

Protection Management: An Integrated Approach to Educating Homeland Security Specialists

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ABSTRACT

This paper discusses the use of an integrative approach to a segment of public administration education that has taken on new urgency after the terrorist attacks of September 11, 2001 and the ensuing creation of a Federal Department of Homeland Security. This integrative approach focuses on core fields of what is termed in this paper, "protection management" (security, fire and emergency management services). The educational posture outlined seeks to weave an interlocking knowledge base among protection professionals who will often times find themselves laboring under conflicting cultures and worldviews. Understanding principles of administration and management in regard to public organizations and decision-making processes provide the bridges that these individuals can cross to meet productively with each other prior to times of crisis. It is posited that providing this central reference point, while familiarizing these homeland security specialists from all three walks of life with the structures and issues of the other two, will enable all to visualize ways to work productively when collective action is needed for resolving complex problems that range across professions, sectors and levels of response.

INTRODUCTION

“Surely, there was never a fairer test of national quality than this. In the light of these circumstances, the thoughtful observer of Russian-American relations will find no cause for complaint in the Kremlin's challenge to American society. He will rather experience a certain gratitude to a Providence which, by providing the American people with this implacable challenge, has made their entire security as a nation dependent on their pulling themselves together and accepting the responsibilities of moral and political leadership that history plainly intended them to bear.”
(Kennan, 1947).

In 1946 George Kennan wrote these words as a part of what readers originally dubbed the “Long Telegram.” In it he analyzed the then current Soviet threat to the United States and offered his opinions and insight about how we should frame our response. These comments later were to be published in the journal *Foreign Affairs* as the article entitled, “The Sources of Soviet Conduct.”

As we look at the predicament that the United States finds itself in today, where we are faced with opaque entities from Al Qaeda, to Iran, to North Korea, there are certainly both similarities and differences with the problems of the time Kennan detailed. Further, the responses we must muster in the near future could or could not smack of familiar echoes from this earlier period in our recent history. What cannot be doubted is that America is being tested, and must rise to a new occasion. However, it is not the purpose of this paper to launch into an exhaustive examination of historical analogy (see Neustadt and May, 1988, for useful methods to conduct such an investigation). Instead, I am interested in moving from the starting point Kennan provides toward a more detailed understanding of one way we can rise to this new occasion and “accept the responsibilities of moral and political leadership” through educating a better equipped homeland security professional for the future. This professional can help to define that sense of leadership mentioned in matters relevant to the country’s internal protection.

The parameters of this professional’s image can begin to be sculpted through discussion of how to proactively develop the varied skills of personnel within a specific group of homeland security occupations. This will deepen their grasp of each other’s work, while widening their ability to reach out to each other along commonly understood and accepted frameworks for action. In particular, I seek to examine how creative higher education modules that draw on our knowledge of American public administration and management can be used to strengthen the relationships of core service area professionals dedicated to our internal protection in times of man-made and natural disaster – security,

fire, and emergency managers. It is these professionals who make up the core of what is termed in this paper “protection management.”

If Kennan has in fact successfully identified the collective endgame for us to achieve internally and externally, it is doubtless up to each generation to create the tools, administrative technology and professionals that will responsibly satisfy the means for reaching those points. Visualizing ways to educate balanced, flexible and forward thinking homeland security specialists in protection management so that they are able to grasp nuances of interaction across professions, sectors and levels of both political and physical response is one good way to start down this road.

BACKGROUND

Today we are in a time of environmental turbulence requiring careful assessment and thoughtful response. With the successful attacks on New York City and Washington, D.C. in 2001, the subsequent creation of a Federal Department of Homeland Security, and the unleashing of wars in both Afghanistan and Iraq, it is clear that both our country’s principals and administrative technologies are being tested. It is also clear that today’s challenges include understanding how global players, multiple sectors and permeable boundaries across all layers of the political matrix affect our response patterns to crises. However, what remains unclear to many is if we are succeeding in our efforts to adjust as well as possible.

Dwight Waldo stated that civilization and administration have always been intertwined (Waldo, 1980: p.1). This seems an unavoidable truth. Indeed, Waldo presents a compelling historical evolutionary connection between the two. One that I suspect is ultimately of the chicken and egg variety. Certainly, with the discrediting of the politics/administration dichotomy (Wilson, 1887) decades ago there is ample reason to continue validating this perspective on the relationship in its current form as well. Therefore, it is correct to think that administrative advances can lead the way to better civilization through stabilization in some circumstances. While there are clear weaknesses with the application of the bureaucratic machinery that we collectively use to move this enterprise forward (Kennan, 1993: p. 146-149), it is important to remember that it is still possible to manage the administrative ship better as opposed to worse through times of change. Stabilizing aspects of our current environment, by establishing a firm intellectual base from which to move ahead, can be thoughtfully developed and implemented with integrative educational efforts that accept the complexities of our time.

Certainly, we are looking to the field of security writ large as a growth industry that can protect us from these shifts (PA Times, 2005, p.1). But our vision seems to be unfocused in fundamental ways - recognizing the overall problem, yet unable to lock in on a clearly defined solution or an approach to a set of solutions. I believe one way to begin improving on that outcome is to first focus our energy on nurturing a more highly

developed administrative mind in America. We need an administrative mind capable of offering us a sound intellectual infrastructure that seeks ways to link training and education across a spectrum of professions in a rubric that provides consistent and coordinated purpose and direction. We also need an administrative mind from which to build well-rounded homeland security professionals that are capable of satisfying our need for internal protection. For the purposes of the near future, we should begin broadening our administrative mind by establishing an integrative educational apparatus that offers a context within which to teach students about the interdependent nature of today's problems and professions. Protection management, as described earlier, is one place in which to begin exploring this process. Indeed, as I will point out, some have already undertaken to pioneer this path.

The notion of employing higher education to achieve the end of furthering the public and civic administrative good is far from a new concept. Schools, colleges and programs dedicated to the study of public affairs, public administration, public management, public policy and so on have dotted the educational landscape for decades (see Waldo, 1980: p. 49-64, for an explanation of the historical underpinnings of this phenomenon). They have been viewed as a necessarily fragmented tool aiming to develop a better, but compartmentalized, base for building future public sector works from. In this regard, they echo the problems of different professional cultures discussed earlier on in the paper for occupations in protection management.

The need to improve our educational offerings in this area is coming into focus more with each passing month. Yet the overall direction we are to proceed in remains hazy due to the enormity of the task. We seem to lack a guiding gestalt, and are proceeding forward clumsily overall in our efforts to educate and learn how to respond appropriately in this new age. Community colleges across the nation have taken the lead in offering courses on specialized skills to meet the training needs of today's homeland security specialists (CNN, 2004). Certifications and special courses abound for professionals seeking better information and background in their chosen areas of practice as well. The American Society of Public Administration itself is also struggling with the range and importance of this topic. The March 2005 issue of the PA TIMES featured articles detailing new options, new players and new administrative technologies available to further our abilities in addressing the needs of protection management in America's homeland security efforts. Poulin spoke of building local disaster capacity with mutual aid agreements (Poulin, 2005: p. 3), Basl and Frinell-Hanrahan detailed how emergency preparedness is touching on the volunteer sector for support (Basl and Frinell-Hanrahan, 2005: p. 5), Lewis showed in a case study how Broward County in Florida is attempting to manage the complexities of homeland security needs on a local basis (Lewis, 2005: p. 6, 26), and Gordon discussed the wide variety of largely disconnected resources that are available to bring professionals in these fields better training, education and information across all levels of government and response (Gordon, 2005: p. 4, 6). In addition, the Department of Homeland Security research center has posted a Broad Agency Announcement in regard to developing a

Center of Excellence on preparedness and response that speaks to some of the issues discussed above (Department of Homeland Security, 2005). This center will complement a growing number of others targeting differing aspects of our needs in combating threats to the homeland.

To put it bluntly, there are a vast number of men and women with differing parts of the elephant in their hands. They are gaining a better understanding of the overall elephant day by day, but fitfully. We are in need of an educational concept that helps put the beast into perspective. By sharpening our administrative mind we can allow for integrative study of a collection of distinct professional voices. At the same time we can use a central base of administrative knowledge which all can access to help unravel the problems of the day. How to do it well, so that it clarifies our understanding rather than clouds it, remains a topic for deliberation.

Detailed below is one effort at shaping a graduate program that tries to encourage flexible thinking across protection management fields, sectors and levels of political and physical response. In order to create well-rounded professionals with heightened ability to carry out their interdependent activities, courses in administration and management are offered to cement these ties. This example seeks to construct a new approach to educating protection management professionals. One that champions integration, rather than separation, as its central value

THE JOHN JAY COLLEGE OF CRIMINAL JUSTICE PROTECTION MANAGEMENT GRADUATE PROGRAM

As noted above, educating to promote the public good has been a concept taken to heart in American academic circles for many years. It is therefore unsurprising that one example of a program that begins to address the complexity of the problems noted in this paper within an integrative format should come from a college in such a setting. It is doubtless not the only example that can be found to help sketch my ideas. In addition, the program discussed here likely has a way to still go before achieving the vision it sets out to reach. Regardless of these factors, however, it is a strong model to work with in order to move this discussion further ahead.

The college referenced is the John Jay College of Criminal Justice at the City University of New York in New York City. The mission of the college reads as follows:

“John Jay College of Criminal Justice of The City University of New York is a liberal arts college dedicated to education, research, and service in the fields of criminal justice, fire science, and related areas of public safety and public service. It seeks to inspire students to the highest ideals of citizenship and public service, and serves society

by developing graduates who have the intellectual acuity, moral commitment, and professional competence to confront the challenges of crime, justice and public safety in a free society. The College strives to endow students with the skills of critical thinking and effective communication; the perspective and moral judgment that develops from liberal studies; the capacity for personal growth and creative problem solving that results from the ability to acquire and evaluate information; and the awareness and appreciation of the diverse cultural, historical, and political forces that shape our society. Building on these intellectual and moral functions, the College offers its students an undergraduate and graduate curriculum that balances the arts, sciences and humanities with professional studies, and encourages its students to develop a continuing relationship with learning and service”(John Jay College of Criminal Justice, 2005).

In John Jay College, the Department of Public Management offers a Masters of Science degree in Protection Management (PMT). This degree is separate from the Masters of Public Administration (MPA) and the Masters of Public Administration - Inspectors General track (MPA-IG), although it shares faculty with both. The vision guiding the protection management program is to offer an interdisciplinary learning experience to individuals interested in studying security services, fire protection services, and emergency management within an integrated framework where each student receives some exposure to each of the core fields. In addition, there is a required concentration of courses to be taken in one of these same three specialty fields. The student is thereby exposed to multiple perspectives on protection management, and focuses on one in particular. In addition to the course work that examines these fields, a series of mandatory courses from the MPA curriculum are also required. These particular courses are seen as providing cohesion to the PMT curriculum. The MPA courses offer students a unifying thread of skills central to carrying out practical work in each specialty area well. As such, student's can come to recognize that there is an overarching logic to their course of study that helps to unify their view of protection management service provision across professions.

The PMT degree was in existence at the college long before the attacks of September 11, 2001 occurred, or the creation of the Department of Homeland Security. However, these events sharpened interest in the program considerably. Viewed as a means to broaden the professionals in the trenches of various protection management fields, the existing integrated structure of the program offered a doorway into understanding how better to educate them in a new era of complexity and interdependence. The key was to focus homeland security specialists in protection

management at all levels of response on reflective higher education, in addition to the skills they have gained from years of training. The difference between education and training is sharp. As Haberfeld notes of the two in regard to police training:

“The goals of education include teaching people to recognize, categorize, evaluate, and understand different types of phenomena; to interact and communicate effectively with others; to think for themselves; and to predict the probable outcomes of competing solutions. The goal of training is to teach a specific method of performing a task or responding to a given situation. The subject matter taught is usually narrow in scope.”
 (Haberfeld, 2002: pp. 32-33)

The PMT curriculum is detailed below (Protection Management Program, 2005). A number of these courses are taught in online format as well as classroom format. Often these particular courses rotate from semester to semester. However, the PMT degree is unable to be completed online at this time. The purpose of pursuing online offerings however is important. The student population most interested in these courses already consists largely of mid-career professionals in one of the protection management fields. As such, their daily schedules are subject to variation on any given day. Having a job that is issue and crisis driven makes securing time for educational activities complicated. Online course offerings can provide some of these students a chance to better manage their time while still enabling participation in the program.

Protection Management Curriculum	39 Credits
<i>Foundation Courses</i>	15 credits
PMT 701	Protection Management Systems
PMT 740	Safety and Security in the Built Environment
PMT 711	Introduction to Emergency Management
PMT 781	Risk Analysis and Loss Prevention
FPM 712	Theory and Design of Automated Fire Extinguishing Systems
<i>Management and Analytic Courses</i>	12 credits
PAD 702	Human Resources Management
PAD 705	Organization Theory and Management
PAD 744	Capital and Operational Budgeting and Fiscal Management
PAD 770	Quantitative Analysis for Decision Makers
Or PAD 715	Research Methods in Public Administration
<i>Concentration</i>	9 credits

FPM 700 Introduction to Fire Protection
Fire Protection Management Concentration Fire Codes Select any three courses
FPM 751 Contemporary Fire Protection Issues

Security Management Concentration Select any three courses

CRJ/PAD 750 Security of Information and Technology
CRJ/PAD 754 Investigative Techniques
PMT 753 Theory and Design of Security Systems
PMT 754 Contemporary Issues in Security Management

Emergency Management Concentration Select any three courses

PMT800 Emergency Mgmt. Mitigation and Recovery
PMT801 Emergency Mgmt. Planning and Response
PMT802 Technology and Emergency Mgmt.
PMT 803 Business Continuity Planning

Electives **3 credits**

PSY 723 Communication, Persuasion, and Attitudes
CRJ 708 Law, Evidence and Ethics
CRJ 713 White Collar Crime
PAD 747 Computer Applications in Public Policy and Management
PAD 741 Administrative Law and Regulation

Plus all other PMT courses and FPM courses, or other courses by permission of Director

Beyond the courses noted above, students in the PMT program (as well as all other graduate programs at the college) can also take advantage of an additional graduate level certificate in "Terrorism Studies." The certificate continues the process of integrating a warehouse of information on homeland security topics within individual students engaged in protection management professions. Courses in this area of study currently include, but are not limited to, the following:

CRJ 744, Terrorism & Politics
CRJ 746, Terrorism & Apocalyptic Violence
PSC 817, The Psychology of Terrorism
CRJ 819, Counter-Terrorism Policy in Criminal Justice.

Clearly, the goal and process of the PMT curriculum is geared toward establishing a well-rounded protection management professional within a widening area of study. As such, this program seeks to provide a center from which to coordinate understanding of varied parts. The center comes from studies of public administration and management that can be used to unify the linked, but often separated, professions found in protection

services. One of the problems to be contended with is that the study of public administration and management also suffers from fragmentation. As such, the courses selected to represent the center for this endeavor must be chosen carefully and will no doubt change with time or focal point of study. Yet, the PMT program does offer a model worth contemplating. Not just for educating homeland security specialists within protection management fields as described in this paper, but beyond as well. For instance, a similar construction could be developed for border service professionals ranging from Coast Guard activities to immigration. The central idea being that there is a value to exposing the professions to each other in a contextual format that allows for deeper understanding and sharing of knowledge. Here too, the use of public administration and management courses as a unifying element could help solidify the bonds. The point is to stay fixed on finding ways to enable these individuals to interact in an educational environment that prizes integration of skills and knowledge.

CONCLUSION

In this paper I have argued that environmental change has made it necessary to develop integrated educational curriculum to broaden the knowledge of homeland security specialists across protection management fields. I have further suggested that the model found at John Jay College of Criminal Justice can be modified and applied to a wide range of homeland security professions if it is carefully constructed in differing permutations to fit differing needs. Finally, I believe the curriculum needs to entertain the notion of interweaving streams of, to date, disparate ideas and lessons from varying approaches to studying public administration in order to offer the best learning experience to students.

I believe the time is right for pursuing this approach to education in public administration. Dwight Waldo once identified four key contextual factors that would propel forward new directions for programs and schools of public administration that I believe support my contention (Waldo, 1980: pp. 53-4). The first criterion to be met involves economic conditions in academia. Given times of financial constraint, where public administration offerings and degrees promise to be self-supporting and even capable of yielding a surplus for colleges, it is argued they would receive institutional approval. There is little reason to doubt that this is the current situation among schools in general at the present time, nor that MPA programs and the like do anything less than offer a credible boost in this area to universities and colleges. Therefore, it is logical to assume that schools offering graduate degrees in protection management or homeland security studies would benefit from the project, and it would therefore be looked on favorably by academic administrations.

The second criteria to be met involves what Waldo called the “institutional and value structure of American society.” Here he is suggesting that the role of the organizations underpinning the profession (ASPA and NASPAA, for example) be

considered in determining if the time is right for a new direction in public administration to develop. Given the construction of the Department of Homeland Security, it seems clear that prestige and interest in the fields of administration and management are on the upswing and that our professional organizations would be in good position to wield expanded influence in years to come. Therefore arguing that they too could be strong supporters of a successful new direction in the overall field of study is also warranted.

Third, Waldo focuses on the important but vague theoretical relationship that public administration has had with American government, politics and, in particular, the Constitution, over the years. However, he notes that since the founding fathers could not anticipate the administrative problems of today that the fate of public administration in the country would remain uncertain. But, the suggestion is, that its fate would be determined by the needs of the times. Now that we are faced with needing to coordinate multiple players across multiple layers of response to deal with complex new problems that require interdependent action, it seems that the need for appropriate new studies of public administration would be capable of catching wind under their sails. Relationships of politicians, public administrators, public managers, non-profit and private sector elites, and the citizenry at large are all up for reconsideration. In short, the future is bright for pursuing new trends and new studies such as have been discussed in this paper.

Finally, Waldo's fourth contextual criterion involves the "contemporary climate of public affairs within which public administration is situated." He sees those concerned with working in the public sector as being willing to rise to challenges in order to better our country's condition. Despite negative opinions of bureaucrats, government, or public sector workings, these people will thrive on the gauntlet being thrown down at their feet. There is no bigger gauntlet than what we are faced with today, and no bigger challenge than finding a way through the current morass that tests our values and beliefs. I think it is safe to say people will rally to make the public sector work better.

Given that the outcome of all Waldo's criterion currently line up on the side of supporting change in public administration trends, there is no reason to assume a posture of repose in discussing possible new directions. It would seem that the time is right for pursuing a new type of goal in the educational formatting of public administration studies. Developing an integrated approach to educating homeland security specialists can easily be seen as one step in the direction of confronting modern complexity.

When faced with ongoing struggle in the 1940s, George Kennan wanted us to find a way to accept our moral and political responsibilities as a nation. Part of achieving this task in any time is developing a public administration capable of supporting that effort, and even sometimes leading the way. To productively move further down such a road today, we must be willing to take on the critical task of reshaping our collective administrative mind. Developing an educational stance that is capable of grasping pressing problems associated with internal national protection in a setting of complex

interdependence will allow us to begin integrating streams of professional and academic knowledge in new ways.

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