

George Mason University
SPRING 2013
PUBP 653-001
THE INTERAGENCY PROCESS
Date/Time: Monday, 7:20 to 10:00 pm
Arlington Campus (Founders Hall), Room 470
DRAFT dated 11/28/2012

Professor: John M. Jones, Ambassador (Ret.)

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Overview

This course examines the U.S. Interagency process as it relates to peace operations. The various departments and agencies maintaining equities in overseas missions will be identified and explored. Case studies will highlight instances of success or failure in application of a “whole-of-government” approach to intervention. Finally, we summarize the most significant problems hampering Interagency cooperation today and recent policy directives, frameworks, and initiatives developed to address this situation.

Learning Objectives

Students will be able to identify and discuss the different U.S. Government departments and agencies which have traditionally been involved in international intervention since the 1800s. They will be conversant in examples where we have succeeded or failed to apply a “whole-of-government” approach to overseas contingencies. Further, students will be able to identify and discuss seminal policy directives, frameworks, and initiatives developed to overcome problems that continue to plague effective Interagency collaboration.

Required Texts

Anderson, Gary W. 2008. “Interagency Overseas”: Responding to the 2004 Indian Ocean tsunami. In *Mismanaging mayhem: How Washington responds to crisis*, ed. James J. Carafano and Richard Weitz, 192-210. Westport: Greenwood Publishing Group.

Brinkerhoff, John R. 2008. In the wake of the storm: The national response to Hurricane Katrina. In *Mismanaging mayhem: How Washington responds to crisis*, ed. James J. Carafano and Richard Weitz, 211-234. Westport: Greenwood Publishing Group.

- Carafano, James J., and Richard Weitz. 2008. Mismanaging mayhem: Interagency operations past and future. In *Mismanaging mayhem: How Washington responds to crisis*, ed. James J. Carafano and Richard Weitz, 1-5. Westport: Greenwood Publishing Group.
- Cull, Nicholas J. 2008. Joint military-civilian civil affairs operations in Vietnam. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 285-294. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Dorff, Robert H. 2008. 21st century security challenges and the Interagency process: Historical lessons about integrating instruments of national power. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 127-146. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Finney, John, D. and Alphonse F. La Porta. 2008. Integrating national security strategy at the operational level: The role of State Department political advisors. In *Affairs of state: The Interagency and national security*, ed. Gabriel Marcella, 281-320. <http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>
- Fishel, John T. 2008a. The Interagency arena at the operational level: The cases now known as stability operations. In *Affairs of state: The Interagency and national security*, ed. Gabriel Marcella, 409-446. <http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>
- _____. 2008b. The Interagency in Panama 1986-1990. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 65-76. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Friedman, Hal M. 2009. *Arguing over the American lake: Bureaucracy and rivalry in the U.S. Pacific, 1945-47*. College Station: Texas A&M University Press.
- Gott, Kendall D., and Michael G. Brooks. 2008. *The US Army and the Interagency process: Historical perspectives*. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Granfield, Lynda. 2008. Provincial Reconstruction Team (PRT): A grass roots Interagency counterinsurgency methodology in Afghanistan. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 371-388. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Hays, Margaret Daly, and Gary F. Wheatley. 1996. *Interagency and political-military dimensions of peace operations: Haiti, a case study*. http://www.dodccrp.org/files/Hayes_Interagency.pdf
- Kimmit, Mark T. 2008. Interagency at the Washington DC level. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 397-404. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>

- Marcella, Gabriel. 2008. Understanding the Interagency process: A challenge of adaptation. In *Affairs of state: The Interagency and national security*, ed. Gabriel Marcella, 1-52. <http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>
- Mendel, William W. and David G. Bradford. 1995. *Interagency cooperation: A regional model for overseas operations*. <http://www.dtic.mil/cgi-bin/GetTRDoc?AD=ADA421956&Location=U2&doc=GetTRDoc.pdf>
- Nager, Eric. 2008. Post-Cold War Interagency process in East Timor. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 265-284. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Office of the Inspector General for Iraq Reconstruction (SIGIR). 2007. *Status of provincial reconstruction team expansion in Iraq*. http://firstsearch.oclc.org/WebZ/FSPage?pagetype=return_frameset:sessionid=fsapp2-48618-gijefz4u-ng1zf6:entitypagenum=8:0:entityframedurl=http%3A%2F%2Fhandle.dtic.mil%2F100.2%2FADA470476:entityframedtitle=WorldCat:entityframedtimeout=5:entityopentitle=:entityopenauthor=:entityopennumber=:
- Olson, William J. 2008. Interagency coordination: The normal accident or the essence of indecision. In *Affairs of state: The Interagency and national security*, ed. Gabriel Marcella, 215-254. <http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>
- Raines, Edgar. 2008. The Interagency process and the decision to intervene in Grenada. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 33-64. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Schoonmaker, Herbert Garrettson. 1990. *Military crisis management: U.S. intervention in the Dominican Republic, 1965*. New York: Greenwood Press.
- Seipp, Adam R. 2008. Between catastrophe and cooperation: The US Army and the refugee crisis in West Germany, 1945-50. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 245-256. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Shortal, John. 2008. End of days: Responding to the Great Pandemic of 1918. In *Mismanaging mayhem: How Washington responds to crisis*, ed. James J. Carafano and Richard Weitz, 6-26. Westport: Greenwood Publishing Group.
- Skocz, Dennis E. 2008. A front-line view of "The" Interagency: The practice of policy coordination inside government. In *Affairs of state: The Interagency and national security*, ed. Gabriel Marcella, 371-408. <http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>

- Smith, Anton K. 2007. *Turning on the dime: Diplomacy's role in national security*.
http://firstsearch.oclc.org/WebZ/FSPage?pagetype=return_frameset:sessionid=fsapp2-48618-gijdqdyj-ubs6vu:entitypagenum=47:0:entityframedurl=http%3A%2F%2Fpurl.access.gpo.gov%2FGPO%2FLPS108545:entityframedtitle=WorldCat:entityframedtimeout=5:entityopenTitle=:entityopenAuthor=:entityopenNumber=:
- Stewart, Richard W. 2008. Why Interagency operations and reform are hard to do. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 161-170. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Weitz, Richard. 2008. Interagency problems and proposals: A research review. In *Mismanaging mayhem: How Washington responds to crisis*, ed. James J. Carafano and Richard Weitz, 235-272. Westport: Greenwood Publishing Group.
- _____. 2004. *Project on National Security Reform: Case studies, vol. 1*.
<http://www.pnsr.org/data/files/pnsr%20case%20studies%20vol.%201.pdf>
- Woods, Jeffrey. 2008. The Interagency process and Vietnam: The American experience. In *The US Army and the Interagency process: Historical perspectives*, ed. Kendall D. Gott and Michael G. Brooks, 105-114. <http://www.cgsc.edu/carl/download/csipubs/2008Symposium.pdf>
- Zuzzi, Mattia. 2010. *The dynamics of Interagency cooperation process at Provincial Reconstruction Team in Operations ISAF and Enduring Freedom*.
http://cgsc.contentdm.oclc.org/cdm4/item_viewer.php?CISOROOT=/p4013coll2&CISOPTR=2638

Course Requirements

Attendance:

The course will be conducted as a seminar rather than in a lecture format. Thus each week's assignment must be read before class discussions each week. Active participation in class discussions is mandatory. Professionals in public policy must be able to speak effectively in small groups and to make presentations of their work. The only way to learn these skills is to practice, so students are expected to contribute to discussions and will be required to present summaries of course readings and their own writing. It is expected that students will keep up with developments in matters relating to this course.

Grading:

- Class Participation: (20%)
- Paper No. 1: Department/Agency Paper—History/Role (20%)
- Paper No. 2: Department/Agency Paper—Contingency Response (20%)
- Paper No. 3 and Presentation: Team Case Study (40%)

Course Outline

Class 1—Introduction

Course Introduction/Expectations

Video: Frontline’s “Bush’s War”

Class 2—Interagency Challenges: Overview

Readings: Carafano and Weitz (2008), Marcella (2008), Olson (2008), Stewart (2008), Kimmitt (2008), Dorff (2008)

Class 3—Responses to American Emergencies

Readings: Shortal (2008), Weitz (2004, 482-521), Brinkerhoff (2008)

Class 4—Coordination Challenges following WWII

Readings: Seipp (2008), Weitz (2004, 522-554), Friedman (2009, selected chapters)

Class 5—The Vietnam Experience

Readings: Weitz (2004, 451-482), Cull (2008)

Class 6—Issues in Latin America

Readings: Schoonmaker (1990), Raines (2008), Fishel (2008b), Hays and Wheatley (1996)

Class 7—The 1990s

Readings: Weitz (2004, 319-450)

Class 8—Experiences in Asia

Readings: Nager (2008), Anderson (2008)

Class 9—21st Century Challenges and Adaptation

Readings: Skocz (2008), Fishel (2008a), Finney and La Porta (2008), Smith (2007)

Class 10—Provincial Reconstruction Teams

Readings: Zuzzi (2010), Granfield (2008, 371-388), SIGIR (2007)

Class 11—Policy Changes and Training/Education Implications

Readings: PDD-56, NSPD-44, DoDD 3000.05

Class 12—The “Interagency Management System”

Class 13—Class Presentations

Class 14—Class Presentations

Class 15—Wrap Up

Reading: Weitz (2009)

Written Assignments:

Each of your written assignments must be submitted by electronic copy. They may be checked through the School's database service that surveys published and nonpublished papers, articles, and books for possible plagiarism.

Plagiarism:

The profession of scholarship and the intellectual life of a university as well as the field of public policy inquiry depend fundamentally on a foundation of trust. Thus any act of plagiarism strikes at the heart of the meaning of the university and the purpose of the School of Public Policy. It constitutes a serious breach of professional ethics and it is unacceptable. Plagiarism is the use of another's words or ideas presented as one's own. It includes, among other things, the use of specific words, ideas, or frameworks that are the product of another's work. Honesty and thoroughness in citing sources is essential to professional accountability and personal responsibility. Appropriate citation is necessary so that arguments, evidence, and claims can be critically examined. Plagiarism is wrong because of the injustice it does to the person whose ideas are stolen. But it is also wrong because it constitutes lying to one's professional colleagues. From a prudential perspective, it is shortsighted and self-defeating, and it can ruin a professional career. The faculty of the School of Public Policy takes plagiarism seriously and has adopted a zero tolerance policy. Any plagiarized assignment will receive an automatic grade of "F." This may lead to failure for the course, resulting in dismissal from the University. This dismissal will be noted on the student's transcript. For foreign students who are on a university-sponsored visa (e.g. F-1, J-1 or J-2), dismissal also results in the revocation of their visa. To help enforce the SPP policy on plagiarism, all written work submitted in partial fulfillment of course or degree requirements must be available in electronic form so that it can be compared with electronic databases, as well as submitted to commercial services to which the School subscribes. Faculty may at any time submit student's work without prior permission from the student. Individual instructors may require that written work be submitted in electronic as well as printed form. The SPP policy on plagiarism is supplementary to the George Mason University Honor Code; it is not intended to replace it or substitute for it. (<http://www.gmu.edu/facstaff/handbook/aD.html>)

Citations for Research Papers

The **purposes** of scholarly citations are several:

- 1) To show the source for a direct quote or fact not commonly known.
- 2) To give credit for an idea to the author of a work
- 3) To show the reader that you are familiar with other scholarship on your topic or to indicate where further information or analysis can be found.
- 4) You may also use endnotes to explain something in the text or comment on the source.

The intention is to give the reader enough information to find the source you are using so that he or she can see if you have quoted it correctly, interpreted it soundly, done justice to the author cited, or do further research on the topic in question themselves.

Format: Use the standard *Chicago Manual of Style* "author-date" format, also known as "Turabian."

If you are not familiar with Chicago, please print off a copy of the “Common References Guide” at:
<http://popp.gmu.edu>

Special Needs of Students

If you are a student with a disability and you need academic accommodations, please see me and contact the Disability Resource Center (DRC) at 703.993.2474. All academic accommodations must be arranged through the DRC.

“New Voices in Public Policy”

I will consider nominating the very best papers in this course for publication in New Voices in Public Policy. New Voices is a student- and faculty-reviewed journal that shares SPP’s finest student work with the rest of the world.