The Safety, Security and Academic Spectrum

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ABSTRACT: This constitutes a brief examination of what Homeland Security is and also a
quick look at how it works on a national scale. Where it is located on a spectrum of studies and
subjects involved in United States safety and security is also examined as is a look at homeland
as an emerging discipline. Lastly, where it should reside in the academy is discussed and what
kinds of programs it should offer are described. Additionally, a model is provided to show how to
establish a homeland security program and why homeland security as a subject is of great merit
to the national discussion of the twenty-first century and her values.

TABLES

Table 1: Safety and Security Spectrum 5
Table 2: Strategic Hierarchy 7
Table 3: Emergency Support Functions 9, 10
Table 4: National Infrastructure Protection Plan 10
Table 5: Presidential Directives 13
Endnotes 17, 18
Since September 11, 2001 Homeland Security as an academic field of study has developed with fascinating speed, attempting to institute itself as a learned discipline rather than just a technical skill set. Those believing it can and should hold a place in the academy stridently are attempting to find a home for it and this paper discusses that, what homeland security is along “the Spectrum of United States Safety and Security” studies and where it should reside. It attempts to justify that homeland security should eventually locate within Public Administration and Public Affairs and as well it has a natural home in Executive Education Programs.

Academically homeland security studies examine the public policy process of the federal government’s role in protecting the nation from natural and human disasters. Specifically, homeland security studies the orders, laws, regulations, policies, procedures, and processes of direct federal action to protect the U.S. population “against extreme, unanticipated threats.”\(^1\) With a “core of content that builds an intellectual framework” upon pedagogical and skill based subjects such as threat assessment, risk management, development of government capabilities, and public management of the organized disbursement of government resources, homeland security examines the government’s role and that of the private sector and non-governmental agencies also in providing aid to those in need during crisis.\(^2\) Core homeland security literature covers systems integration and analysis, operational dynamics, decision making tools, and several areas of the legal, political and ethical response of government in both a contemporary and historical framework.\(^3\)

In March at the University of Maryland at College Park the Homeland Security and Defense Education Consortium (HSDEC) gathered, hundreds strong from across the nation to discuss aspects of framing homeland Security as a discipline. From those two days of discussion
and debate, educators in the field drew an emerging picture of a new subject gaining all the earmarks of becoming a discipline. HSDEC has an Association working vigorously on accreditation both nationally and regionally; the subject has annual meetings as above; numerous journals abound publishing scholarly articles; and major universities and colleges have commenced programs or have related programs at various degree levels. 4 HSDEC reports that in 2007 colleges and universities offered 227 various certificates and degrees (Certificates=108; Associates=27; Bachelors=38; Graduate=54); in various “homeland security” related subjects. 5 These subjects travel along the “Safety and Security Spectrum of the United States.”

That safety and security spectrum represents two things. Initially it shows where Homeland Security “fits” on a continuum of national safety and security policy studies. Secondly, although not initially visible, Homeland Security readily encompasses or covers certain aspects of each core level of study on the spectrum, thus making it multi-disciplinary in scope. This needs further discussion.

Looking at this spectrum from bottom to top, Homeland Security touches Emergency Assistance. Emergency Assistance encompasses the triad of true first responders: Police; Fire; HAZMAT (Hazardous Materials) accompanied by their Emergency Medical Technicians (EMT) and Emergency Medical Services (EMS). It also includes the original incident commander for a crisis until the “chain of command “accepts higher responsibility or an “area command” becomes involved. Homeland Security provides the resources to these valiant first responders, plus the National Incident Management System (NIMS) and the Incident Command System (ICS). In both of the latter, reams of literature and numerous training courses assist these first responders
in "standardization" of both equipment and personnel that directly saves lives, protects property and preserves critical infrastructure.

**TABLE 1: Safety and Security Spectrum**

![Safety and Security Spectrum Diagram](image)

Emergency Management resides most frequently at the County level, providing overall management and some additional resources to Emergency Assistance. Homeland Security coordinates direct liaison with emergency operations centers to bring needed resources to bear to directly mitigate consequences of a disaster.

Public Safety is three things, a "term," an "office," and a "condition," the latter achieved by way of hard work and careful management of fifteen important categories of resources and processes, called Emergency Support Functions, which flow downward from public safety through emergency management to emergency assistance. Invaluable in large cities, as an office as the Commissioner of Public Safety, he or she usually reports directly to the mayor through
the city council and the emergency management agency director regularly goes through the public safety commissioner for resources, while reporting to the mayor and city council for guidance. In large counties, a similar relationship exists among the county commissioner and the county director of public safety, with lines of authority and resources during a crisis flowing to the emergency management director. Homeland Security provides direct liaison and resources to public safety. Next on the spectrum Homeland Security itself “guides, organizes and unifies,” the Nation’s domestic response to terrorism, disaster and domestic crises.\textsuperscript{6}

Homeland Security itself is pillared on federal efforts which stem from a post 9/11 hierarchy of documents to safeguard the nation for terrorist attack and previous years of experience with domestic response through FEMA and her predecessors. All documents below, except of the National Security Strategy which emerged from the Goldwater-Nichols Act of 1986 are key elements of Post 9/11 Homeland Security.\textsuperscript{7}
Following the doctrine of the United States, the National Security Strategy (NSS) resides in this diagram as the "grand strategy" of the United States. It began under the Goldwater-Nichols Act. But, published in July 2002, the Homeland Security Strategy (HSS) paints in broad brush strokes the "strategic level of homeland security---American goals, guidance and vision to protect the country chiefly from terrorism. The National Response Plan (NRP) of 2004 and its forerunner the Federal Response Plan (FRP) of 1992, which blossomed just recently into the National Response Framework (NRF) of 2008 ---all provide "operational guidance" on how to execute homeland security across the breadth of national needs. Several "catastrophic" annexes and various documents on the national infrastructure and critical infrastructure/ key resources plans spring out from these documents at the operational level. At the bottom is the National Incident Management System (NIMS) which provides tactical level guidance on resources,
equipment, but most importantly for people involved in the Incident Command System (ICS). It helps them employ their assets and skills to save lives, protect property and preserve infrastructure.

The mammoth Department of Homeland Security (DHS) managed carefully through ten (10) Federal Emergency Management Agency (FEMA) regions, directly supports like-kind State Homeland Security Departments in 55 States, Territories, and the District of Columbia. (DHS) includes over 208,000 employees and encompasses 22 federal agencies. It is important to note also that DHS incorporates a wide variety of federal law enforcement activities, including the United States Secret Service (USSS), Protective Services Agency (PSA), Transportation Security Administration (TSA), Immigration and Customs Enforcement (ICE), Customs and Border Patrol (CBP), the United States Coast Guard (USCG) domestic response and inland waterways and costal role, plus DHS coordinates very closely with Alcohol Tobacco and Firearms (ATF) law enforcement. Thus Homeland Security studies as a discipline, associates very well also with Criminal Justice programs. However, no real doubt exists that its real academic home resides in public policy and public administration.

Homeland Defense includes the functions of agencies under the umbrella of the Department of Defense (DOD) particularly the DOD Service Components (Army, Air Force, Navy-Marines) and the 15 major DOD Agencies. Homeland Defense acts in part through the Department of Defense, as the Supporting Federal Agency to the Department of Homeland Security, for Defense Support to Civil Authority (DSCA). DSCA involves: Defense Support to Civil Law Enforcement; Defense Support to National Special Security Events; Defense Assistance for Civil Disturbance; and the all-hazards Defense Support to Civil Authorities which supports everything from fires and floods, through hurricanes and earthquakes, to weapons of
mass destruction. The other DOD role impacting DHS is purely Homeland Defense, where DOD becomes the Lead Federal Agency and DHS the supporting one. That involves Maritime Defense; Aerospace Defense; Land Defense; Cyber Defense; and a plethora on interagency and overlapping roles as Critical (Defense) Infrastructure Protection (CIP), Continuity of Government (COG) and Continuity of Operations (COOP), and Information Assurance and Anti-Terrorism/Force Protection…these later ones protecting DOD itself.

Security Assurance involves Homeland Security with interagency roles directly related to protecting American ports, lines of communication and transport, both around the periphery of the United States plus in far regions of the globe that send goods and services to the United States. Corporate assurance and corporate global security here as well involve Homeland Security in assuring the safety, security and viability plus protection of the American corporate base…its facility, the market, and the distribution system. Agricultural anti-terrorism often called “agro-terrorism” efforts in food safety, food protection, and food defense extend Homeland Security efforts into programs with the Department of Agriculture, Health and Human Services (HHS), plus the Centers for Disease Control (CDC) and Pure Food and Drug Administration.

Homeland Security extends as well into National Security in its role with United States Northern Command (NORTHCOM), regarding its all-hazards commitments under the fifteen Emergency Support Functions, as below.

**Table 3: Emergency Support Functions**

**Emergency Support Function Annexes**

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 - Emergency Management
- ESF #6 - Mass Care, Housing, and Human Services
- ESF #7 - Resource Support
Further involving National Security, Homeland Security through its Transportation Security Administration (TSA) intimately involves itself with Airport and Seaport Security playing a key role in security studies and enhancement through its Transportation Worker Identification Credential (TWIC) system.  

Additionally Homeland Security through its Protective Services (PSA) plays a leading role in National Security forming an elaborate architecture of critical infrastructure and key resources protection across the country in categories of protection, called “sectors.” Figure 4 shows the continuous protection system of risk and protection assessment.

**Table 4: National Infrastructure Protection Plan**

![Table 4: National Infrastructure Protection Plan](image)

Last, Global Security is a final area and subject important on the spectrum, and one as well where Homeland Security plays a leading role. In the 1992 Federal Response Plan (FRP),
and then subsequently developed as part of the National Response Plan (NRP) in 2004, 15 National Planning Scenarios (NPSs) were published with controls each holding global implications in either scope, scale, or impact. They represented important Incidents of National Significance (INS), each with cascading effects. Now under the National Response Framework (NRF), they fall under the guise of “preparing for broader preparedness strategies” under a more flexible national preparedness vision placing “planning guidelines” into the National Planning Scenarios and divining new “Universal Task Lists” and “Target Capabilities Lists.” In several areas this not only adds to United States security but to global security as well. 12 These 15 NPSs range from the explosion of a 10 KT nuclear weapon to the spread of Pandemic Influenza. Working with “fused” intelligence Homeland Security helps shape global efforts through the United States to keep weapons of mass destruction coming into the country. As well homeland security helps support efforts of the World Health Organization (WHO) along with Health and Human Services (HHS), to protect against pandemics and endemics, also safeguarding both American and global interests through research.

Thus in explaining where homeland security resides on the spectrum and how it touches all areas of that spectrum’s content and subject arenas, where homeland security should fit academically is most important. Homeland Security as subject content should be located in public administration, public management, and or public affairs. Homeland Security is a “holistic approach to complex issues” of policy and it is an integration of a broad “range of resource,” activities and policies of public administration. 13

In public policy for example, homeland security follows the tradition of the use of broad presidential federal executive action through executive orders often promulgated to take action
quickly, avoid Congress on occasion, and create instruments of policy for the public well being. Recently from Presidents Dwight D. Eisenhower and John F. Kennedy, executive orders have led to important changes in American life.\textsuperscript{14} From that tradition follow directives, as Homeland Security Presidential Directives (HSPDs) previously from President William J. Clinton and most recently George W. Bush, instrumental in shaping the post 9/11 public policy architecture. Several have followed since the originals noted below, but these early ones stand as a public policy and public hallmarks of homeland security administration. These helped create the guidance necessary to establish the administration of homeland security, nearly as fast as the discipline emerged in a parallel academic fashion. In the rise of public administrative, Woodrow Wilson's 1887 essay on how "self-awareness" in public policy helps creates the same in public administration is clearly seen here in the development of that very public self awareness in homeland security stimulated by the HSPDs.\textsuperscript{15}
Congress as well dramatically shoved homeland security into public policy and administration with two major acts. The Homeland Security Act of January 23, 2002 fell under the same tradition in public policy, subsequently flowing into public administration, as did the creation of the original Department of Health, Education and Welfare (HEW) under President Dwight D. Eisenhower and the creation of the Department of Housing and Urban Development (HUD) under President Lyndon B. Johnson in 1965. All of these were huge, federal bureaucracies created in times of national turmoil, some more pronounced than others. Lastly, with the signing of the Patriot Act into law on October 26, 2001 all branches of federal government became involved in its controversy in public policy connected to homeland security.

It follows homeland security should be a member of the public administration and public affairs community, commencing as a certificate, then as degree major, and subsequently as degree. The upper division undergraduate level is an excellent place to begin with, but the

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<td>HSPD 3</td>
<td>Homeland Security Advisory System (HSAS)</td>
<td>11 March 2002</td>
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<td>HSPD 5</td>
<td>Management of Domestic Incidents</td>
<td>25 March 2003</td>
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<td>Integration and Use of Screening Information</td>
<td>16 September 2003</td>
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<td>HSPD 8</td>
<td>National Preparedness</td>
<td>17 December 2003</td>
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graduate level is much more attractive. Graduate studies are a natural place for homeland security to commence as an academic program, because graduate students can readily understand the material, appear to be more interested, and generally are easier to place than undergraduates. This will be discussed further. For example, most all federal Government Service (GS) jobs require prior service in a subordinate GS position to demonstrate experience, but that may be waived with a master’s degree. Attach to that a graduate certificate in homeland security, or incorporate homeland security into a degree major field, and placement is dramatically facilitated. Executive Education on the graduate level as well is very attractive for homeland security aspirants due to the nature of how and when executive education classes are presented, how the program is structured, and the advantages of ready placement or advancement upon completion of the program requirements.

In establishing a homeland security program, the following is provided as a model of how to create one. It is drawn from the composite views and studies of representatives, in papers and discussions, at the Second Annual Homeland Security and Defense Education Consortium at College Park, Maryland this spring. The following views are from: Texas A&M University; University of Colorado; Missouri State University; University of Maryland; Eastern Kentucky University; Embry-Riddle University; Kansas State University; National Defense University; Notre Dame College Naval Postgraduate School; York University; Virginia Commonwealth University; Laramie Community College; National University; University of Nevada Las Vegas; University of Kansas; and Indiana University. The composite recommendations consist of twelve, sound, evolutionary steps to build a homeland security program.

1. **Define your program’s outcome first**: Graduate students retain better, are easier to place in Homeland Security, and should be your primary market. You can commence
with a certificate program, and then add a master’s degree concentration, then perhaps a
master’s degree major. The Masters of Public Administration with homeland security
major resonates.

2. **Find your overall market:** Figure out your actual market and if you are unable, hire a
firm to do so. Many are ready and await your call.

3. **Form an advisory board to design your program:** From within your university,
select important faculty, significant staff plus key administrators as influencers. More
importantly, *from outside your university* (public and private sectors) appoint key
members from your desired market to help craft the program.

4. **Survey the desired market:** Again many firms can survey your market for you but the
key is to find out from your market what it specifically wants and needs in a Homeland
Security program. Again put some of the freshly surveyed people on your Advisory
Board. Craft the program to that market.

5. **Get funded:** Start out with a small amount of institutional and hire someone to work full
time on grants and program money.

6. **Hire a staff:** To build a successful program it is absolutely critical have at least one
person full-time developing the program; and one person writing grants and developing
program money; and a third to work recruiting students and maintaining retention.

7. **Hire faculty to teach the program:** Initially locate adjunct faculty then hire permanent
faculty.

8. **Deliver the program to those you solicited in your university and market:** As you
launch the program, it is critical to have support from tenured faculty, to publicize it well,
and to gain the support of parallel programs and allied departments and schools. Deliver it to your exact market as well.

9. **Branch out, partner and go on-line:** Partner with nearby colleges for “block credit articulation agreements” for transfer credit and team teaching. Go on-line as appropriate.

10. **Place your students in internships, then put them in career placement:** Courses must be internship orientated and content placement orientated. *Form a separate placement committee within the University to assist students with career placement. Use your Advisory board to help.*

11. **Sustain your program:** Identify your champions; set priorities for program sustainment; construct a timeline for expansion; form an expansion committee and grow your program. *Use Executive Education if available to grow your program.*

12. **Set a strategic vision:** Once established know where you are going by finding both a “university” and “funding niche” that works.

In conclusion homeland security programs should be an exciting, important and rewarding part of a public administration or public affairs curriculum because they address the new translation of public policy in the twenty-first century, in the most vibrant way while fostering the best attributes of public service. They provide students with an intellectual challenge, across a broad spectrum of subject areas, to learn how make very positive changes and how to accomplish great things for the good of the many. Homeland security teaches from the Twin Towers to gulf hurricanes, how to help, how “to prepare, to respond, and to recover” truly for “the common good of the Nation.” From John Kennedy’s inaugural, studies of this kind warrant a parallel of metaphor of merit and they bring great worth and value to a Nation’s future, because they ask for an individual’s best not for themselves, but from neighborhoods upward, to help mitigate the wounds of their Country in times if her greatest need.
Endnotes


2. Ibid., 1-3.

3. Ibid., 16, 17.


5. Ibid., 2-6.


15. Ibid., Summit HSDEC, 1-7.