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THE JOINT CHIEFS OF STAFF
WASHINGTON, D.C. 20301

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OFFICE OF THE
SECRETARY OF DEFENSE

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28 November 1977

CG
FY-80

MEMORANDUM FOR THE SECRETARY OF DEFENSE

Subject: Key Considerations for Consolidated Guidance (U)

sent copy 11/29
CG
Good point about the
CINCs. The
CJCS's concerns
are appropriate -
primarily through
the use of
different
language
than it would
be seen whether
they can be
incorporated
into usable
guidance.

1. (U) The meeting on 18 November 1977 and those preceding it concerning the new Consolidated Guidance (CG) document were constructive sessions and many of the issues should be resolved in the process of updating the Defense Guidance. Of particular importance, however, is that the CG and revised Planning, Programming, and Budgeting System (PPBS) continue to provide for the participation of the Joint Chiefs of Staff and the commanders of unified and specified commands.

2. (S) I believe the Nation is facing a critical period ahead. Soviet capabilities are growing and the world is becoming an increasingly dangerous place. While our goal should be to reduce costs wherever possible, we should recognize that we may have to spend more money and not less if we are to maintain a favorable balance. The need for fiscal ceilings to keep planning within the bounds of the possible is recognized, but sufficient flexibility should be retained to permit full addressal of alternatives.

3. (U) The Commanders in Chief of the Unified and Specified Commands will, if called upon, be the ones to carry the burden of fighting with the forces and equipment the system provides. They are in the best position to identify and to assess regional and special mission requirements. The CINCs' input to the PPBS through the Joint Strategic Planning Process is essential. They need your guidance on such things as national objectives, military strategy, Defense policies, the threat, and planning assumptions. This guidance provides the basis for the CINCs to:

- Carry out missions assigned by the National Command Authorities and to be able to relate to the overall military environment as you see it.

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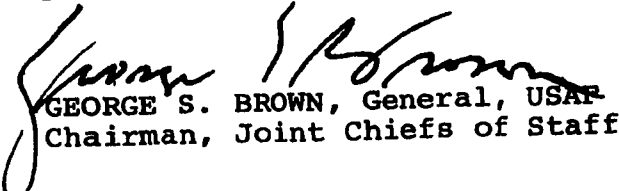
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- Determine future force requirements.
 - Assess risks of current forces and strategy, and to identify shortfalls.
 - Recommend changes to strategy and forces.

4. ~~(S)~~ To insure that top operational commanders can carry out their tasks correctly and completely, Presidential guidance such as that contained in PD-18 must be translated into definitive guidance for the field. Examples of what I mean are:

- Maintenance of strategic equivalence.
- Reaffirmation of MC 14/3 strategy.
- Priority to be given to initial combat capabilities to stop Warsaw Pact attack.
- Guidance for deployment of forces outside Europe (especially Middle East, Persian Gulf, and Korea).
- Retention of Western Pacific force levels, except for approved withdrawals.

5. (U) As you know, the Joint Chiefs of Staff are concerned about maintaining and improving the quality of military life. I am concerned about actions which tend to view the military life not as "service to country" but rather as "work for the Government." Your guidance should support quality of military life programs and recognize that cost savings achieved at the expense of such programs are in the long run counterproductive.

6. (U) As I view the role of the Joint Chiefs of Staff in the PPBS, it is to integrate and assess the recommendations and views of the Commanders in Chief of the Unified and Specified Commands and those of the Services. From this broad perspective, the Joint Chiefs of Staff are in a position to recommend critical choices on major military issues as well as to assess the shortfalls and risks associated with programmed forces. To that end the Joint Chiefs of Staff are prepared to make the necessary adjustments to the documents by which they provide their input to the Revised PPBS.


GEORGE S. BROWN, General, USAF
Chairman, Joint Chiefs of Staff

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