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BY EALC SECTHE WHITE HOUSE
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MEMORANDUM FOR THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF COMMERCE
THE SECRETARY OF ENERGY
THE SECRETARY OF HOMELAND SECURITY
THE ASSISTANT TO THE PRESIDENT AND CHIEF OF STAFF
THE DIRECTOR OF THE OFFICE OF MANAGEMENT AND
BUDGET
THE REPRESENTATIVE OF THE UNITED STATES OF
AMERICA TO THE UNITED NATIONS
THE UNITED STATES TRADE REPRESENTATIVE
THE CHAIR OF THE COUNCIL OF ECONOMIC ADVISERS
THE DIRECTOR OF NATIONAL INTELLIGENCE
THE ASSISTANT TO THE PRESIDENT FOR ECONOMIC
POLICY
THE COUNSEL TO THE PRESIDENT
THE DIRECTOR OF THE OFFICE OF SCIENCE AND
TECHNOLOGY POLICY
THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF

SUBJECT: The 21st Century Interagency Process

As we all know, the 21st Century announces itself as one in which there are great challenges to the symmetric world of the 20th century. Matters pertaining to national and international security are broader and more diverse than anyone thought possible just a few years ago. The United States must navigate an environment in which traditional organizations and means of response to global challenges may be inadequate or deficient. Indeed, the ability of the Nation to successfully compete in global issues is being tested in ways that were unimaginable until recently.

To succeed, the United States must integrate its ability to employ all elements of national power in a cohesive manner. In order to deal with the world as it is, rather than how we wish it were, the National Security Council must be transformed to meet the realities of the new century.

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As the President directed in PPD-1, the National Security Council is responsible for managing the interagency process with respect to all national security related issues. At its core, the purpose of the interagency process is to advance the President's policy priorities and, more generally, to serve the national interest by ensuring that all agencies and perspectives that can contribute to achieving these priorities participate in making and implementing policy. Those who participate in the interagency process – regardless of position – do so as representatives of their respective agencies. They also serve the nation's greater interests by being participants in a unique process to resolve common problems and advance common policies. The interagency process therefore must advance the interests of the Administration as a whole and all participants should engage in the process from that perspective. The NSC's role is to manage an interagency process that is strategic, agile, transparent, and predictable – all in order to advance the national security interests of the United States. To that end, I propose that the following principles guide the interagency process:

- **A Strategic Process:** The focus of the interagency process must be on the *strategic integration of the activities of all government agencies involved in dealing with the expanded notion of 21st Century national security issues*. The NSC and its principal interagency bodies should concentrate primarily on those strategically important issues that will likely involve the President at some stage in the process. When such issues arise, the NSC will ensure that all who can contribute to solving common problems and to the advancement of policies will have a "seat at the table," and that differing views and opinions will be heard. In addressing such important issues, the NSC will avoid the emergence of a premature policy consensus. Rather, the NSC will ensure that every practical option is fully analyzed and considered in order that the President can be presented with clear alternatives for debate among his advisers and for his final decision. The system of Presidential Study Directives (PSDs) and Presidential Policy Directives (PPDs) that the President will initiate will be used to ensure that concrete policy alternatives are considered at every stage of the policymaking process.
- **An Agile NSC:** An agile, yet deliberative decision-making process is required to deal with today's issues. A truly agile NSC should be able to cope with multiple major issues simultaneously, consider the full range of options, and propose effective, informed decisions in an appropriate time-frame. The need for this agility will only be magnified in

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crisis situations that could arise during the course of this Administration.

- **A Transparent Process:** Although the NSC staff advises the President on his daily national security activities, it must also be responsive to the views and perspectives of all members of the National Security Council. The NSC can only be responsive if its operations are appropriately and comprehensively transparent; agencies have a right to be aware and participate in the daily activities of the NSC and in interagency meetings. The NSC will be committed to communicating this information appropriately and comprehensively. The same is true for agencies involved in negotiations and operations, which will need to keep policymakers in Washington fully abreast of the latest developments. Technology can help ease frequent communications requirements. In order to enhance the speed and agility of communications, I invite all members of the NSC to designate a senior person in their front office - a Director for National Security Affairs - whose principle responsibility will be to ensure effective communication between the NSC staff and agency representatives to the National Security Council, the Principals Committee, and the Deputies Committee. This designee will ensure that the flow of information is both rapid and constant and that all members maintain daily contact and have visibility into the activities ongoing in the NSC. Such a process should allow for greater efficiency, reduce non-essential meetings, and increase general awareness across the inter-agency.
- Transparency is further enhanced by regular communications, including informal meetings. Informal interagency meetings - at the IPC, DC, and PC levels. It will prove useful in building trust and confidence in the process, keeping participants abreast of activities, and in rapidly addressing the developing important issues. Our success depends, however, on making sure that any decisions that are made in these meetings are clearly communicated to those responsible for managing the issues.
- **A Predictable Process:** Predictability is as important as transparency. While I recognize that we are going through a transition, our goal is to achieve a predictable process as soon as possible. The process - and the President - are not well served by interagency meetings that are held on short notice and defined by inadequate preparations, aside from emergency meetings under extraordinary circumstances. Other symptoms of dysfunction occur when papers are circulated for

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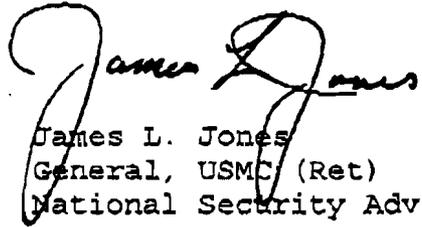
approval at the last minute, when agencies fail to send appropriate level representatives to meetings, and when those who attend meetings are routinely unable to advocate on behalf of their "Principals" when a decision is needed. It is therefore critical that participants in the interagency process, from the Principals on down, agree to a clear set of principles to guide their deliberations. Going forward these general principles will include:

- That there will be a regular announced schedule of PC and DC meetings;
 - That there will be an agreed agenda for each meeting which will be circulated to participants well in advance of regular meetings;
 - That, as standard practice, discussion papers will be circulated to participants at least 48 hours prior to regular meetings;
 - That every meeting will end with clear agreement on what was decided and what may not have been decided. Such an ending will also include the delegation of responsibilities for implementation. Summaries of conclusions reflecting agreements will be circulated within 48 hours of any meeting.
 - That each agency in NSC meetings will be represented by the relevant member plus one other agency representative, unless specifically excepted. Substitutes for members will occur only with approval of the chair.
 - That agency representatives must be able to speak for their agency.
 - That Deputies should be able to speak for their Principals; if necessary, Principals' concurrence will be obtained within 24 hours of any DC meeting.
- **An NSC That Monitors Strategic Implementation:** To effectively meet 21st Century challenges, the NSC must also monitor strategic implementation. Once a decision has been made, it is incumbent on the NSC to oversee the implementation process in such a manner that concrete results are achieved within the time that has been agreed upon. The Deputies Committee will be responsible for establishing a system for tracking implementation so that Principals can be informed regularly about where progress has been made as well as where critical benchmarks are not being met.

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Please accept my gratitude for your support of these proposals. You may be sure that the National Security Council staff will be responsive to your needs whenever required.



James L. Jones
General, USMC (Ret)
National Security Advisor

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