Practicing Diplomacy Abroad
INAF 363-01
FALL 2013
Ambassador Howard B. Schaffer
Tuesday: 2:00 p.m. - 4:30 p.m.
ICC 231
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Purpose: This seminar will look at diplomacy as a political process and as an
        instrument of foreign policy. It will examine the role of diplomacy and the
        responsibilities of the ambassador and other members of an overseas
        mission, explore the resources and techniques available to them, and
        review the way diplomats relate to the government they serve and the one
        to which they are accredited. It will look more briefly at the backup at the
        headquarters end of diplomacy (e.g. Washington), examining the
        functioning of the foreign policy bureaucracy and its interaction with
        overseas operations. It will survey the historical evolution of diplomacy
        and the impact of recent political, economic, social, and technological
        changes on diplomatic practices. It will also consider the relationship
        between diplomacy and intelligence operations and the growth in
        importance of "new" areas of foreign policy concern such as counter-
        terrorism and the prevention of drug trafficking and cross-border crime. It
        will take a look at imaginative and provocative new approaches to “the
        diplomacy of the future.” The course will focus primarily on U.S.
        diplomatic practices, but much of the material is also relevant to the way
        other governments organize their diplomatic activities. In a mid-course
        session, foreign diplomats representing two countries of differing size and
        circumstance will discuss the way their governments practice diplomacy
        and compare this with the U.S. approach.

Requirements: In order to get the most benefit from the seminar, you will be expected to
        complete assigned readings in advance of each session, attend all class
meetings (and to arrive on time), and take an active part in seminar discussions and simulations. You will also be asked to write several papers on various aspects of diplomatic practice and make a presentation with one of your class colleagues. There will be a take-home final examination but no mid-term exam or long term-paper.

**Grading:**

Most of your final grade will be based on seven written assignments. These will be weighted at ten percent each in determining the final grade; Another fifteen percent of your grade will be determined by your class participation, including your performance in simulations. The take-home final exam will count for the remaining fifteen percent.

Be sure to proof-read your papers before you turn them in. A consistent record of uncorrected spelling, grammatical, or typographical errors will cost you one level in your final grade. All papers must be typed, double-spaced, but the typing does not have to be perfect: neat pen-and-ink corrections are perfectly acceptable. Lateness will carry a penalty: any paper turned in after the close of business on the due date will suffer a reduction of one grade level for each school day beyond the due date (e.g. A- reduced to B+) unless in the judgment of the instructor the student has a valid excuse. If you can't get to a class for an unavoidable cause (e.g. out-of-town university conference, fixed-in-concrete job interview), inform the instructor in advance and send the paper to the instructor as an attachment to an e-mail.

Readings appropriate to each of the topics in the syllabus are listed under the seminar session at which they will be discussed. It is important to complete the required reading before the class meeting for which it is assigned so that you can participate effectively in the discussion and respond to the instructor's challenges. The material is designed both in length and substance to assure that it is actually read; it should not prove onerous.

You will need to purchase five books as well as a bound packet of readings which will be supplied in class. The books are: Raymond F. Smith, *The Craft of Political Analysis for Diplomats*; two Institute for the Study of Diplomacy publications: Mary Locke and Casimir Yost, eds., *Who Needs Embassies*, and Harold Nicolson, *Diplomacy; Inside a U.S. Embassy*, a publication of the American Foreign Service Association, and Kishan S. Rana, *21st Century Diplomacy: A Practitioner’s Guide*. *The Craft of Political Analysis for Diplomats, Inside a U.S. Embassy, and 21st Century Diplomacy* can be purchased at the University Bookstore. The cost of the two ISD texts and the course packet and the method of payment for them will be announced by the instructor at an early session.
SCHEDULE OF CLASSES AND READING LISTS

September 3  
(Class I)  
The Nature and Origin of Diplomacy  
What do we mean by "diplomacy"? Where and how did diplomacy get started? How has diplomacy evolved over the years? (NOTE: A Video will be screened and discussed in this class.)

September 10  
(Class II)  
The Structures and Functions of Diplomacy/Sources of Policy  
What functions do diplomats perform? What are the accepted forms for the practice of these functions? How is a typical embassy organized? What is the role of the “Country Team?” How is the practice of diplomacy influenced by the environment in which it is carried on? How important are differences of culture or political climate? Where do foreign policy decisions come from and how are they reached? To what extent and in what ways do diplomats stationed outside the country influence the policymaking process? How are foreign office headquarters organized? What forms of communications are used between overseas missions and headquarters?

Readings:

Nicolson, pp. 1-14; 28-40; 55-67  
Rana, 21st Century Diplomacy, pp. 11-37  
Crile, "Our Man in Jamaica"  
Freeman, Arts of Power, pp. 99-140  
Kopp and Gillespie, Career Diplomacy, pp. 51-68  
Rafshoon, "Does Humor Play a Role in Diplomacy?"

"Raclavia": Terms of Reference (email)

September 17  
(Class III)  
The Ambassador, the Deputy Chief of Mission (DCM) and the Political Section  
What are the roles of ambassadors? How are they selected and what is their relationship with their home governments? How do they ensure that the
different parts of their missions coordinate efforts? What factors influence the role of the Deputy Chief of Mission? What is a Charge d’Affaires? How does the Political Section’s work break down?

Readings:

*Inside a U.S. Embassy*, pp. 9-17, 24-26, 144-147, 150-154, 170-172
Smith, *Craft of Political Analysis*, pp. 1-59, 66-80,85-92
Miller, *Inside an Embassy*, pp. 1-19; 26-32; 50-58
Freeman, *The Diplomat’s Dictionary*, pp. 13-22
Kopp and Gillespie, *Career Diplomacy*, pp. 111-117
Demarche exercise material (email)
"Raclavia": Days 1 & 2 (email)

September 24
(Class IV)

The Economic/Commercial Section: The Consular Function

How does an embassy operate in support of economic goals? What support can/should it provide to private American businesses? What other elements of the mission are concerned with economic operations? What are the main responsibilities of the consular section? What can consular officers do to protect American citizens traveling abroad? Why has visa issuance become an even greater problem for an embassy than before?

A simulated demarche exercise will be acted out at the beginning of the class.

Readings:

Michael Lally, “U.S. Business Interests: An FCS Officer’s View, FSJ, February 2011
Ann B. Sides, “The Consular Revolution,” FSJ, June 2010
Rana, 21st *Century Diplomacy*, pp. 209-228
“Raclavia”: Days 3 & 4 (email)
*Washington Post/New York Times*

Assignment Due: Reporting cable
The Cultural & Information Functions (Public Diplomacy); The Management Function; Danger Posts

How can public diplomacy abet the implementation of conventional diplomacy? Why should we bother? How do cultural affairs and the information function mesh? Why is management important for the effective functioning of an embassy? What makes danger posts different from other posts staffed by diplomatic personnel? What is the significance of the issue of balance between security and “normal embassy functions”?

Readings:

- Pamela Smith, “The Hard Road Back to Soft Power,” GJIA, Win/Spr 2007:
- Kevin Whitelaw, “D.S. Gets Its Man, FSJ, September 2005
- Steven Alan Honley, “Foreign Service Nationals Speak Out,” FSJ June 2012
- "Raclavia": Days 5 & 6 (email)

Assignment Due: Reporting Cable on Demarche

New Areas of Diplomacy; (B) Simulation I: Embassy Islamabad

In the post-cold war world, what new areas of diplomacy have come to the fore? How do they relate to older fields? What special approaches and skills do they require? How do embassies in affected countries deal with the problems of narcotics and international crime?

[Note: Following the discussion of New Areas of Diplomacy, the class will divide into two simulated “Country Teams.” Each student will be assigned a specific role, e.g. political counselor, in an e-mail message sent out a few days before the session.]

Readings:

- Danny Hall, “The Very Model of a Modern…,” FSJ, March 2007
- Paul Folmsbee, “From Pinstripes to Khaki,” FSJ, September 2009
“Embassies as Command Posts in the War on Terror, FSJ, March 2007
Scott McFadden, “Expeditionary Diplomacy from the Ground Up,” FSJ September 2011
Inside a U.S. Embassy, pp. 38-48, 132-134
"Raclavia": Days 7 & 8 (email)

Assignment Due: Oral History Project Paper

October 15
(Class VII)
(A) Other Forms of Bilateral Diplomacy: Summit, Track II, Shuttle; (B) Other Governments’ Diplomacy

In the post-war world, many new forms of diplomacy have come to the fore. How do they relate to "conventional" diplomacy? What additional assets do they represent? What are the advantages and the pitfalls in their use?

Readings:

David H. Dunn, Diplomacy at the Highest Level, pp. 247-268
Joseph Montville, article on Track II diplomacy, The Psychodynamics of International Relationships, pp. 161-175

“Raclavia”: Days 9 & 10 (email)

Assignment Due: Evaluation of a Diplomatic Memoir

October 22
(Class VIII)
Dual Student Presentations I

Readings:

“Raclavia": Days 11 & 12 (email)

Assignment Due: Summit Report (Students making presentations this day may submit the Summit Report on October 29)

October 29
(Class IX)
Intelligence and Embassies.

How do intelligence operations fit into embassies? How have the CIA station and the Defense Attaché’s office traditionally related to the Foreign Service components of overseas missions? What changes have the end of
the cold war, the downfall of the Soviet Union, and the growing importance of counterterrorism in U.S. foreign policy brought about in the operations of these offices and their role at embassies?

Readings:

Miller, *Inside an Embassy*, pp. 38-49
Kopp and Gillespie, pp. 122-127

**Assignment Due:** Reports on dual presentations made on Oct 22.

November 5
(Class X)
Simulation II: "Raclavia"

Readings:

Review "Raclavia" Material

**Assignment Due:** Situation Report cable on Simulation II.

This session will include two simulated exercises: a Country Team meeting and a meeting between a Congressional Delegation (CODEL) and selected members of the Country Team. The class will break up into two groups for these exercises. Each student will be assigned roles in advance of the meeting.

November 12
(Class XI)
Dual Presentations II

November 19
(Class XII)
Promoting Democracy and Human Rights

What are the best techniques for promoting democracy? What is the role of the annual Human Rights Report? What policy problems arise in producing it? How do other countries’ diplomacy compare with U.S. practices?

Readings:

*A Diplomat’s Handbook for Democratic Development Support* (2nd edition) Chapter III (pp. 23-56)
[Note: Students will divide into three groups and participate in a group dynamics negotiating exercise during part of this session.]

**Assignment Due:** Reports on dual presentations made on Nov. 12

**November 26**  
(Class XIII)  
Dual Student Presentations III

**December 3**  
(Class XIV)  
The Future of Diplomacy

How has diplomacy been affected by developments of the last few years, especially the further improvement in communications, the end of the Cold War, and, in many countries, harsher budgetary constraints? How is it likely to evolve in future? What are the main ideas being pushed by those who want change so that embassies and their operations reflect the new reach of diplomacy and diplomats?

**Readings:**

*Who Needs Embassies?*

*The Embassy of the Future* (Center for Strategic and International Studies), pp. vi-viii, 1-57  
Jane C. Loeffler, “Beyond the Fortress Embassy, FSJ, December 2012  

**Assignment Due:** Reports on dual presentations made on Nov 26

**ASSIGNMENTS**  
As noted on page two, there are seven papers required in the course of the seminar; all papers must be typed and double-spaced. The due dates and grade weights for written assignments are as follows:

**September 24**  
Reporting Cable (10 percent)

Imagine that you are the ambassador TO the United States of any country with whose policies and purposes you are familiar. One of your responsibilities is to keep your government informed of developments in the United States that have a bearing on its interests and to offer recommendations for appropriate action. Drawing on the previous week's
Washington Post and/or New York Times, prepare a report of not more than four pages (double-spaced) telling your government succinctly:

a. What one or two things (not more!) have happened that it needs to know;  
b. Why these developments are important; and  
c. What diplomatic actions (if any) you recommend as ambassador that your government make in response. (If you recommend that no action be taken, make this explicit!)

Begin your report with a one-paragraph summary (not more than three sentences) which briefly notes both the main points of the events being covered and key recommendation you may be including.

October 1 Demarche Exercise Reporting Cable (10 percent)

Imagine that you are the officer who made the demarche presented in class on September 24. Using the notes you made in class and the demarche material, prepare a telegram of not more than four pages to Washington in which your embassy (1) reports on the gist of the discussion with the host government officials; (2) analyzes its significance; and (3) recommends what steps should be taken next in dealing with the host government on the issue. In reporting the discussion, you do not need to repeat the points the embassy officer was told to make. It is sufficient to say that you made the points as instructed by the message from the State Department, whose number you should cite. You should also avoid giving a play-by-play account of the conversation ("she said, I said..."). Just recount as succinctly as you can the main points, with whatever quotes you think will be helpful, and the atmospherics.

October 8 Oral History Project Paper (10 percent)

The Foreign Service Oral History Project developed by the Association for Diplomatic Studies and Training (ADST) has accumulated several hundred interviews with past and present American diplomats, including your instructor. They are most readily available at the Association’s website. The purpose of this assignment is to examine the oral interviews of five senior officials who served at the same embassy (not necessarily simultaneously) and come up with answers to the two questions spelled out below. Use only conventional U.S. embassies accredited to specific countries, not consulates or representation at international organizations. Try to choose countries with which the United States has had important relations.
Here’s the easiest way to access the material: Go to the ADST website and click “Oral History Interviews.” Then type in the country you are interested in at “Search.” Browse through the list of interviewees listed there and find at least five officers who held senior positions (ambassador, deputy chief of mission, or counselor) when they served at the U.S. embassy in that country. There is a resume of the officer’s assignments at the beginning of each interview. You can also identify ambassadors by Googling “U.S. Ambassadors to Raclavia” for example, then go to their oral histories.) On the basis of the interview material, respond to the following questions, using two to four double-spaced pages for each question:

--In what ways did the embassy influence U.S. policy towards the country where the post is located? You should focus on ways the post influenced Washington’s policy decisions, rather than its role in implementing policies that were already in place.

--How did the environment of the post (political, societal, security, etc.) affect its operations?

Include as an appendix to your paper, a list of the names of the individuals whose interviews you have consulted, the positions they held while serving at your chosen post, and the years they were there.

(The instructor will provide further guidance to you in identifying appropriate interviewees if you believe you need it.)

October 15 Evaluation of Diplomatic Memoir (10 percent)

Choosing a memoir in the list that appears on the final pages of this syllabus, prepare a critical, 5-7 page evaluation of the book as a source of information on the practice of diplomacy. Is it useful as a guide to students of diplomatic practice? What episodes that the author handled especially well (or badly) offer particular lessons for diplomats today? (The list is not the final word. Should you be interested in assessing a memoir that does not appear on it, consult with the instructor.)

October 22, November 12, November 26 Dual Student Presentations (10 percent)
The instructor will team up each student with a classmate in advance and they will make a dual presentation. (If you wish to be teamed up with a particular student, please let the instructor know.) In choosing subjects for their presentations, students should consult the list on the last page of this syllabus. This list is not meant to be exclusive. With the consent of the instructor, students may make presentations on other subjects that interest them and are relevant to the course. To avoid duplication and receive guidance and advice, students should consult the instructor at least two weeks in advance. This will allow them time to arrange interviews with foreign policy practitioners and others suggested by the instructor who can be helpful to them. Past experience suggests that these dual presentations can be very stimulating, particularly if the presenters take different viewpoints. But how you divide the presentation is up to you. You may also choose two of the listed subjects for your dual presentation provided they are appropriately related. The two presenters will receive the same grade.

Presentations should take 30-35 minutes, leaving a further 10-15 minutes for questions and discussion. You should use PowerPoint if you possibly can. This adds a great deal to the presentation. Students should avoid writing out their presentations and reading them to the class. This can be a powerful soporific; it will in any event not win you high marks from the instructor. Reading from notes is acceptable. If you wish, you may want to provide the class with supplementary handouts. For the last couple of years, some presenters effectively devised simulations and other interactive techniques that drew other students into their presentations.

A written report reflecting the oral presentation and the discussion that followed, plus any further thoughts you might come up with afterwards, will be due a week later. Co-drafted by the two presenters, it should run to six or seven double-spaced pages.

October 22 Summit Report (10 percent)

During 2013, President Obama made several visits to foreign countries, and many foreign heads of state and government came to the United States on similar trips. For this paper, select either one Obama foreign trip or one trip of a foreign leader to this country in 2013 and report on the following:

- What were the main features (e.g. itinerary, speeches, meetings) of the trip as reported in the media and other sources available to you?

- What were the principal purposes of the visit as seen from each side? Were the travelers and their hosts seeking to accomplish anything other than heightening good will and achieving other intangibles? Or did they have
concrete agendas they believed could be advanced through their visits. Did these include domestic political objectives?

- What kind of publicity did the visit receive in the country visited and the country from which the visitor set out? (This will be more difficult to unearth for overseas reaction than for coverage in the American media, but see what you can find out.)

- To what extent were the objectives of the trip met by each side? What did they fail to achieve? How did the U.S. side spin its accomplishments/failures with the American media?

- In your view, would it have been possible to achieve what the trip accomplished by standard diplomatic contacts?

November 5 Reporting Cable for Simulation II (10 percent)

Instructions detailing the preparation of this cable will be given out at the preceding class.

DIPLOMATIC MEMOIRS

This is a list of selected memoirs by American diplomats, all of them in Lauinger. You may pick from this list, or select any other full-length memoir by an American diplomat. But if you go outside this list, you need to get the instructor’s consent.

Davies, John Paton, Jr., China Hand (2012)
Dean, John Gunther, Battle Zones, (2009)
Farrand, Robert W., Reconstruction and Peace Building in the Balkans, (2011)
Hull, Edmund J., High-Value Target: Countering Al Qaeda in Yemen (2001)
Hume, Cameron, Mission to Algiers, (2006)
Jenkins, Kempton, Cold War Saga, (2010)
Kennan, George, Memoirs -- either volume, (1967, 1972)
Meyer, Armin, Quiet Diplomacy: From Cairo to Tokyo in the Twilight of Imperialism, (2004)
Neumann, Ronald E., The Other War: Winning and Losing in Afghanistan (2009)
Ortiz, Frank, Ambassador Ortiz, Lessons from a Life of Service, (2005)
Platt, Nicholas, China Boys (2010)

SUGGESTED TOPICS FOR DUAL STUDENT REPORTS

This list of topics is illustrative of the range of subjects available for study, and is not intended to limit your scope of inquiry. You are encouraged to suggest other topics, but be sure to obtain the instructor's approval before pursuing a topic not on this list. You and your student colleague may choose separate topics provided they are compatible for presentation purposes. Please be sure to make an appointment and consult with the instructor before you undertake your study. This will allow him to suggest useful sources for you.

- Training of Foreign Service personnel
- Security of embassies and diplomatic personnel
- Career vs. non-career ambassadors
- Women officers in the Foreign Service
Science and technology issues in diplomacy
Minorities in the Foreign Service
Gays in the Foreign Service
Dealing with the opposition
"Clientitis" and "localitis"
Dealing with Congress abroad
Refugee issues in diplomacy
The Foreign Commercial Service
Working with Non-Governmental Organizations (NGOs)
Embassy Summer Intern Programs: Are They Worth Keeping?
The role of Junior Officers
Relations with other countries’ embassies in the same country
The Foreign Agricultural Service
Language skills in diplomacy
Multi-Country Accreditation: advantages and pitfalls
Overseas roles of the Treasury, the Ex-Im Bank, and other U.S. economic agencies
The Federal Bureau of Investigation abroad
The Drug Enforcement Agency abroad
Embassy relations with locally-based U.S. military units
Dealing with the U.S. media abroad
Dealing with the foreign media abroad
Evacuation of American citizens in times of emergency
The role of an embassy's Foreign Service National staff
The evolving role of the spouse overseas
Dealing with natural disasters overseas
Dealing with terrorist attacks
Embassy relations with the local American community
Coordination of embassies within a region
Getting to know your country of assignment
Visa problems caused by the international terrorist threat
Dealing with official visitors from headquarters
Serving Abroad vs. Working in Washington
Embassy-Peace Corps relations
Foreign Service regional expertise
Role of the ambassador’s executive assistants and staff aides
“Foreign Service brats” (children of FSOs)
The role of Consulates General and Consulates
The evolution of communications systems and its impact
The role of diplomatic “political advisors” at major military headquarters
“Tandem Couples” (spouses) in the Foreign Service
Conducing bilateral diplomacy without formal relations
One-officer posts
Working on a Provincial Reconstruction Team (PRT) in Afghanistan
The role of environmental officers