Managing Homeland Security: PUAD 637  
Schar School of Policy and Government  
George Mason University  
Spring Semester 2017

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Office Hours:  
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or by appointment

Course Purpose and Organization:
The primary purpose of this class is to give graduate students an opportunity to examine the U. S. government’s efforts to protect American citizens from terrorist attacks before and after September 11, 2001. In doing so, we will focus on public law, the executive branch departments and agencies assigned the responsibility for implementing public law, and the people who manage, work in, and serve as contractors for those executive branch organizations.

We will begin the semester with two class sessions on the development and implementation of public law in American government. Specifically, we will examine the principal institutions, people, and processes of the national government through which public law is made and implemented. In the second segment of the class, we will turn our attention to: 1) the terrorist attacks on September 11, 2001, 2) the attempts by U.S. government employees and elected officials to “improvise a homeland security defense,” on 9/11, and 3) the ways in which police officers and fire fighters responded to the attacks on the World Trade Towers and the Pentagon.

In the third segment of the class, we will focus on the public laws that Congress and the President created in response to the 9/11 terrorist attacks. Those laws included the USA Patriot Act, the Aviation and Transportation Security Act of 2001 (ATSA), and the Homeland Security Act of 2002 (HSA). We will examine the sweeping new powers granted to the intelligence agencies in the Patriot Act and the goals and requirements established in the ATSA and the HSA.

In the fourth segment of the class, we examine some of the ways in which terrorism has been defined in historical terms, in public laws (2001 and 2002), and the ongoing debates over what constitutes domestic and international terrorism. We will also review some of the frameworks that have been used in the academic literature to describe and attempt to explain the rise of state sponsored terrorism, Al Qaeda, Osama Bin Laden, and other terrorist organizations that have targeted America and Europe.

The fifth segment of the class is focused on the evolution of the concept of “homeland security” and the management of the Department of Homeland Security (DHS) over the past 15 years. As part of our study, we will examine the management of DHS from both top-down and bottom-up
perspectives, with emphasis on leadership, mission, structure, strategy, resources, and front line operations.

Our focus in the sixth segment of the class will be on the challenges associated with coordinating the activities of the principal agencies within DHS (intradepartmental management).

In the seventh segment, we move on to examine the management challenges associated with DHS efforts to coordinate activities with other U.S. departments and agencies that have homeland security functions (interdepartmental management), DHS efforts to coordinate with state and local governments (intergovernmental management)—particularly in the National Capitol Region — and DHS efforts to work with nonprofit and private sector organizations.

**Course Knowledge and Skill Objectives:**
The GMU MPA program is 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 also part of the class discussion grade. Finally, I respectfully ask you put away and avoid using electronic devices during class, unless you are doing so exclusively for class purposes such as accessing an electronic version of a required text. We will have two short breaks during each class session so you can check and respond to texts, emails, etc.

**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 discussion.

Occasionally, I invite people with special expertise in a topic listed on the syllabus to visit our class. 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 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.

Course Work and Grades:
The work for this course will include two papers. In the first paper, titled “Agency Profile, Part I you will cover three of the 10 topics to be covered in the final paper. Paper 2, “Agency Profile,” will include the revised version of Paper 1 and the seven additional topics you have to cover for the final paper. In developing Papers 1 and 2, you will be using class materials and conducting independent research. The formatting and content requirements for these writing assignments are provided in Reader I and on Blackboard.

All written work must be submitted in paper form and electronically by the beginning of the class session on which the paper is due. Once a paper is submitted, it cannot be withdrawn.

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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: that 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.

Honor Code: George Mason University has an Honor Code, which requires all members of this 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 Available on Blackboard, Course Materials Tab:**
1. Reader I

**Required Readings Available for Purchase at the GMU Arlington Bookstore:**

**Required Readings that are not Available for Purchase at the GMU Bookstore:**
The course calendar and topic list provided below constitutes a plan for this course. Inclement weather, changes in the availability of guest presenters, or other factors may necessitate amendments to this plan.

I. INTRODUCTION AND OVERVIEW

1. Policy-making and Management in the U.S. Governmental System
   (Jan. 25)

   Syllabus (Blackboard Syllabus)
   Instructions for Papers and Paper 1 Rubric (both are in Blackboard Assignments)
   Reader I, Table of Contents items 1. – 16. (Blackboard Course Content)
   Donald Kettl, System Under Stress, 3rd. ed., Chapter 1.

   Recommended Reading:
   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)

2. Policy-making and Management in the U.S. Governmental System
   (Feb. 1)

   Reader I, Table of Contents items 17. – 34. (Blackboard Course Content)
   Luther Gulick, “Notes on a Theory of Organization,” (Blackboard e-reserves)
   Max Weber, “Bureaucracy” (Blackboard e-reserves)
   James Q. Wilson, Bureaucracy, Preface, xvii – xx, pp. 23 – 32 and Chapters 7 - 9

   Recommended Reading:
   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

   (Feb. 8)
   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)
4. The World Trade Towers and the Pentagon: On the Front Lines with the Emergency Responders
(Feb. 15)

David Halberstam, *Firehouse*
*The 9/11 Commission Report*, Chapter 9
James Q. Wilson, *Bureaucracy*, Chapters 3-6

**Recommended Reading:**
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

(Feb. 22)

USA PATRIOT ACT of 2001
- Table of Contents (Reader I)
- Title I SEC. 102. SENSE OF CONGRESS CONDEMNING DISCRIMINATION AGAINST ARAB AND MUSLIM AMERICANS (Reader I)
- Title VIII SEC. 802. DEFINITION OF DOMESTIC TERRORISM (Reader I)


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)

**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
(Mar. 1)
***Paper 1, Agency Profile, Part 1 is Due

Required Reading:
Public Law 107-296, The Homeland Security Act of 2002 (Reader I, selected pages)
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

Recommended Reading:

IV. FRAMEWORKS FOR EXAMINING THE RISE AND EVOLUTION OF MILITANT ISLAM: HISTORICAL, RELIGIOUS, GEOGRAPHICAL ECONOMIC, SOCIAL, AND POLITICAL FACTORS

7. Terrorism; The Iranian Revolution and the Iranian “Crusade;” Afghanistan, Al Qaeda and Osama Bin Laden; Iraq, Syria, and ISIS
(Mar. 8)

a. Robin Wright, Sacred Rage: The Wrath of Militant Islam


c. The 9/11 Commission Report, Chapters 2 – 8

Recommended Reading:

8. 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. 22)


Recommended Reading:
Public Law 109-295 (entire, 120 STAT. 1356 - 1463)

9. Managing DHS: The Secretary, Secretariat, Political Appointees, Resources, Congressional Oversight, and Intergovernmental Relations
(March 29)

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)

Recommended Reading:
James Q. Wilson, *Bureaucracy*, Chapters 10-12

VI. INTRADEPARTMENTAL DHS MANAGEMENT

(April 5)

Montaigne, Fen, “Policing America’s Ports, Smithsonian, Jan. 2004 (web/Blackboard e-reserves)
Bullock, Haddow, and Coppola, Chapter 7

Recommended Reading:

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

11. Managing Cyber Security and Infrastructure Protection
(April 12)


12. The National Capital Region and other Settings: DHS Coordination with State and Local Governments, Nonprofit Organizations, and Private Organizations
(April 19)

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

Recommended Reading:

13. Managing Intelligence and Counterterrorism: Linking DHS to the DOD and the Intelligence Agencies
(April 26)


(May 3)

**Paper 2, Agency Profile, is Due**

Kettl, *System Under Stress, 3rd ed.*, Chapter 7

JC: 1.19.17 (rev.)