

The background of the slide is a close-up, slightly blurred image of the American flag, showing the stars and stripes in detail.

DoD in the Interagency System

Preparing Senior Staff Officers for Joint Strategic Assignments

30 May 2019

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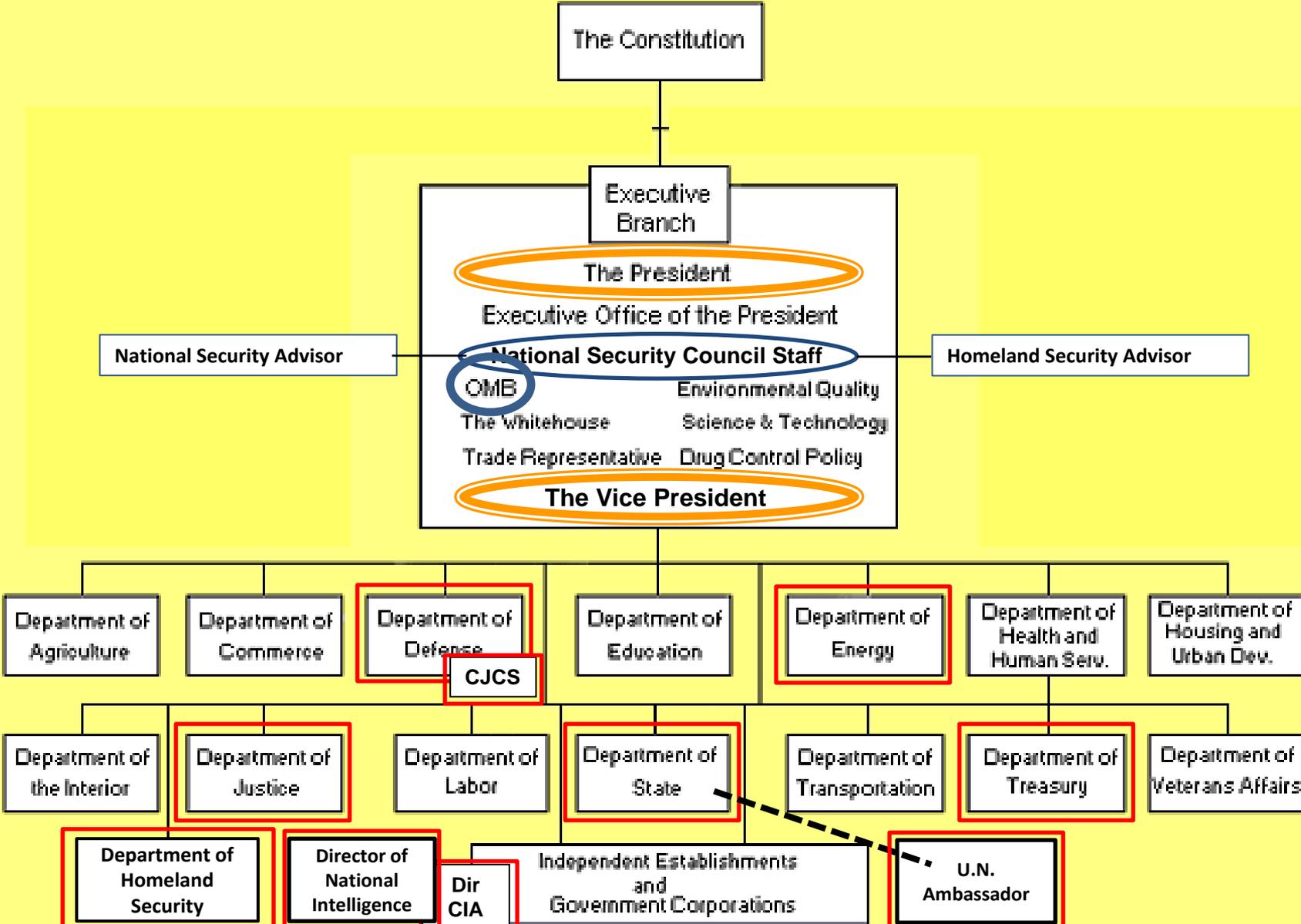
The Executive Branch

Coordinate, integrate, and employ
all elements of national power

Diplomatic
Informational
Military
Economic

Financial (including sanctions)
Intelligence and Covert Action
Legal and Law Enforcement

The Executive Branch—Policy Participants



Elements of the Interagency system

- **Formal policy structures**
 - NSCs
 - Principals Committee
 - Deputies Committee
 - Policy Coordination Committees
 - Working Groups or Sub-PCCs
- **Informal policy mechanisms**
 - President's Daily Brief
 - Small Groups, meetings, and breakfasts
 - Informal networks and relationships
 - Outside influences or visitors
 - One-on-ones

The National Security Council System

- NSC established in 1947 National Security Act
- Updated by each Administration—and reflects different styles, approaches, and priorities
- Similar processes (although names may change)
- Most current directive: NSPM-4, April 4, 2017
 - NSC – President chairs
 - Principals Committee – NSA chairs (VP *may* attend)
 - Deputies Committee – Deputy NSA chairs
 - Policy Coordinating Committees

National Security Council



By Law Members:

- President - chair
- Vice President
- Secretary of State
- Secretary of Defense
- Secretary of Energy

*Per NSPM-4
April 4, 2017*

By Law Advisors:

- Director, National Intelligence
- Chairman, Joint Chiefs of Staff

By Presidential Directive:

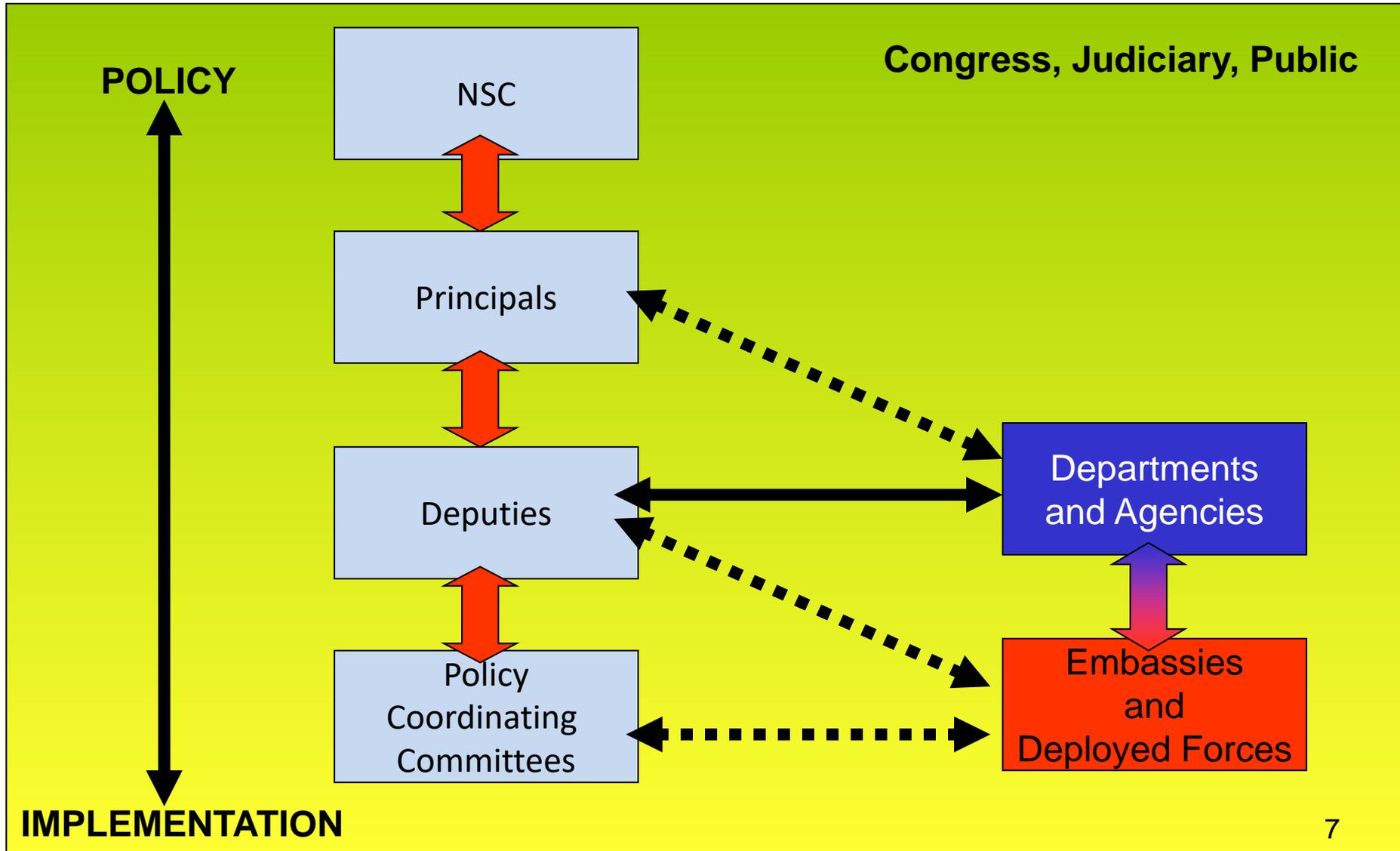
- Secretary of Treasury
- Attorney General (Justice)
- Secretary Homeland Security
- UN Ambassador
- National Security Advisor (APNSA)
- Homeland Security Advisor
- Director, CIA

- WH Chief of Staff
- Counsel to President

“Invited Attendees”:

- Deputy Counsel - NSA
- Director, OMB

Elements of the System and Process





WHSR
Sit Room
WHSR Exec
WHSR Small
EEOB

Plus 1s

Back bench

Overflow



The National Security Staff (NSS)

- **Approximately 300 persons, most in EEOB**
- **In practice report to the Assistant to the President National Security Advisor (APNSA) and to Homeland Security Advisor**
- **Mix of:**
 - **“permanent” staff (about 30)**
 - **political appointees and direct hires (varies, but probably about 75)**
 - **detailees from Departments and Agencies (200 – 225)**
- **Regional and Functional Directorates**
- **Three priorities (in order):**
 - **Staff the President**
 - **Staff the National Security Advisor and other senior White House officials—provide expert advice**
 - **Coordinate the Interagency (during crisis and deliberate policy processes) to include the development of integrated strategies**

The Policy Process(es)

- **Deliberate Policy process**
 - APNSA approves process, timing, and agenda
 - Implementation and focus reflect APNSA perspective, style, priorities
 - PCC provides preparation for Deputies or Principals discussions
- **Paper process**
 - Still starts with PCC and PCC-developed or reviewed products
 - Useful for complicated and complex policy decisions, especially those with significant legal considerations
 - Could include review of particular strategies or “play books”
- **Snap or Crisis Action**
 - In Person
 - Telephonic
- **Small Group**
- **Restricted or Restricted Small Group**

Purpose-driven PCCs

- **Scheduled**
 - Maintain common understanding of ongoing situation/conflict
 - Integrate instruments, identify opportunities, coordinate strategic communications and other actions
- **Emerging Situation**
 - Develop common understanding of situation
 - Review and identify the need for policy changes and adjustments
- **Deliberate Policy or Strategy Development**
- **Policy Implementation, Oversight, or Assessment**
- **Crisis Response**

PCC Considerations for NSC

- **What do we need to get out of the PCC**
- **Who do we need and want to participate**
 - Co-chair, especially if “equities” of other regions or functional directorates
 - Small Group for focus or sensitivity: EurRussia or WMD, CT
 - EOP (Domestic Policy Council or National Economic Council) and WH or OVP
 - Departments: Assistant Secretary level—check availability of key players
- **How do we want participation**
 - In person (if so, how many seats; typically a plus 1 but more when cross-cutting issues)
 - In person and VTC, embassies or out-stations
 - Classification
- **Agenda and General Flow**
 - Purpose of PCC
 - Review (and validate) approved objectives, especially those with stamp of Principals and President
 - Intel overview: CIA and, if necessary, NSA and NCTC
 - Policy review: State, USUN, Embassies (including strategic communications), USAID
 - Around the horn: WH or other NSC, OSD, Joint Staff, DNI, Treasury, DHS, Energy, OMB
 - Identify consensus areas and points of disagreement
 - Identify next steps: known, anticipated, or recommended
 - Recap: tasks, due outs, suspenses and Summary of Conclusions (preview SOC)

Some Thoughts for Consideration

- The expectation is that you are the expert
- Participant not spectator
- Reconcile organizational “equities” with national strategies and policies
- Understand and honor suspenses
- Answer the question
- Anticipate the President’s questions:
 - Why are we there?
 - How long will it take, how much will it cost?
 - How different? Why do you think that will succeed? Has it worked?
 - What are the options; how do it faster?
 - Who is helping? Can we get others to do more to share burden and cost?
- More than about winning America’s wars—support policies; timely, effective action
- Understand IA asks of DoD enablers
- Remember it is not your policy
- Need you to *Carry the Message*



JOE HAGIN
Dep Chief of Staff

JARED KUSHNER
Advisor to the Pres.

STEVEN MNUCHIN
Treasury Sec

WILBUR ROSS
Commerce Sec

SEAN SPICER
Press Sec

PRESIDENT TRUMP

STEVE BANNON
Chief Strategist

REX TILLERSON
Sec of State

STEPHEN MILLER
Senior Advisor

DINA POWELL
Dep Nat Security Advisor

GEN H.R. McMASTER
Nat Security Advisor

MICHAEL ANTON
Nat Security Council spokesman

GARY COHN
Dir for the Nat Economic Council

REINCE PRIEBUS
WH Chief of Staff

A Meeting of the National Security Council

March 3, 2014. (Official White House Photo by Pete Souza)



POLICYMAKING IN PRACTICE

- **DECISIONMAKERS DO NOT AS A RULE APPLY OR ABIDE BY THEORETICAL MODELS OR CONSTRUCTS**
 - AT LEAST, NOT CONSCIOUSLY
- **THEY ACT AND DECIDE BASED ON ...**
 - PRESIDENTIAL GUIDANCE
 - THEIR OWN CORPORATE INTERESTS
 - THEIR PAST EXPERIENCES AND INFLUENCES
 - NORMATIVE PREDISPOSITIONS
 - A COST/BENEFIT CALCULUS
 - ... AND A CLOSE EYE ON LIKELY MEDIA REACTIONS, AND POLITICAL CONSEQUENCES

THE INTERAGENCY IN PRACTICE

- **COLLABORATIVE**
- **CONSENSUS DRIVEN**
- **CROWDED AGENDA**
- **TIME CONSTRAINED**
- **LIMITED SENIOR LEADER TIME, FOCUS, EXPERTISE**
- **CLASH OF COMPETING, BUREAUCRATIC CULTURES**
- **HIDDEN AGENDAS**
- **POLICY NETWORKS**
- **INFORMATION IS POWER**
- **SUB-OPTIMAL POLICY SOLUTIONS**