

Unfortunately, neither the National Security Council nor State Department features a career staff that ensures continuity. The former employs foreign policy and defense professionals, who depart when party affiliations of Presidents change. Political appointees people many important positions at the State Department, where key personnel bob in the front door and out the back at high speed. State's bureaucratic backup comes from the Foreign Service, whose members often move rapidly from one staff position to another in Foggy Bottom. There are reasons for these personnel policies, but such instability is not conducive to sound planning.

Political appointees serving the Secretary of Defense suffer from turbulence similar to that described for top staffers in the State Department, but military officers on loan furnish considerable leavening and remain a little longer. Corporate memory comes from career civilian executives, many of whom occupy the same or similar slots a decade or more. Responsibility, in short, is inversely proportional to retainability. Planners with the greatest opportunity to influence defense decisions stay the shortest time.

Officers posted to the Joint Staff rarely appreciate the interlocking nature of land, sea, and aerospace warfare when they report for duty. Perhaps two percent of those assigned in 1982 had any previous joint staff experience. Two-thirds had never served on any high level staff. Legal limits on tenure prevent a professional core from developing. There is no time to form closely integrated teams.

COOPERATIVE EFFORTS

Defense planning components must interlock horizontally as well as vertically, like squares in a crossword puzzle. Open lines of communication are especially important when coequal principals have drastically different