Rockefeller College of Public Affairs & Policy
University at Albany
State University of New York

RPAD 556 - HOMELAND SECURITY INTELLIGENCE

Dr. James E. Steiner
Public Service Professor
Rockefeller College
The University at Albany, SUNY
423 State Street
518 708 4183
Office hours: by appointment

Course Summary

Following the terrorist attacks of September 11th, 2001, a revolution has been underway in the relationship among federal, state, and local homeland security, law enforcement and intelligence organizations. At the federal level, the Department of Homeland Security (DHS) has been created, the “wall” between law enforcement and intelligence has been nearly obliterated, some law enforcement organizations have become more like intelligence agencies, and the foreign intelligence community has been fundamentally reformed. The impact at the State level is even larger. State governments have been assigned the lead role in Homeland Security. Most States have responded by bringing together existing public security, law enforcement, and emergency response capabilities, linking them to similar local assets, and opening channels to adjoining States. But there has been a missing piece. Prior to 9/11, none of the States had a robust intelligence capability. Most now have created multiple intelligence cells in existing structures, as well as fusion centers which, for the first time, connect state and local homeland security and law enforcement—and especially the new intelligence organizations—with the federal community, and in some cases, foreign intelligence services.

This course examines Homeland Security Intelligence at the Federal, State, and local levels. We begin with an overview of the US foreign intelligence community, its mission, history, structure, and capabilities. We examine how this community's composition and structure have changed as its mission was fundamentally altered twice, first with the end of the Cold War and then with the rise of terrorism.

Next, we look at the US homeland security enterprise, its mission, goals and objectives. We will examine the federal, state, and local stakeholders to identify the various customer sets for homeland security intelligence and to gain an overview of their intelligence collection requirements. We then turn our focus back to the national Intelligence Community (IC) to analyze the federal response to this new homeland security mission as required by the 2004 Intelligence Reform and Terrorism Protection Act (IRTPA) which created the post of Director of National Intelligence (DNI) and expanded the IC to include new producers of terrorism related intelligence at federal law enforcement agencies and at the Department of Homeland Security.

The main thrust of the course is intelligence at the State and local levels. The federal
government has worked with the states to create significant intelligence capabilities outside the beltway since the events of 9/11/2001. This course identifies and discusses the State and local producers and customers for homeland security intelligence and examines the degree to which these customers’ intelligence requirements are being met.

State and local law enforcement organizations have become the major suppliers and consumers of homeland security intelligence. They package, disseminate, and use intelligence provided by the federal government as well as intelligence produced by their own analysts. State and local fusion centers are the designated focal points connecting the federal IC to State and local intelligence collectors and analysts on counterterrorism threats. In almost half of the cases, the State fusion center is managed by the State Police and in all cases the primary mission is to move counterterrorism intelligence from the local level to the federal community and from the federal level back to local law enforcement. New York’s state fusion center is the locus of its intelligence support to State and local law enforcement and is managed by the State Police. Its primary focus is CT support to law enforcement, but it has a broader “all crimes” mandate. The fusion center directs a network of over 1500 Field Intelligence Officers (FIOs) throughout New York State to collect intelligence on suspicious activities and persons. Virtually all of these FIOs are part time intelligence officers and full time law enforcement officers. They move intelligence directly to the New York State Intelligence Center (NYSIC) but are organized administratively through some 16 Counterterrorism Zones. On the federal side, the NYSIC interacts with the IC through the National Counter-Terrorism Center (NCTC) and the DHS National Operations Center (NOC). The FBI has the domestic lead in CT intelligence and is connected to other law enforcement through the Joint Terrorism Task Force (JTTF) structure.

Both federal and state intelligence organizations recognize that many intelligence customers at the state and local level are not in law enforcement. Some of these customers are executive-level resource managers who need threat intelligence to effectively allocate homeland security funds and develop the optimum capabilities to minimize risk. There are also many first preventers and first responders outside the law enforcement community. This group includes emergency management, emergency medical, fire, public health, corrections, education, labor, and similar departments and agencies. Most of these non-law enforcement customers have little or no experience in the intelligence world, either as producers or consumers.

A final group of customers includes the owners and operators of the nation’s critical infrastructure (CI). This group, including management, security and guard personnel, is the first line of facility protection from acts of terrorism. Because the bulk of these customers are not government employees, the “intelligence” they receive must be different from, typically less specific than, the information prepared for law enforcement (LE) and other government employees.

Although much is known about the effective flow of intelligence between the federal government and state and local law enforcement agencies, much less is understood about how these non-LE customers at the state and local level receive, use, and disseminate intelligence. One goal of this course is to explore the intelligence needs and absorption capacities of these other customers—and ultimately to enhance homeland security.
Many state intelligence organizations, through their fusion centers, provide intelligence to customer sets outside law enforcement. However, for the most part, the intelligence they provide is a by-product of the intelligence generated for LE customers and as such is optimized to meet LE needs. Most of these reports are not classified, but they are restricted to vetted audiences and often carry a control such as “Unclassified/Law Enforcement Sensitive” which prohibits further distribution.

Each student will prepare a rigorous major paper on the intelligence needs of a specific customer set and assess that customer’s ability to absorb the intelligence provided. As part of the paper process, students will conduct interviews with these customers and present their findings to the class.

Course Objectives

After participating in this course, students will be able to conduct a sophisticated, nuanced discussion addressing the following questions:

---What are the roles and functions of the DNI and the Intelligence Community in meeting State and local intelligence requirements? What is the role of State level intelligence producers?

---Why does the intelligence community have its current array of capabilities and to what degree should these be emulated or complemented at the State level to support homeland security and law enforcement?

---How do the Department of Homeland Security intelligence shop and the National Counter-Terrorism Center interface with intelligence at the national level? At the State level?

---What can intelligence provide to assist homeland security and law enforcement in counter-terrorism and risk management?

---Who are the other State level customers for homeland security intelligence and what are their requirements. What are their roles in homeland security and beyond the homeland security mission? Can these customers absorb intelligence in a useful way? How can intelligence be better tailored to these customer sets?

Course Content and Sequence

We will begin each class with a brief discussion of articles/ op ed pieces in the previous week’s NY Times and Albany Times Union that relate to homeland security intelligence. Beginning Week Three I will assign two of you each week to role-play the Director, FBI and the Secretary of Homeland Security. You should identify one story out of the New York Times or Times Union on a terrorism issue. After briefly summarizing the story, you will spell out why Mueller or Napolitano (depending on your role) would be interested in this development and what action your character would recommend or actually take unilaterally. You will each also respond to the issue brought up by the other participant. Depending on time available, I might raise other news items or ask the class for additional news items.
Week 1. Define and discuss “intelligence” and the challenges we face. Discuss law enforcement and its new challenges. Discuss new federal and state homeland security structures and customers. Course overview and administration. Discuss class assignments, including student presentations. Walk through syllabus to ensure a shared understanding of approach and course goals.


Week 2A Intelligence and the Congress. This class will be student-led using the Snider book. Each student will present specified chapters of the book and lead a short class discussion of issues including funding, oversight, and enabling legislation. Logan, Chapter 10 and Snider, Britt The Agency and the Hill” available on blackboard.

NATIONAL/HOMELAND SECURITY


TODAY’S INTELLIGENCE COMMUNITY


STATE AND LOCAL LAW ENFORCEMENT


MORE STATE AND LOCAL INTELLIGENCE CONSUMERS

Week 9. Intelligence support to State and local homeland security policymakers: the Governor, his executive staff, mayors, county executives. Student presentations on the functions and intelligence requirements of these consumers.

Weeks 10 and 11: Intelligence support to (non-law enforcement) first responders – emergency medical, emergency management, fire, public health, corrections and others. Student presentations on the missions of selected customers sets, their intelligence requirements and intelligence absorption capabilities.

Weeks 12 and 13: Intelligence support to the owners and operators of critical infrastructure (CI). Overview of the 18 DHS-designated CI sectors. Student presentations on the missions of selected customers sets, their intelligence requirements and intelligence absorption capabilities.

Course Requirements and Grades

Each student will be assigned a major classroom presentation and associated in-depth research paper on an intelligence customer based in part on interviews with state and local officials and private sector leaders. This project will constitute half the final grade. Class participation, individual debates, and press exercises will constitute the other half of the grade.

Required Texts:

In addition to the text below I have prepared a file of readings for each class which are constantly updated. These files are on the first page of your Blackboard for this course.

