SECOND EDITION

HOMELAND SECURITY AND TERRORISM

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Dedication

This book is dedicated to the fine men and women in the military, federal agencies, state agencies, and local governments who protect us.
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On September 11, 2001, operatives of the terrorist group al Qaeda attacked the World Trade Center in New York City and the Pentagon in Arlington, Virginia, using hijacked passenger airliners. It was a wakeup call for America. It was the most significant terrorist attack on the United States, and it had a quashing impact on the country and the public psyche. Terrorism has existed throughout the world since there were nation-states, but the 9/11 attacks made Americans acutely aware of the problem and the United States’ vulnerability. Although there had been numerous minor terrorist attacks in the United States, primarily by right-wing and left-wing radicals, no previous attacks came close to the magnitude of the 9/11 attacks.

President George W. Bush immediately took action. The United States invaded Afghanistan, the originating country of the attacks, closely examined our intelligence apparatus, and created the Department of Homeland Security. Although the U.S. government had long been involved in counterterrorism, the 9/11 attacks spawned a new era in which homeland security became a primary governmental objective. As with any new initiative, there were mistakes and much of what we did was trial and error. Nonetheless, we now are engaged in homeland security, and we are constantly making adjustments so that we can better deter attacks and respond to any attacks that might not be prevented. Thus, homeland security is a work in progress.

This text examines our efforts to secure our homeland, and it critically examines some of the problems that have occurred in the past. Since homeland security primarily is a response to the threat of terrorism, this threat is intertwined throughout the text. In order to understand homeland security, one must first understand the threat and operations of terrorist organizations. To a large extent, the organization and operation of homeland security are dictated by the terrorist threat. We therefore attempt to address both concerns so that the reader has a firm grasp of both terrorism and homeland security.

Both of these are complex issues with many facets to each. Homeland security includes a number of agencies within the Department of Homeland Security as well as agencies in other federal departments and state and local agencies. Homeland security has had an impact on every federal department as new initiatives and mandates have been developed. As an example, the creation of the Department of Homeland Security was the result of moving 22 agencies from other federal departments into the new department. The Department of Defense and the 16 agencies in our intelligence community are now
more actively involved in counterterrorism. More federal agencies are involved in counterterrorism than in addressing America’s crime problem. Homeland security is a monumental undertaking.

Organization of the Text

The text contains 14 chapters organized into four major parts examining a variety of topics and issues that are important in understanding homeland security and terrorism. Each chapter begins with learning objectives that provide a roadmap for the chapter. Additionally, key terms are provided. The key terms represent important concepts or ideas that are critical to understanding the chapter material. Embedded in each chapter are HS Web Links and HS Analysis Boxes. The HS Web Links point to materials the reader can access in order to clarify points or obtain additional information about an area in the chapter. The HS Analysis Boxes are analytical situations that apply information in the chapter. They are designed to get the reader to analyze and critically think about important problems or issues in homeland security and terrorism. Discussion questions are also provided to assist the reader in identifying some of the key issues in each chapter. Finally, each chapter contains an extensive up-to-date reference list. These references serve to provide additional information about specific topics in the chapter.

Part I: The Foundation for Homeland Security

Part I provides an in-depth foundation for understanding homeland security. Homeland security encompasses a wide range of agencies and activities. The chapters in Part I examine the various activities that constitute homeland security, the various agencies involved in securing our homeland, critical infrastructure or potential terrorist targets, and the laws that are used to counterterrorism.

Chapter 1: Introduction to Homeland Security

Chapter 1 provides a foundation for understanding the mechanics of homeland security. Essentially, homeland security was developed using two important documents. The first was the 9/11 Commission Report, which provided a great deal of information about our homeland security shortcomings. These shortcomings later evolved into objectives for government homeland security operations. For the most part, they focused on our intelligence establishment and our response to the 9/11 attacks. The second document was the National Strategy for Homeland Security developed by the Office of Homeland Security in 2002. The National Strategy was expansive in that it detailed a number of areas in need of development. The areas ranged from prevention to recovery. It resulted in a number of new programs and agency requirements.

Chapter 2: The Homeland Security Apparatus

Chapter 2 examines the various agencies involved in homeland security. When the Department of Homeland Security was organized, 22 agencies from other federal departments were transferred into the new department. This resulted in a great deal of confusion as agencies assumed new responsibilities in addition to old mandates. Also, a great deal of politics was involved in the creation of the department. Members of Congress and the
administration in the White House had differing ideas about how homeland security should function. This led to a number of problems and a waste of energy and time. When we consider homeland security, we often focus exclusively on the federal government. However, if a terrorist attack occurs, it will directly affect a local jurisdiction and a state. Homeland security at the local and state levels is also examined in this chapter. It provides a comprehensive overview of agencies and their relationships.

Chapter 3: Overview of National Infrastructure Protection

Terrorists focus on targets. These targets are critical infrastructure and key assets. Critical infrastructure refers to industries, business, and activities that are of great importance to our economy and safety. Critical infrastructure includes mass transit, the Internet, banking, criminal justice agencies, businesses, and public gatherings such as the Super Bowl or college and high school sports events. Key assets refer to government monuments such as the Washington Monument or icons such as the Golden Gate Bridge. Their destruction might not result in a significant loss of lives or monetary loss, but it would certainly have a psychological impact on our country. The National Infrastructure Protection Plan was developed to provide guidance on protecting our infrastructure and key assets. This plan is examined in depth in Chapter 3.

Chapter 4: Legal Aspects of Homeland Security

The United States is a democracy that is guided by laws. This premise separates us from many other countries in the world. As such, the mechanics of combating terrorism must be grounded in law. A number of laws have been passed that assist us with counterterrorism. Additionally, presidents have signed presidential directives and presidential orders that are legally binding and are used to supplement laws. The directives and orders of Presidents George H. W. Bush, Bill Clinton, George W. Bush, Barack Obama, and Donald Trump are discussed. Additionally, important antiterrorism laws such as the USA PATRIOT Act are examined. This discussion demonstrates the complicated nature of counterterrorism. We have laws ranging in topics from terrorist finances to weapons of mass destruction to immigration policy. These laws and presidential directives and orders provide a comprehensive legal framework for protecting our country.

Part II: Homeland Security and Terrorism

Part II focuses primarily on terrorism. Terrorism is the primary justification for homeland security—it drives this important governmental initiative. In order to develop an effective homeland security apparatus, it is important to understand the nature of terrorism. The chapters in Part II provide this foundation by defining terrorism and examining the various terrorist groups and their activities.

Chapter 5: Political and Social Foundations of Terrorism

If effective counterterrorism policies and operations are to be implemented, it is critical that we understand terrorism. First, this chapter defines terrorism and distinguishes it from other types of conflicts. The chapter provides a history of terrorism. Many people today think that terrorism is a new phenomenon; however, it has existed as long as there have been nation-states. It is used by countries and political or religious groups. Essentially, terrorism is used to undermine groups involved in a particular religion or countries that are seen as enemies.
as exemplified by al Qaeda’s attacks on the United States. This chapter provides a political and social understanding of terrorist groups in terms of their formation and activities.

Chapter 6: The Nature and Geography of Terrorist Groups, State Sponsors of Terror, and Safe Havens

Today, many Americans focus exclusively on the terrorists who exist in the Middle East, since this is where several attacks on Americans have originated. Indeed, there are numerous terrorist groups in that part of the world. However, terrorism is not the exclusive domain of the Middle East. There are terrorist groups throughout the world. This chapter addresses the primary and active terrorist groups in terms of their activities and objectives. The discussion demonstrates that there are all sorts of groups and motivations. Additionally, several terrorist groups operate in the United States. These groups are identified and discussed in terms of their recent terrorist activities.

Chapter 7: Transnational Organized Crime and Terrorism

Transnational organized crime refers to organized criminal syndicates that operate across international borders. They represent large criminal organizations that are involved in a variety of criminal activities. They are a threat to countries since they depend on corruption and violence to achieve their illegal ends. We often think about terrorism and organized crime as two distinct problems. However, it should be noted that transnational organized crime groups exist in many of the same areas where terrorist groups exist. Terrorists often use organized crime groups to facilitate their attacks, and transnational organized crime groups sometimes use terrorist groups to accomplish their criminal ends. The relationship between transnational organized crime groups and terrorist groups is particularly problematic in that these relationships can facilitate more deadly attacks and more caustic criminal operations. We must focus on these relationships if we are to effectively deal with both groups. This chapter provides an understanding of them, their activities, and possible countermeasures to use against them.

Part III: Defeating Terrorists and Their Activities

When considering counterterrorism, we too often focus exclusively on the battlefield. However, the battlefield is only one aspect or area of concern. Homeland security requires a full, direct attack on a variety of fronts. The chapters in this part examine several important issues, including intelligence, weapons of mass destruction, cyber terrorism, and terrorist finances. Each of these areas must be considered in developing effective counterterrorism measures.

Chapter 8: Intelligence and Counterintelligence and Terrorism

In the past, intelligence focused on countries and their activities. For example, during the Cold War, our intelligence community closely monitored the activities of the Soviet Union and the countries that were part of the Soviet bloc or were aligned with the Soviet Union. Today, we still collect intelligence about different countries’ activities, but at the same time, we are also concerned with the activities of radical or terrorist groups that may reside in those countries. Moreover, since terrorists have likely infiltrated our borders, we must monitor activities in the United States. There are 16 agencies comprising the intelligence...
community. They have specific tasks and areas of responsibilities, but each now focuses on counterterrorism. Each agency’s activities are addressed in this chapter.

**Chapter 9: Homeland Security and Weapons of Mass Destruction**

The most significant threat to our nation is weapons of mass destruction. The deployment of such a weapon could result in massive casualties and reverberating economic effects. This chapter provides a history of weapons of mass destruction. It also provides a discussion of each type: chemical, biological, and radiological or nuclear. Each type of weapon presents unique challenges in terms of prevention and response. The chapter examines the likelihood of their deployment in terms of constraints on terrorists. Some of the countermeasures are also discussed.

**Chapter 10: Cybercrime and Terrorism**

Cybercrime is the fastest-growing criminal activity in the United States and the world. It consists of cyber fraud and identity theft. A number of homeland security experts advise that cyber terrorism is second only to weapons of mass destruction in terms of threat. In this chapter, we distinguish among cybercrime, cyber terrorism, and cyber warfare. Although each is associated with cyber space, each is unique in presenting different challenges. There is sparse evidence that there has been extensive cyber terrorism. However, cyber warfare is increasingly being used by countries or governments against other countries and political groups. Finally, terrorists are extensively using the Internet to facilitate their activities. They use the web to espouse propaganda, recruit new members, solicit donations, and generate support for their activities. A number of terrorist groups have websites in a variety of languages. Such websites must be monitored as they often provide intelligence about different groups’ activities.

**Chapter 11: Terrorist Financing**

One of the issues examined by the 9/11 Commission was terrorist financing. The Islamic State, al Qaeda, and other terrorist operatives used a variety of mechanisms to funnel money to the 9/11 hijackers. Since then, our policy has been to attempt to cut off funding to terrorist groups whenever possible in an effort to starve them or restrict their activities. The United States and other countries have implemented laws and policies designed to prevent terrorist financing. This chapter examines the methods by which terrorist groups secure financing. Raising money, moving money, and banking money are discussed. It is interesting that terrorists use a variety of mechanisms. The chapter also examines countermeasures that have been implemented. Special attention is given to Saudi Arabia since a substantial amount of terrorist financing originates there. Finally, the financial needs of terrorist groups are discussed.

**Part IV: Homeland Security’s Response to Terrorist Threats**

Part IV examines the endgame in homeland security. It examines several topics, including immigration and border control, the response to homeland security incidents, and policing and homeland security. Border control and immigration are hotly contested political issues that have implications for homeland security in terms of preventing terrorists from entering the United States. This part also examines the framework for responding to terrorist attacks, including the role of the police and counterterrorism.
Chapter 12: Border Security and Immigration

Border security and immigration have become important political issues as a result of the threat of terrorism and the number of illegal aliens coming to our country. It is important to realize that these are two distinct issues that must be addressed. This chapter examines patterns of immigration in terms of the numbers of illegal immigrants and their points of origin. The methods by which we have attempted to seal our borders and their effectiveness are examined. It is noted that a number of people from a variety of countries have entered the United States illegally across our southern and northern borders. As such, border control policies are discussed in some detail. The United States has implemented a number of programs to better screen people, vehicles, and cargo entering our country. These programs are examined.

Chapter 13: The Response to Homeland Security Incidents

It is important that we have the capacity and organization to respond to any homeland security incident. The response to Hurricane Katrina is examined, since this event represents one of the largest disasters in our history, and lessons have been learned from the response. A delayed, inadequate response to a similar event likely would result in a larger number of casualties and more destruction. As such, the federal government has developed a number of plans that serve as a template for response. The plans integrate federal, state, and local resources. These plans are discussed in detail.

Chapter 14: Homeland Security and Policing

Chapter 14 examines the police in terms of their homeland security role. Any incident or terrorist attack will occur in a local community. As such, the police will be the first responders to the incident. The local police also play an important role in preventing terrorism by collecting information about activities and people in the community—police officers gather locally based intelligence. Fusion centers and intelligence-led policing are examined, as these are the primary programs used in policing to gather terror-related intelligence. Police organization is discussed since a number of police departments have developed homeland security units and made other alterations to their departments’ structure. The importance of community policing relative to counterterrorism is examined. The special case of New York City is examined since that city has been attacked twice by terrorists and likely will be a target in the future.

Instructor Supplements

Instructor’s Manual with Test Bank. Includes content outlines for classroom discussion, teaching suggestions, and answers to selected end-of-chapter questions from the text. This also contains a Word document version of the test bank.

TestGen. This computerized test generation system gives you maximum flexibility in creating and administering tests on paper, electronically, or online. It provides state-of-the-art features for viewing and editing test bank questions, dragging a selected question into a test you are creating, and printing sleek, formatted tests in a variety of layouts. Select test items from test banks included with TestGen for quick test creation, or write your own questions from scratch. TestGen’s random generator provides the option to display different text or calculated number values each time questions are used.
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About the Authors

**Larry Gaines** I am a professor of criminal justice at California State University, San Bernardino. Additionally, I am a former police officer and a former president of the Academy of Criminal Justice Sciences. During my academic career, I have taught a variety of courses in the areas of policing, drugs, gangs, and homeland security. I have authored a number of books in these areas. I am particularly interested in homeland security as the threats to our homeland are constantly evolving resulting in our having to closely monitor internal threats as well as threats and problems emanating across the globe. This results in the United States needing flexible homeland security policies and being able to act on a moment’s notice. This book is our attempt to clarify the issues and provide information to the thousands of men and women who are involved in homeland security.

**Janine Kremling** I am an associate professor at California State University, San Bernardino, and have taught a wide variety of classes, such as transnational crime, which includes components on homeland security and terrorism. Students need a textbook that they can read and understand, one that helps them to organize the information, challenges them to think about the information, and assists them in studying. A well-written book can accomplish all of these goals and even help the students to think about their learning and studying skills and to improve them. I have published three textbooks: *Cyberspace, Cybersecurity, and Cybercrime* (2017) with Amanda Sharp-Parker, *Why Students Resist Learning* (2016) with Anton Tolman, and I have coauthored the book *Drugs, Crime, and Justice* (2014) with Larry Gaines.

**Victor E. Kappeler** is Dean and Foundation Professor of the College of Justice and Safety at Eastern Kentucky University. He is recognized as a leading scholar in such fields as policing, media, and the social construction of crime, and police civil liability, among other related fields. Dr. Kappeler continues to provide in-service training for police officers and is well published in professional areas of policing. Among many other honors, Kappeler received the 2006 Cabinet for Justice and Public Safety Award for Academic Excellence and the 2005 Outstanding Criminal Justice Alumnus Award from Sam Houston State University, where he earned his doctoral degree, and the Lifetime Achievement Award from the American Society of Criminology’s Division on Critical Criminology.