
U. S. SERIAL ABC-4/4 (FINAL)
BRITISH SERIAL WW(J.P.C.)4

UN - [unclear]
December 31, 1941

ANNEX 4
to
JCCSs-7

UNITED STATES - BRITISH

CHIEFS OF STAFF

APPROVED

PROPOSED TASKS FOR THE JOINT PLANNING

COMMITTEE

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December 31, 1941

PROPOSED TASKS FOR THE JOINT PLANNING COMMITTEE

1. A study of the relative importance and interrelation of the various military projects and movements which affect the Atlantic theatre and which may be required to give effect to the agreed Grand Strategy during the first part of 1942.

This report will include consideration of the following:

a. MOVEMENTS

- (1) Relief of Iceland.
- (2) Movement of three Divisions and one Armored Division from the United States to Northern Ireland.
- (3) Movement of United States air forces to the United Kingdom.
- (4) Relief of British in Aruba and Curacao.

b. PROJECTS

- (1) Joint United States-British occupation of French North Africa.
- (2) United States occupation of:
 - (a) French West Africa and Cape Verde Islands.
 - (b) Northeast Brazil.
- (3) British occupation of:
 - (a) The Azores.
 - (b) The Canaries and Madeira.
 - (c) Diego Suarez.

2. Coordination of the Victory Programs of the United States and the British Commonwealth and adjustment of their broad outlines in accordance with strategic considerations and production possibilities.

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U.S. ABC-4/5
BRITISH WW-3 (FINAL)

December 31, 1941

ANNEX 3
to
JCCSs-7

REPORT

By

UNITED STATES - BRITISH

CHIEFS OF STAFF

DRAFT DIRECTIVE TO THE SUPREME
COMMANDER IN THE ABDA AREA

NOTE:

Annex 2 To This Document
Was Amended Later.
(See Annex 1 To JCCSs-8)

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December 31, 1941

DRAFT DIRECTIVE TO THE
SUPREME COMMANDER

BY AGREEMENT AMONG THE GOVERNMENTS OF AUSTRALIA, THE NETHERLANDS,
THE UNITED KINGDOM, AND THE UNITED STATES, HEREINAFTER
REFERRED TO AS THE ABDA GOVERNMENTS:

1. AREA. -

A strategic area has been constituted, to comprise initially all land and sea areas included in the general region Burma - Malaya - Netherlands East Indies and the Philippines; more precisely defined in Annex 1. This area will be known as the ABDA Area.

2. FORCES. -

You have been designated as the Supreme Commander of the ABDA Area and of all armed forces, afloat, ashore, and in the air, of the ABDA Governments, which are:

a. Stationed in the Area;

b. Located in Australian territory when such forces have been allotted by the respective governments for services in or in support of the ABDA Area.

You are not authorized to transfer from the territory of any of the ABDA Governments land forces of that government without the consent of the local commander or his government.

3. The Deputy Supreme Commander and, if required, a commander of the combined naval forces and a commander of the combined air forces will be jointly designated by the ABDA Governments.

4. No government will materially reduce its armed forces assigned to your Area nor any commitments made by it for reinforcing its forces in your Area except after giving to the other governments, and to you, timely information pertaining thereto.

5. STRATEGIC CONCEPT AND POLICY. -

The basic strategic concept of the ABDA Governments for the conduct

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of the war in your Area is to maintain initially the strategic defensive. The ABDA Governments intend to provide immediate reinforcements for defense. As additional forces become available, it will become possible to take the offensive and ultimately to conduct an all-out offensive against Japan. The first essential is to gain general air superiority at the earliest possible moment, through the employment of concentrated air power. The piecemeal employment of air forces should be minimized. Although your operations in the near future must be primarily for defense, they should be so conducted as to further preparations for that offensive.

6. The general strategic policy will therefore be: -

a. To hold the Malay Barrier, defined as the line Malay Peninsula, Sumatra, Java, North Australia, as the basic defensive position of the ABDA Area, and to operate sea, land, and air forces in as great depth as possible forward of the Barrier in order to oppose the Japanese southward advance.

b. To hold Burma and Australia as essential supporting positions for the Area, and Burma as essential to the support of China, and to the defense of India.

c. To re-establish communications through the Dutch East Indies with Luzon and to support the Philippines' Garrison.

d. To maintain essential communications within the Area.

7. DUTIES, RESPONSIBILITIES, AND AUTHORITY OF THE SUPREME COMMANDER. -

You will coordinate in the ABDA Area the strategic operations of all armed forces of the ABDA Governments; assign them strategic missions and objectives; where desirable, arrange for the formation of task forces, whether national or international, for the execution of specific operations; and appoint any officer, irrespective of seniority or nationality, to command such task forces.

8. While you will have no responsibilities in respect of the internal administration of the respective forces under your command, you are authorized to direct and coordinate the creation and development of administrative facilities and the broad allocation of war materials.

9. You will dispose reinforcements which from time to time may be dispatched to the Area by the ABDA Governments.

10. You are authorized to require from the Commanders of the armed forces under your command such reports as you deem necessary in the discharge of your responsibilities as Supreme Commander.

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11. You are authorized to control the issue of all communiques concerning the forces under your command.

12. Through the channels specified in Paragraph 18, you may submit recommendations to the ABDA Governments on any matters pertaining to the furtherance of your mission.

13. LIMITATIONS. -

Your authority and control with respect to the various portions of the ABDA Area and to the forces assigned thereto will normally be exercised through the commanders duly designated by their respective governments. Interference is to be avoided in the administrative processes of the armed forces of any of the ABDA Governments, including free communication between them and their respective governments. No alteration or revision is to be made in the basic tactical organization of such forces, and each national component of a task force will normally operate under its own commander and will not be subdivided into small units for attachment to the other national components of the task force. In general, your instructions and orders will be limited to those necessary for effective coordination of forces in the execution of your mission.


14. RELATIONS WITH ABDA GOVERNMENTS. -

The ABDA Governments will jointly and severally support you in the execution of the duties and responsibilities as herein defined, and in the exercise of the authority herein delegated and limited. Commanders of all sea, land, and air forces within your Area will be immediately informed by their respective governments that, from a date to be notified, all orders and instructions issued by you in conformity with the provisions of this directive will be considered by such commanders as emanating from their respective governments.

15. If any of your immediate subordinates, after making due representation to you, still considers that obedience to your orders would jeopardize the national interests of his country to an extent unjustified by the general situation in the ABDA Area, he has the right, subject to your being immediately notified of such intention, to appeal direct to his own government before carrying out the orders. Such appeals will be made by the most expeditious method, and a copy of the appeal will be communicated simultaneously to you.

16. STAFF AND ASSUMPTION OF COMMAND. -

Your staff will include officers of each of the ABDA powers. You are empowered to communicate immediately with the national commanders in the



Area with a view to obtaining staff officers essential to your earliest possible assumption of command. Your additional staff requirements will be communicated as soon as possible to the ABDA Governments through channels of communication described in Paragraph 18.

17. You will report when you are in a position effectively to carry out the essential functions of Supreme Command, so that your assumption of command may be promulgated to all concerned.

18. SUPERIOR AUTHORITY. -

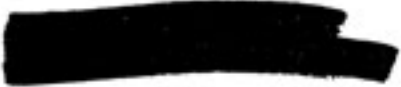
As Supreme Commander of the ABDA Area, you will be directly responsible to the ABDA Governments through the agency defined in Annex 2.

Signed

(By Power furnishing
Supreme Commander)

Countersigned:

Other ABDA Representatives.



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ANNEX 1

BOUNDARIES OF ABDA AREA

1. The ABDA Area is bounded as follows:

On the North: By the boundary between India and Burma, thence eastward along the Chinese frontier and coastline to the latitude of 30° North, thence along the parallel of 30° North to the meridian of 140° East.

Note: Indo-China and Thailand are not included in this area.

On the East: By the meridian of 140° East from 30° North, to the equator, thence east to longitude 141° East, thence south to the boundary of Dutch New Guinea on the south coast, thence east along the southern New Guinea Coast to the meridian of 143° East, then south down this meridian to the coast of Australia.

On the South: By the northern coast of Australia from the meridian of 143° East, westward to the meridian of 114° East, thence northwestward to latitude 15° South, longitude 92° East.

On the West: By the meridian of 92° East.

2. Forces assigned to the ABDA and adjacent areas are authorized to extend their operations into other areas as may be required.

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December 31, 1941

ANNEX 2

HIGHER DIRECTION OF WAR IN THE ABDA AREA

1. On all important military matters, not within the jurisdiction of the Supreme Commander of the ABDA Area, the U. S. Chiefs of Staff and the representatives in Washington of the British Chiefs of Staff will constitute the agency for developing and submitting recommendations for decision by the President of the United States and by the British Prime Minister and Minister of Defence. Among the chief matters on which decisions will be required are:

- a. The provision of reinforcements.
- b. A major change in policy.
- c. Departure from the Supreme Commander's directive.

2. This agency will function as follows:

a. Any proposal coming either from the Supreme Commander or from any of the ABDA governments will be transmitted to the Chiefs of Staff Committee both in Washington and in London.

b. The Chiefs of Staff Committee in London will immediately telegraph to their representatives in Washington to say whether or not they will be telegraphing any opinions.

c. On receipt of these opinions, the U. S. Chiefs of Staff and the representatives in Washington of the British Chiefs of Staff will develop and submit their recommendations to the President, and by telegraph to the Prime Minister and Minister of Defence. The Prime Minister will then inform the President whether he is in agreement with these recommendations.

3. Since London has the machinery for consulting the Dominion Governments, and since the Dutch Government is in London, the British Government will be responsible for obtaining their views and agreement, and for including these in the final telegram to Washington.

4. Agreement having been reached between the President and the Prime Minister and Minister of Defence, the orders to the Supreme Commander will be dispatched from Washington in the name of both of them.

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ANNEX 1

MEMORANDUM FOR THE PRESIDENT:

Subject: Utilization of U. S. Forces in Australia.

1. U. S. combat troops now in Australia and expected there at approximate dates indicated:

a. Now present:

- 18 pursuit planes
- 52 dive bombers
- Elements of 2 regiments of 75 mm. artillery, (28 of its 48 guns are present. The 20 others are on a slow boat which left Samoa December 18). Only 500 rounds of 75 mm. ammunition available until about January 8, when 5,000 rounds will arrive at Brisbane.

b. Expected soon:

- (1) 55 pursuit planes and crews (about January 8).
- (2) To begin arriving in theater on or about January 3; three heavy bombers per day until a total of eighty is assembled. These planes are now directed to report to General MacArthur for orders upon arrival at Bangalore. For operations of the immediate future, there is an adequate number of 500 lb. and smaller bombs, as well as 50 - 1000 lb. bombs on the convoy now proceeding from Brisbane to Port Darwin. Already at Darwin are 560 of the 500 lb. type, with 260 at Port Moresby.
- (3) 55 pursuit and crews, about January 16.
- (4) 70 pursuit planes and crews, about January 18. (It is possible that capacity of ship will be found to be 40 planes).
- (5) A pursuit group, complete as to materiel, including 80 planes, will leave San Diego on the KITTY HAWK about January 10. Additional ships will be necessary for the personnel.

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NOTE: Dates at which there can arrive in Australia necessary ground crews and maintenance facilities for all the planes listed in the first three shipments are still uncertain. But, including the pilots sent from the Philippine Islands to Australia, and with maximum help from Australian sources, all planes can temporarily operate usefully, pending the arrival of necessary maintenance units. Including planes already arrived or en route, the U. S. Air Corps has already allocated a grand total of 333 pursuit planes for shipment to Australia. The above represents the maximum capacity of ships now available.

2. All U. S. forces in Australia are to be commanded by Major General George H. Brett. General Brett has been under orders to take his instructions from General MacArthur. However, the situation in the Philippines apparently has changed to an extent that makes it improbable that pursuit plane reinforcements can be forwarded to General MacArthur. Therefore, the following instructions were sent General Brett at Chungking December 24th A.M.:

PROCEED AS QUICKLY AS POSSIBLE TO AUSTRALIA TO ASSUME COMMAND OF U. S. ARMY INTERESTS IN THAT REGION. REPORT ARRIVAL AND FOLLOW IMMEDIATELY WITH A PRELIMINARY RECOMMENDATION OF ACTION TO BE TAKEN IN VIEW OF SITUATION IN PHILIPPINES AT THAT TIME. MARSHALL.

3. It is intended that General Brett's status with regard to subordination to General MacArthur will be settled in the light of the situation in the Philippines at the time of his arrival in Australia.

4. The United States and British Chiefs of Staff jointly recommend:

a. That immediate request be made upon Australian, British, and Dutch authorities to render maximum assistance to the U. S. Commander in Australia in the preparation of his air elements for combat, and in the establishment and protection of the necessary bases, with a view to the immediate entry of these air forces into action.

b. That the responsible British and American Commanders be directed to make preliminary arrangements for effective combat cooperation between other forces of the Associated Powers and the U. S. Air Force in the Southwestern Pacific. Preliminary plans for early support of Singapore to be initiated at once.

5. The current U. S. Air Corps objective in the Southwestern Pacific, exclusive of China and Russia, is:

- 2 Heavy Groups -- 80 planes
- 2 Medium Groups -- 114 planes
- 6 Pursuit Groups -- 480 planes
- Necessary base and auxiliary units.

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This strength can be attained as rapidly as shipp