PubPol 475.005/750.005: US Intelligence Policy Frameworks
Winter 2024

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Instructor Office Hours: 1230pm-330pm ET, Wednesday

Course Term: 14-week session
10 January 2023 – 24 April 2023
400pm-650pm ET, Wednesdays
1230 Weill Hall

Course Description: The history of intelligence in the United States is long and complex, beginning with the origins of the Republic through the modern era both before and after 9/11. Over this stretch of time, tensions have existed between balancing the need to collect information through clandestine and overt means to further US national security interests, while at the same time ensuring that Constitutional protections regarding privacy, civil liberties, and free speech are upheld.

This course uses a dynamic and interactive format involving instructor lectures, writing assignments, group discussions, and student presentations to examine the different types of intelligence policy authorities that created new organizations, approved new collection methods and capabilities, or addressed intelligence abuses or failures that significantly impacted US national security. It will also provide an opportunity for students to develop an in-depth perspective on key US intelligence departments or agencies, and their historical and current roles.

Course Objectives:

1. Explore the background and history of intelligence in the United States in distinct phases.
2. Examine major intelligence policies and authorities and their impact on how the US intelligence community is organized and structured, and what intelligence collection methods are authorized and the privacy and civil liberties protections around them.
3. Assess key departments and agencies in the US intelligence community.
4. Develop practical analytic, writing, oral presentation, and collaboration skills relevant to intelligence community career fields.

Course Grading: This class encompasses several graded components to include: two policy memos of various style and format; four summaries of course themes and materials; a class presentation that involves teamwork and collaboration with other students; and, in-class participation, focus, and engagement.
Class participation, engagement, and attendance: Given the seminar-based format for the class, active student participation is essential in order to: a) express comprehension of assigned reading and lecture material; b) discuss current events related to intelligence issues; c) offer perspectives, comments, and questions about lecture content; and d) engage in cross-student discussion and reflection. This component of the class grade (10%) will be based on my assessment of student engagement in these criteria, which may include “cold-calling” on students. Instructor-directed questions to students based on submitted questions for panels, or questions about administrative or syllabus-related details, will not be counted as participation activity under this framework.

In addition, I will be paying close attention to individual levels of engagement and focus. Signs of a lack of student focus or distractions with electronics are observable and noticeable. If patterns persist early in the semester I reserve the option to institute an electronics ban that will affect the entire class outside of when necessary for presentations. Such a ban will then only be lifted if a noticeable improvement occurs subject to my assessment.

While attendance is not formally part of the participation grade, absences in class eliminate opportunities to learn, participate, and develop bonds with fellow classmates, and is something students will have to consider when not attending. In addition, the following schema sets forth grade deductions for attendance absences without prior notification to me in writing via email. This is a professional standard that is common in workplace environments.

<table>
<thead>
<tr>
<th>Absences</th>
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<td>4-5 unexcused</td>
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<td>12-13 unexcused</td>
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Summary memos: Four summary memos that answer questions provided in the syllabus for different themes and topics will be required at 9am on modules 3, 5, 8, and 11. Each memo will be worth 3.75% individually for a total of 15% of the class grade. Memos will be submitted in Canvas and should consist of at least 500-600 words and answer questions based on a comprehension of assigned readings, lecture material, and any outside research. Memos will not be reviewed for grammar, style, and punctuation but rather on the basis of substantive comprehension of assigned readings and lecture material. Memos submitted after 9am until 12pm will be docked 25%; memos submitted after 12pm will not receive
a grade since the purpose of this assignment is to think critically about relevant themes in advance and be prepared to discuss them during class.

Summary memo #1 due 9am, January 24
Summary memo #2 due 9am, February 7
Summary memo #3 due 9am, March 13
Summary memo #4 due 9am, April 3

Student Panels: Six student panels will be convened during modules 7, 10, and 15. Students will be split into teams to provide either a “pro or con” perspective (the pro team presenting the strengths and the con team presenting the weaknesses) of select intelligence-related laws, authorities, or policies. The size of the pro and con teams will depend on the overall number of students in the class, and students will be assigned to the different panels and pro/con teams in each panel based on an ordinal distribution. As a result, students will not have a choice on which panel or which side of the pro/con discussion they ultimately fall but each student will only be on one panel during the semester. The non-participants for each panel will be required to submit summaries of their positions on the policy topic and propose questions for the panelists, with further details provided below.

Student panel dates:

Panel #1: February 28 (1917 Espionage Act)
Panel #2: February 28 (1947 National Security Act)
Panel #3: March 20 (1978 FISA)
Panel #4: March 20 (1981 Executive Order 12333)
Panel #5: April 24 (2001 PATRIOT Act)
Panel #6: April 24 (2004 ITRPA)

Timing: Each student will have up to three to five minutes individually to present their position within the pro or con team, with a maximum of 9 to 15 minutes total for each team collectively. The instructor will then pose questions to the panelists based on student submissions and other sources.

Grading: Students operating in teams will be evaluated on their oral presentation skills, adherence to the recommended presentation format, and research and preparation for their “pro” or “con” assessment. Following the panel presentations, other students in class will engage in a question-and-answer session with the assembled student panel. Approximately 15% of this grade will be determined by the student’s performance on their assigned panel and 10% (5 panels x 2%) will be based on participation as audience members of the non-assigned panels. As an audience member, each student will submit in advance a one paragraph summary (three to four-sentences) of their “pro” or “con” position for the relevant topic and at least one question via the assigned panel-specific files in Canvas at 9am the day of each panel. Summaries submitted after 9am until 12pm will be docked 25%; those submitted after 12pm will not receive a grade since the purpose of the summaries and questions is to think critically about panel themes in advance and be prepared to discuss them during class.
Policy Memos: Two different writing assignments will be required, and collectively these will equal 50% of the total grade (25% + 25%). These memos will be due on February 21 and April 17 by 4pm and submitted via memo-specific files created in Canvas. **Absent a medical or family emergency that is communicated in writing, or a documented medical accommodation form submitted earlier in the semester, no extensions will be granted prior the due date. For each day a memo is submitted late with no prior communication or extension request approved, 10% will be deducted from the memo grade (e.g., day 1 10% reduction, day 2 20% reduction, etc.)**

In these assignments there is no “right or wrong answer” regarding the selected topics. **However, students will be evaluated in their ability to: write cogently and concisely; present a logical argument within a coherent memo structure; and minimize grammatical or spelling errors and avoid colloquial expressions.** Students will be expected to conduct research to support their assessments beyond the material listed in the course readings, and details on all the potential issues are available through Internet-based sources from major newspapers like the *New York Times* and *Washington Post*; a variety of national security-related periodicals and websites; academic and research organizations; and U.S. government publications and documents. **Memos will be single-spaced in 12-point Times New Roman font, in MS Word .doc format (not Adobe .pdf format) with bolded text to designate headers between key sections and footnotes or endnotes to support factual references.**

- **Policy Memo #1 (Due February 21):** In a four-to-five-page memo, describe the origins of one of the following US intelligence agencies (CIA, FBI, NSA, DIA, NGA, ODNI); identify challenges and opportunities it confronted during a historical case study; and, recommend a single organizational change, or update to its existing authorities that could make it operate more effectively in the future.

- **Policy Memo #2 (Due April 17):** In a four-to-five-page memo, describe the origins of one of the authorities regarding domestic or foreign intelligence such as: 1917 Espionage Act; 1947 National Security Act; 1978 FISA; 1981 Executive Order 12333; 2001 PATRIOT Act; the 2004 Intelligence Reform and Terrorism Prevention Act; or, the 2008 FISA Amendments Act; evaluate its application in a national security crisis or operation; and, **recommend** whether any changes are required to ensure its continued use.

Required Texts: There are no required textbooks for the course. However, required material is provided for each class based on publicly available documents via the Internet, and some weeks include additional readings that can supplement the main ones. Required readings will also be provided in Canvas a week before each class so students can access them through that platform. In addition, students can familiarize themselves with a rich history of literature on U.S. national security decision-making, and a list is provided at the end of the syllabus.
**Ford School Inclusivity Statement:** Members of the Ford School community represent a rich variety of backgrounds and perspectives. We are committed to providing an atmosphere for learning that respects diversity. While working together to build this community we ask all members to:

- share their unique experiences, values and beliefs
- be open to the views of others
- honor the uniqueness of their colleagues
- appreciate the opportunity that we have to learn from each other in this community
- value one another’s opinions and communicate in a respectful manner
- keep confidential discussions that the community has of a personal (or professional) nature
- use this opportunity together to discuss ways in which we can create an inclusive environment in Ford classes and across the UM community

**Ford School Public Health Protection Policy:** In order to participate in any in-person aspects of this course—including meeting with other students to study or work on a team project—you must follow all the public health safety measures and policies put in place by the State of Michigan, Washtenaw County, the University of Michigan, and the Ford School. Up to date information on U-M policies can be found [here](https://umich.edu). It is expected that you will protect and enhance the health of everyone in the Ford School community by staying home and following self-isolation guidelines if you are experiencing any symptoms of COVID-19, have been exposed to someone with COVID-19, or are awaiting a test result because of symptoms. If you do not have a verified COVID-19 vaccine report in the U-M vaccination report system, you are required to participate in [weekly testing](https://umich.edu) if you intend to come to campus for any reason.

**Student Mental Health and Wellbeing:** The University of Michigan is committed to advancing the mental health and wellbeing of its students. We acknowledge that a variety of issues, both those relating to the pandemic and other issues such as strained relationships, increased anxiety, alcohol/drug problems, and depression, can directly impact students’ academic performance and overall wellbeing. If you or someone you know is feeling overwhelmed, depressed, and/or in need of support, services are available.

Kristen Carney, LMSW is an embedded counselor within the Ford School. She is available to meet with Ford School students in-person or via remote access using Zoom. You may reach her at krisca@umich.edu. In addition, you may access other counselors and urgent services at Counseling and Psychological Services (CAPS) and/or University Health Service (UHS). Students may also use the Crisis Text Line (text ‘4UMICH’ to 741741) to be connected to a trained crisis volunteer. You can find additional resources both on and off campus through the University Health Service and through CAPS.

**Accommodations for Students with Disabilities:** If you believe you need an accommodation for a disability, please reach out to U-M Services for Students with Disabilities (SSD) office to help determine appropriate academic accommodations and how to
communicate about your accommodations with your professors. Any information you provide will be treated as private and confidential.

**Academic Integrity:** The Ford School academic community, like all communities, functions best when its members treat one another with honesty, fairness, respect, and trust. We hold all members of our community to high standards of scholarship and integrity. To accomplish its mission of providing an optimal educational environment and developing leaders of society, the Ford School promotes the assumption of personal responsibility and integrity and prohibits all forms of academic dishonesty, plagiarism and misconduct. Academic dishonesty may be understood as any action or attempted action that may result in creating an unfair academic advantage for oneself or an unfair academic advantage or disadvantage for any other member or members of the academic community. Plagiarism involves representing the words, ideas, or work of others as one’s own in writing or presentations, and failing to give full and proper credit to the original source. Conduct, without regard to motive, that violates the academic integrity and ethical standards will result in serious consequences and disciplinary action. The Ford School's policy of academic integrity can be found in the MPP/MPA, BA, and PhD Program handbooks. Additional information regarding academic dishonesty, plagiarism and misconduct and their consequences is available at: http://www.rackham.umich.edu/current-students/policies/academic-policies/section11#112

**Use of Technology:** Students should follow instructions from their instructor as to acceptable use of technology in the classroom, including laptops, in each course. All course materials (including slides, assignments, handouts, pre-recorded lectures or recordings of class) are to be considered confidential material and are not to be shared in full or part with anyone outside of the course participants. Likewise, your own personal recording (audio or video) of your classes or office hour sessions is allowed only with the express written permission of your instructor. If you wish to post course materials or photographs/videos of classmates or your instructor to third-party sites (e.g. social media), you must first have informed consent. **Without explicit permission from the instructor and in some cases your classmates, the public distribution or posting of any photos, audio/video recordings or pre-recordings from class, discussion section or office hours, even if you have permission to record, is not allowed and could be considered academic misconduct.**

Please review additional information and policies regarding academic expectations and resources at the Ford School of Public Policy at: https://intranet.fordschool.umich.edu/academic-expectations
Module 1 – January 10
Class Overview and Introduction

Summary: This module involves student and instructor introductions and explores the class schedule, grading schema and assignments, and instructor expectations. It introduces foundational concepts in intelligence, including the different types of intelligence collection methods and definitions of what entails intelligence under US law or other authorities.

Assignments: (none)

Questions: 1. How do you define intelligence? 2. What is the importance of purely open-source or publicly available information relative to clandestinely acquired intelligence? 3. What is the most important type of intelligence collection method for the United States and why?


Module 2 – January 17
Intelligence from the Revolutionary War to the Civil War

Summary: This module traces the history of US intelligence back to the origins of the Republic during the Revolutionary War through the Civil War. It examines how different types of intelligence tradecraft—like human spying, coded messages, and morse code—were used in these respective conflicts.

Assignments: (none)

Questions: 1. How did the fledgling US government engage in intelligence operations during the Revolutionary War with the British? 2. How did the framers of the Constitution think about the limits of governmental overreach within the United States in the aftermath of the War? 3. What were some of the notable advances in intelligence during the Civil War almost 80 years after the Revolutionary War?

Module 3 – January 24

Intelligence in WWI

Summary: This module examines the evolution of US intelligence from the late 19th Century to WWI, to include the impact of the 1917 Espionage Act. It explores the growth of the domestic and foreign intelligence agencies like the Bureau of Investigation, US Secret Service, and various US military intelligence elements.

Assignments: Summary memo #1 due 9am

Questions:
1. What intelligence policy gaps and seams did Congress attempt to address through the 1917 Espionage Act?
2. What were the most significant developments in US intelligence during this time?
3. What was the most significant US intelligence success or failure during WWI?

Readings:


Module 4 – January 31

Intelligence in WWII

Summary: This module examines the changes in US intelligence from WWI to WWII, and how intelligence contributed to the military successes around the world—and whether the Japanese attack against Pearl Harbor should be considered an intelligence failure. It also explores the creation of the Office of Strategic Services, and its role as an intelligence service during WWII.

Assignments: (none)

Questions:
1. What were the most significant developments in US intelligence during this time?
2. How did the United States balance the divide about domestic and foreign intelligence?
3. What was the most significant US intelligence success or failure during WWI?

Readings:


Module 5 – February 7

Intelligence and the 1947 National Security Act to the 1950s

Summary: This module examines the impact of the 1947 National Security Act and the foundational changes it created for US intelligence, to include the creation of the Central Intelligence Agency and the National Security Council. It also explores the impact of covert action as a policy tool authorized by the White House and carried out by CIA on the foreign intelligence side, and how the FBI was evolving over this same time with respect to domestic intelligence.

Assignments: Summary memo #2 due 9am

Questions:
1. What intelligence policy gaps and seams did Congress attempt to address through the 1947 National Security Act?
2. What was the impetus in particular for the creation of the Central Intelligence Agency (CIA), and what gap did this try to overcome in US intelligence?
3. What was the impact of the “Red Scare” in the 1950s on domestic intelligence?

Readings:


Stuart, Douglas. “Chapter 7: Closing the Phalanx:
Module 6 – February 14  

**Intelligence in the 1960s**

**Summary:** This module examines the evolution of US intelligence in the 1960s, and some of the key organizational and policy changes that occurred at home and abroad during this time frame. It will assess the role of intelligence in supporting policy decisions during the Bay of Pigs Insurrection in Cuba in 1961 and the Cuban Missile Crisis in 1962.

**Assignments:** (none)

**Questions:**

1. What key factors led to the intelligence failure during the Bay of Pigs in 1961?
2. What key factors led to the intelligence success of avoiding nuclear war between the US and USSR during the 1962 Cuban Missile Crisis?
3. What key factors drove the FBI to intensify COINTELPRO efforts within the United States during this time?

**Readings:**


Cunningham, David. “Chapter 1 - Counterintelligence Activities and the FBI.” *There’s Something Happening Here – The New Left, the Klan, and FBI Counterintelligence*. University of California. 2004. 27 pages.


Module 7 – February 21  

**Intelligence in the 1970s**

**Summary:** This module examines the evolution of US intelligence at home and abroad during this time frame, including how FBI misused its authorities under the COINTELPRO program to violate Americans privacy and civil liberties. It also explores how foreign intelligence authorities were abused overseas and the impact of Congressional hearings like the Pike and Church Committees on intelligence reform.

**Assignments:** Policy memo #1 due 4pm
Questions:  
1. What intelligence policy gaps and seams did Congress attempt to address with FISA in 1978?
2. What foreign or domestic intelligence activities during the 1970s were most controversial and why?
3. In your opinion, what was the most significant intelligence reform to emerge during this time frame and why?

Readings:  
(Instructor will provide .pdf)

(Instructor will provide .pdf)

Module 8 – February 28  
Student Panels – 1917 Espionage Act and the 1947 National Security Act

Summary:  
This module convenes two different student panels to examine the pros and cons for US intelligence of the 1917 Espionage Act and separately the 1947 National Security Act.

Assignments:  
Student panel #1 (1917 Espionage Act), student panel #2 (1947 National Security Act); pro/con responses and panel questions due 9am

*No Class March 6 due to Winter Break

Module 9 – March 13

Intelligence in the 1980s and 1990s

Summary:  
This module examines the evolution of intelligence during the 1980s, as the Cold War intensified between the United States and the Soviet Union. It will examine case studies like how failed US mission to rescue hostages in Iran and the Soviet invasion of Afghanistan impacted US intelligence, and how Executive Order 12333 further clarified US intelligence roles and responsibilities.

Assignments:  
(nothing)

Questions:  
1. What intelligence policy changes did the 1981 Executive Order 12333 hope to achieve?
2. How did the Soviet invasion of Afghanistan in 1979 drive US intelligence efforts during this decade?
3. Was the United States able to manage the transition from its intelligence focus on Cold War-era threats to a rapidly emerging global order at the end of the millennium?

Readings: 


**Module 9 – March 20**

**Student Panels – 1978 FISA and 1981 Executive Order 12333**

**Summary:** This module convenes student panels to examine the pros and cons of the 1978 FISA and 1981 Executive Order 12333.

**Assignments:** Student panel #3 (1978 FISA), student panel #4 (1981 Executive Order 12333); pro/con response and panel questions due 9am

**Module 10 – March 27**

**Intelligence in the 2000s – Part 1**

**Summary:** This module explores the significant to the US intelligence community as the result of the intelligence failures in the run up to 9/11 and the 2003 Iraq War. It examines the 2001 PATRIOT Act.

**Assignments:** (none)

**Questions:**
1. What intelligence policy gaps and seams did Congress attempt to address through the 2001 PATRIOT Act?
2. What were some of the most significant intelligence failures in the run-up to 9/11?
3. What were some of the most significant intelligence failures that contributed to the decision to go to war with Iraq?

**Readings:**

Module 11 – April 3  

Intelligence in the 2000s – Part 2

Summary: Building off the previous module, this one explores the additional changes to US intelligence introduced this decade as a result of the 2004 Intelligence Reform and Terrorism Prevention Act (IRTPA) and the 2008 FISA Amendments Act.

Assignments: Summary memo #4 due 9am

Guest Speaker: TBD

Questions: 1. What intelligence policy gaps and seams did Congress attempt to address through the 2004 IRTPA?  
2. What intelligence policy gaps and seams did Congress attempt to address through the 2008 FISA Amendments Act?  
3. Why is Section 702 of the 2008 FISA Amendments Act considered such an important intelligence authority?

https://crsreports.congress.gov/product/pdf/R/R47477

(Instructor will provide .pdf)

Module 12 – April 10  

Intelligence in the 2010s

Summary: This module examines intelligence developments in the 2010s, such as the 2011 raid against former al-Qa’ida leader Usama bin Laden, the 2013 Snowden leaks, and the impact on the social media and mobile communications technology revolution.

Assignments: (none)

Questions: 1. What were some of the critical intelligence contributions that contributed to the raid against former al-Qa’ida leader Usama bin Laden in 2011?  
2. Do you think that the intelligence information revealed by Edward Snowden in 2013 was ethical and moral to highlight abuses, or do you believe he harmed US national security through those disclosures?
3 During this decade what challenges did advances in social media and mobile communications technology have on US intelligence?

Readings:


Module 13 – April 17

**Intelligence in the 2020s**

**Summary:**
This module examines the state of US intelligence in the 2020s. It explores the opportunities and challenges associated with technologies like artificial intelligence and machine learning, and what changes are required in the future with a rebalancing of national security priorities away from counterterrorism.

**Assignments:**
Policy memo #2 due 9am April 17th

**Questions:**
1. What is the impact of the artificial intelligence and machine learning technology revolution on US intelligence?
2. How is the US intelligence community positioned to reorient to key national security priorities like great power competition, climate change, or cybersecurity?
3. What policy gaps and seams still exist in US intelligence on either the foreign or domestic fronts?

**Readings:**


Module 14 – April 24  

Student Panels – Post-9/11 Intelligence Topics

Summary: This module convenes student panels to examine the pros and cons of the 2001 PATRIOT Act and 2004 IRTPA.

Assignments: Student panel #5 (2001 PATRIOT Act), student panel #6 (2004 IRTPA); pro/con response and panel questions due 9am