Course Purpose
This class is as an elective course in the MPA, Bio-Defense, International Security and Public Policy programs. The purpose of this class is to give graduate students an opportunity to examine the creation, evolution, and management of the Department of Homeland Security (DHS) and its subunits. DHS was created in 2002 as a response to the 9/11 terrorist attacks on the American Homeland. The Department’s original mission, leadership, structure (hierarchy and major subunits) and tasks can be found in the Homeland Security Act of 2002. Key elements of DHS and its subunits have been modified in public law multiple times since 2002, as members of congress and several presidents have responded to new events and circumstances.

Course Organization
The work for this course is divided into six topical areas. We begin with an overview of DHS and the ways in which public law is developed and implemented in the U.S national government. Then, we turn our attention to the terrorist attacks on September 11, 2001, followed by an examination of the ways in which members of Congress and President George W. Bush responded to those attacks. Next, we shift our focus to the evolution and management of the Department of Homeland Security (DHS). Key DHS management challenges include: 1) managing the relationships with the president and congress, 2) coordinating the work of the principal subunits within DHS (intradepartmental management), 3) coordinating DHS’ work with other U.S. departments and agencies that have homeland security functions (interdepartmental management), 4) coordination with state and local governments—particularly within the National Capitol Region (intergovernmental management), and 5) coordination with nonprofit and private sector organizations (intersectoral management).

Course Knowledge and Skill Objectives:
The GMU MPA program and courses are designed for people who play, or aspire to play, a leadership role in organizations that develop and implement public policy. The focus of the program is on the development of knowledge of politics, policy, and management, as well as writing skills, verbal skills, analytic skills, and presentation skills. The course objectives for PUAD 637 parallel the knowledge and skill objectives identified in the GMU MPA mission statement.
Class Participation, Attendance and Ethic: Your participation in the discussion of required readings is an important component of your class discussion grade. If you are not in class you cannot contribute, and if you are not prepared for class, you cannot contribute effectively. Being on time to class, listening carefully to what your classmates have to say, and responding to your classmates in a courteous and professional manner are all part of the class discussion grade. Finally, I respectfully ask that you put away and avoid using electronic devices during class, unless you are doing so exclusively for class purposes. We will have two short breaks during each class session so you have an opportunity to respond to texts, emails, etc.

If you miss more than one class session during the semester due to illness, work assignments, family circumstances, etc., you can submit a three to five page summary of the required readings for the class session you missed. A maximum of two summaries can be submitted. Summaries are due at the earliest possible date after an absence. Summaries will not be accepted after the last day of class, unless you make a written request for an incomplete.

Course Pedagogy:
The majority of the time in each class session will be used for discussion of the required readings. Your responsibilities for each class include completing the required readings and being prepared to summarize, analyze, and evaluate those readings. I will use a variety of techniques to ensure that every class member has an opportunity to participate in the discussions. Occasionally, I invite people with special expertise in a topical area listed on the syllabus to give guest presentations. I will let you know in advance if a guest presenter is scheduled for a class.

Course Learning Outcomes:
At the end of this course, you will be able to identify some of the principal institutional, policy, organizational, and management failures that allowed the Al Qaeda terrorists to carry out their deadly plans on 9/11. You will also be able to identify some of the most important institutional, policy, organizational, and management changes that were made in response to the 9/11 terrorists’ attacks. Finally, you will be able to identify some of the key challenges associated with managing the DHS secretariat, managing the principal agencies within DHS, coordinating homeland security activities within DHS, coordinating DHS activities with the activities of other U.S. government executive branch organizations that have homeland security responsibilities, and coordinating DHS activities with state and local governments, nonprofit organizations and private sector organizations.

Writing Assignments and Course Grades:
The work for this course will include two papers. In Paper 1, “Agency Profile, Part I” you will cover three of the 10 topics to be covered in Paper 2 “Agency Profile.” Paper 2 will include the revised version of Paper 1 and the seven additional topics you have to cover for the full Agency Profile. In developing Papers 1 and 2, you will be using class materials and conducting independent research. The formatting and content requirements for Paper 1 and Paper 2 are provided on Rubrics for the papers and in “Requirements and Instructions for Papers.” These documents are available on Blackboard site for this class under the Assignments tab. All written
work must be submitted by 4:30 P.M. on the day the paper is due. Once a paper is submitted, it cannot be withdrawn. (Paper and electronic copies are required.)

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<tr>
<th>Paper 1</th>
<th>Paper 2</th>
<th>Class Discussion</th>
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<tr>
<td>Due Class #6</td>
<td>Due Class #14</td>
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**Grade Scale:** 100-92 = A; 91-90=A-; 89-88= B+; 87-82=B; 81-80=B-; < 80=C; < 70=F

**Late Papers:** A one-grade penalty will be applied to a paper that is one to three days late; a two-grade penalty will be applied for three to seven days.

**Incompletes** for the course are discouraged, but extraordinary circumstances can be accommodated. Requests for an incomplete must be submitted in writing at the earliest possible date and before the end of the semester.

**Honor Code:** George Mason University has an Honor Code, which requires all members of the GMU community to maintain the highest standards of academic honesty and integrity. Cheating, plagiarism, lying, and stealing are all prohibited. All violations of the Honor Code will be reported to the Honor Committee. See honorcode.gmu for more detailed information. The core presumption of the code is that all written work is your own work. Proper citation of material taken from other published work is required.

**Disability:** If you are a student with a disability and you need academic accommodations, please see me and contact the Office of Disability Resources at 703-993-2474. All academic accommodations must be arranged through that office.

**Enrollment Status:** All students are responsible for verifying their enrollment in this class. Schedule adjustments should be made by the deadlines published in the Schedule of Classes.

**Required Readings:**
Reader I, Available on Blackboard, under the “Course Materials” tab

e-reserve Readings: Available on Blackboard, under the “e-reserve” tab

*Available for Purchase at the GMU Arlington Bookstore:*

**Recommended Readings:** GMU Arlington Library, Two Hour Reserve:
Fredrik Logevall, ed., *Terrorism and 9/11: A Reader*
Steven Strasser ed., *The 9/11 Investigations*
The course calendar and topics list provided below constitute the plan for this course. Inclement weather and other factors may necessitate amendments to this plan.

I. INTRODUCTION AND OVERVIEW

1. Course Objectives, Processes, Requirements, Resources, Schedule and DHS Overview (Jan. 23)

Required Reading:
Course Outline (Blackboard, Course Syllabus tab)
Course Syllabus (Blackboard, Course Syllabus tab)
Instructions for Papers (Blackboard, Course Assignments tab)
Rubrics for Papers 1 and 2 (Blackboard, Course Assignments tab)
DHS Organization Tables (Blackboard, Reader I, items 9 and 13)

Recommended Reading:
*Definitions of some key terms, a discussion of policy tradeoffs, and four organizational life cycles models we will use in this course can be found in the following book: Conant and Balint, *The Life Cycles of the CEQ and EPA*, Chapter 1 (GMU Arlington library two hour reserve)

2. Policy-making, Policy Implementation, and Management in the U.S. Governmental System (Jan. 30)

Required Reading:
Reader I, Table of Contents, Items 1-9, 13, 15-16; 18-22 (Blackboard Course Content tab)
Graham Allison, “Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?” in Frederick S. Lane, 4th ed., *Current Issues in Public Administration*, 1990 (Blackboard e-reserves)

Recommended Reading:
James Q. Wilson, *Bureaucracy*, Chapter 13 “Congress”
James Q. Wilson, *Bureaucracy*, Chapter 14 “Presidents”
James Q. Wilson, *Bureaucracy*, Chapter 15 “Courts”
3. Policy-making, Policy Implementation, and Management in the U.S. Governmental System (Feb. 6)

**Required Reading:**
Reader I, Table of Contents items 23. – 28. (Blackboard Course Content tab)
Max Weber, “Bureaucracy” (Blackboard e-reserves)
Luther Gulick, “Notes on a Theory of Organization,” (Blackboard e-reserves tab)
James Q. Wilson, Bureaucracy, Preface, xvii – xx, pp. 23 – 32 and Chapters 7 - 9
Norton Long, “Power and Administration” (Blackboard e-reserves tab)
James Q. Wilson, Bureaucracy, Chapter 5, “Interests”

**Recommended Reading:**
James Q. Wilson, Bureaucracy, pp. 33 – 49.
James Q. Wilson, Bureaucracy, Chapter 13 “Congress”
James Q. Wilson, Bureaucracy, Chapter 14 “Presidents”
James Q. Wilson, Bureaucracy, Chapter 15 “Courts”

II. THE TERRORIST ATTACKS ON SEPTEMBER 11, 2001


**One page summary due:** DHS subunit selection, rationale for selection, initial bibliography.

**Required Reading:**
The 9/11 Commission Report, Chapter 1 “We Have Some Planes”
The 9/11 Investigations, “Staff Statement No. 4 “The Four Flights” (Blackboard e-reserves)

**Recommended Reading:**
The 9/11 Commission Report, Chapters 2 – 8
Kettl, System Under Stress, 3rd. ed., Chapter 6

5. The World Trade Towers and the Pentagon: On the Front Lines with the Emergency Responders (Feb. 20)

**Required Reading:**
David Halberstam, Firehouse
The 9/11 Commission Report, Chapter 9
James Q. Wilson, Bureaucracy, Chapter 6
Recommended Reading:
The 9/11 Commission Report, Chapters 2 – 8
Robin Wright, Sacred Rage: The Wrath of Militant Islam
PBS FRONTLINE Video, “The Man Who Knew” (Special Agent John O’Neill)
PBS FRONTLINE Video, “Inside 9/11”

III. POLICY (PRESIDENTIAL and CONGRESSIONAL) RESPONSES TO THE 9/11 ATTACKS


Required Reading:
The Aviation and Transportation Security Act of 2001, 115 STAT. 597
Table of Contents and Selected Sections (Reader I)
Conant, “Appropriating for Transportation Security” (Reader I)
Public Law 107-296, The Homeland Security Act of 2002 (Selected pages, Reader 1)
Donald Kettl, System Under Stress, 3rd ed., pp. 40 – 45 and Chapter 3

Recommended Reading:
9/11 and Terrorist Travel, Staff Report of the National Commission on Terrorist Attacks Upon the United States,
http://govinfo.library.unt.edu/911/staff_statements/911_TerrTrav_Monograph.pdf
Donald Kettl, System Under Stress, 3rd ed., pp. 40-45 and Chapter 6
The 9/11 Investigations, “Introduction by Craig Whitney”
The 9/11 Investigations, “Staff Statement No. 1” and “Staff Statement No. 2”
The 9/11 Commission Report, Chapters 10-13

7. Secretary Chertoff Reorganizes DHS; The Focus on Terrorism Leads to a Disaster and Another Reorganization of DHS; Current Structure of DHS, Other Departments and Agencies with Homeland Security Functions
(Mar. 5)

**Paper 1 is Due @ 4:30, printed copy and electronic copy (last name.Paper1)

Required Reading:
Kettl, System Under Stress, 3rd ed., Chapter 5
Bullock, Haddow, and Coppola, Introduction to Homeland Security, 5th ed., Chapter 4

Recommended Reading:
Public Law 109-295 (entire, 120 STAT. 1356 - 1463)
James Q. Wilson, Bureaucracy, Chapt. 11, “Strategies”
James Q. Wilson, Bureaucracy, Chapt. 14, “Presidents”

**SPRING BREAK** (Mar. 9 – 15)

8. Managing DHS: The Secretary, Secretariat, Political Appointees, Resources, Congressional Oversight, and Intergovernmental Relations
(March 19)

Required Reading:
Kettl, Chapter 4
Chertoff’s Letter to Congressman Peter King (Reader I)
Balunis and Hemphill, “Escaping the Entanglement: Reversing Jurisdictional Fragmentation over the Department of Homeland Security” (Blackboard e-reserves)
James Q. Wilson, Bureaucracy, Chapt. 13, “Congress”

Recommended Reading:
James Q. Wilson, Bureaucracy, Chapters 10-12
VI. INTRADEPARTMENTAL DHS MANAGEMENT

(Mar. 26)

Required Reading:

Recommended Reading:

(April 2)  
Required Reading:

Recommended Reading:
James Q. Wilson, *Bureaucracy*, Chapt. 3 - 6

VII. INTER-ORGANIZATIONAL, INTER-GOVERNMENTAL, and CROSS SECTORAL MANAGEMENT

11. Intelligence and Counter Terrorism  
(April 9)

Required Reading:

Recommended Reading:

12. The National Capital Region and other Settings: DHS Coordination with State and Local Governments, Nonprofit Organizations, and Private Organizations  
(April 16)

“National Capital Area Homeland Security Program” and Related Readings (Reader I)  

Recommended Reading:
13. Managing Emergency Responses to Terrorist Attacks, Hurricanes, Fires, and Floods (April 23)

Required Reading:


**Paper 2, Agency Profile, is Due

Required Reading:
Kettl, System Under Stress, 3rd ed., Chapter 7