

NATIONAL TRAINING & EDUCATION SYSTEM (NTES) & CENTER FOR HOMELAND DEFENSE & SECURITY (CHDS) WORKSHOP REPORT

7/3/2017

EXPLORING IDEAS TO COLLECTIVELY ENGAGE IN SUPPORTING THE
QUALITY OF EMERGENCY MANAGEMENT & HOMELAND ACADEMIC
PROGRAMS

Abstract: On March 22, 2017, twenty-five stakeholders representing emergency management and homeland security academia and relevant federal agencies convened to share information of efforts underway and engage in a dialogue to further the emergency management & homeland security quality of academic programs. The participants explored three potential courses of action (COA) in small group sessions that included establishing an independent accreditation body approved by the Department of Education to conduct accreditation based on agreed standards, empowering a government agency to set standards, assess and grant accreditation or for another approach that evolved out of the collective group. The dialogue was dynamic and revealed a vision of complementary outcomes that warrant further discussion, expanded participation and coordinated action.

Report Prepared by: Wendy Walsh, FEMA Higher Education Program Manager

INTRODUCTION

The 10th Annual Homeland Defense and Security Education Summit was hosted by the Naval Postgraduate School Center of Homeland Defense & Security (CHDS) in partnership with the George Mason University Center for Infrastructure Protections and Homeland Security March 23-24, 2017. As a part of the planning, CHDS University Affiliated Partnership Initiative (UAPI) reached out to the Federal Emergency Management Agency (FEMA) National Training and Education Division (NTED) to host a workshop exploring the scope and impact of the National Training and Education Systems (NTES). As the Summit was specifically created for the Homeland Security education community of practice, FEMA's Higher Education Program Manager offered to help with workshop design and delivery.

The FEMA Higher Education program has encouraged the development of topical special interest groups (SIGs) to increase the exchange of knowledge in specific areas and applications of emergency management education. It is anticipated that these SIGs will both broaden and deepen areas of study and understanding of practice in emergency management. This workshop opportunity appeared to be a good opportunity for two relevant SIG groups, the Program Accreditation SIG and the Emergency Management/Homeland Security Unity of Effort SIG, to meet, share information and advance their specific topic areas.

The Higher Education Program Manager worked with UAPI and SIG leads to refine the following workshop purpose and desired outcomes.

Purpose:

- Introduce NTES as a unifier of the Homeland Security & Emergency Management academic, training and analytic communities of practice.
- Whereas workforce development is an underlying objective of both emergency management and homeland security education, this session aims to focus on understand the potential common ground and efficiencies of the parallel HS and EM academic program efforts.
- Explore possible courses of action to facilitate the implementation of program level accreditation to improve academic program quality and standardization.

Desired Outcomes:

- Shared situational awareness and understanding of emergency management and homeland security current academic standards, competency work and accreditation surfacing opportunities for collaboration and unity of effort.
- Introduce the NTES and DHS entities working in support academic efforts and workforce development inclusive of government and the private sector requirements.
- Exploration of COAs presented and role of DHS in supporting accreditation.
- Defined next steps regarding quality improvement, continued action- Plans of Action and Milestones (POA&M) for both joint and individual efforts.

WORKSHOP AGENDA & ACTIVITIES

The workshop was scoped to be four hours in duration. It was hoped that this half day format would allow participants enough time to discuss and move the topic forward while not requiring a full or multi-day commitment. The location of the workshop was in the greater Washington DC metropolitan area, making for relatively easy commuting for Federal government participants. The date, as mentioned was the day prior to the already scheduled 10th Annual Homeland Defense and Security Education Summit, so several homeland security program academics were already planning to be in the area and several emergency management academics were able to leverage resources to participate as part of a Higher Education Program Accreditation Focus Group.

The UAPI leadership was able to arrange a room for the workshop at the Key Bridge Marriott in Arlington, VA and also provided contract meeting support to supply name tents, printed agendas and support the technology needed for the workshop presentations.

The Agenda was set as follows:

- 1:00-1:20PM- Introductions & Gracious Space-Each participant provided their name, perspective and hope for the workshop outcome. Gracious Space is a technique provided by the Center for Ethical Leadership (www.ethicalleadership.org) where attention is brought to creating a spirit of inclusiveness, open to learning and sharing that is self-respecting and solution orientated; a setting is provided with attention to the physical spaces to ensure comfort; a space that allows a welcoming of diverse backgrounds with an understanding that it takes time to listen and reveal the strength that diversity provides; and freedom to learn in public letting go of certainty, expertise and solutions to make room for new ideas and collective wisdom to emerge.
- 1:20- 1:35PM -NTES Overview- The NTES Team was in attendance and provided the following information overview. The development of the National Preparedness System (NPS) created a paradigm shift in the Federal government's implementation of its training and education mission. This shift resulted in training and education becoming an integrated element of the progressive process to achieve the National Preparedness Goal (NPG) of a secure and resilient Nation. In this framework, Federal training and education resources do not supplant state, local, private and non-governmental efforts but are intended bolster them and prioritize building and sustaining national capabilities. FEMA has established three primary objectives for the NTES to maintain foundational knowledge and grow the emergency management profession:
 1. Continuously improve the knowledge and core capabilities of the homeland security and emergency management professionals
 2. Build a community of practice for homeland security and emergency management training and education; and
 3. Establish a defined career path and associated training and education requirements for emergency management professionals while simultaneously strengthening the workforce.

To achieve these priorities NTES will have to discover the broad systems of stakeholders and foster understanding of the interconnected system of systems that can lead our nation to sustained resilience.

- 1:35-1:45PM- Why is quality an issue? Dr. James Ramsay led a quick discussion regarding the importance of consistency and quality. He conveyed that standards provide a spring board for faculty and students to continue to develop the professionalization of the homeland security and emergency management academic disciplines to build the necessary workforce to advance national resilience.
- 1:45- 2:30PM- Current homeland security and emergency management effort sharing – Dr. James Ramsay & Dr. Paul Stockton presented the Homeland Security Update; Dr. Kay Goss & Mr. Daryl Spiewak (details provided in results section below)
- 2:30-3:00PM- Break
- 3:00-3:30PM- Courses of Action (COA) Presentations- An independent accreditation body is formed based on agreed professional and technical community standards to accredit programs. DHS may work with the Department of Education to sponsor this body presented by Ms. Kay Goss & Mr. Daryl Spiewak); DHS employment the JPME or FESHE models of Government acknowledging that standards are met presented by Mr. Rich Suttie, Mr. Mike McCabe. The last COA to capture other ideas generated from the collective did not have a presentation, rather it was addressed directly in the small group sessions facilitated by Mr. Steve Recca & Ms. Wendy Walsh
- 3:30-4:15PM- Small group COA sessions
- 4:15-4:45PM- Share and Discuss
- 4:45-5:00PM- Next steps, accountability and upcoming events

BRIEFINGS & DISCUSSION

Homeland Security Accreditation effort leaders shared that accreditation will likely not be the first step once education standards are developed and vetted. Since a “one size fits all” approach will not work with either graduate or undergraduate academic degree programs, the HLS community will instead focus on integration of a model curriculum approach which integrates education standards as formulated by INSPRS. After almost 13 years of HLS academic program development, it has become clearer that a common academic core exists that should be integrated into all undergraduate HLS programs. However, homeland security also involves several sub-disciplines that characterize specific emphases within undergraduate programs, such as intelligence, terrorism studies, cybersecurity, border protection, etc. How best to reconcile such programmatic variability remains a question. Over the last three years, a consensus set of knowledge domains and student learning outcomes in each domain have been developed. These would comprise a minimum set of learning outcomes that would leave all academic programs adequate space to emphasize individual expertise, such as intelligence, border control, etc. The immediate next step will be to develop support from both DHS and DOD as major employers,

industry groups and the wider academic community on the current set of academic standards as developed by INSPRS. In addition, there is general interest in the HLS community to identify and develop theories of homeland security practice and to publish common intellectual frameworks. Ultimately, like all mature disciplines, HLS seeks proper, recognized program accreditation, but though the understanding on how to accomplish this exists, the organizational framework needed to support recognized accreditation is still nascent.

Emergency Management Accreditation effort leaders shared a model of standards they have been working to implement. A formalized Council on Accreditation of Emergency Management Education (CAEME) was formed in 2006 and they have had strong support from the emergency management higher education community. They have established general program standards for curricula structure, professional values, professional business practices and oral and written communication. They have also established emergency management program standards that include law and authorities, hazards, prevention, resource management, mitigation, mutual aid, planning, directions, control and coordination, communication and warning, operations, logistics and facilities, training, exercises, communication and public information, finance and administration and resourcing to ensure educational quality. To this date they have more requests for accreditation than organizational ability to keep up with requests and reports. To this issue they are working closely with the emergency management higher education accreditation SIG to simplify the process.

There are government driven program efforts from two distinct but relevant examples. The first was the Joint Professional Military Education (JPME) model. This military system of assessing education started with a top down process that is sometimes resourced and then evolves into the collaborative top-down bottom-up effort when successfully applied. Challenges seem to arise in the ‘how’ to do things rather than ‘what’ to do. Schools work hard and build the necessary relationships; however this process can take several years. JPME is essentially an accreditation process that the military administers to ensure their leaders are receiving the quality and content they expect from institutions of higher learning. The key enablers for JPME are law, policy, guidance, standards, practice, process and assessment. The second program was the Fire and Emergency Services Professional Development (FESHE) program that ensures standardized, competency based courses at over 100 recognized colligate programs. This program is overseen by FEMA’s US Fire Administration (USFA) and was supported by the Training Resources and Data Exchange (TRADE) to regionally develop courses and provide program networking. USFA is committed to streamlining professional development through standardization, competency based continuing education and a credentialing system that respect career and volunteer systems. As the speaker listened to the efforts of the homeland security and emergency management community they felt there were a lot of lessons learned that USFA could share with the community.

Some other important points of discussion surfaced during this time in our workshop. One area was coordination with existing accreditation programs. There are several emergency management and homeland security programs sitting in different departments such as sociology, public health, political science or public administration. Some of these programs already have program accreditation – would departments need to have multiple program accreditations? Another topic that came up but was not fully explored was culture issues. How do we ensure that we are supporting diversity in the profession? Are there specific parameters that may need to be adjusted to be more inclusive and sensitive? We also

discussed the role of licensure and the International Association of Emergency Management (IAEM) Certified Emergency Manager (CEM) and Associate Emergency Manager (AEM) -could or should these programs fit into the topic of improving professional quality.

BREAKOUT GROUPS

There were three breakout groups formed for three possible courses of action (COA). The first group discussed the feasibility and implementation of an independent accreditation body formed on agreed community standards to accredit programs. This group was also to consider how DHS might work with the Department of Education to sponsor this body. The second group explored the COA of DHS employing the JPME or FESHE model of government conveying standards and acknowledging they have been met. The third group was an open group to allow space for new ideas to emerge. The third COA that emerged from the open group was the idea of earning badges as a way to demonstrate quality in teaching and learning. Many schools and industry have begun to explore the use of badging to indicate competence. This could be applied for both students and faculty. For example, a student may take a certain number and type of courses in social cultural topics and then qualify for a social cultural competency badge. On the other hand, a faculty could develop a certain number of courses and publish a number of articles or books on a topic and then qualify for a badge. This would help to highlight them as a luminary in the field for this competency.

Due to time constraints, we did not have too much time to debrief as a full group and several people had to leave. The highlights were shared and there was a sense that all approaches could work. It was very clear there is a lot of work still to do in all areas.

IMPLICATIONS and NEXT STEPS

Overall the workshop participants expressed a lot of value in the workshop engagement and felt this was just the tip of the iceberg. There is a lot of additional work and coordination to be done. It was discussed if this group could meet again at future venues such as the Emergency Management Higher Education Symposium in June or the Natural Hazards Research Workshop in Colorado scheduled for mid-July.

The Emergency Management Accreditation Special Interest Group (SIG) did meet in June at the Emergency Management Higher Education Symposium, but the Unity of Effort SIG representing the Homeland Security program's accreditation effort did not have enough members to meet. The Emergency Management Accreditation SIG did not address, in depth, the coordination of Homeland Security program in their meeting but did continue to seek community input to refine their process and structure for implementation.

There is also a scheduled Higher Education Roundtable planned at the Natural Hazards Research Workshop on July 9th 2017 where this topic may be addressed in relationship to an emerging body of work on emergency management core competencies and the measurable behaviors to demonstrate these competencies. The FEMA Higher Education Program will continue to track and support the evolution of this accreditation process as it directly relates to the development of a professional emergency management and homeland security profession that will intern increase the resilient potential of our nation.

LESSONS LEARNED

There were three significant lessons learned from this workshop. First is the important role of facilitators and note-takers. The workshop design and facilitation was largely conducted by the FEMA Higher Education program manager with help from SIG leads and UAPI colleagues. While there were general ideas of who was facilitating the breakout groups, a note taking template and clear expectation of facilitation role was not conveyed. The result was variation in the breakout session, very scant if any notes from the discussion and a significant delay in the final report out of the workshop. In future workshops, a meeting of facilitators should occur with clear guidance on expectations, note taking, deliverables and a clear plan for recording the outcomes and next steps.

Second, the workshop was successful in getting the right people in the room to share the efforts underway. This was a big success and step forward as most were not aware of the complementary efforts across the community. Time was provided for both the homeland security and emergency management accreditation efforts to provide updates and this was complemented by the read ahead material provided. The shortcoming was in that some other stakeholders who had been engaged in efforts were not afforded time to convey their work, specifically the Department of Education Accreditation Office, The Department of Homeland Security (DHS) Office of Academic Affairs and the FEMA Office of the Chief Human Capital Officer (OCHCO). While representatives actively participated in the breakout sessions, the outcomes may have been enriched by a broader understanding of their perspectives and efforts.

Third, it is clear that national security is best enabled when the emergency management and homeland security communities can produce a national workforce that is appropriately educated and trained. Toward this end, the workshop participants were very interested in the professionalization of both the emergency management and homeland security academic disciplines, and seek to achieve recognized program accreditation. In addition, both the emergency management and homeland security academic and professional communities share students, and several academic learning outcomes. Hence it is logical that they work together as they each seek to accomplish wide spread accreditation in higher education. Ultimately, it was clear that a long-term strategy that facilitates continual dialog and collaboration between the emergency management and homeland security communities is warranted and that this workshop was a significant, and seminal effort that needs to continue into the future.

REPORTS FROM PARTICIPANTS

International Society for Preparedness, Resilience and Security (INSPRS)

By Jim Ramsay, PhD, MA, CSP

President INSPRS

Co-Presented by Dr Paul Stockton, Chair INSPRS Education Standards Committee

March 22, 2017

Current efforts of Homeland Security Accreditation were presented by Paul Stockton and Jim Ramsay. The INSPRS education standards committee (ESC) considered the content and structure of dozens of academic homeland security programs nationwide. In addition, the ESC considered the history of how other disciplines (i.e., medicine, law, nursing, safety) have matured into sovereign professions over time and the role that outcomes-based education plays in the governance, structure, credentialing and reputation of those disciplines. The ESC produced a report that is currently being reviewed by members of the HLS academic community, policy makers, practitioners and DHS. This report structure was in essentially three parts. The first offers an introduction and background in to homeland security education since its inception in late 2005 and early 2006. The second part presents a set of knowledge domains and outcomes-based, education standards for each domain that we believe should comprise a foundation for all undergraduate academic homeland security programs. The third part offers a roadmap to that would advance the homeland security profession by creating a wide dissemination of our proposed standards into academic homeland security programs nationwide.

Knowledge Domains and Competencies¹ include the knowledge, skills, abilities, or behaviors (i.e., student learning outcomes) for each knowledge domain that ***should be*** part of **all homeland security curricula**.

INSPRS defines **knowledge domains** as the core set of intellectual areas which collectively define the homeland security discipline. In contrast, core competencies represent extant knowledge, skills, abilities, behaviors for each knowledge domain that ***should be*** part of all homeland security curricula. Competencies are the measurable skills, knowledge and behaviors / attitude students acquire in their matriculation through an academic program and which may or may not be specific to a knowledge domain. For example, a competence like “understand and demonstrate principles of effective management” is likely applicable to several domains, whereas a competence like “examine and discuss Constitutional law principles and their relationship to Homeland Security law and policy” may be more specific to a domain such as “HS law and policy”.

Per Wheelahan and Moodie (2011), **competence** can be thought of as the ability to execute/complete a task skillfully, correctly, professionally. In contrast, **capability** can be thought of as the ability to apply theoretical knowledge that underpins practice in occupations and the industry-specific knowledge and skills that transcend a given workplace and the tacit knowledge of the workplace. For HS, we believe there are two distinct categories of competencies; **technical and adaptive** which work together to create **capability**. Technical competencies are those that are derived from the literature and from best academic practices over the years while adaptive competencies are more focused on the “softer skills”.

¹ NOTE: Each of the program level competencies and all student learning outcomes should ultimately be mapped to core courses in an HS curriculum and indicating whether the outcomes are at the introductory, practice, or mastery level in each core course.

After review from the broader community, appropriate revisions will be integrated and a model undergraduate HLS curriculum produced. The model HLS curriculum can then be used as a template for academic programs to integrate the domains and learning outcomes from the INSPRS model. Further, academic programs will be able to participate in a voluntary system of academic accountability where they are externally reviewed by practicing experts in HLS education and practice. Such a voluntary review is not intended to supplant formal accreditation. Rather, INSPRS assumes this to be a prudent intermediate step between the having no external vetting or program review as is currently the case, and proper, recognized program accreditation which exists in most mature, established disciplines.

INSPRS expects the model undergraduate curriculum to be completed by May 2018 and for the system of voluntary compliance to the model curriculum to be underway by September of 2018.

The full draft of the INSPRS education standards program is available upon request from either Paul Stockton, INSPRS education standards chair, or James Ramsay, INSPRS President.

UAPI Summit Workshop

FEMA Focus Group on Accreditation, March 22, 2017

Notes by Kay Goss, CEM®

President

Council on Accreditation of Emergency Management Education
(CAEME)

CAEME was represented by myself and Daryl Spiewak, CAEME Director of Standards. This meeting was extremely helpful and encouraging to us, as Wendy Walsh facilitated the processes across the board by having the right people there (FEMA NTES or National Training and Education System, Emergency Management Institute, National Fire Academy, DHS Office of Academic Engagement, US Department of Education Post-secondary Office on Accreditation, as well as those leading the CAEME emergency management and INSPRS homeland security accreditation efforts) to frame an understanding of the history, update of the various ongoing efforts, and the next future steps anticipated, needed, and planned.

NTES

NTES overview includes an overall coordination of government efforts in training and higher education to build emergency management, including all potential stakeholders, a perfect umbrella for the accreditation efforts. NTES also includes the FEMA Career Path Mapping. It builds off the Threat and Hazard Identification process and stands on the foundation of Whole Community.

The session also comes at a time when the burden of profit is on higher education to prove its worth and to show that its products are effective in elevating professions, building the economy, and providing students with “their money’s worth.” One concerning prediction quoted was that there might not “be any public funded institutions of higher education by 2024.”

CAEME

Current efforts of Emergency Management Accreditation were presented by Kay Goss and Daryl Spiewak. These efforts began at the 2006 FEMA Higher Education Symposium, continued through an experimental stage, using an emphasis on input to students. Professors and administrators of emergency management higher education were asking which courses should they be offering and the accrediting body accommodated those needs. As the profession and higher education in emergency management progressed, with advice and assistance from the FEMA Focus Group (FFG), the Council for Accreditation of Emergency Management Education adopted the FFG recommendations and focused on outcomes, as well as numerous recommended practices. It was recognized that the emergency management accreditation process continued to be advantaged in its efforts by the Emergency Management Accreditation Program (EMAP), NFPA 1600, the International Association of Emergency Managers (IAEM) Certified Emergency Manager® (CEM®), and especially the FEMA Focus Group, as well as the relatively new Special Interest Group (SIG) on Accreditation that meets at the annual FEMA Higher Education Symposium. Currently, there is a significant waiting list of institutions seeking emergency management accreditation evaluation.

Daryl quickly presented two power points – the first from the efforts of the past and the second for the new standards and process for the future.

Originally, the CAEME was in the form of the Foundation for Higher Education Accreditation in Emergency Management, and emphasized the colloquium among higher education, research, accreditation, and honor society.

The standards covered general educational program (curriculum structure, professional values, professional business practices, and written and oral communications), emergency management program (laws and authorities, hazards, prevention mitigation resource management, mutual aid, planning, direction, control, and coordination, communication and warning, operations, logistics and facilities, training, exercises, crisis communication and public information, and finance and administration, and resources impacting educational quality).

Resource standards include faculty, facilities, equipment and supplies, administration, and assessment.

The process has been simplified to:

1. Request site visit
2. 2-3 day site visit by peer evaluators
3. Review by Standards Council
4. Receive accreditation report

These have been updated after the FEMA Focus Group on Accreditation in the following ways:

- Program objectives and curriculum structure, specifically learning outcomes, written degree plans, and learning objectives
- Program content, including hazards, vulnerabilities, and risk; international and comparative dimension; types of events; historical context; principles of EM; Preparedness, Prevention, Mitigation, Response, and Recovery; ethics, practical experience, and general management topics.
- The process has been simplified to:
 1. Request site visit
 2. 2-3 day site visit by peer evaluators
 3. Review by Standards Council
 4. Receive accreditation report
- *Compliance*, fully accredited for five years
- *Partial compliance*, with minor weaknesses needing improvement
- *Non-compliance*, critical weaknesses, feedback to aid in the program's development towards meeting the standards

CAEME appreciated receiving advice regarding the necessity of adding an evaluation process to provide paths for continuous improvement of the accreditation process.

The emergency management student honor society is Epsilon Pi Phi and has over 1,000 members and is headed by Dorothy Miller, CEM and MEP, Emergency Management Coordinator of Round Rock, Texas. This spring the Texas Emergency Management Association recognized the honor society as the "Outstanding Organization of the Year." Most importantly, this year, it has been accredited as a student honor society.

INSPRS

INSPRS presented a report on the status of their education standards project.

NFA

The National Fire Academy shared their National Professional Development Model poster, covering the professional rise from firefight I, firefighter II, Special Certifications, Supervisor, Risk Management and Operations, Administrator, Professional Designations, Executive, Fire Chief, based on experiences, self-development, ability to do work, ability to manage, training, higher education, associate's degree, bachelor's degree, and master's degree, resulting in professionals focused on the road and focused on the horizon.

NFA provided the white paper on the "National Professional Development Model and Matrix."

White Papers and Power Points **

Background information from Wendy Walsh for reference for this Focus Group on Accreditation:

- The Final Assessment Method- attachment, provided by Cheryl Seminara, FEMA's Deputy Chief Learning Officer and provides a methodology for assessing programs grounded in the QHSR
- Three attachments were provided by the CAEME and FEMA, reflecting the work of the Emergency Management Accreditation efforts
 1. EM Standards Accreditation Focus Group_fall2015
 2. Final EM Curriculum structure and undergraduate program content survey report
 3. Willett- EM Higher Education Accreditation Standards Power Point
- Five attachments provided by INSPRS, conveying work of Homeland Security Accreditation and the concept of how disciplines mature into professions.
 1. Development of Competency Based Education Standards by Paul Stockton and Jim Ramsay
 2. Model OSH Curriculum SME Project
 3. What is a Profession?
 4. Elements of Professionalism- Int'l Nursing Review
 5. HS Professional Competency Framework Oct 2014 PowerPoint

**Copies of any of these resources are available by contacting the FEMA Higher Education Program (wendy.walsh@fema.dhs.gov) or the authors directly.

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