



**REPORT OF THE WORKING GROUP ON FOREIGN POLICY INFRASTRUCTURE AND  
GLOBAL INSTITUTIONS  
CO-CHAIRS: JOSEPH S. NYE AND ANNE-MARIE SLAUGHTER**

**Executive Summary**

The United States faces a range of transnational and state-based threats, including catastrophic and conventional terrorism, highly infectious diseases, a global financial meltdown, the rise of China, and dependence on a handful of states for oil. These threats, although different in origin, present common challenges for national security infrastructure. They require a set of national security institutions that can: process, integrate, and analyze vast quantities of information; generate new knowledge collectively on demand; work effectively with each other and with other relevant agencies; adapt continually to changing circumstances; collaborate with foreign counterparts and international institutions on a real-time basis; and partner successfully with the private and nonprofit sectors.

To achieve this capability, the United States must transform existing government institutions and build greater capacity within and beyond government.

**Government organized for the information age**

The effective collection, production, analysis, and distribution of information are central to the success of any national security strategy. The United States must use information more effectively in all aspects of policymaking and implementation, from planning to monitoring to evaluation.

The first challenge in meeting a threat is to understand what we know. The United States needs information networks that make information available to those who need it when they need it. The long-standing model for cooperation across agencies is the interagency working group, created to address specific problems. Today, a need exists instead for continuous networking, information sharing, and collaboration among individuals working on the same issues in different parts of government.

The second challenge is to produce new knowledge effectively and efficiently on demand. Government networks must do more than disseminate information. They must produce new knowledge by allowing participants to work together in the solution of common problems. To this end government must employ second-generation knowledge management tools that have been developed by the private sector. These tools emphasize knowledge production as much as knowledge retrieval and integrate new technology and

innovative techniques of collective learning. The government can break down its stovepipes most effectively not by enabling individuals to find out what others know, but by providing them with the technology and practical experience of joint problem solving.

### **Joined-up government**

The United States needs far more interagency capacity to focus on crosscutting problems and to enable its public officials to work simultaneously with foreign counterparts. Joined-up government requires moving from an organizational framework centered in separate departments to a new model that connects different parts of government quickly and effectively by function.

A successful effort to meet the threats of the 21st century will engage virtually all parts of government, not simply the federal agencies and congressional committees that have traditionally conducted and overseen foreign affairs. Currently, critical national security capabilities and responsibilities, including soft power resources, are fragmented across scores of agencies, with inadequate direction and coordination of the whole. Effective interagency management requires a joined-up approach to strategic planning and government budgeting, funding mechanisms that enable dollars to be moved quickly from one program to another, and stronger and more integrated congressional oversight. The United States needs better metrics for evaluating the success of its national security policies too. Once again, new knowledge management technologies and approaches can help.

Joining up government also means fusing hard and soft power. Hard power is the ability to get what one wants through coercion or payments, whereas soft power is the ability to get what one wants through attraction. To integrate these different forms of power, the United States must devote as much attention to bolstering the civilian components of its national security infrastructure as it devotes to strengthening the military. One valuable step would be the establishment of a National Security Career Path that provides civilian and military personnel with incentives to seek interagency experience, education, and training.

A joined-up U.S. government will be able to work with foreign officials more effectively through trans-governmental networks. The government must ensure that it is organized to participate fully in these networks and that networks exist in all areas where they can advance American security.

### **Joined-up governance**

To meet today's security challenges, the United States must harness the capacity, expertise, and commitment of private businesses, nonprofit organizations, and think tanks. In forming new partnerships and managing existing partnerships with these institutions, government must ensure that they are effective and accountable.

Global challenges of the magnitude facing the United States cannot be met by government alone. Joining up with private corporations and nonprofit organizations enables government to tap their resources, skills, and know-how. The government also would benefit from the establishment of new national security research partnerships with think tanks and universities. Joined-up governance requires as well that the United States facilitate efforts by individuals to move in and out of government during the course of their career.

If partnerships are not carefully monitored, they can waste taxpayer dollars and undermine U.S. national security. Government should therefore engage the private sector and nonprofits to develop norms and standards that regulate their behavior in partnerships. In establishing these guidelines, Congress and the president must ensure that such contracts advance the public interest.