UNIVERSITY OF SOUTHERN CALIFORNIA

**Sol Price School of Public Policy**

**Fall 2014**

# Syllabus – PPD 683

## HOMELAND SECURITY AND PUBLIC POLICY

“This is not the end. It is not even the beginning of the end. But it is, perhaps the end of the beginning.”

--Winston Churchill

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### Course Purpose and Objectives

This course is designed to provide students with an understanding of how public organizations may deal with the threat of various forms of terrorism. A student who successfully embraces the teachings offered by this course will be able to:

1. Develop a working definition of the term “terrorism” and apply it to public policy decisions.
2. Understand the organizational challenges and shared federal, state and local government responsibilities facing the Department of Homeland Security.
3. Examine the critical balance of effective national security and basic civil liberties, understanding that America remains at risk of a new and evolving threat.
4. Apply the practice of interdisciplinary security in developing comprehensive protection plans and policies designed to reduce the vulnerability to deliberate violent acts.

### Course Overview

Maintaining public safety and security are basic functions of government. The events of September 11, 2001, facilitated the realization that our government had to change in response to new and evolving terror threats. The most dramatic response was the creation of the Department of Homeland Security, whose strategic objectives are to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism and minimize the damage and recover from attacks that do occur. The United States has always overcome incredible homeland obstacles, as exemplified by the outcomes of the Revolutionary and Civil Wars. Resilience, focus and America’s diverse talents have contributed to our survival. The mission of Homeland Security, however daunting, must be addressed with the same resolve.

### Required Texts

You may purchase the following three publications at the USC Bookstore:

Louise Richardson, *What Terrorists Want, Understanding the Enemy, Containing the Threat,* (Random House, 2006)

*The 9/11 Commission Report, Final Report of the National Commission on Terrorist Attacks Upon the United States*, (New York, NY: W.W. Norton & Company, Inc.)

Gus Martin, *Terrorism and Homeland Security*, (SAGE, Publications, 2011)

### Course Requirements

This course will be taught as a seminar, with readings, papers and presentations by students and guest speakers drawn from the various agencies and specialties involved in the Homeland Security effort. Inasmuch as one of the goals of the course is to prepare the student for the rigors of addressing homeland security policy issues, class participation in the weekly discussions and most notably in the Homeland Security Advisory Council Exercise is critical.

**There will be an in-class midterm examination during week 7 (October 13)**. You may utilize any reference (including electronic medium) materials you choose, provided the proper citation of sources accompanies your answer(s).

**The policy outline during week 9 (October 27),** will be a 1 – 3 page description, framing the intended content of the policy paper due in Week 12. This outline should clearly define the homeland security challenge and articulate the recommended response, considering such issues as possible synergies with existing national security initiatives, organizational/departmental balance, costs, planning and the opportunities to leverage public engagement.

**The National Security Council (NSC) Exercise** **during Week 10 (November 3)** will be one of the culminating events at this point in the course, challenging your ability for information analysis and consensus building. Students will represent several local, state and federal agencies on the NSC, e.g. the FBI, local law enforcement, Mayor’s Office, city and county departments, etc., and each provided the appropriate operational information needed to function in their designated capacities. **The issue will be NSC’s review and recommendation regarding the decision for a domestic drone strike in the Los Angeles area.** A homegrown terror cell is in the final phases of planning a catastrophic attack targeting several Los Angeles areas. Due to the potential loss of life and the fluidity of the intelligence, the use of an unmanned drone is being considered. Students will be assigned to the representative agencies weeks ahead of the exercise for the purpose of obtaining the necessary data to inform their recommendation to the President.

**The policy paper due Week 13 (November 24),** will be a 15 - 20 page, in-depth study of a homeland security policy challenge of your choosing that will require the application of the materials studied and presented in this course. **Students should choose their topic for in-depth policy paper no later than the fifth (September 30) class meeting.** The policy paper must include citations to at least 10 books or journal articles, including the course books and/or lectures, as appropriate. “**Wikipedia” should not be amongst cited sources.**

**The classroom briefs of your policy papers will be delivered during Weeks 14 and 15 (December 1 and 15)**. The operational world of homeland security consists of countless briefs and testimony to legislators, public and private entities, to inform them of the status of our work, up to and including the presentation of classified information to “cleared” individuals, regarding the potential of a specific terrorist threat. Using the policy paper as the foundation, the policy brief will consist of an in-class presentation limited to 15 minutes, describing the policy challenge research.

Each student will be required to assess the quality of the classroom briefs by completing a **Peer Evaluation** of each presentation. The purpose of these evaluations is meant to serve as constructive critiques. Presenters are expected to review their respective Peer Evaluations noting opportunities to improve in similar forums in their respective professional disciplines.

Please note that **all papers must be submitted electronically via email by 6:00 pm on the due date**. They are to be in12-point font and double-spaced. Papers will be returned electronically. I will not accept papers in hard copy. **Labeling protocol:** **please label all files by your last name and name of assignment (e.g., southers\_policy\_outline.doc.)**

### Evaluation of Performance

The expectation is that this course will provide knowledge that will enhance your ability to perform as a professional. Facilitation of success is a principal function of an organization and of managers. The instructor places no higher priority on this issue in presenting this course and would expect you to do the same. Your performance will be evaluated as follows:

1. Week 7 – **October 13** - Midterm Examination 20%
2. Week 9 – **October 27** - Policy Outline due 20%
3. Week 10 – **November 3** - NSC Class Exercise 15%
4. Week 13 – **November 24** - Policy Paper due 30%
5. Weeks 14 & 15 – **December 1 & 15** - Policy Briefs and Peer Evaluations 15%

### Course Schedule and Readings

(Due to the contemporary nature of this course, the schedule is subject to change without notice.)

**Week Subject & Readings**

#### **1** (August 25) **Course overview and the Department of Homeland Security**

Description: We will discuss class expectations from the course and examine some of the major policy and strategic challenges facing the Department of Homeland Security and our national security.

**Note: The University is closed on September 1 for Labor Day.**

#### **2** (September 8) **The Roots of September 11**

Description: This week we will discuss last week’s video and explore how the 9/11 terror attacks changed the world, as it relates to the challenge of the terrorist threat. We will also outline some basic questions to be considered for further examination throughout the course.

Readings:

The 9/11 Commission Report: Ch. 1 “We Have Some Planes”

(pp. 1-46), Ch. 5 “Al Qaeda Aims At The American Homeland” (pp. 145-173)

#### **3** (September 15) **The Definition of Terrorism**

Description: We will discuss a myriad of definitions of political extremism, terrorism and the associated terminology. We will examine terrorism as compared to revolutionary violence and national liberation; conventional vs. non-conventional conflict and guerrilla warfare.

Readings:

Martin: Ch. 1, The Nature of the Beast: Defining Terrorism”

(pp. 3-24)

Richardson: Ch. 1 “What Is Terrorism” (pp.3-21), Ch. 3 “What Causes Terrorism” (pp. 38-70)

#### **4** (September 22) **The History of Terrorism**

 **NSC Groups will be determined this class session.**

Description: We will examine the history of terrorism from several perspectives including, religious terrorism, state-sponsored terrorism, political terrorism, and the causes of terrorist violence.

Readings:

The 9/11 Commission Report: Ch. 2 “The Foundation of The New Terrorism” (pp. 47-70)

Martin: Ch. 2 “The Past as Prologue: Historical Perspectives and Ideological Origins” (pp. 25-47)

Martin: Ch. 3 “ Beginnings: Causes of Terrorist Violence”

(pp. 49-72)

#### (September 29) **International Terrorism**

#### **Policy paper topic selection due this class session**

Description: We will review the definition of international terrorism, examine terrorist target selection models and discuss the future and legitimacy of preemptive strikes and its use as a counterterrorism strategy.

Readings:

The 9/11 Commission Report: Ch. 6 “From Threat to Threat”

(pp. 174-214)

Martin: Ch. 7 “Terrorist Spillovers: International Terrorism”

(pp. 157-182)

Martin: Ch. 8 “Tools of the Trade” (pp. 185-211)

Richardson: Ch. 4 “The Three Rs: Revenge, Renown, Reaction” (pp. 71-104)

#### (October 6) **Homegrown Violent Extremism (HVE)**

#### Description: The information and analysis presented during this session are intended to build a comprehensive understanding of HVE by reviewing the complexities of defining terrorism generally and homegrown violent extremism specifically. Violent extremism as a phenomenon will be explored through its multifaceted characteristics, the role of legitimizing ideology and the factors that contribute to violent action. We will examine racial, religious and issue-oriented extremist ideologies, their motivations and how individuals may become recruited and radicalized to the point of considering an attack in furtherance of their political objective(s).

#### Reading:

Martin: Ch. 10 “Domestic Terrorism in the United States”

(pp. 235-266)

#### (October 13) **Suicide Terrorism**

#### **Midterm Examination will be held this class session.**

Description: We will attempt to look inside the mind of a suicide bomber by reviewing Santosh Sivan’s film, *The Terrorist.* We will examine the modern history and globalization of suicide bombing from the Iran-Iraq war, Lebanon and Hezbollah, the Israeli-occupied Palestinian land, and the regions of Sri Lanka, Chechnya and Kurdistan.

Reading:

Richardson: Ch. 5 “Why Do Terrorists Kill Themselves?”

(pp.104-135)

#### (October 20) **The Federal Response: Organizational Structure**

Description: This class will examine our National Security Strategy, the history of our nation’s diverse organizational responses to terrorism and the issue of the appropriate public engagement regarding potential attacks. We will also discuss Brands and Core Values. A Brand that is inconsistent with one's Core Values is unsustainable in the long run. Those two realities form the foundation on which public engagement, support and participation for our war on terrorism are built. We will discuss and explore how our various agencies' Brands and Values must be defined and lived in order to maximize interagency cooperation and build strong alliances with the public to better deal with threats from homegrown terrorists.

##### Readings:

##### The 9/11 Commission Report: Ch. 3 “Counterterrorism Evolves” (pp. 71-107), Ch. 4 “Responses To Al Qaeda’s Initial Assaults” (pp. 108-143)

Martin: Ch. 12 “Homeland Security Agencies and Missions”

(pp. 287-297)

### Richardson: Ch. 6 “What Changed and What Did Not on September 11, 2001” (pp. 139-168)

#### (October 27) **Intelligence**

**Policy outline due this session.**

Description: We will examine the United States intelligence agencies, the history of these agencies, their respective specification of functions, the controversy over the National Security Agency and the role of Congressional oversight.

Readings:

The 9/11 Commission Report: Ch. 8 “The System Was Blinking Red” (pp. 254-277), Ch. 13 “How to Do It? A Different Way of Organizing the Government” (pp. 399-428)

Martin: Ch. 12 “Homeland Security Agencies and Missions”

(pp. 298-310)

#### (November 3) **NSC Class Exercise**

#### (November 10) **The Role of the FBI**

### Description: This session will examine the historical relationship between Presidents, Congress and the FBI, FBI authority, mechanisms for control and their enhanced intelligence role in counterterrorism.

#### (November 17) **Civil Liberties and the “War on Terrorism”**

Description: This class will examine the repeated legislative mistakes our country has made during other wartime eras regarding national security and civil liberties. We will also discuss the impact of the 1996 and 2001 Antiterrorism Acts and the costs to society beyond the possible reduction of civil liberties.

Readings:

Martin: Ch. 13 “Civil Liberties and Securing the Homeland”

(pp. 311-323)

Richardson: Ch. 7 “Why The War on Terror Can Never Be Won” (pp. 169-199)

#### (November 24) **The Challenges of Public Sector Management**

**Policy paper due this class session.**

### Description: We will examine new measures of the war on terrorism, the impact on people’s rights and public administration, interdependent security and the implications for homeland security policy.

### Readings: Richardson: Ch. 8 “What Is to Be Done” (pp. 200-239)

### Walker: 9/11: The Implications for Public Sector Management

#### (December 1) **Policy Briefs and Peer Evaluations**

#### (December 15) **Policy Briefs and Peer Evaluations**

### Academic Integrity

Please review the USC statement of academic integrity carefully.

### Students with Disabilities

Any student requiring academic accommodation based on a disability is required to register with Disability Services and Programs (DSP) each semester. A letter of verification for approved accommodations can be obtained from DSP. Please be sure that the letter is delivered to the course professor early in the semester, prior to the first day of class. DSP is located in STU 301 and is open 8:30 a.m. to 5:00 p.m., Monday through Friday. The phone number for DSP is (213) 740-0776.

### Instructor’s Bio

Erroll G. Southers is the Associate Director of Research Transition at the DHS National Center for Risk and Economic Analysis of Terrorism Events (CREATE) at the University of Southern California, where he developed the Executive Program in Counter-Terrorism and serves as an adjunct professor of Homeland Security and Public Policy in the Sol Price School of Public Policy. He is a former FBI Special Agent and SWAT team member, President Barack Obama’s first nominee for Assistant Secretary of the TSA and Governor Arnold Schwarzenegger’s Deputy Director for Critical Infrastructure of the California Office of Homeland Security.

Professor Southers is a Visiting Fellow and member of the Professional Advisory Board of the International Institute of Counter-Terrorism in Herzliya, Israel, a member of the Bipartisan Policy Center’s Homeland Security Project, a Senior Fellow of the UCLA School of Public Affairs and serves on the Advisory Committee for the Command, Control and Interoperability Center for Advanced Data Analysis (CCICADA) at Rutgers University.

Professor Southers is also the Managing Director of the Counter-Terrorism and Infrastructure Protection Division of the international security consulting firm TAL Global Corporation. He was the Assistant Chief of Homeland Security and Intelligence at the Los Angeles World Airports Police Department and began his law enforcement career with the Santa Monica Police Department. He was also a member of the Rio Hondo Police Academy faculty and tactical staff.

He is a recipient of the Earl Warren Outstanding Public Service Award, recognized in Security Magazine’s Top 25 Most Influential Industry Thought Leaders in the United States, and member of the Los Angeles Mayor’s Blue Ribbon Panel on Airport Security at LAX. Professor Southers has twice provided testimony as a subject matter expert to the full Congressional Committee on Homeland Security, published numerous articles and is the author of the forthcoming book, *Homegrown Violent Extremism*. He was featured on the History Channel (*The FBI: America’s Book of Secrets*), the U.S. Army video (*I’ve Got Skills – Intelligence*), CNN (*Crimes of the Century*) and appears as a counter-terrorism analyst on a variety of national and international media networks. He is the author of *Homegrown Violent Extremism.*

Professor Southers earned his BA degree at Brown University, his MPA and DPPD degrees at USC.