

UNDERSTANDING HOMELAND SECURITY

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POLICY, PERSPECTIVES,
AND PARADOXES

JOHN B. NOFTSINGER, JR.,
KENNETH F. NEWBOLD, JR.,
AND
JACK K. WHEELER

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Jack K. Wheeler, 2007.

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*The authors would like to dedicate this book in the loving memory
of Mary Jane Kelly Nofsinger and Lynda Jean Newbold,
who through their examples were
the ultimate educators*

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FOREWORD

John O. Marsh, Jr.

*Former Secretary of Army, Former Council
to the President with Cabinet Rank,
Former Member of Congress*

This book by Dr. John Noftsinger, Kenneth Newbold, and Jack Wheeler of James Madison University examines the history of terrorism and its impact culturally, politically, and militarily on society. As the authors correctly observe terrorism is not new, but is more deadly due to technology, and especially as a result of the sweeping information technology revolution.

This discussion of terrorism in a historical perspective is essential to the understanding that will be necessary to cope with this menace. Cultural impacts have too long been neglected. Terrorism is a social cancer that has plagued humankind through the ages. It may go into remission only to recur years later, and often in more virulent form, and in a different place with devastating consequences. The suicidal zealot armed with modern explosives, or piloting a commercial airliner to a controlled crash site is a new face of this cancer.

A recurring theme in this book and one that can not be overemphasized is the lack of awareness by those in a society under attack as to the aims, goals, and motives of the terrorist attacker, who in many cases are mature, well educated, socially well placed, idealists, filled with hatred toward the West, and especially the United States. History is the best precedent in planning either a defense, or a response, and *Understanding Homeland Security: Policy, Perspectives, and Paradoxes* walks the reader through various efforts made by our national government, albeit with differing degrees of success, to cope with this phenomena of indiscriminate violence. The vulnerability of the "open society" is a major concern raised in the book. It can be a stumbling block to effective defenses. In cities with crowded road networks it takes only a fender bender on an arterial highway to cause great delay and major inconvenience. Imagine the detonation of a car rigged with a large bomb on the same highway. The damage could be massive and incomprehensible. But the book challenges us to try to comprehend the incomprehensible.

Considerable attention is given to governmental efforts to develop an effective counter terrorism strategy and policy. This is not an easy task because of multiple jurisdictions in a federalist system and conflicting jurisdictions inside the national

government. The threat is pervasive. It cuts across political boundaries and the customary boundaries of departments and agencies. This can raise, and has raised, issues of authority and responsibility, it also can cause, and has caused, ineffective responses, and even inertia. These problems are clearly spelled out, and thereby may be a guide to new structures and new strategies.

The reader is asked to give special attention to the discussion of protecting the critical information infrastructure, a neglected area in our national security. Addressing this should be one of our highest priorities. It has not been, but *Understanding Homeland Security: Policy, Perspectives, and Paradoxes* makes a strong case why it needs to be. This warning has been sounded before in the presidential report on infrastructure protection issued in 1997, and again in Presidential Decision Directive (PDD) 63 and more recently in the President's Homeland Security Directive 7. The message is the same: that our information infrastructure is not only vital, but it is vulnerable. Confounding the creation of an effective program of protection is the reality that eighty to ninety percent of the nation's information infrastructure is in the private sector. Reaching the private sector requires new thinking and new approaches, which are highlighted in this book.

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This book would not have been possible without the assistance of friends and colleagues at James Madison University's Institute for Infrastructure and Information Assurance and the Critical Infrastructure Protection Program at George Mason University.

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READER'S GUIDE

Each chapter in this text will follow an organized pattern providing the reader with key words and definitions, case studies, and table top scenarios. The table top scenario will highlight either a current threat or past event, based on the content of the chapter, in an imagined scenario. For example, chapter one, "The Nature of the Threat," examines the threat of terrorism from a historical and psychological perspective. Chapter one's table-top scenario describes a mock series of bombings in Australia, and tasks the reader to identify key pieces of information that an analyst for the Federal Bureau of Investigation (FBI) might find useful.

The opening chapter, "The Nature of the Threat," will trace the roots and evolution of terrorism using historical examples dating as far back as Roman rule before Christianity came into existence. By understanding the religious, cultural, and social influences of terrorists, one can better analyze terrorism's role in this postmodern era. This analysis will be aided by introducing the student to psychological factors that dominate the current motivation of terrorist activity.

Chapter two, "What Is Homeland Security?" examines the role of homeland security in the post-9/11 era. The efforts of all three levels of government (local, state, and federal) will provide the framework to properly view homeland security and homeland defense policies. The creation of the Department of Homeland Security (DHS), the enactment of the USA PATRIOT Act, and the DHS Threat Level Warning System will engage students to participate in a discussion on the Constitutionality of domestic homeland security tactics, as well as legal and ethical issues arising during the War on Terror.

Foreign and domestic policy objectives bring the Civil Rights debate to chapter three, "Public Policy Issues." The incarceration and trial of Jose Padilla serves as the case study, which will present the protection of civil liberties while interpreting the USA PATRIOT Act. In addition, the authors present both sides of the argument as to whether the United States should engage in diplomacy or military action to fight terrorism.

Chapter four, "Information Intelligence," explores the revitalized efforts of the U.S. Intelligence Community in gathering and analyzing information to thwart the terrorist threat. The chapter will consider the intelligence gathering roles of both the private sector and government before and after 9/11. The work performed by the 9/11 Commission critiquing the U.S. Intelligence Community comprises the case study.

Ever since Bill Clinton's President's Commission on Critical Infrastructure Protection (PCCIP) in 1997, securing critical infrastructures has become a top priority for national security institutions. Chapter five, "Critical Infrastructure Protection and Information Security," investigates critical infrastructure systems, specifically those necessary for the daily routine of the civilian sector; for example: financial institutions, health care networks, water distribution systems, transportation networks, and communications. The importance of securing these interrelated entities will be presented using the 2003 North America Blackout as a case study.

Chapter six, "Risk Communication, Psychological Management, and Disaster Preparedness," discusses one of the primary post-9/11 concerns of trustworthy communication between government and citizens. In addition, thousands working for the government (DHS, FBI, CIA, Military Intelligence), in private firms and in higher education, have researched preparedness strategies to protect the United States against another 9/11. As a result of this research, the emerging field of risk communication is defined, which seeks to disseminate emergency guides and information to the public. Local governments, civic organizations, academic institutions, and local businesses will provide the medium linking disaster response plans to communities across the United States. The authors examine the 2001 Anthrax attacks in the case study.

With President George W. Bush's pledge to protect Americans from terrorism came new regulations and policies regarding border security and the transportation community. Memories of 9/11 have placed a great emphasis on airline travel security. Therefore, chapter seven, "Transportation and Border Security Issues," will address protection issues involving aviation, border, port, and rail security.

The eighth and final chapter, "Future Implications: Imagination, Integration, and Improvisation" combines all the elements of the text to provide an outlook toward the future of Homeland Security. Emphasis will be placed on how higher education is developing curriculum, research centers, and outreach centers that focus on U.S. security. This textbook is a result of the new focus at the university level to educate the next generation of Intelligence Analysts. Included in chapter eight is an examination of the nation's science and technology community's role in developing new technologies that have direct homeland security implications.

ACRONYMS AND ABBREVIATIONS

ACE	Automated Commercial Environment
ACLU	American Civil Liberties Union
AIF	Accelerating Innovation Fund
ALA	American Library Association
ATS	Automated Targeting System
ATSA	Aviation and Transportation Security Act
AUMF	Authorization for Use of Military Force
BTS	Border and Transportation Security
CAPPS II	Computer Assisted Passenger Prescreening System
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CIA	Central Intelligence Agency
CBP	Customs and Border Protection
CIAG	Critical Incident Analysis Group
CIPP	Critical Infrastructure Protection Program
COOP	Continuity of Operations Planning
C-TPAT	Customs-Trade Partnership against Terrorism
DCI	Director of Central Intelligence
DIA	Defense Intelligence Agency
DIRCM	Direct Infrared Countermeasure
DHS	Department of Homeland Security
DHHS	Department of Health and Human Services
DNI	Director of National Intelligence
DoD	Department of Defense
DoT	Department of Transportation
EDPP	Explosive Detection Personnel Portal
EDS	Explosive Detection Systems
EIJ	Egyptian Islamic Jihad
EMPG	Emergency Management Performance Grants
FAA	Federal Aviation Administration
FAMS	Federal Air Marshals Service
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FISA	Foreign Intelligence Surveillance Act
FFDO	Federal Flight Deck Officer

FFRDC	Federally Funded Research and Development Center
FinCEN	Financial Crimes Information Network
FOIA	Freedom of Information Act
GAO	General Accounting Office
HCRA	Harvard Center for Risk Analysis
HSARPA	Homeland Security Advanced Research Projects Agency
HSAS	Homeland Security Advisory System
HSC	Homeland Security Council
HSGP	Homeland Security Grant Program
HSU	Homeland Security University
HIS	Homeland Security Institute
HSIN	Homeland Security Information Network
HSOC	Homeland Security Operations Center
HSPI	Homeland Security Policy Institute
HUMINT	Human Intelligence
IAIP	Information Analysis and Infrastructure Protection
IC	Intelligence Community
ICE	Immigration and Customs Enforcement
IED	improvised explosive device
IIMG	Interagency Incident Management Group
IMINT	Imagery Intelligence
INS	Immigration and Naturalization Services
ISPS Code	International Ship and Port Facility Security Code
IT	Information Technology
LETPP	Law Enforcement Terrorist Prevention Program
MASINT	Measurement and Signature Intelligence
MANPADS	Man Portable Air Defense Systems
MARAD	Maritime Administration
MMRS	Metropolitan Medical Response System
MTSA	Maritime Transportation Security Act
NATO	North Atlantic Treaty Organization
NCTC	National Counterterrorism Center
NGO	nongovernmental organization
NIC	National Intelligence Council
NIE	National Intelligence Estimate
NIO	National Intelligence Officer
NIPP	National Infrastructure Protection Plan
NORAD	North American Air Defense Command
NRP	National Response Plan
NSA	National Security Agency
NSL	National Security Letters
NTC	National Targeting Center
ODP	Office for Domestic Preparedness
OHS	Office of Homeland Security
OMB	Office of Management and Budget
ORNL	Oak Ridge National Laboratory

OSINT	Open-Source Intelligence
OSLGGCP	Office of State and Local Government Coordination and Preparedness
PCII	Protected Critical Infrastructure Information Program
PDB	Presidential Daily Briefing
PDD	Presidential Decision Directive
PCCIP	President's Commission on Critical Infrastructure Protection
PNR	Passenger Name Record
RANSAC	Russian American Nuclear Security Advisory Council
SBI	special background investigation
SCADA	Supervisory Control and Data Acquisition
SHSGP	State Homeland Security Grant Program
SIGINT	Signals Intelligence
TRADOC	U.S. Army Training and Doctrine Command
TRIP	Transit and Rail Inspection Pilot
TSC	Terrorist Screening Center
TSA	Transportation Security Administration
TSDB	Terrorist Screening Database
TTIC	Terrorist Threat Integration Center
UASI	Urban Area Security Initiative
UAV	Unmanned Aerial Vehicles
USAMRIID	United States Army Medical Research Institute of Infectious Diseases
USA PATRIOT Act	Uniting and Strengthening America by Providing Adequate Tools Required to Intercept and Obstruct Terrorism
UNCAT	United Nations Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
US-CERT	United States Computer Emergency Response Team
WMD	Weapons of Mass Destruction

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Dr. John B. Noftsinger, Jr. serves as Associate Vice President of Academic Affairs for Research and Public Service, Executive Director of the Institute for Infrastructure and Information Assurance, and Associate Professor of Integrated Science and Technology and Education at James Madison University. He has primary responsibility for facilitating external grant and contract funding, homeland security research programs, economic development, technology transfer, and academic public relations and service programs for JMU. He has led the development of an innovative bachelors program in Information Analysis at JMU and is actively engaged in developing economic acceleration policy and programs within the mid-Atlantic region through the Accelerating Innovation Foundation; Virginia Technology Alliance; and Shenandoah Valley Technology Council, which he cofounded. He is a founding member of the Executive Committee of the Virginia Institute for Defense and Homeland Security and Deputy Chairman of the University of Virginia's Critical Incident Analysis Group (CIAG) Steering Committee. Dr. Noftsinger is also a member of the Critical Infrastructure Roundtable at the National Academy of Sciences. He serves as a Senior Fellow at the George Washington University Homeland Security Policy Institute (HSPI). In 2002, Dr. Noftsinger's state-wide leadership was recognized when he was appointed cochair of the Virginia Research and Technology Advisory Commission (VRTAC), which advises the governor and General Assembly of Virginia on appropriate research and technology strategies. He was also appointed by the Governor of Virginia as Deputy Secretary of Education for the Commonwealth. He holds a bachelor of science in Political Science and Public Administration from James Madison University, a Master of Arts in Higher Education Administration and Student Affairs from The Ohio State University, and a Doctorate in Higher Education Administration from the University of Virginia.

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