missions; codes and ciphers; translations; public relations, to include all forms of publicity; censorship in time of war.

g. The Operations and Training (G-3) Division performs duties relating to organization, training, and operations. It prepares plans and policies and supervises activities concerning the organization, including tables of organization for all branches of the Army of the United States; assignment of units to higher organizations; allotment of major items of equipment; distribution and training, including educational and vocational training,

of the Army of the United States, including the National Guard and Organized Reserves; location of units of the Regular Army and Organized Reserves; training and tactical publications; the United States Military Academy, special service schools, The Command and General Staff Schools, Fort Leavenworth, Kansas, and the Army War College; military training in civilian institutions and in civilian training camps; consultation with G-4 on types of equipment, and with War Plans Division on major items such as guns, rifles, tanks, etc.; priorities in the assignment of replacements and equipment; movement of troops, to include those necessary in the execution of the approved plan of strategic deployment prepared by the War Plans Division; military police; the system of military publications.

h. The Supply (G-4) Division performs duties relating to the supply of the Army. It prepares basic supply plans and adjusts them to meet changes in military needs and appropriations. It prepares plans and policies and supervises activities concerning the distribution, storage and issue of supplies; transportation by land and water, including ports of embarkation and their necessary auxiliaries; traffic control; Tables of Allowances and Equipment in consultation with the Operations and Training (G-3) Division, and, in the case of major items, in consultation also with War Plans Division; inventions; leasing of War Department facilities and issuing of revocable licenses; hospitalization and evacuation of men and animals; distribution and

movement of supply, technical, and labor troops not employed as combat units; property accountability and responsibility; preparation of estimates for funds for military purposes and priorities pertaining thereto in coordination with other divisions of the War Department General Staff; procurement of real estate for military purposes; procurement, construction, repair, maintenance, and disposition of buildings and utilities.

i. The War Plans Division performs duties relating to the formulation of plans for use in the theater of war of military forces separately or in conjunction with the naval forces. It prepares plans and policies and supervises activities concerning the location and armament of coast and land fortifications; estimates of forces required and when needed in national defense; the initial strategic deployment; actual operations in the theater of war; consultation with G-3 and G-4 on major items of equipment; peace-time maneuvers, terrain exercises, and staff rides involving units higher than a division; and joint Army and Navy exercises.

In preparation of plans involving Joint Army and Navy operations in war and joint Army and Navy exercises in peace, the Chief of Staff, the Deputy Chief of Staff, and the Chief of the War Plans Division are the Army members of the Joint Board; and three or more officers of the War Plans Division are the Army members of the Joint Planning Committee which functions under the Joint Board. The War Plans Division also is represented on the Aeronautical Board by one officer, not a member of the Joint Board or the Joint Planning Committee.

1. In addition to the arrangements just discussed to insure cooperation within the Army, there was created in 1931, under the Chief of Staff, a General Council for the purpose of periodically reviewing and properly coordinating all major War Department projects and passing on matters of current policy. It is composed of the Deputy Chief of Staff, who is its President, the Chiefs of the five General Staff Divisions, and the Executive Officer of the Assistant Secretary of War. In addition, the Adjutant General, the Chiefs of Arms and other Services, the Commandant of the Army War College, the Chief of the Militia Bureau, and the Executive Officer for Reserve Affairs, Office of the Chief of Staff, sit as members of the General Council during the discussion of any important subject in which they are concerned or interested. The Secretary of the General Staff acts as Secretary of the General Council. The recommendations of the General Council are reported to the Chief of Staff. When important matters of General Staff policy are brought before the War Council, the Chief of Staff presents the recommendations of the General Council thereon.

PART II

ILLUSTRATIVE PROBLEM

1. INTRODUCTION.

During the first part of this lecture, we considered the subject of command, the necessity for a staff to aid a commander, the development of the general staff system, the organization of the Army of the United States, and the organization and duties of the War Department General Staff.

During this part, we will consider the operations of the commander and the general staff of an infantry division, using for this purpose an adaptation of an illustrative problem issued by the Command and General Staff School, Fort Leavenworth, Kansas.

2. DUTIES OF THE GENERAL STAFF, INFANTRY DIVISION.

The infantry division is the basic large combat unit in our Army. The following is a summary of the duties of the general staff of such a division:

"The general staff is the adviser of the commander, furnishing him full information on which to base his plans and decisions and in such digested shape as will relieve him from the fatiguing study of details. It coordinates the agencies within the division -- the various services and technical agencies -- wherever there is a duplication or competition or combined action on the part of two or more; it controls or directs, in that it is the mouthpiece of the commander, the agency which formulates and issues in his name the orders and instructions necessary to

carry out his plans and decisions; it supervises by seeing that these orders and instructions are carried through to conclusion; it foresees the needs of the command in all that relates to personnel, operations, intelligence, and supply. It prepares strategical, tactical, and training plans in accordance with the commander's decisions. It enunciates and carries out all policies, decisions, and basic plans of the commander and coordinates their execution by supplementary plans, decisions, and orders. Finally, it assists the commander and, like all other staff agencies, it serves the troops in all things which will increase their combat efficiency."

3. ORGANIZATION OF AN INFANTRY DIVISION.

(See Chart: "Basic Organization", following lecture)

An infantry division, as at present organized, consists of a headquarters (personal, general, and special staffs); the following combat troops: two infantry brigades, one field artillery brigade, one light tank company, and one attached observation squadron (Air Service); and the following administrative, supply, and technical troops: headquarters company, military police company, signal company, medical regiment, ordnance company (maintenance), and Quartermaster regiment (including transportation for carrying supplies). There is, also, one combat engineer regiment which is trained, primarily, for field engineering duties and, secondarily, for combat use as infantry in emergency.

(See Chart: "Basic Staff Organization", following lecture)

The General Staff consists of the Chief of Staff, directly under the commanding general, and, under the chief of staff, the

Personnel (G-1), Military Intelligence (G-2), Operations and Training (G-3), and Supply (G-4) Sections.

The Special Staff consists of the Adjutant General, Inspector, Judge Advocate, Chaplain, Provost Marshal, Chemical Officer, Aviation Officer, Signal Officer, Surgeon, Ordnance Officer, Quartermaster, and Finance Officer; and, in addition, the commanders of the following combat troops who act as advisers to the commanding general on their particular specialties: field artillery brigade and engineer regiment.

Bearing in mind the functional duties of the general staff sections, as indicated by their names, each such section is interested in the activities which pertain to its own function of each troop unit and special staff section of the infantry division. It would be an unusual case which did not require consultation between the general staff section particularly concerned and one or more general or special staff sections.

4. ILLUSTRATIVE PROBLEM.

OMITTED

NOTE: The remainder of the lecture consists of an adaptation of a "Troop Leading Problem", issued by the Command and General Staff School Fort Leavenworth, Kansas. It is presented in such a manner as to indicate how the commanding general and the general staff of an infantry division might function in combat. The situation is imaginary. Wherever practicable, the formations and tasks of the division are compared with the formations and tasks of Naval forces.

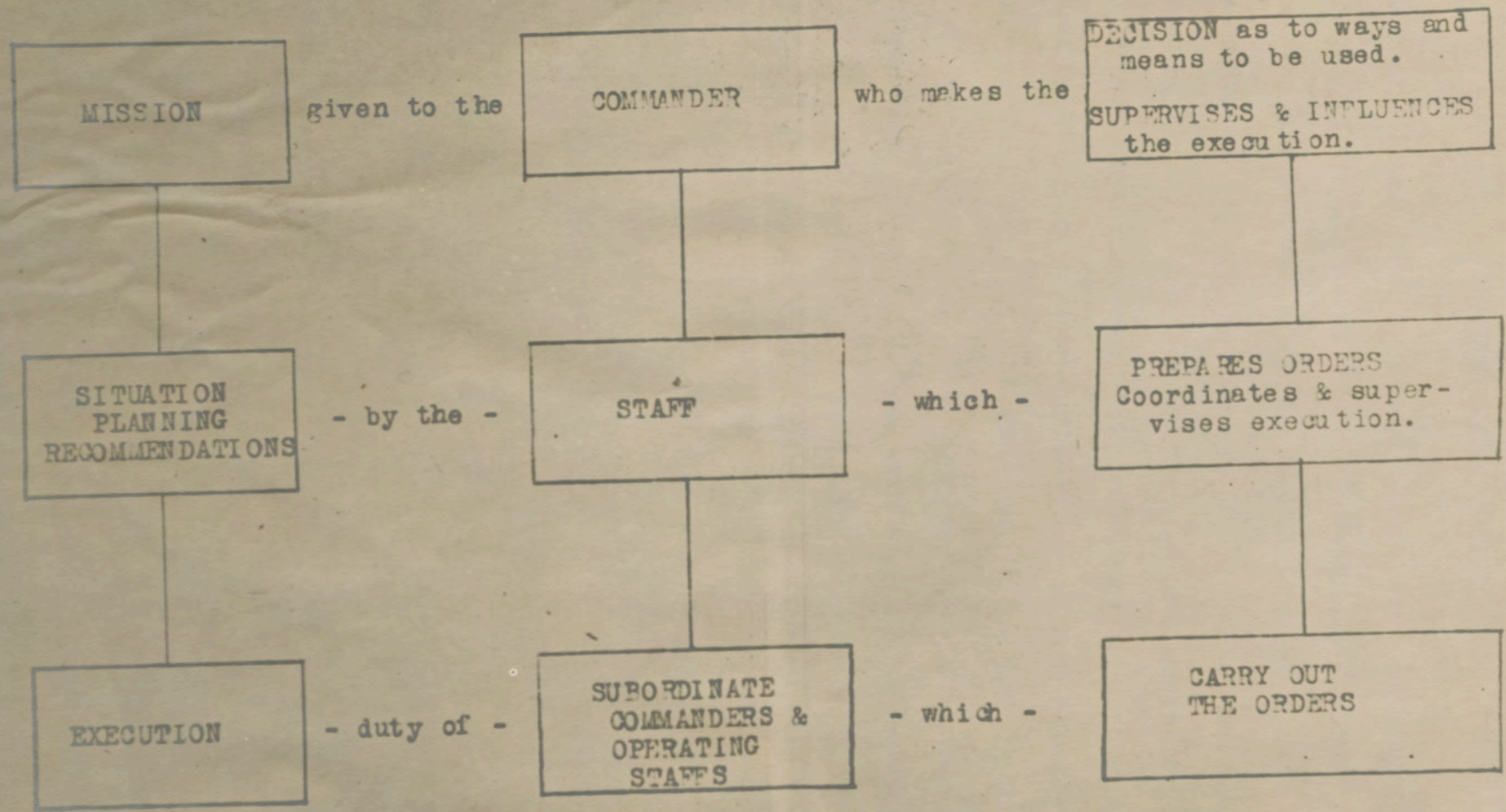


CONCLUSION

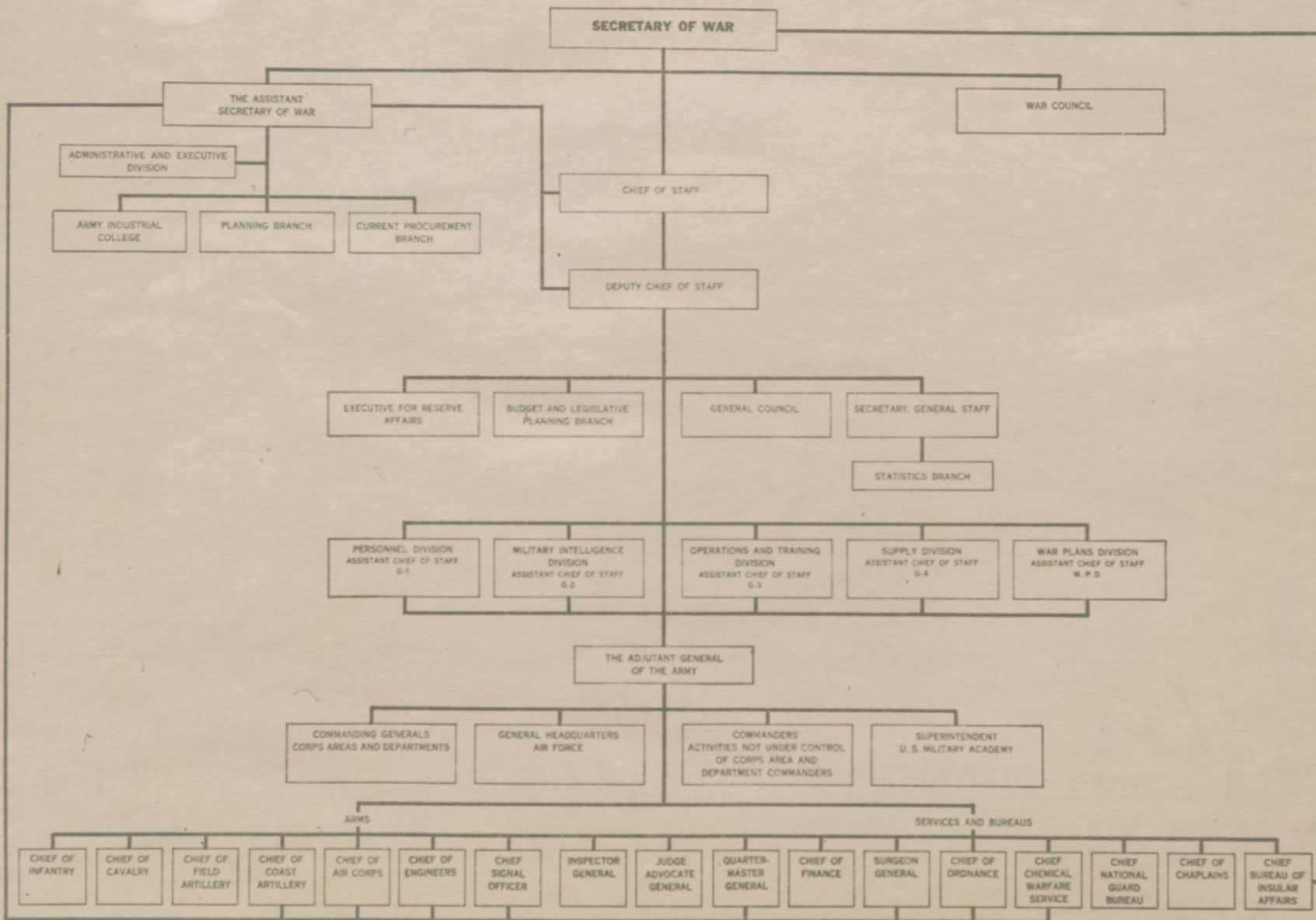
In conclusion, I can find no better commentary on staff work than that provided by Henderson in his "Stonewall Jackson", with reference to the assistance rendered Jackson by his staff.

"The absence of mishaps and errors in his often complicated manoeuvres is sufficient proof that he was exceedingly well served by his subordinates. The influence of a good staff is seldom apparent except to the initiated. If a combination succeeds, the general gets all the credit. If it fails, he gets all the blame; and while no agents, however efficient, can compensate by their own efforts for the weakness of a conception that is radically unsound, many a brilliant plan has failed in execution through the inefficiency of the staff."

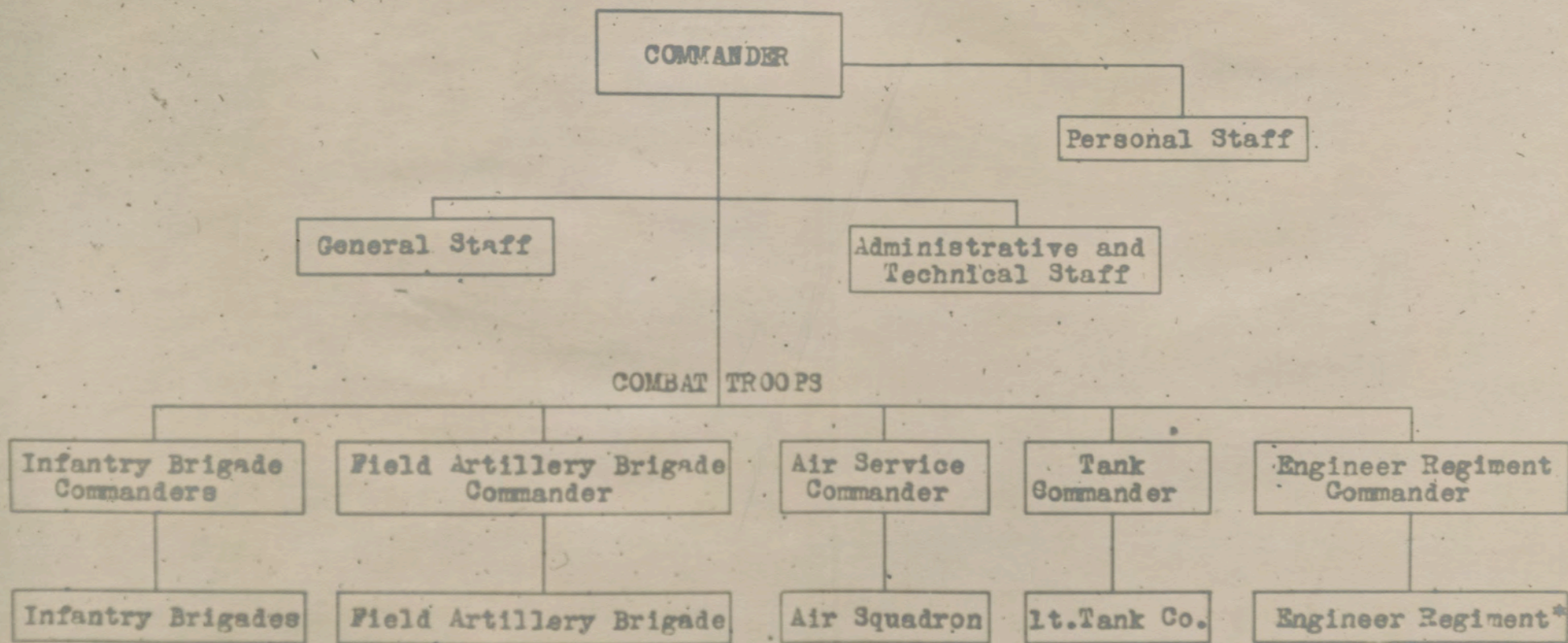
# OPERATION OF COMMAND AND STAFF



# WAR DEPARTMENT

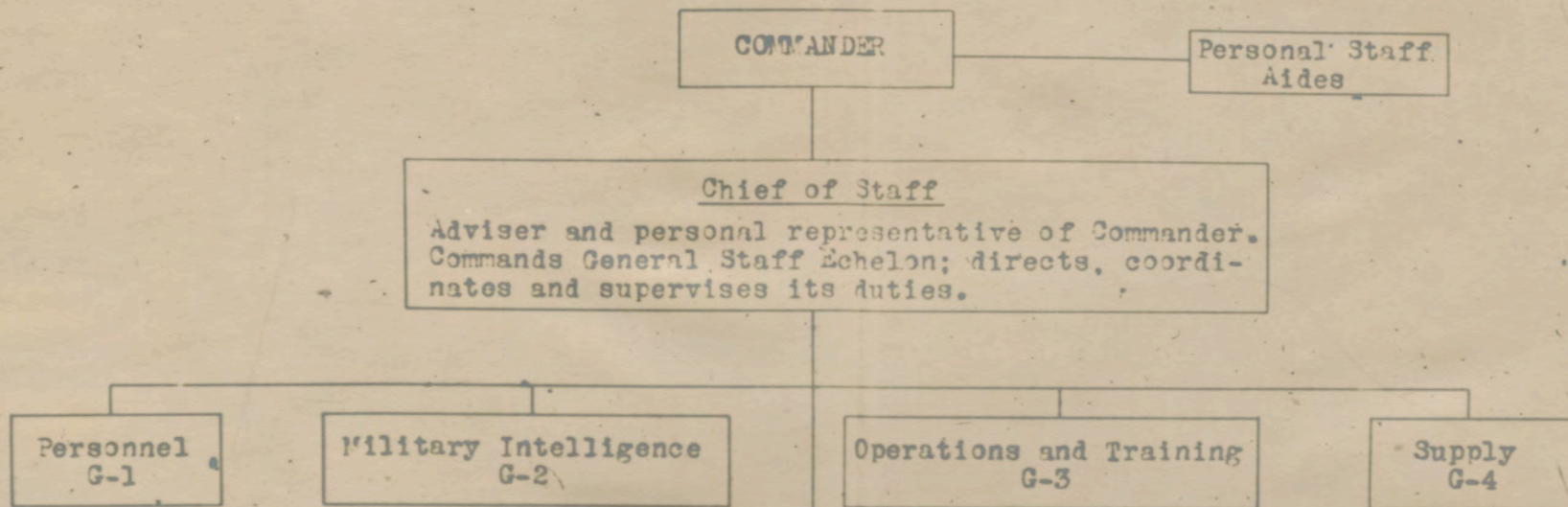


BASIC ORGANIZATION

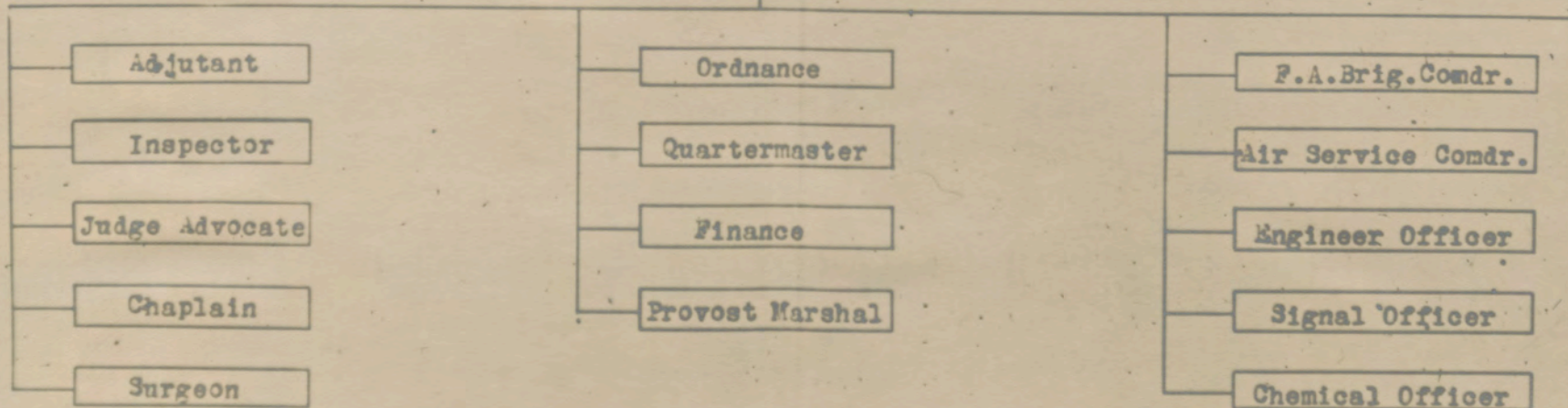


\*Exceptional

BASIC STAFF ORGANIZATION



ADMINISTRATIVE AND TECHNICAL STAFF



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CHARTS, FOLLOWING LECTURE

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