

UNIVERSITY OF SOUTHERN CALIFORNIA
Sol Price School of Public Policy
Fall 2019

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, *Understanding Terrorism – Challenges, Perspectives, and Issues*, 5th Edition (Sage Publications, 2016)

Recommended Text

Erroll Southers, *Homegrown Violent Extremism*, (Anderson Publications, 2013)

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 8 (October 14). 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 10 (October 28), 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 11 (November 4) 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 “Final” policy paper due Week 14 (November 25), 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 week 6 or the 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 “Final” policy papers will be delivered during Weeks 15 and 17 (December 2 and December 16). 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.

Please note that **all papers (outline and final) must be submitted electronically via email by 6:00 pm on the due date.** They are to be in 12-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:

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| 1. Week 8 – October 14 - Midterm Examination | 30% |
| 2. Week 10 – October 28 - Policy Outline due | 20% |
| 3. Week 11 – November 4 - NSC Class Exercise | 10% |
| 4. Week 14 – November 25 - Policy Paper due | 30% |
| 5. Weeks 15 & 17 – December 2 / December 16 - Policy Briefs | 10% |

This course uses an applied approach that integrates lecture material with hands-on in-class analysis and discussion. Students are expected to attend all class meetings and participate fully in class activities. Because **attending all class meetings and completing all in-class work is the minimum expected of all students**, class participation is not included directly in the grading breakdown above; instead, a student’s overall score in the course may be increased or decreased by up to 3 percentage points to reflect particularly outstanding contributions to class discussions or failure to meet these expectations. *In extreme cases, repeated unexcused absences (including missing classes in their entirety and/or in large parts by arriving late and/or leaving early) will result in a non-passing grade for the course regardless of performance on other assignments.*

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 26)	<p><i>Course overview and the Department of Homeland Security</i> <u>Description:</u> 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.</p>
Note: The University is closed on September 2 for Labor Day.	
2 (September 2)	Labor Day – No class
3 (September 9)	<p><i>The Roots of September 11</i> <u>Description:</u> 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 historical and modern attributes of the terrorist threat. We will also outline some basic questions to be considered for further examination throughout the course.</p> <p><u>Readings:</u></p> <ul style="list-style-type: none">• The 9/11 Commission Report: Ch. 1 “We Have Some Planes” (pp. 1-46),• The 9/11 Commission Report: Ch. 5 “Al Qaeda Aims At The American Homeland” (pp. 145-173)• Martin: Ch. 1 “Terrorism: First Impressions” (pp. 2-21)
4 (September 16)	<p><i>The Definition of Terrorism</i> <u>Description:</u> We will discuss a myriad of definitions of political extremism, terrorism and the associated terminology. We will examine the nature of terrorism and the definitional debates regarding the elements and motives of these behaviors.</p> <p><u>Readings:</u></p> <ul style="list-style-type: none">• Martin: Ch. 2 “The Nature of the Beast: Defining Terrorism” (pp. 22-45),• Martin: Ch. 3 “Beginnings: The Causes of Terrorism” (pp. 46-73)• Richardson: Ch. 1 “What Is Terrorism” (pp.3-21), Ch. 3 “What Causes Terrorism” (pp. 38-70)
5 (September 23)	<p><i>The History of Terrorism</i> NSC Groups will be determined this class session. <u>Description:</u> We will examine the history of terrorism from several perspectives including, religious terrorism, state-sponsored terrorism, political terrorism, and the causes of terrorist violence.</p> <p><u>Readings:</u></p>

- The 9/11 Commission Report: Ch. 2 “The Foundation of The New Terrorism” (pp. 47-70)
- Martin: Ch. 4 “Terror From Above: Terrorism by the State” (pp. 76-106)
- Martin: Ch. 5 “Terror From Below: Terrorism by Dissidents” (pp. 107-132)
- Martin: Ch. 6 “Violence in the Name of Faith: Religious Terrorism” (pp. 133-162)

6 (September 30)

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. 8 “Terrorist Spillovers: International Terrorism” (pp. 208-236)
- Martin: Ch. 9 “Emerging Terrorist Environments: Gender-Selective Political Violence and Criminal Dissident Terrorism” (pp. 237-264)
- Richardson: Ch. 4 “The Three Rs: Revenge, Renown, Reaction” (pp. 71-104)

7 (October 7)

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. 7 “Violent Ideologies: Terrorism From the Left and Right” (pp. 163-207)
- Martin: Ch. 12 The American Case: Terrorism in the United States (pp. 328-371)

8 (October 14)

Suicide Terrorism

Midterm Examination will be held this class session.

Description: We consider the complexity of the upcoming NSC Class exercise and ethical conflicts of drone warfare by reviewing

film, *Eye In The Sky*. We will examine the decision to launch a drone strike that will most certainly result in civilian casualties, negotiating the moral minefields along the way.

9 (October 21)

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. 14 “A New Era: Homeland Security” (pp. 413-465)
- Richardson: Ch. 6 “What Changed and What Did Not on September 11, 2001” (pp. 139-168)

10 (October 28)

Intelligence

Policy outline due this session.

Description: We will examine the United States intelligence agencies, the history of these agencies, and 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. 13 “Counterterrorism: The Options” (pp. 374-412)

11 (November 4)

NSC Class Exercise

- 12 (November 11) ***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.
 - Martin: Ch. 15 “What Next? The Future of Terrorism” (pp. 443-465)
- 13 (November 18) ***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)
- 14 (November 25) ***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
- 15 (December 2) **Policy Briefs and Peer Evaluations**
- 16 (December 9) **Study Days**
- 17 (December 16) **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.

Statement on Academic Conduct and Support Systems (August 1, 2018)

Academic Conduct:

Plagiarism – presenting someone else’s ideas as your own, either verbatim or recast in your own words – is a serious academic offense with serious consequences. Please familiarize yourself with the discussion of plagiarism in SCampus in Part B, Section 11, “Behavior Violating University Standards” policy.usc.edu/scampus-part-b. Other forms of academic dishonesty are equally unacceptable. See additional information in SCampus and university policies on scientific misconduct, policy.usc.edu/scientific-misconduct.

Support Systems:

Student Health Counseling Services - (213) 740-7711 – 24/7 on call
engemannshc.usc.edu/counseling

Free and confidential mental health treatment for students, including short-term psychotherapy, group counseling, stress fitness workshops, and crisis intervention.

National Suicide Prevention Lifeline - 1 (800) 273-8255 – 24/7 on call
suicidepreventionlifeline.org

Free and confidential emotional support to people in suicidal crisis or emotional distress 24 hours a day, 7 days a week.

Relationship and Sexual Violence Prevention Services (RSVP) - (213) 740-4900 – 24/7 on call
engemannshc.usc.edu/rsvp

Free and confidential therapy services, workshops, and training for situations related to gender-based harm.

Office of Equity and Diversity (OED) | Title IX - (213) 740-5086
equity.usc.edu, titleix.usc.edu

Information about how to get help or help a survivor of harassment or discrimination, rights of protected classes, reporting options, and additional resources for students, faculty, staff, visitors, and applicants. The university prohibits discrimination or harassment based on the following protected characteristics: race, color, national origin, ancestry, religion, sex, gender, gender identity, gender expression, sexual orientation, age, physical disability, medical condition, mental disability, marital status, pregnancy, veteran status, genetic information, and any other characteristic which may be specified in applicable laws and governmental regulations.

Bias Assessment Response and Support - (213) 740-2421
studentaffairs.usc.edu/bias-assessment-response-support

Avenue to report incidents of bias, hate crimes, and microaggressions for appropriate investigation and response.

The Office of Disability Services and Programs - (213) 740-0776
dsp.usc.edu

Support and accommodations for students with disabilities. Services include assistance in providing readers/notetakers/interpreters, special accommodations for test taking needs, assistance with architectural barriers, assistive technology, and support for individual needs.

USC Support and Advocacy - (213) 821-4710

studentaffairs.usc.edu/ssu

Assists students and families in resolving complex personal, financial, and academic issues adversely affecting their success as a student.

Diversity at USC - (213) 740-2101

diversity.usc.edu

Information on events, programs and training, the Provost's Diversity and Inclusion Council, Diversity Liaisons for each academic school, chronology, participation, and various resources for students.

USC Emergency - UPC: (213) 740-4321, HSC: (323) 442-1000 – 24/7 on call

dps.usc.edu, emergency.usc.edu

Emergency assistance and avenue to report a crime. Latest updates regarding safety, including ways in which instruction will be continued if an officially declared emergency makes travel to campus infeasible.

USC Department of Public Safety - UPC: (213) 740-6000, HSC: (323) 442-120 – 24/7 on call

dps.usc.edu

Non-emergency assistance or information.

Instructor's Bio

Dr. Erroll G. Southers is a Professor of the Practice in National and Homeland Security, Director of the Safe Communities Institute and Homegrown Violent Extremism Studies at the University of Southern (USC) California Sol Price School of Public Policy. He is also the Director of International Programs for the National Center for Risk and Economic Analysis of Terrorism Events (CREATE) at USC. He was President Barack Obama's first nominee for Transportation Security Administration Assistant Secretary, and he was also California Governor Arnold Schwarzenegger's Deputy Director for Critical Infrastructure of the California Office of Homeland Security.

Professor Southers' career has spanned all levels of law enforcement, formerly serving as Assistant Chief of Homeland Security and Intelligence at the Los Angeles World Airports Police Department. He also previously enjoyed the distinction of FBI Special Agent and SWAT team member, as well as Santa Monica Police Officer. He served on the faculty and tactical staff of the Rio Hondo Police Academy.

Currently, Professor Southers holds roles throughout the international counterterrorism and national security arena, including: Visiting Fellow and member of the Professional Advisory Board of the International Institute of Counter-Terrorism in Herzliya, Israel; Visiting Professor at the Université Paris 2 Panthéon-Assas in France; a Senior Fellow at the UCLA School of Public

Affairs; and a member of the Advisory Committee for the Command, Control and Interoperability Center for Advanced Data Analysis (CCICADA) at Rutgers University. He is also the Managing Director of the Counter-Terrorism and Infrastructure Protection Division for TAL Global Corporation, an international security consulting firm.

Professor Southers has testified before the full Congressional Committee on Homeland Security as a subject matter expert and counterterrorism analyst. At USC, he developed the Executive Program in Counterterrorism and serves as an adjunct professor of Homeland Security and Public Policy in the Sol Price School of Public Policy, where he received the *2014 Outstanding Doctoral Project Award* and was named the *2013 and 2014 Outstanding Adjunct Professor of the Year*. He is a regular contributor to national and international media networks on matters of terrorism and national security, the author of *Homegrown Violent Extremism*, contributing writer for *The Hill* and testified at the first Congressional Hearing on the Boston Marathon bombings.

Professor Southers was the recipient of the Earl Warren Outstanding Public Service Award, was recognized in Security Magazine's Top 25 Most Influential Industry Thought Leaders in the United States, and was a member of the Los Angeles Mayor's Blue Ribbon Panel on Airport Security at LAX. He earned his undergraduate degree from Brown University, and he holds masters and doctoral degrees in public policy from USC.