

Richard Nixon Presidential Library
White House Special Files Collection
Folder List

<u>Box Number</u>	<u>Folder Number</u>	<u>Document Date</u>	<u>Document Type</u>	<u>Document Description</u>
41	6	11/25/1968	Letter	To: Robert Haldeman From: John S. D. Eisenhower Re: Staff secretariat in the White House. 4 Pages.
41	6	n.d.	Report	"The Organization and Functioning of the White House Staff Secretariat." 15 Pages.
41	6	n.d.	Book	Photocopy of Commission on Organization of the Executive Branch of the Government report on the essentials of effective organization of the executive branch. 28 Pages.
41	6	08/13/1954	Report	Entitled "Staff Work for the President and the Executive Branch" by Carter Burgess. 17 Pages.
41	6	11/25/n.d.	Memo	To: Bob Haldeman From: Kevin Phillips Re: "In Clarification of my Election Data Memo of Last Week." 1 Page.

JOHN S. D. EISENHOWER

Valley Forge,
Pennsylvania 19481
25 November 1968

Mr. Robert Haldeman
Staff Member to Mr. Nixon
The Wyndham Hotel
42 West 58th Street
New York, New York

Dear Bob:

Pursuant to our telephone conversation today, I would like to offer a few notes on the Staff Secretariat in the White House. I realize that my experience is somewhat out-of-date, but I have maintained a strong interest in the subject (if for no other reason than the fact that I earn a good portion of my living speaking on the subject). What I would like to concentrate on is the subject of the Staff Secretary. Historically in governmental staffs this is a relatively new device. No such secretariat existed in the State Department, for example, before the time of General Marshall.

I believe there is some misconception regarding the role of Goodpaster as Staff Secretary in my Dad's years. He was carried as "Liaison Officer from the Department of Defense," and during the last 2½ years I was his assistant. We carried these titles primarily to camouflage the fact that we were military men performing civilian duties. Nevertheless, I would like to emphasize that there is no need whatsoever for the Staff Secretary to have military background. In fact if you find the right man elsewhere, such is preferable. It just so happened that Goodpaster was the right man.

Now to get on to the Staff Secretary in Dad's time and his duties:

a) One important duty of the Staff Secretary was coordination of actions. At that time the White House received 15,000 letters a week. Under the very capable supervision of Bill Hopkins, this correspondence was sifted out and only the significant mail reached the White House. The pertinent correspondence was distributed by the mail room and each staff officer picked up his actions as necessary. The role of the Staff Secretary in this (working very closely with the Appointment Secretary) was to insure that all pertinent viewpoints

Mr. Robert Haldeman
25 November 1968
Page two

were represented when a Presidential decision was made. Within the White House people knew each other so well that this was not much of a problem.

b) Liaison between the National Security agencies and the President represented the real meat of the job. The agencies most concerned were State, Defense, CIA, AEC, USIA and AID. Some of these, such as AID, were periodically independent and periodically under the wing of the State Department. So far as I could make out the criterion at a given time was how well its chief got along with Dulles.

Now these agencies soon learn that they cannot go directly to the President with every one of their little problems. Therefore, once an individual such as Goodpaster establishes himself in their confidence, then they will be glad to leave secondary problems in his hands.

Parenthetically I might add that issues considered minor by the White House are often considered quite major by the agencies concerned.

Once the Staff Secretary received an action, he would then decide whether it involved only one Department or whether it involved several. If it cut across several Departments or Agencies, he would then ask tactfully regarding the positions of the others. (In such cases it was usually best to let the initiating agency do the staffing.) If all Agencies were happy, Goodpaster or I could get Presidential approval in a second. If differences existed -- say between Defense and State -- then Goodpaster would set up a meeting with the Appointment Secretary to include all interested people.

This function would seem to belong in the purview of the Special Assistant for National Secretary Affairs. Indeed there were areas of overlap and in order to avoid friction both the Staff Secretary and Special Assistant have to be gentlemen and mutually considerate. But the vast majority of problems fall rather clearly in one area or the other, the criterion being immediacy. Gordon Gray, Special Assistant for NSC, was involved primarily in long range planning. Goodpaster was involved in the immediate -- the very latest on Quemoy-Matsu, Lebanon, Suez or Berlin. They bent over backwards to keep each other informed.

c) Daily intelligence briefings of the President, based on documents delivered early in the morning by CIA, State Department and other Agencies. In making these briefings I personally found it necessary to read the newspapers thoroughly beforehand.

Mr. Robert Haldeman
25 November 1968
Page three

d) Records of meetings with the President. This is one of the most important functions of the Staff Secretary. By and large I feel that every visitor to the President's office should be accompanied by the Staff Secretary or his Assistant. The only exception in Dad's time was Dulles, and we have lived to regret it.

Visitors at first tend to cast a fishy eye at the "chaperone," feeling that the presence of a White House staff officer destroys the intimacy of the conversation. Nevertheless, the fact that views are being recorded serves to keep the visitors slightly more cautious in the rendering of advice. And not to be overlooked is the fact that Mr. Nixon will someday want to write his memoirs; 90% of the information available to him in such endeavor will come from his correspondence and from these records of conferences.

(To insure accuracy and establish the confidence of the visitor, I found it advisable often to compare notes with him after we stepped outside the office.)

e) Editing State Department drafts for the President's signature. This is important to personalize them and to eliminate the State Department flavor.

f) In the case of an individual like Goodpaster, with a seemingly infinite capacity for all kinds of work, he tended to take over functions that would surprise one. These included allocation of office space, parking permits, and furniture. He was the custodian of the plans for the state funeral of George Marshall. However the man makes the office. I do not consider these odd-job functions as intrinsic to the job.

I would not be so presumptuous as to recommend who you would want for such a job as Staff Secretary. I know of several people on active duty in the Army who could perform it; perhaps it might be well to consult with Goodpaster. As I mentioned above, however, it is preferable if you can find a man with SGS experience from another agency of government. Arch Calhoun in State, for example (if he's not too high on the pecking order), would be excellent.

Mr. Robert Haldeman
25 November 1968
Page four

I think this has been long enough. I hope you have no objection to my sending a copy to Bryce Harlow.

With best wishes,

Sincerely,

A handwritten signature in cursive script, appearing to read "John".

JSDE:jht

cc: The Honorable Bryce Harlow

THE ORGANIZATION AND FUNCTIONING OF THE

WHITE HOUSE STAFF SECRETARIAT

Log Desk	Tab A
Review Officer	Tab B
Status Officer	Tab C
Action Officer	Tab D
Flow Diagram	Tab E
Files	Tab F

A.

LOG DESK

- I. Upon initial receipt of any document:
 - A. Date stamp.
 - B. Forward to Status Officer.
- II. Upon receipt from Status Officer with instructions for staffing:
 - A. Assign log number.
 - B. Type Action Memo and Record Cards.
 - C. Forward to Review Officer.
- III. Upon return from Review Officer of document for staffing:
 - A. Make necessary copies of document, Action Memo, and Record Cards.
 - B. Forward copies of Action Memo and document to Action Officers and Information Officers.
 - C. File document and copy of Action Memo in ACTION MEMO FILE (by log number).
 - D. File copy of Record Card in SUSPENSE FILE (by suspense date).
 - E. File copy of Record Card in NAME FILE for each Action Officer (In active section by name and log number).
 - F. File copy of record card in SUBJECT FILE.
- IV. Upon return of material from Action Officer:
 - A. Pull card from Suspense File and make appropriate notation.
 - B. Pull packet from Action Memo File and attach to incoming material.

- C. Forward to Status Officer.
- V. Upon receipt of document from Review Officer to be forwarded to the President:
- A. Determine if it has received previous processing.
 - B. If it has received previous processing, place card from Suspense File in the PRESIDENTIAL ACTION PENDING FILE (by log number).
 - C. If it has not received previous processing:
 - 1) Assign log number and type Record Card set.
 - 2) File copy of card in Presidential Action Pending File (by log number).
 - 3) File copy of card in Name File (filed under the originator's name).
 - 4) File copy of card in Subject File.
 - D. Place log number on document with pencil.
 - E. Place extra back-up material in the Action Memo File.
 - F. Forward to the President.
- VI. Upon receipt from Review Officer of document which does not have to go to the President:
- A. Determine if it has received previous processing.
 - B. If it has received previous processing:
 - 1) Make appropriate notation on card.
 - 2) File card in ACTION PENDING FILE (by Action Officer and log number).
 - 3) Forward document to Action Officer.

- C. If it has not received previous processing:
 - 1) Assign log number.
 - 2) Type up Record Card set.
 - 3) File copy of card in Name File (filed under originator's name).
 - 4) File copy of card in Action Pending File.
 - 5) Forward document to Action Officer.

- VII. Upon receipt from Review Officer of document which has been to the President:
 - A. Pull card from Presidential Action Pending File, make appropriate notation, and file in Action Pending File (by Action Officer).
 - B. Forward document to Action Officer.

- VIII. Final Disposition - Once Log Desk is sure appropriate action is being taken:
 - A. Pull card from Action Pending File, make notation, and file in LOG FILE (by log number).
 - B. Pull Action Memo File and forward to Central Files.
 - C. Move card in Name File from the active to the inactive section.

B.

REVIEW OFFICER

- I. Upon receipt of document for staffing:
 - A. Determine if the Status Officer has made the appropriate recommendation for action and routing.
 - B. If recommendation is not approved return to Status Officer for revision.
 - C. If recommendation is approved return to Log Desk for routing.

- II. Upon receipt of document which requires no further staffing:
 - A. Review to insure it does not require further staffing. If further staffing is necessary then return to Status Officer.
 - B. Determine what should be the appropriate routing (should it go to the President, directly to a staff member, file, etc.).
 - C. Forward to Log Desk for the appropriate routing.

- III. Upon return of document from the President:
 - A. Determine if further action is necessary.
 - B. If no further action necessary then have card pulled from President's Action Pending File and forward to Log Desk for final disposition.
 - C. If further action is necessary then Review Officer must determine if further staffing is necessary:
 - 1) If further staffing is necessary then have card pulled from Presidential Action Pending File and forwarded to Status Officer.
 - 2) If no further staffing is necessary then determine Action Officer and forward to Log Desk for routing.

C.

STATUS OFFICER

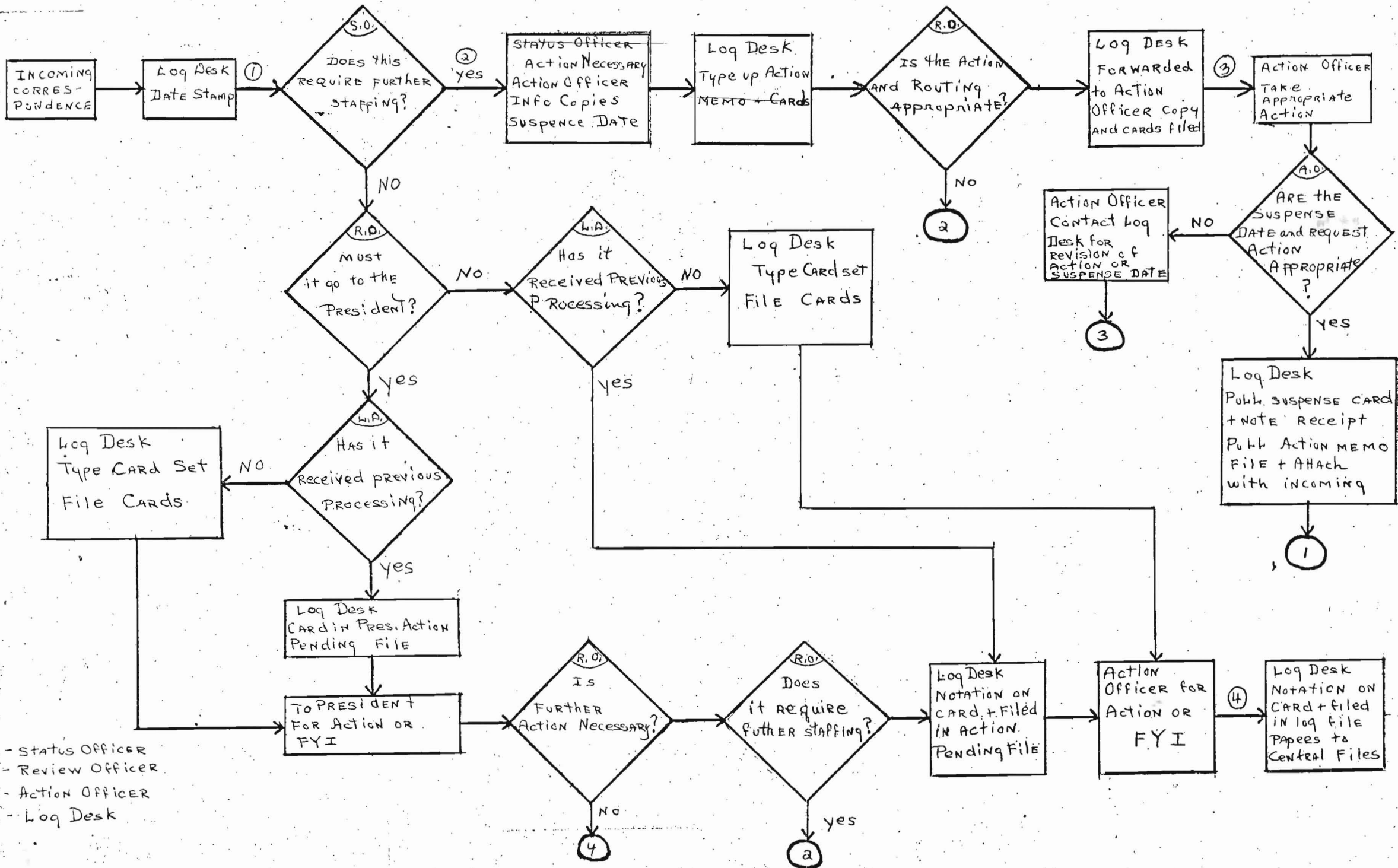
- I. Upon receipt of document from Log Desk or Review Officer:
 - A. Determine whether or not it requires further staffing.
 - B. If no further staffing is necessary then forward to Review Officer with recommended action.
 - C. If document requires staffing:
 - 1) Determine action necessary.
 - 2) Determine routing for both action and information copies.
 - 3) Determine action suspense date.
 - 4) Return to Log Desk for forwarding to Review Officer.

D.

ACTION OFFICER

- I. Upon receipt of document requesting action:
 - A. Determine if the action requested is appropriate and if the suspense date is realistic.
 - B. If there is a discrepancy then Action Officer must contact the Log Desk for revision of action or suspense date or for possible rerouting.
 - C. If request is appropriate then Action Officer should comply with requested action and return the material to the Log Desk.

£.



S.O. - Status Officer
 R.O. - Review Officer
 A.O. - Action Officer
 L.D. - Log Desk

f.

FILES

I. WORKING FILES

- A. ACTION MEMO FILE - contains original of incoming document, copy of Action memo, and any additional correspondence generated on the subject - file by log number.
- B. SUSPENSE FILE - contains a copy of the record card of each document routed to an Action officer for staffing - file by suspense date.
- C. PRESIDENTIAL ACTION PENDING FILE - contains a copy of the Record Card of each document routed to the President for action on FYI - file by log number.
- D. ACTION PENDING FILE - contains a copy of the Record card of each document routed to an Action officer for action - file by Action officer and log number.
- E. SUBJECT FILE - contains a copy of the Record card of each document that is being processed - file by subject.

II PERMANENT FILES

- A. NAME FILE - contains a copy of the Record Card - file by Action officer or, in the case of an item which received no staffing, by originator and within those categories by log number. (Each name in this file has an active and an inactive section).
- B. LOG FILE - contains a copy of the Record card of each document upon which action has been completed - file by log number.

STAFF WORK FOR THE PRESIDENT
and the
EXECUTIVE BRANCH

Presentation To The Cabinet

BY CARTER BURGESS
8-13-1954

Since assuming office, the President has taken steps toward improving White House and Cabinet staff work.

Last year he created a Staff Secretary and a Secretary for the Cabinet.

At his recent request, I have again reviewed the progress which has been made in placing White House and Cabinet staff work on a more business-like basis.

Assisting me in this second undertaking has been Bradley Patterson, Jr. We have served together on several secretariat organization assignments in the government, and he has brought to this particular study wide knowledge and practical competence. The graphic materials used were provided by the Department of State's Division of Visual and Technical Services.

This review has convinced us first: that real progress has been achieved in the past year in making White House and Cabinet staff work time-saving and more effective and the Cabinet can take pride in the results to date.

This review has also convinced us that we should keep on the same road, and finish the creation of a system, so long familiar to the President in his previous experience, which will truly ensure good staff work for him and the Executive Branch.

What the President requires is an action system which will help him function as President. He is besieged by people and problems which demand his attention -- by questions which only he can decide.

How can he spread his time over these important matters?

How can he conserve himself for those problems which are presidential?

How can Department heads, in turn, be sure they know just what the President wants done on a particular matter?

The answer is an action system which guarantees to him that White House requests or decisions are transmitted to the right action point immediately, that they are made clear and specific so that action taken can be exactly responsive to what is asked for, and that there will be a systematic surveillance so that a Department head won't come back to the White House to find the President insisting that he had asked him to do something three months ago, and where are the results?

This system will provide a coordinating point to ensure for the President and his top aides that what comes back to them is in the shortest possible form, that it will come to them once, done right -- and not rebound two or three times, through four or five pairs of hands before it is completed properly.

Such a system will not only enforce the President's insistence on good staff work, but guide and assist the responsible officers and Agencies to produce acceptable work from the beginning.

This kind of positive staff service saves the time of Department heads as well as the President. Both they and the President can be guaranteed that proper information will flow in both directions to those who need to have it. In short, an effective action system allows the President, his top aides, and Department heads themselves to dismiss from their minds concern about the mechanics of getting good staff work in the Executive Branch.

Having sketched out roughly what a staff "action system" will do, let us look at the structure of our Executive Branch -- the surroundings within which a staff system is to function and the elements it will serve.

The President is supported by his personal staff of White House Assistants. In his Executive Office are his substantive staff arms -- filling a unique and vital role, of inter-agency staff work -- as for instance by the Bureau of the Budget on appropriations requests and proposed legislation.

Directly responsible to the President also are the operating agencies of government -- over 50 of them.

How can a White House staff office fit into this picture and at the same time not violate the original proviso which the President laid down when he asked for this study: that nothing should restrict the President's direct contact with his Cabinet and Agency heads?

It is at this point that a strengthened "Staff and Cabinet Operations Office" is to be located. Like the other White House elements, it will be the President's staff -- serving him -- and them. It must not be an institution by itself.

It will work with the existing coordinating mechanisms at The Presidential level -- the Cabinet, Cabinet Committees and the NSC.

One of the major problems faced was: How can the Staff and Cabinet Operations Office -- sitting up here -- give that positive assistance to the responsible Agencies -- working with their organizations speedily, and informally - in order to help them do better staff work, to save their time as well as the President's?

In some Agencies, there is no one acting as a focal point for that Agency's staff work and whom White House or other Agencies' officers can consult without bothering the top-level line officers. This is a severe handicap to a good staff system.

Each Agency will shortly be invited by the White House to designate a competent officer in the Office of its Secretary, to be a Special Assistant for White House and Cabinet matters -- a clearinghouse for problems of White House and Cabinet coordination.

Such an officer should be a staff officer -- not a line official with major operating responsibilities. He would have to have the full, personal confidence of his Department head, and immediate access to him. He should have the ability to reach anywhere in his Agency and, on behalf of his Secretary, get action started or questions answered.

With staff links such as portrayed here, a fast inquiry on a routine problem -- such as assignment or reminder of action, on clearance or on coordination -- can be made by the Staff Secretary once, to one place, without bothering top-level line officials. A typical question from the Staff Secretary to a Departmental Special Assistant might be: "Does your boss know about this?" To have a knowledgeable officer to whom to direct this question is a matter of mechanics. But from the lack of such mechanics could come hours of lost motion.

The Departments have had many areas of functional specialists -- for legislation, for public information, for personnel, for budget. These specialists work closely with their counterparts in the other Agencies and on the White House

staff. The time is long overdue for the same solid relationships between the specialists in the vital business of top-level and staff work.

A system of staff links, functioning in this manner, will free the lines of contact which the President, Governor Adams and the other White House Assistants have to various Agency officials, for the policy questions which are appropriately theirs. This system will thus act to support, and not alter, the relationship of each Department head to the President.

For the White House itself, there are several general maxims for speeding action through staff operations.

The first is that the White House will not do work which can be done elsewhere. It will send out to the responsible agencies all the requests and problems which those agencies can handle directly. It will also assign action out on a maximum amount of the preparatory work on Presidential matters.

In the second place, every such assignment on items for subsequent action will be covered through a foolproof suspense system.

Within the Agencies assigned action, responsibility for preparation of White House assignments implies an immediate triple task:

Producing the proper documentation;

Doing a complete job of lateral coordination with the other interested Agencies;

Preparing in a standard format a one-page Covering Brief.

Once the responsible agencies have made their full contribution, internal White House review, prior to final action, is of two kinds:

A review by the Staff and Cabinet Operations Office to ensure completed staff work. This Secretariat review is in no way a policy review.

The second kind of White House review -- by the White House Assistants on certain major issues and proposals -- grows out of the unique position of the President in the Executive Branch. The President must scrutinize an important proposal from any one part of his Executive Branch from the perspective of the whole of his government and its relation to his overall program. The President has had a recognized need for specially qualified personal assistants who can examine, from that unique White House perspective, the often divergent and sometimes competitive recommendations of individual agencies. These Assistants can advise the President as to whether an individual recommendation does or does not fit with his comprehensive objectives.

When the matter comes before the President for decision, this system of staff operations will have guaranteed that these seven steps of good staff work will have been done, and done right. He will not have to worry about them; he can conserve his attention for the function which is uniquely his: the decision.

Nor will he need concern himself about the follow-up of his decision. A working system of staff operations will ensure that his decision is recorded and then reported to the officer or Agency which must take action, and to others for information if necessary. He can also be sure

that his decision will not evaporate in the limbo of the bureaucracy; he will hear from it again. Through selective progress reporting he or his staff will be able to keep track of it; and the President can be assured that he will be alerted if his own intervention is again needed.

This system is likewise going to see to it that no Department head is left wondering just what the President asked him to do, and when. It will help guarantee that a proposal to the President which vitally affects a given Department Head is not made unknowingly without that officer's being consulted.

Here is the Staff Secretary in action -- serving the President by standardizing these procedures of staff operations between the White House and the Executive Branch.

For assignment - this is the Route Slip which is now in use.

Special written directives will also be used.

For follow-up - this is a specimen of the type of suspense list which may be initiated.

As the last step in preparation - this is the type of Covering Brief which should appear on top of every sheaf of papers sent for action to the President or his top aides. In an unvarying format, and on one page it states the problem, gives the background, summarizes the reasoning, refers to the proper papers which are attached, explains what is being presented for action, tells the President what kind of wheels will turn when he makes his decision, gives him a specific

recommendation, and tells him what other Agency heads concur.

The Staff Secretary's review is these six points:

Is this proposal necessary for the President personally to act on?

Is it responsive to what was requested?

Is it ready for action?

Is it consistent with other commitments and policies?

Have the appropriate Departments been consulted?

Is it timely?

How will it be implemented and followed up?

Here are two other extra features of a good staff system to which White House consideration is being given.

The first is a record of decisions -- a routine system for putting written and oral decisions into a daily summary which as a collection will be useful to the President and his top aides, and which can be extracted, with the pertinent extracts sent to the agencies and White House Assistants concerned.

The second is an Overnight Brief. The President must know what is going on -- in his Executive Branch, in the Congress, in the press, overseas. He can find out either by ploughing through various memoranda and reports, and by having his door opened or his telephone ring in the morning with someone saying, "Have you heard this?" But there is a more orderly way. All good newspapers have night staffs to produce current reports for their readers in the morning. The President of the United States and his Staff deserve equally systematic and comprehensive reporting.

Never done.

Disaggregated in 1956.

The State Department has such a system every working day.

An overnight briefing staff could arrange, through the Departmental Special Assistants, to have selected informational material, normally destined for the President in separate pieces, sent to the White House in the late evening and early morning, and from it compile in an Overnight Brief for the President and his White House aides. This would in no way prevent the door-opening and telephoning, especially during the way -- but once the system got working, Agency heads and White House Assistants would, we believe, be glad to send their informational memoranda to a central point, with the sure knowledge that if the items are really important they will get to the President. Only information, no action items, should be presented in this fashion, though the President might wish to make notations on some of the items such as -- "See me before anything is done about this."

We emphasize that the mechanism for getting these staff operations done is this staff system -- functioning between the White House and the Agencies and among the Agencies themselves.

Turning to the Cabinet, we will show that techniques of good staff work can improve Cabinet meetings.

The President is using the Cabinet to get advice.

How can he be assured that this advice is the most thorough he can get, and that the Cabinet gives it to him with a minimum of lost motion? A Cabinet Operations Office -- in full operation -- is the staff device to be used.

Suggested items for Cabinet agendas can of course come from the President, from any Cabinet Department, or from the White House Assistants.

The Cabinet agenda is not the place, however, for items which are half ripe or hastily gathered just in order to have a full basket on Friday mornings.

The consideration of major items is going to result in waste motion for everyone around the Cabinet table unless the Cabinet Operations Office gets the opportunity to help the interested agencies to do some prior staff work.

Most major items should be anticipated -- and a single Department then given primary responsibility to carry the ball, to consult with other Departments involved and to produce a short paper in which there is careful analysis, a refining of the issues, an identification of the agreements and of any dissents, and a clear recommendation. It is then appropriate for placement on the Cabinet agenda.

The agenda, and its accompanying documents, should be circulated at least two days in advance.

At this point some homework is expected on the part of each Secretary who will be coming to that Cabinet meeting. His Special Assistant for Cabinet Matters will have arranged for as thorough study as is warranted -- within his Department -- on the items for discussion. The Special Assistant, together with appropriate Departmental specialists -- will brief their Secretary so that he comes to the Cabinet Room having been given all the facts and background at his Department's command to support his advice to his Chief.

The Cabinet advises the President, and the President makes the action decisions.

Second only to that principle are two other rules which are to form the boundaries of Cabinet staff work:

The secrecy of Cabinet discussions must be preserved with those attending feeling free to speak their minds, and yet on the other hand there must be no confusion down the line as to the President's decisions on Cabinet matters and as to the kind of action which is to be taken.

The NSC offers us an applicable model of a reporting system. During the meetings there is a sum-up of the consensus on each item before the group passes to the next. We will try this out in the Cabinet.

DIDN'T

An ultra-succinct record of Presidential action is the only report circulated; the same is to be true with the Cabinet.

We intend that the Cabinet should have the benefit of the same kind of post-meeting staff coordination which the NSC Planning Board has developed. Following a Cabinet meeting the Cabinet Operations Officer will call together the appropriate Departmental Special Cabinet Assistants -- already familiar with the Cabinet items -- and give them a selective, repeat selective oral "debriefing." This debriefing is to consist of the minimum fill-in necessary to enable these Special Assistants to interpret the Action Record which they are going to receive, so they can help their Chiefs make certain that assignments are clearly understood and that action will get underway. All this will save the time of Cabinet members, and make positive that Under Secretaries or Assistant Secretaries will not

unknowingly take actions contrary to Presidential decisions from Cabinet meetings.

Finally, the Cabinet Operations Office will routinely arrange for Progress Reports from the responsible Agencies on those decisions which ought to have such reporting.

Here is the Cabinet staff system as we expect it will be in operation -- through standardized Cabinet papers.

Papers awaiting Cabinet consideration will have a distinctive color, - if lengthy, will always have a brief, and will be circulated under a cover-page from the Cabinet Operations Officer with a number, title, and an explanation of its origin and status.

The Cabinet Paper will appear on the agenda, together with the name of the Secretary responsible for its presentation.

The Presidential Action Summary will be drafted by the Cabinet Operations Officer and presented for the approval which will signify decision. After the President's approval, the action summary will itself become the directive to the Departments.

The Cabinet Operations Office will incorporate the approved revisions and recirculate the paper in final form for action. If there needs to be a progress report later, this will be circulated simply for the Cabinet to note, and on paper distinctive to informational items.

We emphasize that these inflexible looking charts should not cause concern. Cabinet procedures will always have to remain flexible. Discussion of political or Party matters, for instance, will call for no staff work down the line and may be announced by occasional separate agendas

labelled "For the Secretary Only." Not all Cabinet matters may require documentation, but unaccompanied items should be the exception. Even the frequent informational items now on Cabinet agendas should be accompanied by a one-page statement of the kinds of problems to be discussed.

Some Departments may have little interest in certain Cabinet items. This is to be expected, considering the diversity of Cabinet membership. The President, however, frequently uses his Cabinet as a group of statesmen, not just as individual Department heads. Staff work then is all the more necessary -- to brief a Secretary about an unfamiliar matter on which the President may nevertheless welcome his comments.

With thorough preparatory staff work assured, the President can expect that important and fruitful topics for discussion will be volunteered, and will not have to be extracted from the Departments.

Advance agendas should not be interpreted as preventing Department Heads from bringing up matters "off the cuff." We caution against the use of this period for major action proposals however. Neither in business nor in government should important decisions be reached without careful preparation. The reporting of vital actions, furthermore, is much more simplified and effective when all that needs to be said is "The President approves this paper."

It is to be emphasized again that all these operations will bog down if done by the White House alone. They must be the joint effort of the Cabinet Operations Office working intimately with the Departmental Special Assistants. The NSC staff numbers thirty, plus full-time

officers in each Member Agency. The Cabinet deserves more man-hours for its staff work.

The final admonition -- that the Cabinet Operations Office is not a policy group -- cannot be repeated too often. In 1924, Lord Hankey laid down three maxims about the Secretariat:

"It was not to interfere with the responsibility of the Departments;
It was not to issue statements to the press.
It was not to laugh at the jokes made by ministers, though a smile was permissible."

There are certain further aids to the Cabinet which the Staff and Cabinet Operations Office can perform.

Ad hoc Cabinet Committees are useful devices for preparing recommendations within specific problem-areas. Some ten of them have been appointed for such a purpose. The White House, through the Cabinet Operations Office needs some method of keeping in touch with these Cabinet Committees. A technique must be found to ensure that they have specific terms of reference and clear deadlines, that they don't overlap with one another, that they get off the ground without waste motion, that they produce reports which meet the staff work standards for Cabinet papers, that no fundamental issues are watered down or compromised out ahead of time, and that these Committees terminate when their task is done.

The technique we plan to use is to have the Cabinet Operations Office arrange for appropriate staff assistance to each Cabinet Committee. Linked in this fashion to the Cabinet Committees, the Cabinet Operations Office will be

continuously informed as to what these committees are doing, and how their work is progressing.

The importance of good staff work for the Cabinet is underscored when one recalls that of these ten Cabinet Committees, four of them have been established in the last year to consider four major, controversial and complex areas of problems. Between next September and next March Members of the Cabinet will be giving advice to the President on such vital questions as minerals and metals, water resources, transport policy and energy resources. There will be lengthy studies and discussions. The best possible staff work is needed now to ensure that these studies and discussions will be cogent and will be helpful to the President.

A word about the Sub-Cabinet. Consideration should be given to having it handle those matters which its members can dispose of. Its Members may be too high level to act as a "Planning Board" considering Cabinet items and then passing them on for nearly duplicate consideration one level up. The Sub-Cabinet, when it meets, however, deserves to have the same staff services which have been described for the Cabinet itself.

We have portrayed a strengthened system for good staff work in the Executive Branch. It closely corresponds to the system of staff services which Secretary Forrestal and the first Hoover Commission finally recommended for the White House six years ago. As a result of wide informal consultation, we believe this strengthened system is realistic and feasible, and that it can be initiated immediately.

*Only met
5 times
in 1955 -
then discontinued*

We end with a chart of the proposed Staff and Cabinet Operations Office -- a chart which of course is not final and which will be adapted to present needs. Heading this Office would be

A Staff Secretary to the President, and supporting him:

A Cabinet Operations Officer

A Staff Operations Officer

The Executive Clerk, and

An Assistant Staff Secretary for the administration of the White House Office.

The President turns to the White House Assistants, to the Departments and Agencies, to the Cabinet and its Committees, or to the NSC with his requests for policy recommendations, and advice and with his decisions for action. He himself receives requests for decisions, and receives policy recommendations and information.

The Staff Secretary's relationship to these substantive elements is that of ensuring coordination and of providing service and assistance.

To fulfill the heavier responsibilities which have just been described, it is expected that this Office will be strengthened by additional, trained people.

Before concluding, it would be pertinent to point out that some Departments have long had the benefits of their own internal staff systems, operating for their Secretaries much the same as this White House system will operate for the President. I believe General Smith and Mr. Stassen can best describe just how much their Departments' secretariats have meant to them. Secretary Hobby is perfecting these

executive methods in her new Department. It can be emphasized that any such progress in internal staff work which individual Agencies may consider making would be very much in keeping with the goal toward which the White House is moving, and would be a particularly effective support to the functioning of the government-wide system described here this morning.

Our presentation is complete with our showing to you an advance information copy, in draft, of the handbook for Executive Branch staff work. This handbook incorporates six of the charts used this morning, plus more detailed spell-outs of the principles and procedures outlined.

It is expected that the Assistant to the President will sign the letter which introduces this handbook and that the President will then approve its distribution in the Executive Branch as the substantiation of his endorsement of these ideas, and as a guidebook for all those participating in good staff work for the President.

file

To: Bob Haldeman

25 November

From: Kevin Phillips

Re: In Clarification of my Election Data Memo of Last week.

1. As per RN's request for information on the dates when a final count, including absentee ballots, becomes available in Florida, Maryland and Pennsylvania, I have checked with the several Secretaries of State and established as follows:

- a) Maryland - no final figures are as yet available for want of returns from the Baltimore City elections board; no specific date has been set, however these returns - the only ones missing - should be available shortly. No separate absentee count is made.
- b) Pennsylvania - although November 25 was the state official canvas deadline, only 25 counties have submitted final figures, so that a certifiable Pennsylvania figure will not be available until early December.
- c) Florida - the Florida Secretary of State's office has certified the following final statewide results:

RN - 886,804; HHH - 676,794; and GW - 624,207

I recognize that these are the same figures as UPI had, however the Florida Secretary of State's office claims that they include absentees.

2. Doubtless the 100% of Pennsylvania figure given by AP on November 9 did not include absentee votes; I believe that the wire services go by election districts (and ignore absentees counted later) in computing whether 100% has been reached. As indicated above, final Pennsylvania figures will not be available for some time.

3. The UPI figure for Alabama includes both Humphrey slates.

4. Several certifications occurred on November 22. They are as follows:

Missouri: RN 811,932	Maine: RN 169,254
HH 791,444	HH 217,312
GW 206,126	GW 6,370