Power is the capacity to direct the decisions and actions of others. Power derives from strength and will. Strength comes from the transformation of resources into capabilities. Will infuses objectives with resolve. Strategy marshals capabilities and brings them to bear with precision. Statecraft seeks through strategy to magnify the mass, relevance, impact, and irresistibility of power. It guides the ways the state deploys and applies its power abroad. These ways embrace the arts of war, espionage, and diplomacy. The practitioners of these three arts are the paladins of statecraft.

Chas W. Freeman, Jr.
Federal Government Interagency Operations
(Cabinet-level Interagency View)

- Interagency Strategic Policy Advice to POTUS
- Intergovernmental Operations
  - Federal, State, and Local Agencies, and Nongovernmental Organizations

  Incidents of National Significance
  (DHS Lead, Other Agencies Support)

  Homeland Security Council

  Federal Government Interagency Operations

  Homeland Defense
  (DoD Lead, Other Agencies Support)

  Warfighting
  (DoD Lead, Other Agencies Support)

  Multinational Operations

  Foreign Affairs
  (DoS Lead, Other Agencies Support)

  National Security Council

  CONUS

  OCONUS
<table>
<thead>
<tr>
<th>1947</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dept of State</td>
<td>Environ Protection Agency</td>
</tr>
<tr>
<td>Services and Joint Staff</td>
<td>Office of Mgt and Budget</td>
</tr>
<tr>
<td>CIA</td>
<td>U.S. Trade Representative</td>
</tr>
<tr>
<td>Nat’l Scty Resource Bd</td>
<td>Council of Econ Advisers</td>
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<td></td>
<td>Office of Sci / Tech Policy</td>
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<td>Bd of Gov of Fed Reserve</td>
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<td>Export-Import Bank</td>
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<td>NASA</td>
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<td>Nuc Regulatory Comm</td>
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<td>Peace Corps</td>
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<td>Oversea Privat Invest Corp</td>
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<td></td>
<td>Fed Comms Commission</td>
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<td></td>
<td>Foreign Intel Advisor Board</td>
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</tbody>
</table>
The National Security Act of 1947 (as amended in 1949 and codified in titles 10 and 32 of the United States Code) created the National Security Council, the Central Intelligence Agency, and the Joint Chiefs of Staff. Although these organizations form the core of the NSC, each President lays out the organization and membership of the NSC at the beginning of his administration and includes any other government officials he chooses.

The NSC—the principal forum for consideration of national security policy issues requiring Presidential determination—advises and assists the President in integrating all aspects of national security policy: domestic, foreign, military, intelligence, and economic (in conjunction with the National Economic Council or NEC). Along with its subordinate committees, the NSC is the principal means for coordinating, developing, and implementing national security policy.

The interagency process of national security policy development and implementation is designed to provide well staffed and coordinated positions/recommendations to the President and Secretary of Defense. This is accomplished through a series of committees, composed of different elements within the Executive Branch of the US Government, who work issues at each level and pass recommendations up to the next higher level for consideration. The goal is to build consensus before passing the action to the next higher level.

Policy developed during the interagency process often results in National Security Presidential Directives (NSPDs), which are signed by the President and remain in force until cancelled or superseded (many are still in force from the Nixon Administration). NSPDs establish US national security policy and direct elements of the US Government to conduct studies, many of which later result in US policy.

The primary agencies involved in formulating national security policy via the interagency process are shown above.
The National Security Council (NSC)

- Principal forum for consideration of national security policy issues requiring Presidential determination;

- Functions, membership, and responsibilities set forth in National Security Act of 1947 and Presidential Policy Directive (PPD) 1;

- Advises and assists the President in integrating all aspects of national security policy as it affects the U.S.—domestic, foreign, military, intelligence, and economic (in conjunction with the National Economic Council, NEC);

- Along with subordinate committees, is the principal means for coordinating executive departments and agencies in the development and implementation of national security policy;

- Shall meet regularly and as required.

- The National Security Advisor, at President’s direction and in consultation with the other NSC members, is responsible for determining the agenda, ensuring papers are prepared, and recording NSC actions and Presidential decisions in a timely manner.
The NSCs directive role in the establishment of national security policy has diminished under the new structure. This is NOT to say that they don't have an important role to play. To the contrary, their role is probably more important in the coordination end. The NSC works as the coordinating body inside the Executive Branch.
- On 13 February 2001, President George W. Bush signed NSPD-1, which established the Organization of the NSC System under the current administration.

- In addition to the statutory members—the President, Vice President, Secretary of State, and Secretary of Defense—and statutory advisors—the Director of Central Intelligence (DCI) and the Chairman of the Joint Chiefs of Staff (CJCS)—NSPD-1 adds the President's National Security Advisor and the Secretary of the Treasury to the NSC. Legislation creating the Director of National Intelligence (DNI) position added that official to the NSC membership. Other key members of the US Government are sometimes invited to participate, depending on the subject matter.

- The NSC Principals Committee (NSC/PC) is the senior (Cabinet-level) interagency forum for considering national security policy. The primary members of the Principals Committee are the same as that of the full NSC minus the President and Vice President. The difference is that the DCI and CJCS are full members of the NSC/PC, as opposed to advisors to the NSC.

- When the “principal” of a particular agency is unavailable to attend a meeting of the NSC or NSC/PC, the “deputy” or another designated official will represent the principal. For the Joint Staff, this is often the Vice Chairman of the Joint Chiefs of Staff (VCJCS), the Assistant to the Chairman of the Joint Chiefs of Staff (ACJCS), or the Director for Strategic Plans and Policy (J-5), although this delegation can extend to another 3-star G/FO, depending on subject matter.
<table>
<thead>
<tr>
<th>STATUTORY MEMBERS</th>
<th>STATUTORY ADVISORS</th>
<th>ATTENDEES FOR ISSUES WITHIN THEIR PURVIEW</th>
</tr>
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<tbody>
<tr>
<td>POTUS</td>
<td>VPOTUS</td>
<td>HHS</td>
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<tr>
<td>Barack Obama</td>
<td>Joe Biden</td>
<td>Kathleen Sebelius*</td>
</tr>
<tr>
<td>DHS</td>
<td>Janett</td>
<td>DOT</td>
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<tr>
<td>Eric Napolitano</td>
<td>Holder</td>
<td>Ray LaHood</td>
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<td>DOJ</td>
<td>Bob Gates</td>
<td>FEMA</td>
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<tr>
<td>ADM Mike Mullen</td>
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<td>Craig Fugate*</td>
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<td>DOD</td>
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<td>Bob Mueller</td>
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<td>Leon Panetta</td>
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<td>Tim Geithner</td>
<td>WH CoS</td>
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<td>Tony Blinken</td>
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<td>John Brennan</td>
<td>NSC</td>
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<td>Jim Jones</td>
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<tr>
<td>Greg Craig</td>
<td>OMB</td>
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<td>Pete Orszag</td>
<td>DGS</td>
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<tr>
<td>Hillary Clinton</td>
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<tr>
<td>USDA</td>
<td>DOI</td>
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<tr>
<td>Tom Vilsack</td>
<td>DOE</td>
<td></td>
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<tr>
<td>Ken Salazar</td>
<td>DOL</td>
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<tr>
<td>Steve Chu</td>
<td>DOC</td>
<td></td>
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<tr>
<td>Hilda Solis</td>
<td>VA</td>
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<tr>
<td>Gary Locke*</td>
<td>EPA</td>
<td></td>
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<tr>
<td>Lisa Jackson</td>
<td>SEC</td>
<td></td>
</tr>
<tr>
<td>Larry Summers</td>
<td>DPC</td>
<td></td>
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<tr>
<td>Melody Barnes</td>
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</tr>
</tbody>
</table>

* acting or designate
The White House Situation Room

NATIONAL SECURITY COUNCIL

President

DOS "+1"
State Secretary

DOD "+1"
Defense Secretary

JCS "+1"
JCS Chairman

Treas "+1"
Treasury Secretary

President

VPOTUS "+1"

WH Staff of Staff

Nat’l Sec Advisor

Nat’l Intel Director

WH Counsel

NSC "+1"

DNI "+1"

Atty General DOJ "+1"

CIA Director CIA "+1"
NSC/HSC Staff Functions

- Provide **information and policy advice** to President
- Manage the interagency policy coordination process
- Monitor **implementation** of Presidential policy decisions
- Crisis management
- Support negotiations
- Articulate President’s policies (**spokesman**)  
  - **Liaison** with Congress and foreign governments
- Coordinate **summit meetings** and national security-related **trips**

Policy coordination ↔ Policy-making
• We see that the DOS, like DOD, is organized along regional and functional lines. The Ambassador or Deputy Chief of Mission (DCM) does the majority of his or her coordination with these regional or functional bureaus, as well as with the RCCs and OSD.
• That said, the Ambassador or Deputy Chief of Mission (DCM) is formally the Senior representative of President to Host Nation (HN) – and has a direct line to the President.
• The Ambassador has authority over all United States Government (USG) elements in-country except those assigned to a combatant commander
• The JTF or RCC Commander’s staff key interagency coordination link with any foreign nation is the country team at the embassy

Abbreviations/Acronyms:
POTUS – President of the United States
USAMB – United States Ambassador
IO’s are very influential. The bring international legitimacy. They have well defined roles, bring resources and have extensive expertise.

Talk to fact that their efforts may run counter to our objectives on challenges slide...

Abbreviations/Acronyms:
NATO – North Atlantic Treaty Organization
• This is the perfect world that many of us hope to experience as a JTF commander (in the Green).
• Note the combatant commander is perceived as the middle of the hub. However, the reality looks more like this….. (build)
• The challenge is defining the coordinating lines… And gaining unity of effort recognizing the different objectives and authorities...

Abbreviations/Acronyms:
JS – Joint Staff
HHS- Health and Human Services
Future IA Actors

State and Local Governments
Multinational Corporations
Contractors
Interagency Military to Civilian Continuum

Environmental
Agriculture
Economic
Transportation
Energy

Education
Health

Humanitarian Assistance
Law Enforcement Support
Consequence Management
Disaster Relief

Maritime & Border Security

Demining Operations
Peace Keeping Operations
Arms Reduction
Counter Terrorism Operations

Military Training & Equipping
Combat Operations

Civilian and Private Sector

Civilian and NGSs

Civilian Lead with
Military Support

Military and Civilian Equal

Heavily Military and
Civilian Support

Military to Military
The Interagency Process

- Not a place-----but a process
- Interagency role in 5 interrelated levels of policy
  - Conceptualization
  - Articulation
  - Resourcing
  - Implementation
  - Post Implementation Follow-Up
The Interagency Process and National Security

Integration

Working together toward common objectives

Coordination

Collaboration

Deconfliction
• Please take a moment to review this quote from JP 1-02. The essence of this slide is that you must strive for unity of effort.

• Note the three areas of interagency coordination – you will need to deal with all three
  – U.S. Government Interagency, International Organizations, and Non-Governmental Organizations
  – DOD is part of the IA Community.

Abbreviations/Acronyms:
CIA – Central Intelligence Agency
DOD – Department of Defense
DOS – Department of State
ICRC – International Committee of the Red Cross
NGO – Nongovernmental Organizations
During the past several years there have been several bridges that have been developed for the strategic and operational levels to aid greater interagency coordination.

These organizations are a start, but clearly not perfect. They normally don’t have decision making authority – often with the full conscious decision of their parent organizations…

Define EIPG – Embassy Interagency Planning Group (in AFG) to plan IA actions.
Define CCE – country coordination Element – LNOs from CJTF HOA to Embassies.
Not all JTFs have a POLAD
Interagency Process of Policy Formulation

President

Decision on Issue Becomes: National Security Policy

Interagency Policy Committees (IPCs)

NSC STAFF STATE OSD JOINT STAFF HLS DNI

National Security Policies

Decision on Issue Becomes: National Security Policy

Principals Committee (PC)

NSC ADVISOR SECSTATE SECDEF CJCS SECHLS DNI

Interagency Discussion on Issue

Deputies Discussion on Issue

Deputies Committee (DC)

DEPNCS ADVISOR DEPSEC STATE DEPSEC DEF VCJCS DEPSEC HLS DEPDNI

Other executive depts/agencies/senior officials as required
**NSC Policy Coordination Committees (NSC/PCCs)**, the main day-to-day fora for interagency coordination of national security policy, manage the development and implementation of national security policies by multiple US Government agencies; provide policy analysis for consideration by the more senior NSC system committees; and ensure timely responses to presidential decisions. PCC membership is drawn from the same organizations as those represented in higher level meetings. PCCs are attended by officials at a wide variety of levels and may range from O-8 to O-4.

In an attempt to better manage and monitor the work of the PCCs, NSPD-1 disestablished most of the old working groups and organized the PCC network into a series of 6 regional and 11 functional PCCs. All of the regional PCCs—shown above—are chaired within the State Department by the Under or Assistant Secretary with responsibility for and oversight of that region, as indicated.
### 34 Functional and Regional PCCs

<table>
<thead>
<tr>
<th>Region</th>
<th>PCC Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Europe and Eurasia (State)</td>
<td>Arms Control (NSC)</td>
</tr>
<tr>
<td>Western Hemisphere (State)</td>
<td>International Development and Humanitarian Assistance (State)</td>
</tr>
<tr>
<td>East Asia (State)</td>
<td>Biodefense (NSC &amp; HSC)</td>
</tr>
<tr>
<td>South Asia (State)</td>
<td>International Drug Control Policy (NSC and ONDCP)</td>
</tr>
<tr>
<td>Near East and North Africa</td>
<td>Combating Terrorism Info Strategy (NSC)</td>
</tr>
<tr>
<td>North Africa (State)</td>
<td>International Finance (Treasury)</td>
</tr>
<tr>
<td>Africa (State and NSC)</td>
<td>Contingency Planning (NSC)</td>
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<td></td>
<td>International Organized Crime (NSC)</td>
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<td></td>
<td>Counterterrorism and National Preparedness (NSC)</td>
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<td></td>
<td>Maritime Security (NSC and HSC)</td>
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<td></td>
<td>Defense Strategy, Force Structure, and Planning (DoD)</td>
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<td></td>
<td>Muslim World Outreach (NSC and State)</td>
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<td></td>
<td>Democracy, Human Rights, and International Operations (NSC)</td>
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<td></td>
<td>Proliferation, Counterproliferation, and Homeland Defense (NSC)</td>
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<td>Detainees (NSC)</td>
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<td></td>
<td>Records Access and Information Security (NSC)</td>
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<td>Global Environment (NSC and NEC)</td>
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<td>Space (NSC)</td>
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<td></td>
<td>HIV/AIDS and Infectious Diseases (State &amp; HHS)</td>
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<td></td>
<td>Strategic Communication (State)</td>
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<td>Intelligence and Counterintelligence (NSC)</td>
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<td>Terrorist Finance (Treasury)</td>
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<td>Interdiction (NSC)</td>
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<td>Transnational Economic Issues (NSC)</td>
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<td>Communications Systems &amp; Cyber Security (NSC/HSC)</td>
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<td></td>
<td>Counterproliferation Technology (NSC/HSC)</td>
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<tr>
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<td>Information Sharing (NSC/HSC)</td>
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<td></td>
<td>National Security Policy Planning Committee (NSC/HSC)</td>
</tr>
</tbody>
</table>

**Note:**
- PCC Chairs in Parenthesis

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26
Deputies Committee (DC)

- Reviews and monitors the work of the NSC interagency process (including IPCs)
- Ensures that issues being brought before the PC or the NSC have been properly analyzed and prepared for decision
- Schedules periodic reviews of major foreign policy initiatives to ensure that they are being implemented in a timely and effective manner and considers whether existing policy directives should be revamped or rescinded
- Responsible for day-to-day crisis management, reporting to the NSC, and ensures that all papers to be discussed by the NSC or the PC fully analyze the issues, fairly and adequately set out the facts, consider a full range of views and options, and satisfactorily assess the prospects, risks, and implications of each.
- Any NSC principal or deputy, as well as the National Security Advisor, may request a meeting of the DC in its crisis management capacity.
- The Deputy National Security Advisor is responsible for:
  -- calling meetings of the DC
  -- determining the agenda
  -- ensuring that the necessary papers are prepared; and
  -- preparing and circulating conclusions and decisions in a timely manner.
Per NSPD-1, the **NSC Deputies Committee (NSC/DC)**, the senior sub-Cabinet inter-agency forum for consideration of national security policy issues, prescribes and reviews the work of the NSC interagency working groups and ensures that issues brought before the NSC/PC or full NSC have been analyzed and prepared for decision.

The NSC/DC handles issues which are not yet ready for decision by the PC and/or the President through deliberation of national security policy issues and day-to-day crisis management issues. As the name implies, it consists of the deputies to the Cabinet members who comprise the NSC/PC. VCJCS is the Joint Staff member of the NSC/DC, but he may delegate attendance to the 3- or (rarely) 2-star level depending on his availability and the equity of the US military in the subject matter.

As with NSC and NSC/PC meetings, any other US Government official may be invited to attend DC meetings when the subject falls within his or her area of expertise.
Principals Committee (PC)

- Senior interagency forum for consideration of national security policy
- Meets at the call of National Security Advisor (NSA)
- The National Security Advisor:
  - Determines the agenda in consultation with other committee members
  - Ensures that necessary papers are prepared; and
  - Ensures that conclusions and decisions are communicated in a timely manner.
Bush II Administration HSC PCCs

### 18 HSC-Only Chaired Functional PCCs

<table>
<thead>
<tr>
<th>Detection, Surveillance, and Intelligence (Intelligence &amp; Detection)</th>
<th>Research &amp; Development (Research &amp; Development)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic Protection (Protection &amp; Prevention)</td>
<td>WMD Consequence Management (Response &amp; Recovery)</td>
</tr>
<tr>
<td>Domestic Threat Response &amp; Incident Management (Response &amp; Recovery)</td>
<td>Avian and Pandemic Influenza (Biodefense)</td>
</tr>
<tr>
<td>Economic Consequences (Resources &amp; Recovery)</td>
<td>Border &amp; Transportation Security (Border &amp; Transportation Security)</td>
</tr>
<tr>
<td>Key Asset, Border, Territorial Waters &amp; Airspace Security (Protection &amp; Prevention)</td>
<td>Continuity (Nuclear)</td>
</tr>
<tr>
<td>Law Enforcement &amp; Investigation (Intelligence &amp; Detection)</td>
<td>Critical Infrastructure Protection (Preparedness)</td>
</tr>
<tr>
<td>Medical &amp; Public Health Preparedness (Protection &amp; Prevention)</td>
<td>Domestic Nuclear Defense (Nuclear)</td>
</tr>
<tr>
<td>Public Affairs (Communications)</td>
<td>Exercises (Emergency Preparedness &amp; Response)</td>
</tr>
</tbody>
</table>

**Note:**
PCCs Chaired by HSC Offices in Parenthesis
### National Security Council (NSC) Meetings
- as announced

#### NSC Principals Committee Meetings
- Tuesdays: 1715-1845
- Thursdays: 1630-1800

#### NSC Deputies Committee Meetings
- Mondays: 1615-1715
- Tuesdays: 1300-1400
- Wednesdays: 1515-1615 & 1645-1745
- Thursdays: 1330-1430 & 1630-1800 (if no NSC/PC)
- Fridays: 1500-1600

#### NSC/IPC Meetings
- meet anywhere from never to several times per week
Alternative Interagency Fora

- “Paper” PCs and DCs
- Small Group Meetings:
  - “un-PCs”
  - “un-DCs”
- Policy Time Meetings (w/POTUS)
- Secure Conference Calls
- Secure Video Teleconferences (SVTCs)
What Does the Interagency Produce?

- Planning guidance IA players
- Negotiation or Country Team Guidance
- Press Guidance
- Legal readings
- Minutes and taskings
- NSPDs
What Makes “Interagency” Work Difficult

- New faces---military especially
- Lack of subject matter expertise often requires “backstopping” by technical experts
- Takes time to build trust /traditional barriers
- Bureaucracy
- Other complications
Consistent Challenges

- Cultural differences
  - Military v. civilian agency response
  - Rivalries & tensions among and within agencies
  - Differences in roles, priorities & footprints
  - Hesitant buy-in
  - Peacetime planning incentives
  - Coordination = ‘s ceding control
- Tight resources with declining trends – unless clear, costs trump benefits
- Resistance to collaborative planning culture and tools
- Inter-department security policy and procedures
- Cultural Realities -

Congress
• Political and constituent pressure

NSC
• Political impacts and options

DOD
• Large and resourced
• Planning centric
• Overwhelming

DOS
• Small
• Limited resources
• Reactive

OMB
• Fiscal oversight

Fact: Different cultures in US interagency
Challenge: Coherency and legitimacy - for unity of effort

Abbreviations/Acronyms:
NSC – National Security Council
OMB – Office of Management and Budget
What Makes an Effective Interagency?

• Your definition is important
• Much depends on where you sit
• Differs markedly from one administration to the next
• Outside impacts
  – Congress?
  – Media?
Potential Interagency Reform Changes

- **Strategic Direction**
  -- Improved connectivity between policy development and resourcing links

- **Structure**
  -- Expand NSC staff to facilitate policy integration and collaboration

- **Processes**
  -- Ensure a common framework of interagency processes to enable end-to-end management of policy, strategy, planning, and short- and long-term implementation and feedback

- **Resources**
  -- Better visibility and understanding of resource allocation choices to enable strategic direction of the system

- **Human Capitol**
  -- Create national security professionals in every relevant department and agency

- **Congressional Oversight**
  -- Requires legislation to institutionalize some of the above
What Should Be The Role of the NSC Staff?

- Facilitator?
- Honest Broker?
- Decisionmaker?
- Policymaker?
- Operational?
- Other?
The structure the Bush administration has established to deal with complex contingencies streamlines the alignments of complex problems and places them in both the functional and regional PCCs. The NSCs role shifts more to a coordinating role rather than taking the lead in all cases. The process and structure continue to evolve and the current structure certainly isn’t the final product. 

Summary

- The structure places more emphasis on and empowers the DCs.
- Role of the NSC has become more lead than simple coordination.
- The interagency process is still hard but there are tools to help.