



**DSS CENTER FOR DEVELOPMENT OF SECURITY EXCELLENCE (CDSE)
EDUCATION DIVISION**

**ORGANIZATION CONSIDERATIONS IN APPLYING SECURITY WITHIN
THE FEDERAL AND DOD BUREAUCRACY**

SAMPLE COURSE SYLLABUS*

Course Description/Overview

“Security” is a very broad term. For purposes of this course, we will concentrate on the security disciplines outlined in paragraph 3.1 of DoD Instruction 3305.13, dated December 18, 2007, entitled *DoD Security Training*:

General functions performed by security professionals include physical security operations, communications security, counterintelligence awareness, security systems, international programs, operations security, research and technology protection, sensitive compartmented information security, special access program security, information systems security, cyber-security and security program policy.

With a focus on these functional areas, the *Organizational Considerations in Applying Security within the Federal and DoD Bureaucracy* course will examine the high level aspects of bureaucratic politics and organizational theory before delving into an overview of the alternative approaches taken by the multiple departments within the DoD bureaucracy and across the Government bureaucracy that have a duty to protect or secure operations, persons, property, or information. The course will provide security professionals with an enhanced understanding of the bureaucratic world in which they must deal with real-world problems and challenges -- a world that enables, defines, and limits their ability to execute the security mission within the DoD area of worldwide responsibility.

As senior practitioners in DoD security, students may work with other government departments. The course will include brief overviews of the security programs in selected (representative) departments. The course will include case studies and other instructional methods that facilitate in-depth analysis of the distinctions between security programs across the Federal and DoD bureaucracy, including an in-depth understanding of the organizational structure of that bureaucracy, and the security related roles, responsibilities, authority, and limitations of representative offices within the bureaucracy.

Student Outcomes/Objectives

This course will be designed to enable students to:

- Identify, describe, and explain the key theoretical tenets of the field of bureaucratic politics
- Identify, describe and explain the organizational structure of the U.S. Department of Defense, including the military Services and agencies that have significant roles related to security
- Identify representative elements within the U.S. Federal government which have significant security related roles and describe the mission, jurisdiction, and limitations of each of those agencies

*Sample syllabus is subject to change each semester.

- Analyze a complex scenario, identify and explain which Federal and DoD elements play a role in resolving security related issues in that scenario
- Evaluate and discuss areas related to security that focus on the protection of assets, such as information assurance and force protection and their relationship to the security bureaucracy
- Describe the interagency process and the challenges of working therein, including adapting to the differing cultures of military and civilian organizations and personnel, collaborating with DoD and non-DoD agencies, negotiating interagency agreements, leveraging other agencies' capabilities, funding joint projects, coordinating with the Intelligence Community, sharing information, and navigating the bureaucracy
- Assess and describe the bureaucratic implications of developing, presenting and/or advocating for a security objective (i.e. joint security system project, interagency security policy, etc) in a collaborative environment
- Summarize and justify the process to develop a strategic engagement or program plan to support the introduction and eventual completion of a security objective in a collaborative environment

Delivery Method/Course Requirements:

This is a graduate-level distance-learning course in bureaucratic politics and organizational theory with a focus on the security field. It will focus on the practical application of social science theory to real-world bureaucratic situations. The course will consist of readings, prerecorded lectures and presentations, participation in the discussion forum, written assignments, and midterm and final exams.

A typical week will include a 45-60 minute prerecorded lecture, with the remainder of the week being dedicated to readings relevant to the week's topic and a discussion of those readings in the course discussion forum. Students should be prepared to critically discuss and debate the readings as well as analyze them for biases and multiple perspectives. Though the course covers only one topic per week, students should also be examining how other disciplines relate to the readings and be prepared to discuss this aspect.

The assigned course readings will draw from a variety of resources, such as authoritative readings (legislation, executive orders, policies, plans and strategies, and journals), implementation readings (government products that are responsive to or attempt to fulfill the requirements of authoritative documents), and external reviews (from the U.S. Government Accountability Office, Congressional Research Service, or other agency or office).

Access to and ability to use a library will be necessary for course completion and success. When possible, course readings are posted to CiteULike and, in many cases, are available from the DTIC web site. It is recommended that students become acquainted with their local public, university, or DoD (such as the Pentagon or NDU) library. In many cases, these institutions will allow library cardholders remote access to their databases and electronic publications.

Class participation is both important and required. The discussion forum is the classroom. If a student doesn't participate in the discussions on a weekly basis then that would be analogous to not showing up to class. Class participation is 25% of the grade (see below), so failure to fully participate would make it nearly impossible to pass this course. If, due to an emergency, students are not able to respond to a discussion prompt in the week it is assigned, they must contact the instructor by e-mail and will be expected to post their response in the following week.

Assignments must be posted in the Sakai CLE by midnight on the day they are due. It is expected that assignments will be submitted on time; however, it is recognized that students occasionally have serious problems that prevent work completion. If such a dilemma arises, students should contact the instructor before the assignment is due.

The completion of all readings assigned for the course is assumed. Since class will be structured around discussion, completion of the readings is crucial to support student participation in the class discussion forum. The significant portion of the class grade comes from participation and completion of posts/assignment(s).

Each lesson will open on Sunday night at midnight and close the following Saturday at midnight.

Grading

The following provides an approximate breakdown of how each assignment contributes to the overall performance in the class.

Category	Weight	Point Value
Class Participation	25%	250
Student Presentation	35%	350
Midterm Exam	20%	200
Final Exam	20%	200
Total	100%	1000

A final letter grade will be assigned following the grading scale below:

Letter Grade	Point Range
A Range	900 -1000
B Range	800-899
C Range	700-799
D Range	600-699
F	599 and below

Individual graded assignments with a score lower than 80% are acceptable; however, a student's final grade at the end of the semester must be 80% or higher to pass the course.

Evaluation criteria for each graded assignment, including the midterm and final exams, are listed below. Any assignment that receives a failing grade can be resubmitted within the following two weeks, but there will be no further extensions beyond this two-week period.

Assignment Evaluation Criteria					
	A Range	B Range	C Range	D Range	F
Content	Analysis and integration of subject matter (readings, lecture, discussion, personal experience, etc.) is clear and convincing	Analysis and integration of subject matter is clear and effective	Analysis and integration of subject matter is underdeveloped	Analysis and integration of subject matter is unsophisticated	Did not complete assignment
Organization (includes proper formatting)	Paper shows exceptionally clear organization, purpose and focus	Paper shows good organization, purpose and focus	Paper lacks clear organization, purpose and focus	Paper is disorganized and confusing	
Grammar	Free of most grammatical errors	Some grammatical mistakes but generally shows successful grammar usage	Frequent grammatical errors	Appropriate grammatical knowledge not displayed for current language level	Did not complete assignment
Overall Effect	A strong overall effect with clear communication and support	A good overall effect with some support and adequate clarity	Paper struggles overall and does not give a coherent message	Paper has a poor overall effect and does not fulfill assignment	

Assignment Evaluation Criteria					
	A Range	B Range	C Range	D Range	F
Timeliness	Assignment turned in on time	Assignment turned in on time	Assignment turned in on time	Assignment turned in on time	

Plagiarism

Plagiarism is defined as using someone else's language, ideas or other original (not common knowledge) material without acknowledging its source. Plagiarism is best avoided by ensuring the language, ideas or other original material of others is properly cited/attribution in accordance with the Chicago Manual of Style. Plagiarism will not be tolerated. Suspected instances of plagiarism will be referred to CDSE.

Class Participation (25%):

Participation includes completing all assigned readings, participating in the class discussion forum, participating in class exercises, and reflecting on the class experience. To achieve full credit for participation, students must **attend, participate, and reflect**. They must respond thoughtfully to all weekly discussion prompts, post responses to at least two other students' discussion posts each week, and provide constructive criticism when conducting peer reviews of other students' writing.

As mentioned earlier weekly participation in the on line discussion forum must be completed no later than midnight on the Saturday of the weekly lesson. Questions for discussion and participation requirements will be posted weekly in Sakai.

Student Presentation (35%):

Lessons 13, 14 and 15 of the course will be dedicated to student presentations. Each student will be expected to research, develop and present a case study/analysis on the bureaucracy of a federal security agency. The instructor will provide a list of candidate agencies. Sign up will be on a first come, first served basis. The instructor will deconflict as necessary. Topics need to be selected/submitted no later than lesson 10. This assignment is intended to be an original work on the part of the student.

The case study/analysis would include the following elements however, students are free to conduct their project as they see fit.

- Role of the agency
- Responsibility of the agency
- Authorities of the agency
- Jurisdiction of the agency

- Limitations of the agency
- Unique or unusual facts or circumstance of the agency

Alternatively students can choose to conduct an analysis/review of policy within or between agencies and how the bureaucracy impacts that policy.

This project consists of three distinct parts. The first and most critical aspect of the assignment is to develop a PowerPoint presentation with a recording for presentation in Sakai. If a recording cannot be completed then detailed speakers notes will need to be developed. Target time for each presentation is 20 minutes. However, this may be adjusted based on the number of presentations to be completed. Discussion forums during these weeks will be centered on student presentations. For the second requirement you will need to develop and deliver a list of readings to support your presentation and three to five discussion questions. Finally, you will need to prepare questions for the discussion forum. Presentations, selected reading list and questions are due the week before students are scheduled to present.

Midterm Exam (20%):

The course midterm exam will be distributed and will be due during Week 9. It will cover material from Weeks 1 through 8 of class. The objective of the exam is to measure student performance relative to the course objectives. The midterm exam will consist of no more than five essay questions from which students will prepare two responses. Written communication, critical thinking skills, and integration of class material into the essay responses will demonstrate mastery of the subject.

The midterm exam will be graded using the pass/fail criteria noted above and/or other instructions provided to students for this exam.

(IMPORTANT NOTE: The objective of this exam is to gauge your knowledge and your thoughts on the subject at hand. Do not cut and paste large tracts of text from readings or other sources into your answers. Exams that include this type of information will be returned ungraded. If not corrected, a failing grade will be assigned.)

Final Exam (20%):

The course final exam will be distributed and will be due during at the end of the final week of class. The objective of the exam is to measure student performance relative to the course objectives. It will cover material from lessons 10 thru 15 (NOTE: no questions will come from student presentations) of class and will consist of no more than five essay questions from which students will prepare two responses. Written communication, critical thinking skills, and integration of class material into the essay responses will demonstrate mastery of the subject.

(IMPORTANT NOTE: The objective of this exam is to gauge your knowledge and your thoughts on the subject at hand. Do not cut and paste large tracts of text from readings or other sources into your answers. Exams that include this type of information will be returned ungraded. If not corrected, a failing grade will be assigned.)

Course Textbooks

Students are required to obtain several textbooks for the first half of the course on bureaucratic politics and organizational theory. For the second half of the course, there are no textbooks specifically dealing with the Federal and DoD bureaucracy as it relates to security. Consequently, the course will assign readings collected from multiple print and online resources and make these available for download.

Required textbooks:

- George, Roger Z. and Harvey Rishikof, eds., *The National Security Enterprise: Navigating the Labyrinth* (Washington: Georgetown University Press, 2011).
- Wilson, James Q., *Bureaucracy: What Government Agencies Do and Why they Do It* (New York: Basic Books, 1989).
- Halperin, Morton and Priscilla Clapp, *Bureaucratic Politics and Foreign Policy*, 2nd ed. (Washington: Brookings Institute, 2006).
- Kozak, David and James Keagle, eds., *Bureaucratic Politics and National Security: Theory and Practice* (Boulder: Lynne Rienner Publishers, 1988).
- Sennewald, Charles A., *Effective Security Management*, 5th ed. (Burlington, MA: Butterworth-Heinemann, 2011).

Additional But Not Required Texts

- *The Chicago Manual of Style*. 16th ed. Chicago: University of Chicago Press, 2010.

Course Outline

The following table outlines the 16-week course agenda. Graded assignments are in **bold**.

Lesson	Topics	Instructional Method	Student Assignments Due
1	<ul style="list-style-type: none"> • Course overview • Introductions: instructor and fellow students • Bureaucratic Politics Part I: Introduction to this theoretical field of study 	<ul style="list-style-type: none"> • Reading • Lecture • Online discussion forum 	<ul style="list-style-type: none"> • Discussion Forum: Post biographical sketch

Lesson	Topics	Instructional Method	Student Assignments Due
2	<ul style="list-style-type: none"> Bureaucratic Politics Part II: Core Concepts 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum: Respond to instructor discussion questions and other student responses using threaded discussions
3	<ul style="list-style-type: none"> Bureaucratic Politics, Part III: Focus on the Department of Defense 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
4	<ul style="list-style-type: none"> Overview of the U.S. Government's Organizational Structure 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
5	<ul style="list-style-type: none"> Developing a Template for Understanding Federal Agency Security Programs 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
6	<ul style="list-style-type: none"> The Structure of Security Programs I – Security Policy in the Department of Defense 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
7	<ul style="list-style-type: none"> The Structure of Security Programs II – Security Programs in the Departments of State and Energy 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
8	<ul style="list-style-type: none"> The Structure of Security Programs III – Security Programs in the Departments of Justice and Homeland Security 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
9	<ul style="list-style-type: none"> Midterm Examination 	<ul style="list-style-type: none"> Take-home essay questions provided by instructor 	<ul style="list-style-type: none"> Midterm examination due

Lesson	Topics	Instructional Method	Student Assignments Due
10	<ul style="list-style-type: none"> Physical Security I — Scenario: Base Protection 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum If not already completed, submit student presentation topic to instructor for approval
11	<ul style="list-style-type: none"> Physical Security II -- Scenario: Securing the U.S. Homeland 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum
12	<ul style="list-style-type: none"> Bureaucracies within Bureaucracies: Nuclear Security 	<ul style="list-style-type: none"> Reading Lecture Discussion 	<ul style="list-style-type: none"> Discussion Forum First group of student presentations due this week
13	<ul style="list-style-type: none"> Student Presentations 	<ul style="list-style-type: none"> Lecture Discussion Student Presentations 	<ul style="list-style-type: none"> Discussion Forum Second group of student presentations due this week
14	<ul style="list-style-type: none"> Student Presentations 	<ul style="list-style-type: none"> Lecture Discussion Student Presentations 	<ul style="list-style-type: none"> Discussion Forum Final group of student presentations due this week
15	<ul style="list-style-type: none"> Student Presentations 	<ul style="list-style-type: none"> Lecture Discussion Student Presentations 	<ul style="list-style-type: none"> Discussion Forum
16	<ul style="list-style-type: none"> Course Wrap-Up and Final Exam 	<ul style="list-style-type: none"> Lecture Take home final exam 	<ul style="list-style-type: none"> Final Exam due

Weekly Lesson Plans

Lesson 1: Introduction, Course Overview, and Bureaucratic Politics I

This course will introduce the mid-career security specialist to the range of perspectives across the Federal and Department of Defense (DoD) bureaucracy as to what security means and how it is implemented in different organizations. The goal is to develop a better understanding of different organizational cultures so as to improve the student's ability to communicate, coordinate, and cooperate within the U.S. bureaucracy.

Lesson 1 is a chance for the students to get to know the instructor and one another. This is particularly important in a course taught in a distance learning environment. In addition, students will learn about the course and its goals, instructor expectations, grading criteria, weekly objectives, and other administrative material. Lesson 1 will then introduce the field of bureaucratic politics and place it in the pantheon of political science theory.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Describe the scope of the course, administrative requirements, instructional methodology, evaluation criteria, and feedback processes
- Get to know a little about the backgrounds of the instructor and fellow students
- Explain the concept of bureaucratic politics

Discussion Questions:

- Post a short biographical sketch of yourself. Include a photograph on the roster page in Sakai (optional).
- Why are you taking this course? Briefly describe your goals and anticipated takeaways from this course.
- After reading the chapter summarizing Allison, which level of analysis do you anticipate will prove most valuable in understanding the DoD security bureaucracy? Explain your answer.

Deliverables for Today:

- Post a short biographical sketch about yourself on Sakai. Include a photograph on the roster page (voluntary)
- Respond to each of the discussion questions, and to two fellow students' online comments

Required Reading:

Morton Halperin and Priscilla Clapp, *Bureaucratic Politics and Foreign Policy*, 2nd ed. (Washington: Brookings Institute, 2006), Preface, pp. vii-ix, and Chapter 2, "National Security Interests," pp. 9-24.

Graham Allison, "Conceptual Models and the Cuban Missile Crisis," chapter 4.1 in Kozak and Keagle, pp. 54-72.

Additional Reading:

None

Assignment for Next Time:

Do the reading

Lesson 2: Bureaucratic Politics II — Core Concepts

The bureaucratic politics model is possibly the best intellectual construct available for understanding national security policymaking. The model was originally developed in the 1940s, and was given additional academic rigor by major works of the 1970s and early 1980s. According to this model, the government bureaucracy works more like a confederation than a hierarchical system. As Kozak and Keagle described it in a 1988 work, “Decision makers are viewed as actors or players in a game of politics, promoting bureaucratic interests in competition for various stakes and prizes. Bureaucratic positions on policy issues are determined by bureaucratic interests (or, where one stands depends upon where one sits). Policy outcomes, more often than not, reflect a synthesis or compromise among different positions.”

Inherent in the study of bureaucracy is an examination of power structures, both formal and informal. This lesson will introduce an examination of how power plays in bureaucracies. Readings for this week will build upon these basic ideas that undergird the concept of bureaucratic politics. Students will be introduced to selections from some of the most important works in this field, in order to illuminate the powerful role of bureaucratic politics in the making of national security policy. Later lessons will move deeper into the field to examine how those organizational interests and differences are manifested in the world of security.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify and describe the key theoretical tenets of the field of bureaucratic politics
- Explain the concept of “organizational essence” and how that has implications for dealings within the DoD bureaucracy

Discussion Questions:

- Graham Allison’s *Essence of Decision* is one of the most influential books in political science written in the past 50 years, and one whose basic arguments you need to understand. Those are captured in the summary chapter in today’s reading. Which of Allison’s three conceptual lenses do you think best captures the Cuban missile crisis?
- The Halperin and Clapp book was written in the early 1970s and brought up to date for the 2006 edition that you are reading. What impact has the global war on terror had on the way the Federal bureaucracy operates today? Is this an improvement or digression from the way things worked 40 years ago?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

Halperin, *Bureaucratic Politics and Foreign Policy*, Chapter 3, “Organizational Interests,” pp. 25-61, Chapter 5, “Interests, Faces, and Stands,” pp. 84-96, and Chapter 6, “Initiatives and Rules,” pp. 99-118.

David Kozak, “The Bureaucratic Politics Approach: The Evolution of the Paradigm,” chapter 1 in *Bureaucratic Politics and National Security: Theory and Practice*, David Kozak and James Keagle, eds. (Boulder, CO: Lynne Rienner, 1988), pp. 3-15.

I.M. Destler, “Organization and Bureaucratic Politics,” chapter 3 in *Presidents, Bureaucrats and Foreign Policy: The Politics of Organizational Reform* (Princeton, NJ: Princeton University Press, 1972), pp. 52-82.

Additional Reading:

None.

Assignment for Next Time:

- Do the reading

Lesson 3: Bureaucratic Politics III – A Focus on the Department of Defense

This lesson will focus more directly on the Department of Defense and its multitude of internal agencies, departments, services, and other organizations. All must work together to achieve a common goal—national security and the protection of the homeland, its population, and its vital national interests—yet each of these organizations is imbued with a particular organizational culture, what Halperin terms its “organizational essence.” These cultures do not always get along particularly well; in fact, sometimes they come into open conflict with those of another agency. The readings for this week bring out several examples of such bureaucratic struggles.

Each student will be a member of one of these organizations. The instructor will encourage them to bring forward their own examples of the bureaucracy at work, both positive examples of cooperation and coordination, and negative examples where agencies refused to work together toward the common goal. They will be asked to keep these examples in mind as they do the readings. Some of the books were written a generation ago, yet the universal nature of the U.S. bureaucracy does not seem to have changed very much in the intervening decades.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Explain “organizational essence” and give examples of where these differences in political culture have been at odds in a policy decision
- Describe the interagency process and the challenges of working therein, including adapting to the differing cultures of military and civilian organizations and personnel, collaborating with DoD and non-DoD agencies, negotiating interagency agreements, leveraging other agencies’

capabilities, funding joint projects, coordinating with the intelligence community, sharing information, and navigating the bureaucracy

Discussion Questions:

- Wilson gives us a large number of real-world examples of government bureaucracies at work, and not always in the most efficient manner. Identify one example from the reading where an organization was dealing with a security issue, and describe how the interagency bureaucracy influenced the outcome.
- In your reading by Jefferies, he refers to the process of interagency policymaking as a game. Do you agree? Can you point to some examples you have seen of how the game has had to be played for your organization to succeed?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Sign up on instructor's list for lesson on which you will summarize the readings for that week and post onto Sakai for review by your instructor and fellow students.

Required Reading:

Chris Jefferies, "Bureaucratic Politics in the Department of Defense: A Practitioner's Perspective," chapter 5.3 in Kozak and Keagle, pp. 109-122.

Hugh Heclo, "Political Executives and the Washington Bureaucracy," chap 9.1 in Kozak and Keagle, pp. 286-318.

James Q. Wilson, *Bureaucracy: What Government Agencies Do and Why they Do It* New York: Basic Books, 1989), Part II, "Operators," and Part III, "Managers," pp. 31-175.

Halperin and Clapp, chapter 8, "Information and Arguments," and chapter 9, "Maneuvers to Affect Information," pp. 139-180.

Harvey Sapolsky, Eugene Gholz, and Caitlin Talmadge, "Managing Defense" and "Service Politics," chapters 7 and 8 in *U.S. Defense Politics: The Origins of Security Policy* (New York: Routledge Press, 2009), pp. 96-129.

Additional Reading:

"The Policy Process," chapter 9 in *National Security: Policymakers, Processes, and Politics*, 4th ed., Sam Sarkesian, John Williams, and Stephen Cimbala (Boulder, CO: Lynne Rienner, 2008), pp. 167-177.

"Department of Defense Directive 5100.1: Functions of the Department of Defense and its Major Components, at http://odam.defense.gov/omp/Functions/Organizational_Portfolios/Evolution%20of%205100.1.html

"Managing Defense," chapter 7 in Sapolsky, Gholz, and Talmadge

See “Organizations and Functions of the Department of Defense” chart at

http://odam.defense.gov/omp/Functions/Organizational_Portfolios/Organization_and_Functions_Guidebook.html

Assignment for Next Time:

- Do the reading as we transition the course and begin examining the organizational structure of the Department of Defense.

Lesson 4: Overview of the U.S. Government Organizational Structure

This lesson will examine the way in which the U.S. government, particularly the Executive Branch, is structured. It will cover the relationship between the various Cabinet departments and their most important subsidiaries, with special emphasis on those agencies that deal with national security, including the Departments of Defense, State, Energy, and Homeland Security. Special attention will be focused on the role of the Office of the Director of National Intelligence and the Information Security Oversight Office. The instructor will encourage student participation in the online discussion forum to develop views and opinions on these organizations and their individual political cultures—or organizational essence.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Explain the general organization of the U.S. government, and the major national security agencies of the Executive Branch
- Identify the organizational structure of the U.S. Department of Defense, including the military services and agencies that have significant roles related to security

Discussion Questions:

- Which departments or agencies are the most important allies with DoD in the development of security policies?
- Is the intelligence bureaucracy too big (or too small) to produce useful and timely products?
- Explain the general organization of the US government, and identify and describe the major national security agencies of the Executive Branch
- Identify the organizational structure of the US Department of Defense, including the military services and agencies that have significant roles related to security.

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Students with responsibility for summarizing this week’s readings will post their summary on Sakai by 1800 EDT Wednesday

Required Reading:

Article 1, Section 8, and Article 2, Section 2, of the *U.S. Constitution*, at www.usconstitution.net/const.html

Jon Rosenwasser and Michael Warner, "History of the Interagency Process for Foreign Relations in the United States: Murphy's Law?" Chapter 1 in *The National Security Enterprise: Navigating the Labyrinth*, Roger George and Harvey Rishikof, eds. (Washington: Georgetown University Press, 2011), pp. 11-30.

Frederick Smith and Franklin Miller, "The Office of the Secretary of Defense: Civilian Masters?" chapter 5 in George and Rishikof, pp. 97-116.

National Security Strategy of the United States (Washington: White House, May 2010), at http://www.whitehouse.gov/sites/default/files/rss_viewer/national_security_strategy.pdf.

National Preparedness Goal (Washington: Federal Emergency Management Agency, September 2010), at <http://www.fema.gov/pdf/prepared/npg.pdf>

Roger George, "Central Intelligence Agency The President's Own," Chapter 8 in Rishikof and George

Additional Reading:

"The Military Establishment and the Intelligence Establishment," Chapters 6 and 8 in Sarkesian, Williams, and Cimbala, pp. 113-129 and 145-163.

"Service Politics," chapter 8 in Sapolsky, Gholz, and Talmadge

U.S. Northern Command website at www.northcom.mil/

Joint Chiefs of Staff website at www.jcs.mil/# and org chart at www.jcs.mil//content/files/2012-01-010612094032_The_JS_Org_Chart_as_of_Jan_2012.pdf

Jason Percy and Terry Fellows, "A Whole of Government Approach for National Security," December 2009, at www.dtic.mil/DOAC/document?document=ADA514230&collection=pubtr&contentType=PDF&citationFormat=1F

Thomas Fingar, "Office of the Director of National Intelligence: Promising Start Despite Ambiguity, Ambivalence, and Animosity," Chapter 7 in Rishikof and George

Assignment for Next Time:

- Do the reading

Lesson 5: Developing a Template for Understanding Selected Agency Security Programs

As security professionals advance in their level of responsibility there will be increasing opportunity and regular requirements to work with other organizations. This lesson will develop a virtual template for examining security organizations and offices when preparing to work with another organization for the first time. By understanding the mission, structure, and philosophy of the organization they will be working with, a security professional can optimize the opportunity for efficiency and success.

There are several approaches to preparing to work with another organization, but one that has proven effective over time is to have a process to gather information to understand the bureaucratic implications of a new relationship. This lesson will look at the role, responsibility, authority, jurisdiction and limitations of an organization and place it in the context of the overall security bureaucracy to develop the template for the student. This lesson will use the example of the Nuclear Command and Control System Support Staff as a representative organization, as it has responsibility across the core security disciplines and across nine different departments and agencies.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Describe how to prepare to work with another agency/organization
- Identify the key elements of information which will assist with that preparation
- Identify sources of information
- Understand and describe a process/template for working within and across organizations

Discussion Questions:

- The lecture explored six elements of the template – role, responsibility, authority, jurisdiction, limitations, and unique or unusual facts or circumstances. Of these, which do you believe is the most important, and why?
- You are assigned a task which requires multiple agency and department participation. You will be the task leader. How do you introduce yourself at the first meeting?
- Authority is derived from a number of sources – public law, executive order, directive, etc. Is there a hierarchy of authority? Does one source “trump” another?
- Consider a limitation as presented during the lecture. What are the impacts, and can they be overcome? If so, how?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

Sennewald, Charles A., *Effective Security Management*, 5th ed. (Burlington, MA: Betterworth-Heinemann, 2011), Chapters 1, 2, 3, 4 and 16.

DOE Policy 470.1A, Safeguards and Security Program, available at <https://www.directives.doe.gov/directives/0470.1-APolicy-a/view>

DHS Org Chart, available at <http://www.dhs.gov/xlibrary/assets/dhs-orgchart.pdf>

“US Nuclear Command and Control System Support Staff,” DoDD 3150.06, 25 Aug 06

Additional Reading:

None.

Assignment for Next Time:

Do the reading

Lesson 6: The Structure of Security Programs I – Security Policy Development in the Department of Defense

This lesson starts with a review of the primary security disciplines: physical, personnel, information, industrial; closely related programs such as integrated defense (force protection, antiterrorism, law enforcement), and selected elements such as OPSEC, SAP, acquisition security, export controls, etc. It then examines the organizational structure from which security policy is developed and discusses the bureaucratic implications of security policy development within DoD (including USD/I and USD/P). The myriad programs that can be described in some form or fashion as “security” programs prevent an exhaustive survey, so this lesson will highlight the areas within DoD we would reasonably expect every security professional to understand. The lesson also presents more detail on significant security programs students may not but should be familiar with, concluding with a list of security programs students may want to examine or learn more about as they continue their professional development. It also considers the relationship of DoD security programs with those of other key Federal departments, including the Office of the Director of National Intelligence, the Information Security Oversight Office (ISOO) and the National Industrial Security Program. This lesson will be guided by the template developed in Lesson 5, examining the roles, responsibilities, authorities, jurisdictions and limitations of the organizations presented.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Describe the breadth and depth of security programs and areas
- Identify and define the core security disciplines
- Understand the structure and flow of security policy development within DoD
- Be familiar with the key organizations within DoD and other departments of government responsible for security policy development

Discussion Questions:

- Where does the policy that guides your work derive from?
- Do you have input into the policy development process? If so, how? If not, should you?
- Is there a guidance document you work with that has a negative impact on mission accomplishment? How so? What should be done about it?
- What is the mission of the Defense Threat Reduction Agency? What provides their authority?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

- Thomasingar, “Office of the Director of National Intelligence: Promising Start despite Ambiguity, Ambivalence, and Animosity,” chapter 7 in George and Rishikof, pp. 139-156.
- Roger George, “Central Intelligence Agency: The President’s Own,” chapter 8 in George and Rishikof, pp. 157-176.
- *The National Intelligence Strategy of the United States of America* (Washington: Office of the Director of National Intelligence, August 2009), at <http://www.hsdl.org/?view&did=33833>
- *The National Military Strategy of the United States of America: Redefining America’s Military Leadership* (Washington: The Pentagon, 2011), at <http://www.hsdl.org/?view&did=10755>

Additional Reading:

- DoD 5200.1-R, Information Security Program
- DoD Manual 5200.01, Volumes 1 through 4, DoD Information Security Program
- DoD 5200.2-R, DoD Personnel Security Program
- DoD Instruction 5200.08, Security of DoD Installations and Resources and the DoD Physical Security Review Board
- DoD Instruction 5200.39, Critical Program Information Protection within the Department of Defense
- DoD 5100.76-M, Physical Security of Sensitive Conventional Arms, Ammunition and Explosives
- DoD 5220.22-M, National Industrial Security Program Operating Manual

Assignment for Next Time:

- Do the reading

Lesson 7: The Structure of Security Programs II – Security Programs in the Departments of State and Energy

This lesson will delve more deeply into the security programs of two agencies responsible for security in the national security community-- the Department of State (DOS) and Department of Energy (DOE). The Federal structure and the security imperative are requiring security leaders to work across agencies and departments, directly or indirectly, to support national security requirements. This lesson may be the first opportunity students have to study other agencies and to learn the implications of different security “cultures” when working with other organizations.

DoD security professionals may have occasion to work closely with both DOS and DOE, as the State Department has significant responsibility, authority and influence on how DoD security is conducted outside the CONUS, and the DOE of course has significant responsibility and works closely with DoD on nuclear weapons issues. The Department of State has at least four “security roles:” 1) national/international security (international diplomacy) which includes responsibilities such as status of

forces agreements; 2) the Office of Diplomatic Security, which is responsible for protection of Embassies and State Department staff and assets, and dignitary protection; 3) security/protection of US citizens abroad; and 4) export controls, particularly regarding “militarily significant” items. The Department of Energy also has a variety of security missions, to include nuclear weapons security under the National Nuclear Security Administration, security of the nation’s strategic petroleum reserves, and other security responsibilities in a variety of energy related areas. We will examine the roles, responsibilities, authorities, jurisdictions and limitations of the organizations presented.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify representative elements within the U.S. Federal government which have significant security related roles and discuss the mission, jurisdiction, and limitations of each of those agencies
- Describe similarities and differences in security philosophy and structure among the different organizations
- Demonstrate an understanding of approaches to working across agencies and departments
- Understand the role, responsibility, authority and limitations of the Department of State with regard to security within the Department of Defense
- Understand the role, responsibility, authority and limitations of the Department of Energy with regard to security within the Department of Defense

Discussion Questions:

- Have you worked with DOS? If so, describe the experience in the context of bureaucracy as we have been studying it in this course.
- Have you worked with DOE? If so, describe the experience in the context of bureaucracy as we have been studying it in this course.
- An overseas military command establishes a security policy that has an impact on the local national population. The country’s government takes issue with the policy and appeals to the US Government to modify or discontinue the policy. How would the adjudication process work in this instance? Who has the authority and jurisdiction to make the determination?
- What are the primary responsibilities of two of the National Laboratories we did not discuss in the lecture?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions.

Required Reading:

Marc Grossman, “The State Department: Culture as Interagency Tool?” chapter 4 in George and Rishikof, pp. 79-96.

“History of the Bureau of Diplomatic Security of the United States Department of State,” October 2011, available at <http://www.state.gov/documents/organization/176589.pdf>

DOE Order 473.3, Protection Program Operations, available at
<https://www.directives.doe.gov/directives/0473.3-BOrder/view>

“DOE Office of Health, Safety, and Security Organization Chart,” at
<http://www.hss.doe.gov/orgchart.html>

Additional Reading:

U.S. State Department website at www.state.gov

Assignment for Next Time:

- Do the reading

Lesson 8: The Structure of Security Programs III – Security Programs in the Departments of Justice and Homeland Security

This lesson will delve more deeply into the security programs of two more of the key Federal agencies responsible for security in the national security community--the Department of Justice (DOJ) and Department of Homeland Security (DHS). The Federal structure and the security imperative are requiring security leaders to work across agencies and departments, directly or indirectly, to support national security requirements. This lesson will allow students to study these two important security agencies and to learn the implications of different security “cultures” when working with other organizations.

DoD security professionals may have occasion to work closely with both DOJ and DHS, as the DOJ has significant responsibility, authority and influence on law enforcement in both CONUS and overseas, and the DHS has more security related functions than any other government department. This lesson will be guided by the template developed in Lesson 5, examining the roles, responsibilities, authorities, jurisdictions and limitations of the organizations presented.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify representative elements within the U.S. Federal government which have significant security related roles and discuss the mission, jurisdiction, and limitations of each of those agencies
- Describe similarities and differences in security philosophy and structure among the different organizations
- Demonstrate an understanding of approaches to working across agencies and departments
- Understand the role, responsibility, authority and limitations of the Department of Justice with regard to security within the Department of Defense
- Understand the role, responsibility, authority and limitations of the Department of Homeland Security with regard to security within the Department of Defense

Discussion Questions:

- Have you worked with DHS or DOJ in the past? If so, describe the experience in the context of bureaucratic politics as we have been studying it in this course. If you have not, describe a scenario in which you can imagine dealing with them in the future.
- In your opinion, was the creation of the Department of Homeland Security necessary for American national security? Defend your answer.

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

Harvey Rishikof, "The Evolving FBI: Becoming a New National Security Enterprise Asset," chapter 9 in George and Rishikof, pp. 177-202.

Gary Shiffman and Jonathan Hoffman, "The Department of Homeland Security: Chief of Coordination," chapter 10 in George and Rishikof, pp. 203-224.

"Quadrennial Homeland Security Review" (Washington: GAO, 16 December 2010), at www.dtic.mil/DOAC/document?document=CBRNIAC-CB-195359

Additional Reading:

National Strategy for Homeland Security (Washington: Homeland Security Council, October 2007), at <http://www.hsdl.org/?view&did=479633>

H. Steven Blum and Kerry McIntyre, *Enabling Unity of Effort in Homeland Response Operations* (Carlisle, PA: Strategic Studies Institute, US Army War College, April 2012), available at www.strategicstudiesinstitute.mil

Department of Homeland Security website at www.dhs.gov/index.shtm, click on subcategories of interest (CBP, FEMA, ICE, TSA, U.S.CG, U.S.SS, etc.)

FBI website at www.fbi.gov, including National Security Branch at www.fbi.gov/about-us/nsb

Department of Justice, National Security Division web site, at <http://www.justice.gov/nsd/>

Good reference source: Homeland Security Digital Library, hosted by the Naval Postgraduate School Center for Homeland Defense and Security, at <http://www.hsdl.org/>

Assignment for Next Time:

- Compete the midterm

Lesson 9: Midterm Examination

Students will complete a midterm examination consisting of no more than five short essay questions that will be provided by the instructor. Students will answer two essay questions that focus on lessons 1 thru 8. Each question chosen will be addressed in a 2-3 page double spaced paper.

Lesson Goals/Objectives:

- Successfully pass take-home midterm examination

Discussion Questions:

None

Deliverables for Today:

- Midterm examination due by 2355 (east coast time) Saturday of this week

Required Reading:

None

Additional Reading:

None

Assignment for Next Time:

- Be prepared to submit your student presentation topic and date you'd like to present.
- Do the reading

Lesson 10: Physical Security I -- Base Protection

This lesson will be an examination of different types of security and the organizations involved, responsibilities, authorities and limitations, and potential for cooperation or clashes between political cultures. In the scenario of protecting a military base, one can envision involvement with the military police, antiterrorism and information protection offices, OPSEC, local law enforcement authorities, U.S. Northern Command rules and regulations, Department of State considerations (when the base is located OCONUS), Service rules and requirements, and so on.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Describe the elements of a base protection mission
- Identify relevant players, their responsibilities, authorities, jurisdictions, and limitations
- Understand current trends in base protection and integrated defense
- Identify and describe the bureaucratic elements of a base protection mission

Discussion Questions:

- Are there significant differences in the way the Army, Navy and Air Force perform the base protection mission?

- Does Posse Comitatus prohibit military members from assisting state or local law enforcement in the performance of their (the state or local agency's) duties?

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Submit your student presentation topic and date you'd like to present

Required Reading:

Matthew Harwood, "This Base is Covered," *Security Management* online, February 2012, at <http://www.securitymanagement.com/article/base-covered-007986>

"Physical Security Program," DoD 5200.08-R, 9 April 2007, Undersecretary of Defense for Intelligence, at www.dtic.mil/whs/directives/corres/pdf/520008r.pdf

Department of Defense Inspector General, "DoD IG Report to Congress on Section 357 of the National Defense Authorization Act for Fiscal Year 2008 Review of Physical Security of DoD Installations, Report No. D-2009-035," 2009. Available at www.dodig.mil/audit/reports/fy09/09-035.pdf

Department of Defense, "Directive-Type Memorandum (DTM) 09-012, Interim Policy Guidance for DoD Physical Access Control." 2009. Available at www.dtic.mil/whs/directives/corres/pdf/DTM-09-012.pdf

Department of Defense, "Protecting the Force, Lessons from Fort Hood," 2010. Available at www.defense.gov/pubs/pdfs/DOD-ProtectingTheForce-Web_Security_HR_13jan10.pdf

Department of the Air Force, "Force Protection, Air Force Doctrine Document 2-4.1," 2004. Available at www.af.mil/shared/media/epubs/AFDD2-4.1.pdf

Additional Reading:

None

Assignment for Next Time:

- Do the reading

Lesson 11: Physical Security II -- Securing the U.S. Homeland

This lesson will take the concept of base security to its logical next level -- that of the greater mission of Homeland Security. It will examine the major components of the Department of Homeland Security, the role of US NORTHCOM and US STRATCOM in the homeland security mission, and the interplay of DoD security elements within this construct. The lesson will cover the four security disciplines and special security functions as they relate and apply to the homeland security mission. It will examine statutes and legal authorities, as well as jurisdictions and limitations, such as Posse Comitatus. Finally, it will look at the role of security-related intelligence organizations in the homeland security mission.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify the major organizations in the homeland security mission and their responsibilities, authorities, jurisdictions and limitations
- Describe the organizations, roles and responsibilities of DoD organizations responsible for the homeland security mission
- Understand the bureaucratic implications of the homeland security mission

Discussion Questions:

- In addition to the overarching security responsibilities and authorities vested in the Secretary of Homeland Security, there are many separate and distinct security organizations within DHS. Identify and describe 3 of them, and discuss any redundancies you find between them?
- Describe an example of security cooperation, support, or other formal or informal relationship between DoD and DHS. Outline the authorities and jurisdictional issues and comment on the strengths and weaknesses of the relationship.

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

One Team, One Mission: Security Our Homeland—US Department of Homeland Security Strategic Plan, Fiscal Years 2008-2013 at <http://www.hsdl.org/?view&did=235371>

“DOD Releases Unified Command Plan 2011,” US Department of Defense News Release 288-11, 8 April 2011, at <http://www.defense.gov/releases/release.aspx?releaseid=14398>

Secure Borders, Safe Travel, Legal Trade: US Customs and Border Protection, Fiscal Year 2009-2014 Strategic Plan (Washington: US Customs and Border Protection, July 2009), at http://www.cbp.gov/linkhandler/cgov/about/mission/strategic_plan_09_14.ctt/strategic_plan_09_14.pdf

Brandon Pollachek, “Northern Command helps Border Patrol with Southwest Mission,” 30 January 2012, at <http://www.army.mil/article/72606/>

Additional Reading:

“Border Security” website, Customs and Border Patrol, at http://www.cbp.gov/xp/cgov/border_security/

US Northern Command web site at <http://www.northcom.mil/>

Joint Interagency Task Force West (US Pacific Command) web site at http://www.pacom.mil/web/site_pages/staff%20directory/jiatfwest/jiatfwest.shtml

Assignment for Next Time:

- Do the reading

Lesson 12: Bureaucracies within Bureaucracies: Nuclear Security

While not considered by DoD to be a distinct security domain, nuclear security is a very specific, complex area of study, with its own authorities, governing directives, and national level security policy. This week's lesson uses the scenario of movement of special nuclear materials in a DOE truck as a lens to examine the nuclear security bureaucracy. This lesson will look at the roles and responsibilities of the Department of Energy, the National Nuclear Security Agency, the Department of Defense, the Department of Transportation, Sandia National Laboratories, as well as federal, state and local law enforcement authorities. It will discuss the complex relationships in this scenario as an example of security bureaucracy in action. This lesson will also explore the linkage between state and local law enforcement and DoD security. The lesson will conclude with a brief recap of the key learning objectives for the course and a synthesis of the highlights of our exploration into developing an understanding of the bureaucracy inherent in the variety of security programs that contribute to DoD's mission in national security.

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify the critical security requirements for strategic nuclear material SNM movements
- Explain the relationship between relevant security organizations
- Identify the bureaucratic considerations and challenges of this scenario

Discussion Questions:

- What do you believe is the most critical aspect of understanding bureaucracy as it relates to security across the government?
- Give one example of how you leveraged your understanding of bureaucracy when working with another security organization.

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Week 13 student presentations are due

Required Reading:

Department of Defense, "Nuclear Surety," Office of the Deputy Assistant to the Secretary of Defense for Nuclear Matters. Available at www.acq.osd.mil/ncbdp/nm/nuclearweaponsurety.html

Department of the Air Force, "Blue Ribbon Review, Nuclear Weapons Policies and Procedures," 2008. Available at www.airforce-

magazine.com/SiteCollectionDocuments/TheDocumentFile/Current%20Operations/BRR020808
ExecSummary.pdf

Department of Defense, "Military Handbook Design Guidelines for Physical Security of Facilities MIL-
HDBK 1013/1A," 1993. Available at
https://portal.navfac.navy.mil/portal/page/portal/NAVFAC/NAVFAC_WW_PP/NAVFAC_NFESC_PP/LOCKS/PDF_FILES/MIL-HDBK-1013-01A.pdf

"Materials Transportation," US Nuclear Regulatory Commission website at
<http://www.nrc.gov/materials/transportation.html>

Additional Reading:

National Nuclear Security Agency website at www.nnsa.energy.gov, then click on subcategory of interest
(Defense Programs, Nonproliferation, Emergency Response, Nuclear Security, etc.).

Office of Secure Transportation web site at <https://fmt.kcp.com/OSTfederalagent/>

Assignment for Next Time:

- Student presentations begin

Lesson 13: Student Presentations

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify the key elements of various government security agencies
- Identify bureaucratic idiosyncrasies within and between various government security agencies
- Analyze the bureaucratic environment in different government security agencies
- Prepare to operate within the culture of different government security agencies

Discussion Questions:

- TBD. Will be based on student presentations

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Week 14 student presentations are due

Required Reading:

TBD. Will be based on student presentations

Additional Reading:

TBD. Will be based on student presentations

Assignment for Next Time:

- Student presentations continue
- Do the reading

Lesson 14: Student Presentations

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify the key elements of various government security agencies.
- Identify bureaucratic idiosyncrasies within and between various government security agencies
- Analyze the bureaucratic environment in different government security agencies
- Prepare to operate within the culture of different government security agencies

Discussion Questions:

- TBD. Will be based on student presentations

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions
- Week 15 student presentations are due

Required Reading:

TBD. Will be based on student presentations

Additional Reading:

TBD. Will be based on student presentations

Assignment for Next Time:

- Student presentations continue
- Do the reading

Lesson 15: Student Presentations

Lesson Goals/Objectives:

At the end of this class, students will be able to:

- Identify the key elements of various government security agencies.
- Identify bureaucratic idiosyncrasies within and between various government security agencies
- Analyze the bureaucratic environment in different government security agencies
- Prepare to operate within the culture of different government security agencies

Discussion Questions:

- TBD. Will be based on student presentations

Deliverables for Today:

- Post response to discussion questions
- Provide feedback to at least two other students on their response to discussion questions

Required Reading:

TBD. Will be based on student presentations

Additional Reading:

TBD. Will be based on student presentations

Assignment for Next Time:

- Final exam

Lesson 16 Course Wrap-Up, and Final Exam

Students will complete a final examination consisting of no more than five short essay questions that will be provided by the instructor. Students will answer two essay questions that focus on lessons 10 thru 15. Each question chosen will be addressed in a 2-3 page double spaced paper.

Lesson Goals/Objectives:

- Successfully pass take-home final examination

Discussion Questions:

None

Deliverables for Today:

- Final examination due by 2355 (east coast time) Thursday of this week

Required Reading:

None

Additional Reading:

None

Assignment for Next Time:

None