



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-5  
DISTRIBUTION: A, B, C, S

CJCSI 5715.01C  
18 January 2012

## JOINT STAFF PARTICIPATION IN INTERAGENCY AFFAIRS

References: See Enclosure E

1. Purpose. To clarify the role of the Joint Staff within the interagency processes associated with U.S. national security and homeland security policy development and implementation.

2. Cancellation. CJCSI 5715.01B, 31 July 2006, "Joint Staff Participation in Interagency Affairs," is hereby superseded.

3. Applicability. This instruction applies to the Joint Staff, Military Services, Combatant Commands, and Defense Intelligence Agency.

### 4. Policy

a. The National Security Council (NSC), established by reference a, is the principal forum for considering national security policy issues requiring presidential determination. Similarly, the Homeland Security Council (HSC), established by reference b and subsequently codified into law by reference c, is the principal forum for considering homeland security policy issues requiring presidential determination, especially those concerning terrorism within the United States.

b. References c and d establish the current organizational structure for the NSC, whose statutory members are the President, Vice President, Secretary of State, Secretary of Defense, and Secretary of Energy. The Director of National Intelligence (DNI, reference a) and Chairman of the Joint Chiefs of Staff (hereafter called "the Chairman") are statutory advisers to the NSC. Accordingly, within the Department of Defense, the Secretary of Defense and the Chairman attend meetings of the full NSC and of the NSC Principals Committee (NSC/PC); the Deputy Secretary of Defense or Under Secretary of

Defense for Policy and the Vice Chairman of the Joint Chiefs of Staff (hereafter referred to as “the Vice Chairman”) attend meetings of the NSC Deputies Committee (NSC/DC); and both the Office of the Secretary of Defense (OSD) and the Joint Staff are represented in meetings of the NSC Interagency Policy Committees (NSC/IPC).

c. References c and e establish the current organizational structure of the HSC, whose statutory members are the President, Vice President, Secretary of Homeland Security, Attorney General, and Secretary of Defense. The Chairman is a statutory adviser to the HSC (reference c). Accordingly, within the Department of Defense, the Secretary of Defense and the Chairman attend meetings of the full HSC and of the HSC Principals Committee (HSC/PC); the Deputy Secretary of Defense or Under Secretary of Defense for Policy and the Vice Chairman attend meetings of the HSC Deputies Committee (HSC/DC); and both OSD and the Joint Staff are represented in meetings of the HSC Interagency Policy Committees (HSC/IPC).

d. The NSC and HSC systems provide a framework for establishing policy objectives, developing policy options, considering implications, coordinating operational crises that require inter-departmental consideration, developing recommendations for the President, and monitoring policy implementation. These councils also provide the institutional channels through which the Chairman discharges a substantial part of the statutory responsibilities as the principal military adviser to the President and the Secretary of Defense. The Chairman regularly attends NSC and HSC meetings and presents the Chairman’s views and those — including dissenting and minority views — of the other members of the Joint Chiefs of Staff (JCS).

e. On 23 February 2009, the President directed (via reference f) the Assistant to the President for Homeland Security and Counterterrorism to lead a 60-day interagency review of ways to reform the White House organization for homeland security and counterterrorism. Ultimately, the review team developed a series of recommendations intended to strengthen the U.S. Government’s ability to develop and implement policies that comprehensively address the full range of transnational security challenges threatening the security of the country and the safety of its citizens in the 21<sup>st</sup> Century. Most notably, the President approved the integration of the NSC staff and the HSC staff. The full range of 21<sup>st</sup> Century transnational issues that threaten the country — including weapons of mass destruction, cyber attacks, terrorism, pandemic influenza, and catastrophic natural disasters — have rendered homeland security indistinguishable from national security. Accordingly, the two separate staffs that advise and staff the President on these issues were fully integrated into a new National Security Staff (NSS) under the Assistant to the President for National Security Affairs in order to eliminate the unnecessary and potentially harmful seams posed by this artificial foreign-domestic divide.

The two statutorily defined councils were retained, but now they and their associated staffs operate in a fully integrated fashion.

5. Definitions. See Glossary.

6. Responsibilities

a. The Chairman is the statutory principal military adviser to the President, Secretary of Defense, the NSC, and the HSC, per references c and g. The Chairman functions under the authority, direction, and control of the President and Secretary of Defense, transmits communications between the President and/or Secretary of Defense and Combatant Commanders, and oversees activities of Combatant Commanders as directed by the Secretary of Defense. Per references c, d, e, and g, the Chairman represents military interests at meetings of the NSC/PC and the HSC/PC.

b. The Vice Chairman represents military interests at meetings of the NSC/DC and the HSC/DC, in accordance with references d and g. Per reference g, the Vice Chairman also acts as Chairman and represents the Chairman on the NSC, the HSC, the NSC/PC, and the HSC/PC, when necessary.

c. The Assistant to the Chairman of the Joint Chiefs of Staff (hereafter referred to as “the Assistant to the Chairman”) oversees matters requiring close personal control by the Chairman, with a particular focus on international relations, politico-military concerns, and homeland security matters. The Assistant to the Chairman represents the Chairman, as necessary, at all levels within interagency forums.

d. The Director, Joint Staff coordinates the work of the Joint Staff, supervises and provides guidance to Joint Staff directorates and offices, assists the Chairman in discharging CJCS managerial and organizational duties, presides over meetings of the Operations Deputies (OpsDepts), and provides representation at meetings of the Deputy Operations Deputies (DepOpsDepts), in accordance with references g, h, and i.

e. The Director for Operations provides advice on the execution of military operations and represents or accompanies the Chairman in interagency meetings dealing with operational issues.

f. The Director for Logistics assesses logistic implications of contemplated operations from its Joint Logistics Operations Center to the interagency forum and represents or accompanies the Chairman in interagency meetings dealing with logistic issues.

g. The Director for Strategic Plans and Policy bears overall responsibility within the Joint Staff for interagency affairs. The J-5 directorate serves to focus the Joint Staff on particular NSC and HSC matters for policy and planning purposes and represents or accompanies the Chairman or Vice Chairman in interagency meetings dealing with strategy, plans, or policy issues.

h. The Director for Operational Plans and Joint Force Development sponsors interagency seminars and war games in support of the adaptive planning process and represents or accompanies the Chairman or Vice Chairman in interagency meetings dealing with related issues.

i. Other Joint Staff Directors (J-directors) represent or accompany the Chairman or Vice Chairman in interagency meetings dealing with issues within their purview or as directed by the Chairman, Vice Chairman, Assistant to the Chairman, or DJS.

j. The National Joint Operations and Intelligence Center Current Operations Element receives sensitive and routine communications and materials from the White House and from the interagency community and distributes them within the Joint Staff in accordance with reference j. Distribution outside the Joint Staff (to the Combatant Commands and other military organizations that participate in senior-level interagency meetings) is situationally dependent and will be coordinated with the Special Assistant for Interagency Affairs.

k. The Special Assistant for Interagency Affairs ensures the situational awareness of the Joint Staff senior leadership regarding interagency issues, activity, and requirements; coordinates senior-level Joint Staff participation in interagency forums; tasks appropriate elements of the Joint Staff to prepare responses to requests from the White House and other interagency organizations; and serves as the primary liaison between the Joint Staff and the White House, as well as with the various USG executive departments and agencies participating in the NSC and HSC systems.

7. Summary of Changes. Updates the document throughout to reflect changes in terminology and references resulting from a change in presidential administrations as well as organizational realignments within the Joint Staff and National Security Staff. Also updates Enclosure D to include information on Presidential Directive nomenclature.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page—[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives).

9. Effective Date. This instruction is effective immediately.

FOR 

WILLIAM E. GORTNEY  
VADM, USN  
Director, Joint Staff

Enclosures:

- A—The National Security Council System
- B—The Homeland Security Council System
- C—Intradepartmental Relationships
- D—Presidential Directives and Other Interagency Materials
- E—References
- GL—Glossary

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DISTRIBUTION

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Assistant to the President for Homeland Security and Counterterrorism.....	2

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ENCLOSURE A

THE NATIONAL SECURITY COUNCIL SYSTEM

1. National Security Council

a. The NSC is the principal forum for consideration of national security policy issues requiring presidential determination. The NSC 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). Along with its subordinate committees, the NSC is the principal means for coordinating, developing, and implementing national security policy.

b. The statutory members of the NSC are the President, Vice President, Secretary of State, Secretary of Defense, and Secretary of Energy. The Director of National Intelligence (DNI) and the Chairman attend NSC meetings in their capacities as statutory advisers. Membership has been expanded by reference d to include the Secretary of the Treasury, the Attorney General, the Secretary of Homeland Security, the Representative of the United States of America to the United Nations (UN Representative), the Chief of Staff to the President, and the Assistant to the President for National Security Affairs (APNSA), who is responsible for determining meeting agendas, preparing necessary papers, and recording NSC actions and presidential decisions.

c. The Counsel to the President is invited to attend every NSC meeting, and the Assistant to the President and Deputy National Security Advisor attends every meeting and serves as Secretary.

d. When meetings pertain to their responsibilities, the Attorney General, the Director of the Office of Management and Budget (OMB), heads of other executive departments and agencies, and other senior officials are invited to attend NSC meetings, as appropriate.

2. NSC Principals Committee. The NSC/PC is the senior (Cabinet-level) interagency forum for consideration of policy issues affecting national security. The regular members of the NSC/PC are the Secretary of State, Secretary of the Treasury, Secretary of Defense, Attorney General, Secretary of Energy, Secretary of Homeland Security, OMB Director, UN Representative, Chief of Staff to the President, DNI, APNSA (who serves as chair), and the Chairman. The Deputy National Security Adviser (who serves as executive secretary), Deputy Secretary of State, the Counsel to the President, and Assistant to the Vice President for National Security Affairs are invited to attend every meeting

of the NSC/PC. Other heads of departments and agencies, and other senior officials are invited to attend NSC/PC meetings where appropriate.

3. NSC Deputies Committee

a. The NSC/DC is the senior sub-Cabinet interagency forum for consideration of policy issues affecting national security. The NSC/DC prescribes and reviews the work of the NSC interagency groups, helps to ensure that issues brought before the NSC/PC or the NSC have been properly analyzed and prepared for decision, and oversees day-to-day crisis management and prevention.

b. Regular members of the NSC/DC are the Deputy Secretary of State, Deputy Secretary of the Treasury, Deputy Secretary of Defense, Deputy Secretary of Energy, the Deputy Attorney General, Deputy Secretary of Homeland Security, Deputy OMB Director, Principal Deputy DNI, Vice Chairman, Assistant to the Vice President for National Security Affairs, and the Assistant to the President and Deputy National Security Adviser (who serves as chair).

c. When international economic issues are on the agenda, the Deputy Assistant to the President and Deputy National Security Advisor for International Economics may chair. Other senior officials are invited where appropriate.

4. NSC Interagency Policy Committees. The main day-to-day forums for interagency coordination of national security policy, NSC/IPC manage the development and implementation of national security policies by multiple agencies of the USG. NSC/IPC provide policy analysis for consideration by the more senior committees of the NSC system and ensure timely responses to decisions made by the President. The NSC/DC may establish additional NSC/IPC, as appropriate. The chair of each NSC/IPC may establish subordinate working groups to assist the NSC/IPC in performing its duties.

ENCLOSURE B

THE HOMELAND SECURITY COUNCIL SYSTEM

1. Homeland Security Council

a. The HSC system is the primary forum for ensuring coordination of all homeland security-related activities among executive departments and agencies and promoting the effective development and implementation of all homeland security policies. Per reference c, the HSC is responsible for advising the President on homeland security matters.

b. The function of the HSC is to coordinate the policies and functions of the USG relating to homeland security by:

(1) Assessing the objectives, commitments, and risks of the United States in the interest of homeland security and making resulting recommendations to the President.

(2) Overseeing and reviewing homeland security policies of the federal government and making resulting recommendations to the President.

(3) Performing such other functions as the President may direct.

c. The statutory members of the HSC are the President, Vice President, Secretary of Homeland Security, Attorney General, Secretary of Defense, and any other individuals designated by the President. Per reference b, such additional members include the Secretaries of the Treasury, Health and Human Services, and Transportation; Directors of the Federal Bureau of Investigation and Central Intelligence Agency; Administrator of the Federal Emergency Management Agency; and the Assistant to the President for Homeland Security and Counterterrorism. The DNI and the Chairman are statutory advisers to the HSC. Other heads of departments and agencies and other senior officials are invited to attend HSC meetings where appropriate.

d. The President may convene joint meetings of the HSC and NSC with participation by members of either council or as the President may otherwise direct.

2. HSC Principals Committee

a. Per reference e, the HSC/PC is the senior (Cabinet-level) interagency forum for homeland security issues and is composed of the following members: the Secretary of Homeland Security, the Secretary of Defense, Attorney

General, Secretary of Health and Human Services, Secretary of Transportation, Director of the OMB, the Assistant to the President for Homeland Security and Counterterrorism (who serves as chair, determines the agendas, and ensures that all necessary papers are prepared), the Assistant to the President and Chief of Staff, DNI, Director of the Federal Bureau of Investigation, Director of the Federal Emergency Management Agency, and Assistant to the President and Chief of Staff to the Vice President. The APNSA is invited to attend all HSC/PC meetings.

b. The following are invited to meetings when issues pertaining to their responsibilities and expertise are discussed: the Chairman, Secretary of State, Secretary of the Interior, Secretary of Agriculture, Secretary of Commerce, Secretary of Labor, Secretary of Energy, Secretary of Veterans Affairs, Administrator of the Environmental Protection Agency, and the Deputy National Security Advisor for Combating Terrorism. Other heads of departments and agencies and senior officials are invited, when appropriate.

### 3. HSC Deputies Committee

a. The HSC/DC is the senior sub-Cabinet interagency forum for consideration of policy issues affecting homeland security. The HSC/DC tasks and reviews the work of the HSC interagency groups and helps ensure that issues brought before the HSC/PC or HSC have been properly analyzed and prepared for action.

b. The regular members of the HSC/DC include: the Deputy Secretary of Homeland Security, Deputy Secretary of the Treasury, Deputy Secretary of Defense, Deputy Attorney General, Deputy Secretary of Health and Human Services, Deputy Secretary of Transportation, Deputy Homeland Security Advisor (who serves as chair, determines the agendas, and ensures that necessary papers are prepared), Principal Deputy DNI, Deputy Director of the Federal Bureau of Investigation, Deputy Director of the Federal Emergency Management Agency, Deputy Director of the OMB, and Assistant to the President and Chief of Staff to the Vice President. The Assistant to the President and Deputy National Security Advisor are invited to attend all meetings of the HSC/DC.

c. The following are invited to attend when issues pertaining to their responsibilities and expertise are to be discussed: the Vice Chairman, Deputy Secretary of State, Deputy Secretary of the Interior, Deputy Secretary of Agriculture, Deputy Secretary of Commerce, Deputy Secretary of Labor, Deputy Secretary of Energy, Deputy Secretary of Veterans Affairs, Deputy Administrator of the Environmental Protection Agency, Deputy National Security Advisor for Combating Terrorism, and the Special Advisor to the President for Cyberspace Security. Other senior officials are invited, when appropriate.

4. HSC Interagency Policy Committees. The main day-to-day forums for interagency coordination of homeland security policy, HSC/IPC's coordinate the development and implementation of homeland security policies by multiple departments and agencies throughout the Federal government, and coordinate those policies with state and local governments. HSC/IPC's provide policy analysis for consideration by the more senior committees of the HSC system and ensure timely responses to decisions made by the President. Each HSC/IPC includes representatives from the executive departments, offices, and agencies represented in the HSC/DC. Representatives of other executive departments and agencies may attend meetings when appropriate. The Assistant to the President for Homeland Security, in consultation with other HSC members, may establish additional HSC/IPC's as directed by the President. The chair of each HSC/IPC may establish subordinate working groups to assist the HSC/IPC in the performance of its duties.

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## ENCLOSURE C

### INTRADEPARTMENTAL RELATIONSHIPS

1. The President and Secretary of Defense exercise authority over the Armed Forces of the United States through the Combatant Commanders and the Secretaries of the Military Departments, who in turn exercise authority over the Chiefs of the Services for those forces not assigned to the combatant commands.

a. President of the United States. Under reference k, the President is sworn to “preserve, protect, and defend the Constitution of the United States” and, as Commander-in-Chief of all U.S. military forces, is responsible for decisions to utilize military force and preparation of an annual budget for submission to Congress necessary to maintain trained and ready forces. The President, assisted by the NSC, develops the National Security Strategy, employing all elements of national power to achieve national security objectives.

b. Secretary of Defense. Principal assistant to the President for all DOD matters with authority, direction, and control over the entire Department of Defense, the Secretary of Defense is appointed by and responsible to the President for oversight of readiness and training of U.S. military forces. Under reference g, the DOD responsibilities include: supporting and defending the Constitution of the United States against all enemies, foreign and domestic; ensuring, by timely and effective military action, the security of the United States, its possessions, and areas vital to its interests; and upholding and advancing the national policies and interests of the United States as directed by the President and in accordance with the Constitution and laws of the United States. The Secretary of Defense may advise the President directly, or through the NSC, on the appropriate use of military forces. As the principal staff element in policy development, policy planning, resource management, fiscal, and program evaluation responsibilities, OSD represents DOD intradepartmental and policy interests.

#### 2. Joint Chiefs of Staff

a. Chairman of the Joint Chiefs of Staff. As the principal military adviser to the President, Secretary of Defense, NSC, and HSC, the Chairman functions under the authority, direction, and control of the President and Secretary of Defense, per references g and l. The Chairman transmits communications between the President and/or Secretary of Defense and Combatant Commanders, and oversees Combatant Command activities as directed by the Secretary of Defense. The Chairman and the Joint Chiefs of Staff (JCS) advise

the President and Secretary of Defense concerning the application of military power. In doing so, the Chairman presents his personal views (as well as any divergent views of other JCS members) and those of the Combatant Commanders. The Chairman acts as spokesperson for the Combatant Commanders, especially on their operational requirements, and represents Combatant Command interests in the NSC and HSC systems through direct communication with the Combatant Commanders and their staffs.

b. The Joint Staff. Subject to authority, direction, and control of the Chairman, the Joint Staff supports the Chairman and other JCS members in assisting the President and Secretary of Defense with national strategic direction and unified operation of the Armed Forces. The Joint Staff maintains active liaison and full coordination with OSD in developing DOD positions to be provided to the President, Secretary of Defense, NSC, and HSC, and in dealing with intradepartmental issues. The Joint Staff provides operational support through the Chairman or CJCS designee for OSD policy decisions by coordinating with the Combatant Commanders and preparing (to include defining command and interagency relationships) appropriate directives (warning, alert, and execute orders) for SecDef approval. The Joint Staff coordinates with the Services and Combatant Commanders in soliciting input during planning, in the formulation of military advice, and in representing joint force concerns.

3. Military Services. The authority vested in the Services in the performance of their roles flows as follows: the President, Secretary of Defense, Service Secretaries, Service Chiefs. Per reference n, subject to SecDef authority, direction, and control, and statutory provisions governing the combatant commanders, the Services organize, train, supply, and equip forces for assignment to combatant commands and exercise authority, direction, and control (through the Service Chiefs) of their forces not specifically assigned to Combatant Commands. Service Secretaries may be designated by the Secretary of Defense as executive agents for direction and coordination of DOD activities in support of specific mission areas. The Services implement national security policy, but they do not participate directly in the policy-making activities of the interagency process; rather, they are represented primarily by the Chairman. The Services provide for senior-level representation at JCS, OpsDepts, and DepOpsDepts meetings in the JCS Conference Room ("Tank") in accordance with references h and i.

4. Combatant Commands. The Combatant Commands, whose missions, responsibilities, and areas of responsibility are established in the Unified Command Plan, have broad, continuing missions and, at present, are all unified combatant commands composed of forces from two or more Military Departments in accordance with reference l. In accordance with reference g, the Combatant Commanders exercise command authority over assigned forces and are directly responsible to the President and Secretary of Defense for the

performance of assigned missions and the preparedness of their commands to perform assigned missions. Per reference o, although Combatant Commanders sometimes participate directly in the interagency process by directly communicating with committees and groups of the NSC and HSC systems and by working with the interagency to integrate military with diplomatic, economic, and informational instruments of national power, the normal conduit for information between the President, Secretary of Defense, NSC, HSC, and a Combatant Command is the Chairman. Combatant commanders develop mission statements and concepts of operations based on the direction of the President and Secretary of Defense through the Chairman. Combatant Commanders plan and execute joint military operations in support of U.S. national security interests and plan for the appropriate combination and utilization of forces in contingency operations; determine military capabilities based on mission analysis and task components to identify forces for specified capabilities; and designate joint task forces (JTFs) and determine, with the JTF commanders, the military forces and other national means required to accomplish the mission, allocate or request military forces, and determine the JTF command relationship.

5. Presentation of Positions. The Joint Staff and OSD maintain active liaison and full coordination in developing DOD positions to be provided to the President, Secretary of Defense, the NSC, and the HSC. When presenting a position to the White House or elsewhere within the interagency, it is important to use the correct and common terminology indicating the level of approval and authority it represents.

a. DOD Position. A DOD position is one that has been approved by the Secretary of Defense or SecDef-designated representative following full coordination among all appropriate DOD elements.

b. CJCS Position. A CJCS position is one that has been approved verbally or in writing by the Chairman or by the Vice Chairman; Assistant to the Chairman; Director, Joint Staff; or Vice Director, Joint Staff on behalf of the Chairman following full coordination among all appropriate elements.

c. JCS Position. A JCS position is one that has been approved during a JCS Tank meeting and includes consideration of any dissenting views.

d. Proposed Position. A “J-directorate proposed position” is one presented by or on behalf of one of the Joint Staff directors (J-1 through J-8 and DOM) that does not fall into one of the above categories. Such a position should never claim to represent the views of the Department of Defense, the Chairman, or JCS or be referred to as a “Joint Staff position.”

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ENCLOSURE D

PRESIDENTIAL DIRECTIVES AND OTHER INTERAGENCY MATERIALS

1. Background

a. Since 1947, Presidential Directives (PDs) have communicated presidential decisions regarding national security policy throughout the Executive Branch of the U.S. Government. The nomenclature of each PD series varies by presidential administration, as indicated in the following table:

DIRECTIVE TYPE(S)	ACRONYM(S)	ADMINISTRATION(S)	YEARS
National Security Council Memoranda	NSC	Harry S. Truman Dwight D. Eisenhower	1947-1961
National Security Action Memoranda	NSAM	John F. Kennedy Lyndon B. Johnson	1961-1969
National Security Decision Memoranda National Security Study Memoranda	NSDM NSSM	Richard M. Nixon Gerald R. Ford	1969-1977
Presidential Directives Presidential Review Memoranda	PD PRM	James E. Carter	1977-1981
National Security Decision Directives National Security Study Directives	NSDD NSSD	Ronald W. Reagan	1981-1989
National Security Directives National Security Reviews	NSD NSR	George H. W. Bush	1989-1993
Presidential Decision Directives Presidential Review Directives	PDD PRD	William J. Clinton	1993-2000
National Security Presidential Directives Homeland Security Presidential Directives	NSPD HSPD	George W. Bush	2000-2009
Presidential Policy Directives Presidential Study Directives	PPD PSD	Barack H. Obama	2009-

PDs, regardless of nomenclature, carry the same weight as Executive Orders. PDs from prior administrations remain in force until superseded by a subsequent PD or otherwise cancelled by the President.

b. Presidential Policy Directives (PPDs), signed by the President, serve as “an instrument for communicating presidential decisions about the national security policies of the United States” (reference d). NSC policy (reference p) for protection of NSC information specifies that only individuals with a valid need-to-know will be provided PPD information to perform their functions in a timely

and efficient manner, consistent with security requirements. As statutory advisor to the NSC and HSC, the Chairman receives copies of all PPDs unless official policy dictates otherwise.

## 2. Receipt

a. When a new PD classified up to and including TOP SECRET is signed by the President, the Joint Secretariat (SJS) Administrative Support Branch (ASB) courier obtains the Chairman's copy from the White House and provides it to the Special Assistant for Interagency Affairs (SAIA), J-5, for guidance in determining distribution. SAIA confers with the Joint Staff subject matter expert, as necessary, and recommends initial distribution to the SJS Editorial and Action Processing Branch (EAPB). EAPB prepares two Secretariat Memorandums (SMs):

(1) One for signature by the Secretary, Joint Staff to addressees within the continental United States (CONUS) and, where appropriate, to the NSC or HSC.

(2) The other for requesting authorization to distribute the PD to addressees outside the continental United States (OCONUS). Upon signature by the Secretary, Joint Staff the SM and PD are returned to ASB for reproduction.

b. The Chairman's copies of PDs classified higher than TOP SECRET are transmitted from the White House via intelligence channels to Special Activities Division (SAD), Deputy Directorate for Global Operations, Directorate for Operations (J-3). J-3/SAD ensures that the appropriate persons on the Joint Staff receive these documents directly. Such PDs are not reproduced or further disseminated.

## 3. Reproduction

a. Initial Reproduction. NSC guidance stipulates "Any agency or department handling NSC information will hold the number of persons having access to such information to the absolute minimum consistent with efficient operations of the NSC system and will strictly control document dissemination and reproduction to carry out existing law" (reference p).

(1) Based on the foregoing, ASB makes initial reproduction of PDs. Initially-reproduced copies will be given alphanumeric control numbers in the A series and will reflect the number of copies and page count (including the covering SM) of each reproduced copy; accordingly, the SM of each copy will be marked as follows:

COPY X OF X COPIES EACH OF X PAGES; SERIES A

(2) Following initial distribution, the Chairman's copy of the PD is transferred to SJS Information Management Division (IMD) for safekeeping.

b. Subsequent Reproduction. Upon White House approval to distribute a PD to OCONUS addressees and when the Secretary, Joint Staff or SAIA authorizes distribution to subsequent addressees, EAPB prepares a Change (1, 2, etc.) to the appropriate SM for signature by the Secretary, Joint Staff. EAPB provides the signed change SM to ASB for distribution (without the PD attached) to all previous addressees and to IMD. IMD attaches all change SMs and the original SM to the Chairman's copy of the PD and makes additional copies, numbering them as described above, but using the next sequential series (B, C, etc.) for each subsequent set of copies. A request for a copy of a PD by an activity not previously approved for distribution must be in writing, include a brief justification of need, and be addressed to SAIA at the following address:

SPECIAL ASSISTANT FOR INTERAGENCY AFFAIRS  
STRATEGIC PLANS AND POLICY DIRECTORATE  
5000 JOINT STAFF PENTAGON  
WASHINGTON, D.C. 20318-5000

c. Replacement Reproduction. Requests for replacement copies of PDs from those activities already approved for distribution must be provided in writing from the office of the appropriate activity head and be addressed to SAIA at the above address. A statement must be included regarding the circumstances surrounding the disposition of the original document. All requests for copies of PDs from one activity to another activity should be referred to the SAIA.

#### 4. Distribution

a. Scheme. Distribution from the Chairman's copies of PDs is normally made to the activity heads listed below.

Chairman	1
Vice Chairman	1
Chief of Staff, US Army	1
Chief of Naval Operations	1
Chief of Staff, US Air Force	1
Commandant, US Marine Corps	1
CONUS Combatant Commanders	1 each (as needed)
OCONUS Combatant Commanders	1 each (as needed after NSC approval)

Defense Intelligence Agency (in conjunction with Joint Staff Intelligence Directorate)	1
Assistant to the Chairman	1
Director, Joint Staff	1
Directors of Joint Staff Directorates	1
Secretary, Joint Staff	1
Special Assistant to the Chairman	1
Office of the Chairman, Legal Counsel	1
Special Assistant for Interagency Affairs (J-5)	1
Other activities as directed by SJS	1 each

b. CONUS Distribution. SJS distribution outside the Joint Staff, but within the Pentagon, is accomplished expeditiously by secure means in sealed envelopes, marked with the classification level and copy number of contents, EYES ONLY-by name to the addressee. A chain of receipts is required. SJS distribution outside the building, but within CONUS, will be IAW the foregoing; further, the package will be double wrapped to show no security markings on the outer wrapper. SJS distribution within the Joint Staff will be made expeditiously by secure means.

c. OCONUS Distribution. OCONUS distribution of PDs must be approved by the White House on a case-by-case basis (reference q). For newly published PDs, EAPB faxes a request for approval to the office of the appropriate White House authority; White House decisions to release PDs are telephoned to SJS Actions Division (reference r). To protect the integrity of the original document, SJS will ensure the format of the PD is redacted to remove its distinctive characteristics (letterhead, addressees, signature block, and log number) (reference p).

## 5. Control

a. A cover sheet (DD Form 2275 or equivalent) will be placed atop each copy of a PD. The cover sheet and the document will carry the same alphanumeric control number. The highest classification of the document will be conspicuously reflected at the top and bottom of the cover sheet. Each person accessing the document must sign and date the cover sheet. The following information will be reflected on the cover sheet:

“NOTICE

“The attached document contains classified National Security Council Information. It is to be read and discussed only by persons authorized by law.

“Your signature acknowledges you are such a person and you promise you will show or discuss information contained in the document only with persons who are authorized by law to have access to this document.

“Persons handling this document acknowledge he or she knows and understands the security law relating thereto and will cooperate fully with any lawful investigation by the United States Government into any unauthorized disclosure of classified information contained herein.”

b. Activity heads receiving an initial distribution copy of an PD from SJS are authorized to further reproduce the document only within their own activity (Service, Combatant Command, J-directorate, etc.) and on a strict “need-to-know” basis. Reproduced copies will bear an alpha-numeric control number that includes the activity’s specific Arabic copy number (as shown on the SJS-provided document); for example, if the activity’s document control number is “Copy 11 of 13 copies, Series A,” its reproduced control number should be 11A and the copy marked with that number. A signed record of all copies made (via JS Form 74 or equivalent) will be kept with the activity head’s copy. Subsequent reproductions will be made from the activity head’s copy and will reflect the next consecutive series; in the foregoing example, “11A(A),” “11A(B),” etc. All copies made from an activity head’s copy will be conspicuously marked “DO NOT REPRODUCE.” A cover sheet as described above will cover the document at all times.

c. PDs will be kept in a locked container when not in use, regardless of classification. PDs classified up to and including TOP SECRET will be handled using TOP SECRET control procedures, regardless of classification. PDs classified higher than TOP SECRET will be handled using Sensitive Compartmented Information control procedures. All individuals viewing a PD must sign its cover sheet. Further reproduction and dissemination within an activity may only be authorized by the appropriate activity head. Requests for copies of PDs from organizations external to the Joint Staff should be referred to their activity head, SAIA, or the SJS.

6. Electronic Processing

a. PDs. Draft (unsigned) and official (signed) PDs classified TOP SECRET and below may be scanned or otherwise electronically captured and stored only within systems providing the same level of security and access control as is otherwise required in this Instruction and its references. However, while draft PDs may be transmitted electronically (via secure e-mail or other secure workflow system) for coordination purposes, official PDs may not be electronically transmitted in this manner; the latter may only be stored within a system containing strict access controls and transmitted electronically only in a redacted or summarized form. PDs classified higher than TOP SECRET will be handled IAW appropriate security regulations governing control of material at their classification level.

b. NSC Information. Reference o defines NSC information as “(1) any document prepared by or intended primarily for use by the NSC, its interagency groups..., or its associated committees and groups, and (2) deliberations of the NSC, its interagency groups..., or its associated committees or groups.” NSC information includes materials sent among the White House and the various executive departments and agencies via the Washington Area High Speed Facsimile System (WASHFAX), its electronic counterpart (eWASH), and e-mail. NSC information sent to the Joint Staff may be electronically stored and transmitted only within the Joint Staff’s secure network; it may only be transmitted outside the Joint Staff’s secure network in a redacted or summarized form.

7. Destruction. When no longer needed, copies of PDs must be returned to the activity head from whom they originated for destruction IAW TOP SECRET or Sensitive Compartmented Information control procedures, as appropriate. A record of the disposition of all copies of PDs made within an activity will be maintained with the original activity head copies.

ENCLOSURE E

REFERENCES

- a. Title 50, United States Code, sections 401, 402, 403, and 404a
- b. Executive Order 13228, 8 October 2001, "Establishing the Office of Homeland Security and the Homeland Security Council"
- c. Title 6, United States Code, sections 491, 492, 493, 494, 495, and 496
- d. Presidential Policy Directive-1, 13 February 2009, "Organization of the National Security Council System"
- e. Homeland Security Presidential Directive-1, 29 October 2001, "Organization and Operation of the Homeland Security Council System"
- f. Presidential Study Directive-1, 23 February 2009, "Organizing for Homeland Security and Counterterrorism"
- g. Title 10, United States Code, sections 113, 131, 132, 151, 153, 154, 155, 161, 162, 163, 164, and 165
- h. CJCS Instruction 5002.01 series, "Meetings in the JCS Conference Room"
- i. MCM 93-98, 28 April 1998, "Charter of the Operations Deputies and Deputy Operations Deputies"
- j. "Concept of Operations for the National Joint Operations and Intelligence Center," 29 April 2011
- k. Constitution of the United States of America, Article II, sections 1 and 2
- l. DOD Directive 5100.01, 21 December 2010, "Functions of the Department of Defense and Its Major Components"
- m. DOD Directive 5100.03, 9 February 2011, "Support of the Headquarters of Combatant and Subordinate Joint Commands"
- n. DOD Directive 5100.73, 1 December 2007 (incorporating Change 1 as of 10 September 2009), "Major Department of Defense Headquarters Activities"
- o. Joint Publication 3-08, 24 June 2011, "Interorganizational Coordination During Joint Operations"

- p. NSC memorandum, 604, 2 February 1982, "Implementation of NSDD-19 on Protection of Classified National Security Council and Intelligence Information"
- q. NSC memorandum, 28 January 1994, "JCS Request for Authorization to Distribute PDDs/PRDs to CINCs Outside CONUS (U)"
- r. NSC memorandum, 21396, 15 July 1994, "Distribution of PDDs/PRDs to CINCs Outside CONUS (U)"
- s. Joint Publication 1-02, 8 November 2010, "Department of Defense Dictionary of Military and Associated Terms" (as amended through 15 October 2011)

GLOSSARY

PART I — ABBREVIATIONS AND ACRONYMS

ASB	Administrative Support Branch, Joint Secretariat
CJCS	Chairman of the Joint Chiefs of Staff
CONUS	continental United States
DepOpsDepts	Deputy Operations Deputies
DJS	Director, Joint Staff
DNI	Director of National Intelligence
DOD	Department of Defense
EAPB	Editorial and Action Processing Branch, Joint Secretariat
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
HHS	Health and Human Services
HSC	Homeland Security Council
HSC/DC	Homeland Security Council Deputies Committee
HSC/IPC	Homeland Security Council Interagency Policy Committee
HSC/PC	Homeland Security Council Principals Committee
HSPD	Homeland Security Presidential Directive
IAW	in accordance with
IMD	Information Management Division, Joint Secretariat
J-3	Directorate for Operations, Joint Staff
J-5	Directorate for Strategic Plans and Policy, Joint Staff
JCS	Joint Chiefs of Staff
J-directorate	Joint Staff directorate
JTF	joint task force
NSAM	National Security Action Memorandum
NSC	National Security Council
NSC/DC	National Security Council Deputies Committee
NSC/IPC	National Security Council Interagency Policy Committee
NSC/PC	National Security Council Principals Committee
NSD	National Security Directive
NSDD	National Security Decision Directive

NSDM	National Security Decision Memorandum
NSPD	National Security Presidential Directive
NSR	National Security Review
NSS	National Security Staff
NSSD	National Security Study Directive
NSSM	National Security Study Memorandum
OCONUS	outside the continental United States
OMB	Office of Management and Budget
OpsDepts	Operations Deputies
OSD	Office of the Secretary of Defense
PD	Presidential Directive
PDD	Presidential Decision Directive
PPD	Presidential Policy Directive
PRD	Presidential Review Directive
PRM	Presidential Review Memorandum
PSD	Presidential Study Directive
SAD	Special Actions Division, J-3
SAIA	Special Assistant for Interagency Affairs, J-5
SecDef	Secretary of Defense
SecTrans	Secretary of Transportation
SJS	Secretary, Joint Staff
SM	Secretary Memorandum
US	United States
USG	United States government
VA	Veterans Affairs or Veterans Administration

PART II — TERMS AND DEFINITIONS

activity head. The head of the offices and/or activities to which the Secretary, Joint Staff, distributes Presidential Directives.

combatant commander. A commander of one of the unified or specified combatant commands established by the President. (reference s)

homeland security. A concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur. (reference s)

Homeland Security Council system. A process to ensure coordination of all homeland security-related activities among executive departments and agencies and promote the effective development and implementation of all homeland security policies. (reference e)

interagency. Actions involving multiple business, service, or governmental departments.

interagency coordination. Within the context of DOD involvement, the coordination that occurs between elements of the Department of Defense and engaged USG agencies, nongovernmental organizations, and regional and international organizations for the purpose of accomplishing an objective. (reference s)

interagency process. Process of developing, coordinating, and implementing U.S. national security or homeland security policy by multiple agencies within the Executive Branch of the USG.

international organization. Organizations with global mandates, generally funded by contributions from national governments. Examples include the International Committee of the Red Cross, the International Organization for Migration, and United Nation agencies. (reference s)

Joint Staff. The staff under the Chairman of the Joint Chiefs of Staff as provided for in the National Security Act of 1947, as amended by the Goldwater-Nichols Department of Defense Reorganization Act of 1986. The Joint Staff assists the Chairman and, subject to the authority, direction, and control of the Chairman, the other members of the Joint Chiefs of Staff in carrying out their responsibilities. (reference s)

joint task force. A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. (reference s)

liaison. That contact or intercommunication maintained among elements of military forces or other agencies to ensure mutual understanding and unity of purpose and action. (reference s)

logistics. The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations that deal with: (1) design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of materiel; (2) movement, evacuation, and hospitalization of personnel; (3) acquisition or construction, maintenance, operation, and disposition of facilities; and (4) acquisition or furnishing of services. (reference s)

Military Department. One of the departments within the Department of Defense created by the National Security Council Act of 1947, as amended. (reference s)

national security. A collective term encompassing both national defense and foreign relations of the United States. Specifically, the condition provided by: (1) a military or defense advantage over any foreign nation or group of nations; (2) a favorable foreign relations position; or (3) a defense posture capable of successfully resisting hostile or destructive action from within or without, overt or covert. (reference s)

National Security Council system. A process to coordinate executive departments and agencies in the effective development of all aspects of national security policy—domestic, foreign, military, intelligence, and economic. (reference d)

unified command. A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments that is established and so designated by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Also called **unified combatant command**. (reference s)