DAVID A. McENTIRE

INTRODUCTION TO

HOMELAND SECURITY

UNDERSTANDING TERRORISM PREVENTION AND EMERGENCY MANAGEMENT

SECOND EDITION

with website

WILEY

INTRODUCTION TO HOMELAND SECURITY

INTRODUCTION TO HOMELAND SECURITY

Understanding Terrorism Prevention and Emergency Management

Second Edition

DAVID A. MCENTIRE, PHD
Utah Valley University

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For Mason, Madison, Kailey, and Ashley
and the future of children everywhere

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ABOUT THE AUTHOR

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Dr. McEntire has received several Quick Response Grants (funded by the National Science Foundation through the Natural Hazards Center at the University of Colorado), which allowed him to conduct research on disasters in Peru, the Dominican Republic, Texas, New York, and California.

Dr. McEntire is the author of *Disaster Response and Recovery* (Wiley) and *Comparative Emergency Management* (Federal Emergency Management Agency (FEMA)) and the editor of *Disciplines, Disasters and Emergency Management* (C.C. Thomas). His research has also been published in *Public Administration Review*, the *Australian Journal of Emergency Management*, *Disasters*, the *International Journal of Mass Emergencies and Disasters*, *Journal of Emergency Management*, *International Journal of the Environment and Sustainable Development*, *Sustainable Communities Review*, *International Journal of Emergency Management*, *Towson University Journal of International Affairs*, *Journal of the American Society of Professional Emergency Planners*, and the *Journal of International and Public Affairs*. His articles in *Disaster Prevention and Management* received Highly Commended and Outstanding Paper awards.

Dr. McEntire completed an instructor guide for FEMA and is a contributing author to the *Handbook of Disaster Research* and the *Handbook of Disaster Management*. He also has a chapter in *Emergency Management*, a book published by the International City/County Management Association.

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In a prior position at the University of North Texas, Dr. McEntire served as an undergraduate coordinator, Ph.D. coordinator, assistant chair, associate dean, and director of summer session. Prior to his first academic appointment, Dr. McEntire attended the Graduate School of International Studies at the University of Denver. While pursuing his degree, he worked for the International and Emergency Services Departments at the American Red Cross.

FOREWORD

While violence has been part of the human experience long before there was the ability to write, and thus record it, we know that, then and now, violence is particularly frequent when there is competition between various populations, ethnic groups, and cultures over access to resources and power. As the size of the human population continues to grow, so also does the probability of violence. Open warfare is often, but not always, a function of one state (or country) against another. In the twentieth century, we saw groups of countries fighting against another group of countries, such as in both World War I and World War II. In these conflicts, it was relatively easy to identify who was involved on each side of the conflicts and their declared reasons for taking up arms against another country.

Since the end of World War II, we have seen numerous smaller local and regional wars, such as wars of independence (as in Algeria, Bangladesh, Indonesia), and proxy wars between major power blocs, but fought out in smaller countries, such as Vietnam, Nicaragua, and Korea. In all these cases, it was relatively clear who the combatants were, what their stated goals were, and that established armies were the main fighters.

We are now in an era in which conflicts between groups are often fought by small cadres, seeking to instill fear and societal breakdown by way of attacks against general civilian populations. While these attacks can be directly related to access to resources, we are also seeing the use of violence designed to instill fear in established societies, often for ideological reasons. These attacks, often called *terrorism*, frequently include physical violence, but may also use cyber tools to threaten individuals or entire societies. They threaten *homeland security*, with attacks popping up where we live, work, and travel. And while the media may concentrate on attacks that are inspired from outside of our own country, increasingly, mass violence is the preferred tool of local groups or even individuals, who want to make a statement of some kind or another.

So, how do we minimize the suffering that can be delivered by terrorism? What are the tools available to us? How do we organize prevention, mitigation, preparedness, response, and recovery from terrorist events? How do we make sure that the organizations and agencies that are tasked with protection against terrorism are fully collaborative with, on the one hand, the national military with all of its tools and strategies and, on the other hand, fully interactive with and partnered with public health, law enforcement, and civilian emergency management agencies at all levels of government? Failure at any of these junctions can result in massive suffering and loss.

This second edition of Dr. David A. McEntire's well-regarded book *Introduction to Homeland Security: Understanding Terrorism Prevention and Emergency Management* is filled with information focused on the new realities regarding threats, organizational boundaries, skills, methods, strategies, and cultures, as well as the challenges of working together across organizations on behalf of the public. This volume recognizes that the details will continue to change and, therefore, provides a solid overview of the fundamental goals, strategies, and objectives of homeland security, which provide the basis upon which agencies act and interact, regardless of changing circumstances and challenges. The book strives to help each reader become a solid resource in protecting the public, regardless the kind of event or the type of organization in which the reader works or intends to work. The wide-view approach is designed to help you to be as effective and flexible as possible in a world of changing circumstances.

On a final note, I would like to thank each and every reader of this book for your commitment to using your skills, energy, and time here on Earth to improving the lives of humans everywhere. This book will help you along the way.

Rick Bissell, PhD, MS, MA
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PREFACE

United States disaster policy has witnessed an ever-present history of tension between the security and emergency management points of view. Since the late 1940s, there has been recurring disagreement about the priority given to conflict events versus other types of hazards. Two events elevated the stakes in this debate and created urgency for finding some sort of consensus about future priorities.

First, 9/11 underscored the fact that the threat of terrorism needs to be taken seriously by disaster scholars and emergency managers. No one should pretend that the world is the way it once used to be.

Second, Hurricane Katrina reminded homeland security officials that they must not disregard human vulnerability to natural hazards. The frequency of natural disasters is simply too great to ignore and their impact is getting worse over time.

With these observations in mind, it is the opinion of this author that both homeland security and emergency management priorities need to be addressed in the future. Terrorist attacks are increasing in frequency and impact. While the possibility of terrorism involving weapons of mass destruction or cyberterrorism remains fairly low, the consequences of such attacks would indeed be overwhelming. More resources will be needed to address every type of threat. However, resource distribution should also take into account the broad aspects of homeland security. Terrorism has been given the lion's share of public support in recent years, but this attention should not be allowed to overshadow the essential function and contributions of emergency management.

Unfortunately, policy makers unintentionally created a substantial divide between the homeland security and disaster communities. Politicians may have overreacted to 9/11, and their decisions initially diminished the existing emergency management system of the 1990s. This has caused some ill-feelings among emergency managers toward the military and the law enforcement communities, which is not a good situation when one considers the fact that terrorists have vowed to kill Americans everywhere (including at home).

This book, *Introduction to Homeland Security: Understanding Terrorism Prevention and Emergency Management, Second Edition*, aims to lay a foundation that could assist in spanning the chasm between the disaster and terrorism communities. Its focus on terrorism may help to educate those who do not yet understand the need to prepare for this expanding threat. Its concentration on emergency management will remind homeland security officials that reinventing of the wheel is not only unnecessary but problematic.

Of course, taking this middle ground could result in increased antagonism between the different parties. It is also possible that the author has not adequately portrayed the specific details pertinent to all of the actors involved in the broad and interdisciplinary array of homeland security and emergency management activities. Nevertheless, it is the author's hope that this work will educate those working in each area and help promote a synergy of effort.

Chapter 1, "Understanding a New Global Priority: Terrorism, Homeland Security, and Emergency Management," examines the enormous impact of the terrorist attacks on 9/11 on world history, defines homeland security, and supplements homeland security with an emergency management perspective, thereby offering a broader view of how to deal with terrorist attacks.

Chapter 2, "Identifying Terrorism: Ideologically Motivated Acts of Violence and Their Relation to Disasters," identifies the numerous definitions and perspectives of terrorism, comparing how these are both alike and dissimilar, and also looks at the connections among terrorism and other types of disasters.

Chapter 3, "Recognizing the Causes of Terrorism: Differing Perspectives and the Role of Ideology," explores what motivates people to participate in terrorism, paying special attention to how historical conflicts, mistakes in foreign policy, and extreme levels of poverty may impel some to engage in terrorist attacks.

Chapter 4, "Comprehending Terrorists and Their Behavior: Who They Are and What They Do," assesses the nature of individual terrorists and those associated with groups and states and identifies how they finance operations, communicate with secret codes, and carry out attacks.

Chapter 5, "Uncovering the Dynamic Nature of Terrorism: History of Violence and Change over Time," explores why terrorism initially emerged, how it evolved in other nations, and the ways it has manifested in the United States.

Chapter 6, "Evaluating a Major Dilemma: Terrorism, the Media, and Censorship," looks at the difficult relationship between terrorism and the media, how to predict how reporters view terrorism, and the drawbacks and limitations of censorship.

In Chapter 7, "Contemplating a Quandary: Terrorism, Security, and Liberty," you learn why, as a participant in homeland security, it is imperative that you assess the tradeoffs between security and rights, and why terrorism exploits the tension between them.

Chapter 8, "Preventing Terrorist Attacks: Root Causes, Law, Intelligence, Counterterrorism," addresses the root causes of terrorism and explores primary ways of preventing attacks, like promoting laws that prohibit terrorism and punish those who support it, protecting all points of entry into the United States, and relying on human and other sources of intelligence to apprehend terrorists before they strike.

In Chapter 9, "Securing the Nation: Border Control and Sector Safety," the permeability of the US border is mentioned along with measures to prevent the infiltration of terrorists onto American soil. It also discusses the vulnerability of various economic sectors and describe ways to secure railways, air transportation, sea ports, and chemical facilities.

Chapter 10, "Protecting Against Potential Attacks: Threat Assessment, Mitigation, and Other Measures," looks at the benefits of mitigation practices, such as working with others to assess threats posed to critical infrastructure, key assets, and soft targets, as well as differentiating between structural and nonstructural mitigation methods.

In Chapter 11, "Preparing for the Unthinkable: Efforts for Readiness," we learn that preparing for terrorism is one of the central responsibilities in homeland security. In order to help your community prepare for possible terrorist attacks, you will need to be familiar with the executive orders and legislation issued by the president and congress, and set the foundation for preparedness by creating an advisory council, passing ordinances, acquiring monetary resources, and establishing an EOC.

Chapter 12, "Responding to Attacks: Important Functions and Coordination Mechanisms," examines effective ways to react to terrorist attacks, including the numerous functions involved, such as investigation, the protection of first responders, and the treatment of the victims of terrorist attacks.

Chapter 13, "Recovering from Impacts: Short-term and Long-term Measures," addresses the variety of recovery measures that need to be performed after a terrorist attack takes place, including declaring a disaster or state of emergency, addressing mass fatality issues, disposing debris, and providing emotional support for those who have been emotionally impacted by the event.

Chapter 14, "Assessing Significant Threats: WMD and Cyberterorism," assesses the probability that terrorists will launch more unique and devastating attacks. It identifies the threat of radiological, nuclear, biological, and chemical weapons along with numerous recommendations to counter such assaults. The chapter also describes the risk of cyberterrorism and mentions the measures being taken to increase preparedness in this area.

In Chapter 15, "Looking Toward the Future: Challenges and Opportunities," the need for accountability in homeland security is identified. A discussion about policy occurs, and recommendations are provided for both researchers and practitioners.

PRE-READING LEARNING AIDS

Each chapter of *Introduction to Homeland Security: Understanding Terrorism Prevention and Emergency Management, Second Edition* features a number of learning and study aids, described in the following sections, to activate students' prior knowledge of the topics and orient them to the material.

Do You Already Know?

This bulleted list focuses on *subject matter* that will be taught. It tells students what they will be learning in this chapter and why it is significant for their careers. It also helps students understand why the chapter is important and how it relates to other chapters in the text.

The online assessment tool in multiple-choice format not only introduces chapter material but also helps students anticipate the chapter's learning outcomes. On focusing the students' attention on what they do not know, the self-test provides students with a benchmark against which they can measure their own progress. The Pre Test is available online at www.wiley.com/go/mcentire/homelandsecurity2e.

What You Will Find Out and What You Will Be Able To Do

This bulleted list emphasizes *capabilities and skills* that students will learn as a result of reading the chapter and notes the sections in which they will be found. It prepares students to synthesize and evaluate the chapter material and relate it to the real world.

WITHIN-TEXT LEARNING AIDS

The following learning aids are designed to encourage analysis and synthesis of the material, support the learning process, and ensure success during the evaluation phase.

Introduction

This section orients the student by introducing the chapter and explaining its practical value and relevance to the book as a whole. Short summaries of chapter sections preview the topics to follow.

In the Real World

These boxes tie section content to real-world organizations, scenarios, and applications. Engage stories of professionals and institutions–challenges they faced, successes they had, and their ultimate outcome.

Summary

Each chapter concludes with a summary paragraph that reviews the major concepts in the chapter and links back to the "Do You Already Know" list.

Key Terms and Glossary

To help students develop a professional vocabulary, key terms are bolded when they first appear in the chapter and are also shown in the margin of page with their definitions. A complete list of key terms with brief definitions appears at the end of each chapter and again in a glossary at the end of the book. Knowledge of key terms is assessed by all assessment tools (see below).

EVALUATION AND ASSESSMENT TOOLS

The evaluation phase consists of a variety of within-chapter and end-of-chapter assessment tools that test how well students have learned the material and their ability to apply it in the real world. These tools also

encourage students to extend their learning into different scenarios and higher levels of understanding and thinking. The following assessment tools appear in every chapter.

Self-Check

Related to the "Do You Already Know" bullets and found at the end of each section, this battery of short-answer questions emphasizes student understanding of concepts and mastery of section content. Though the questions may be either discussed in class or studied by students outside of class, students should not go on before they can answer all questions correctly.

Understand: What Have You Learned?

This online Post Test should be taken after students have completed the chapter. It includes all of the questions in the Pre Test so that students can see how their learning has progressed and improved. The Post Test is available online at www.wiley.com/go/mcentire/homelandsecurity2e

Applying This Chapter

These questions drive home key ideas by asking students to synthesize and apply chapter concepts to new, real-life situations and scenarios.

Be a Homeland Security Professional

Found at the end of each chapter, "Be a…" questions are designed to extend students' thinking and are thus ideal for discussion or writing assignments. Using an open-ended format and sometimes based on web sources, they encourage students to draw conclusions using chapter materials applied to real-world situations, which foster both mastery and independent learning.

INSTRUCTOR AND STUDENT PACKAGE

Introduction to Homeland Security: Understanding Terrorism Prevention and Emergency Management, Second Edition is available with the following teaching and learning supplements. All supplements are available online at the text's Book Companion Website, located at www.wiley.com/go/mcentire/homelandsecurity2e

Instructor's Resource Guide

The Instructor's Resource Guide provides the following aids and supplements for teaching a Homeland Security course:

- **Text summary aids:** For each chapter, these include a chapter summary, learning objectives, definitions of key terms, and answers to in-text question sets.

- **Teaching suggestions:** For each chapter, these include at least three suggestions for learning activities (such as ideas for speakers to invite, videos to show, and other projects) and suggestions for additional resources.
- **PowerPoints:** Key information is summarized in 10–15 PowerPoints per chapter. Instructors may use these in class or choose to share them with students for class presentations or to provide additional study support.
- **Test Bank:** The test bank features one test per chapter, as well as a midterm and two finals–one cumulative and one noncumulative. Each includes true/false, multiple-choice, and open-ended questions. Answers and page references are provided for the true/false and multiple-choice questions, while page references are given for the open-ended questions. Tests are available in Microsoft Word and computerized formats.

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David A. McEntire, PhD

ABOUT THE COMPANION WEBSITE

This book is accompanied by a companion website:
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- Powerpoint slides
- Pre-test
- Post-test
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- Pre-test
- Post-test
- Image gallery

CHAPTER

1 UNDERSTANDING A NEW GLOBAL PRIORITY

Terrorism, Homeland Security, and Emergency Management

Do You Already Know?

- Why we should be concerned about terrorism
- If terrorist attacks are becoming more frequent
- Why 9/11 changed the world
- How to define homeland security
- Why many professions, including emergency management, can help deal with terrorist attacks

For additional questions to assess your current knowledge of terrorism and homeland security, go to **www.wiley.com/go/mcentire/homelandsecurity2e**

What You Will Find Out	What You Will Be Able To Do
1.1 Examples of terrorism in the United States	• List terrorist activity in recent years
1.2 The possibility of additional attacks in the future	• Evaluate the possibility of future attacks
1.3 The far-reaching effects of 9/11	• Relate how the world changed after the 9/11 hijackings
1.4 Definitions of homeland security	• Describe homeland security
1.5 The breadth of organizations involved in homeland security	• Assess how various disciplines help practitioners deal with terrorism

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INTRODUCTION

Welcome to the important field and profession of homeland security as well as the perplexing study of why violence is employed for ideological purposes! If you are interested or involved in dealing with the threat of terrorism, it is imperative that you understand the nature of this type of violence and why it occurs. The following book has the purpose of helping you achieve these goals as well as to comprehend the fundamental principles of homeland security. While reading this introductory chapter, you will gain an understanding of the growing threat of terrorism and the numerous reasons why this problem should be addressed now and in the future. You will learn how the terrorist attacks on 11 September 2001 changed the world and opened up a new era in global history. You will be able to discuss the mission and scope of homeland security along with the challenges it currently faces. The importance of approaching homeland security from a holistic perspective is then mentioned, enabling you to recognize why many professions including emergency management must form an integral part of efforts to deal with terrorism.

1.1 TERRORISM IS THE NEW NORMAL

Terrorism: The use or threat of violence to support ideological purposes.

In simple terms, **terrorism** is the use or threat of violence to support ideological purposes. Recent events might cause you to think that terrorist attacks are more frequent and deadly than in the past. Your instinct is certainly justified according to the London Institute for Economics and Peace (Cassidy 2015). Although some visible politicians have intentionally downplayed attacks to give the impression that they are effective leaders, terrorism is ever present and cannot be denied. Attacks are not only more common than the past, they are more consequential as well. Three cases illustrate the "new normal" we are facing today.

1.1.1 Boston Marathon Bombing

On 15 April 2013, Chechen brothers Tamerlan and Dzhokhar Tsarnaev detonated two homemade pressure cooker bombs at the Boston Marathon in Massachusetts. The bombs exploded in the late afternoon about 200 yards apart near the finish line of the race on Boylston Street. Three people died from the blasts and over 260 others were injured. The Marathon was suspended while athletes and bystanders were directed to safety with the help of the Boston Police Department. A massive manhunt was soon underway to find those involved in the attack. One of the brothers was killed during a confrontation with police. The other was caught and is now facing prosecution.

1.1.2 San Bernardino Regional Center Shooting

On 2 December 2015, a mass shooting took place in San Bernardino, California, at the Inland Regional Center. The perpetrators were Syed Rizwan Farook and his wife, Tashfeen Malik. The married couple killed

14 people and injured 22 when they opened fire at a holiday party for the city's Department of Public Health. While already devastating, the incident could have been more consequential. Three pipe bombs found at the scene failed to explode. The terrorists were killed in a shootout with police a short time later.

1.1.3 Orlando Nightclub Shooting

On 12 June 2016, a security guard named Omar Mateen instigated one of the deadliest mass shootings in US history. With the use of a pistol and a semiautomatic rifle, he killed 49 people and wounded 53 others at the Pulse – a gay nightclub in Orlando, Florida. After a three-hour standoff, the terrorist was shot and killed by the Orlando Police Department. The carnage was one of the worst mass shooting in US history to date.

1.1.4 Other Notable Attacks

The above attacks are not isolated. The list of such events has increased over the past 15 years. For instance, Hesham Mohamed Hadayet opened fire at the El Al ticket counter at the Los Angeles Airport. His attack killed two people and injured four others on 4 July 2002. On 3 March 2006, Mohammed Reza Taheri-azar intentionally drove a vehicle into a crowd at the University of North Carolina at Chapel Hill. He injured nine people. In November of 2009, Nidal Malik murdered 14 people at the Fort Hood military base in Texas.

Figure 1-1

Mass shootings like the Orlando nightclub shooting reveal the significant impact a lone terrorist can have on innocent citizens. Source: © US State of Florida.

A disgruntled man named Joseph Stack flew his private plane into an Internal Revenue Service building in Austin, Texas, on 18 February 2010. In the small town of Moore, Oklahoma, Alton Nolen beheaded a woman at a Vaughan Foods plant on 24 September 2014. Robert Lewis Dear killed three people at a Planned Parenthood clinic in Colorado Springs, CO, on 27 November 2015. In one of the worst police shootings in the United States, Micah Xavier Johnson killed five police officers on 7 July 2016. This sniper attack took place in Dallas, Texas, at a Black Lives Matter protest. It wounded nine others, including two civilians.

Unfortunately, the list of terrorism seems to be never ending. Ten other attacks illustrate the persistence of attacks along with a diversity of targets and methods:

1. Bruce Edwards Ivins mailed several letters containing anthrax spores to news outlets and two Democratic senators. Five people were killed and 17 others were injured from 18 September to 9 October 2001.
2. John Allen Williams and Lee Boyd Malvo (the "Beltway Snipers") murdered 10 people and injured 3 others in Washington, D.C., Maryland, and Virginia over a three-week period in October 2002.
3. John Patrick Bedell injured two police officers at the entrance of the Pentagon on 4 March 2010.
4. Wade Michael Page gunned down six people at a Sikh Temple in Wisconsin on 5 August 2012.
5. Ali Muhammad Brown killed three civilians in Seattle, Washington, during a period from 27 April 2014 to 1 June 2014.
6. Zale Thompson attacked two police officers with a hatchet in Queens, New York, on 23 October 2014.
7. Ismaaiyl Brinsley killed two police officers in an ambush in Brooklyn, New York, on 20 December 2014.
8. Elton Simpson and Nadir Soofi opened fire at a conference that was hosting an exhibition of a cartoon of the prophet Muhammad in Garland, Texas, on 3 May 2015.
9. Muhammad Youssef Abdulazeez shot and killed four marines and a sailor at a military base in Chattanooga, Tennessee, on 16 July 2015.
10. Finally, Faisal Mohammad attacked students with a knife at a university in Merced, California, on 4 November 2015.

The terrorist attacks mentioned above were not the first to occur in the United States or around the world. Nor will they be the last ones to take place in our country or elsewhere. There have been many unsuccessful attacks in New York as well as in Arkansas, New Jersey, Illinois, Dallas, Michigan, Washington, D.C., Florida, Missouri, etc. This is to say nothing about terrorist attacks initiated in other nations.

One of the most consequential bouts of terrorism occurred on 13 November 2015 when terrorists carried out a number of coordinated attacks in France and Belgium. Six locations were targeted in the assaults, ranging from the Stade de France stadium to popular bars in and around Paris. The

IN THE REAL WORLD

Failed Attacks

A number of attacks have been thwarted since the start of the new millennium. Four are particularly noteworthy:

Richard Colvin Reid (also known as the "shoe bomber") attempted to detonate explosives hidden in his shoes on an American Airlines flight from Paris, France, to Miami, Florida. Fortunately, Reid was subdued before he could successfully light the fuse on 22 December 2001.

A terrorist plot involving homemade liquid explosives (disguised as sports drinks) was thwarted before it could be carried out on several commercial airlines flights in 2006. Over 20 suspects were arrested after British police uncovered the scheme.

On 1 May 2010, Faisal Shahzad (also known as the "Times Square Bomber") attempted to detonate a car bomb in New York City. Fortunately, the explosives failed to detonate, and security was notified when people noticed smoke coming from a car.

Robert Lorenzo Hester, Jr., aka Mohammed Junaid Al Amreeki, was charged for his attempt to provide material support to a foreign terrorist organization on 17 February 2017. Hester believed he was helping ISIS to launch an attack, but in reality he was communicating with undercover FBI agents. This federal law enforcement agency became aware of Hester's intentions after he posted several statements regarding his desire to attack the United States.

bloodshed began when suicide bombers wearing explosives detonated them near a major soccer match being played between France and Germany. A few minutes later, gunmen began unleashing heavy gun fire at several restaurants in Paris. The most fatal of the attacks occurred in the Bataclan theater. Three gunmen entered the concert hall and fired assault rifles into the audience. Some members of the crowd were able to escape through exits, but 89 people lost their lives and many more were wounded. By the time all of the attacks concluded, 130 people were killed and 368 were injured in the coordinated massacres, which were claimed by the Islamic State of Iraq and the Levant (ISIL). Some of the gunmen were neutralized in the firefight with police, and others (including Abdelhamid Abaaoud) were arrested. Unfortunately, the same cell responsible for the attacks in November also launched additional suicide bombings in Belgium on 22 March 2016. They killed 32 innocent civilians and wounded over 300 others at the Brussels Airport and a Brussels' metro station. A few of the terrorists died in the incident, and law enforcement was able to apprehend some of the other perpetrators. This series of events was one of the worst attacks in Europe. More attacks – whether successful and unsuccessful – will certainly follow here and elsewhere.

SELF-CHECK

1. Terrorism might be considered as the "new normal." True or False?
2. Terrorist attacks have increased over the past few years. True or False?
3. Terrorist attacks have occurred at what locations?
   - **(a)** Bars and restaurants
   - **(b)** Military bases
   - **(c)** Government buildings
   - **(d)** Sports stadiums
   - **(e)** All of the above
4. What is an example of a recent terrorist attack?

1.2 A GROWING THREAT

If you pick up a national or international newspaper on any given day or scan the Internet for news, you will probably find several articles discussing the rising menace of terrorism. Headlines frequently highlight possible threats and recent attacks:

- Terrorists Infiltrate the United States
- Man Attempts to Detonate Shoe on Plane
- Aviation Security Still Weak
- Oregon Professor Charged with Terrorism
- Sea-born Cargo a Likely Target
- Eco-terrorism Occurs in California
- Officials Detain Man after Filming Chicago Bridge
- Explosives Missing in Georgia
- Agro-terrorism a Real Possibility
- Industrial Security Still Lacking
- Pipelines Targeted in Possible Attack
- Cruise Ship Receives Threatening Letter
- Bombs Obliterate Spanish Resort
- Australia Weary about Potential Terrorists
- Plot Busted in Pakistan
- Bus Ripped Apart by Blast in London
- Children Taken Hostage in Russia
- Cartoon of Mohamed Inflames Terrorists in Europe
- Iran Seeks Nuclear Weapons
- Terrorists Set Sights on Olympics

Figure 1-2

The news is dominated with stories about terrorism and terrorist attacks. Source: © Shutterstock/Getty Images. Reproduced with permission of Getty Images.

Islamic State of Iraq and Syria (ISIS): A group that seeks to establish an Islamic government and is now the most feared and well-known terrorist organization in the world.

In addition, the media will likely provide numerous reports about the **Islamic State of Iraq and Syria (ISIS)**. This particular group seeks to establish an Islamic government in the Middle East and is now the most feared and recognized terrorist organization in the world (Cockburn 2016; Weiss and Hassan 2016). Their actions show no mercy toward victims, and their methods involve the most brutal forms of violence imaginable. These terrorists have illustrated their willingness to kill hundreds and thousands of enemies through mass executions, with power saws, via drownings, and by dousing people with gasoline and lighting them on fire. ISIS members have thrown homosexuals off of rooftops and placed the severed heads of their victims on railings or posts. Their actions are not just atrocious, but intentional efforts to induce migration, conduct genocide, or force policy change.

Recognizing these observed threats and actual terrorist activity, many conclude that politically motivated acts of violence will be more common in the future. Several years ago Senator Richard Lugar, R-Ind, stated, "The bottom line is this: For the foreseeable future, the United States and other nations will face an existential threat from … terrorism." In 2016, FBI Director James Comey reiterated this warning by stating that terrorists will infiltrate Western Europe and the United States and that future attacks will be on "an order magnitude greater" than those of the past.

1.2.1 Reasons to Anticipate More Attacks

There are numerous reasons why we may witness additional and more impactful attacks in the future. For instance, the promise of Western forms of economic development has not materialized in many nations, and poverty

may be associated with increased terrorist activities. The poor nations 50 years ago are predominantly the poor countries today, and they are breeding grounds for terrorist organizations. In addition, the end of the Cold War resulted in the resurgence of deep-seated ethnic or political rivalries. Chechnya desires autonomy and independence from Russia. Furthermore, US military power and involvement in the Middle East has angered many Arabs. Many view American presence as a new form of colonialism. Also, there is fear that countries like Iran and North Korea will develop, use, or share nuclear weapons and materials with others. Some religious and social movements have become more extreme over time. Fundamentalist Muslims and other interest groups want change now and are willing to promote it through violent behavior. Furthermore, protecting all of the vulnerable locations that the terrorists could attack is virtually impossible. Government buildings, ports, shopping malls, and schools are all likely targets. Furthermore, training and preparedness for terrorism response could be inadequate. As an example, we do not know enough about how to deal with poisonous substances used by terrorists.

Five other factors may ultimately lead terrorists to enact their deadly craft in the years to come:

a. Prior military conflicts among nation-states persist, and patience to resolve them is growing thin (e.g. the creation of the state of Israel several decades ago has resulted in ongoing tensions in the Middle East).

b. Citizens are frustrated with the harsh conditions of dictatorship or the unresponsiveness of certain democratic governments (e.g. they desire political change and think that their needs are not being met in an expeditious manner).

c. It is extremely difficult for intelligence analysts to know who the "enemy" is (e.g. how can one pinpoint a terrorist when they often blend into the crowd?).

d. Technology and education will allow terrorists to develop and use more sophisticated weapons (e.g. even typical household chemicals can be combined in such a way as to make bombs).

e. The ideology of terrorists has become so radical that their brutality knows no boundaries.

Should more and worse terrorist attacks occur as predicted, the United States can expect increased loss of life, financial hardship, social disruption, dramatic political changes, and other negative consequences. As an example, it is not out of the possibility to have casualties in the thousands, hundreds of thousands, or even higher due to modern weapons that employ today's advanced knowledge and technology. The economy will surely suffer after major attacks and financial losses can total in the millions or billions. Travel and shopping may be severely hampered as well, and impending attacks could be geared toward an alteration of people's way of life. Terrorism could likewise result in a massive transformation of government and the introduction of new laws pertaining to security, travel, and

immigration. Further consequences and changes will certainly be undertaken when terrorists strike again in the United States and elsewhere. All of this is to say that terrorism is now recognized as a consistent feature of our time, and it cannot be discounted or ignored. In short, "terrorism has become the plague of the twenty first century" (Franks 2006, p. 1).

IN THE REAL WORLD

Bin Laden's War Against the United States

Terrorists like the now-dead Osama bin Laden declare war against Western nations. He and his subsequent followers disapprove of the foreign policy of the United States in the Middle East, and they declare it is the responsibility of all Muslims to attack the "infidels." Reports from intelligence analysts indicate that terrorist groups like Al-Qaeda and ISIS are working hard to launch new attacks in the United States and elsewhere around the world. Most experts believe that their efforts will be successful unless significant counterterrorism measures are undertaken in the future.

SELF-CHECK

1. There are very few reports of terrorist threats in newspapers. True or False?
2. Terrorist attacks create several negative consequences ranging from death and injuries to social and economic disruption. True or False?
3. Reasons to be concerned about terrorism include:
   - **(a)** Resurgence of ethnic rivalries
   - **(b)** Poverty in many nations around the world
   - **(c)** More extreme religious attitudes
   - **(d)** Availability of weapons
   - **(e)** All of the above
4. Will we have more attacks in the future? If so, why?

1.3 9/11: A WAKE-UP CALL

9/11:
The terrorist attacks involving hijacked planes against the United States.

Al-Qaeda:
An extreme Islamic fundamentalist terrorist organization.

The most consequential attack up to the time of this publication occurred on 11 September 2001. **9/11**, as it is known, will forever be remembered as the terrorist attacks involving hijacked planes against the United States. It ushered in a new era in world history and illustrates why terrorism has to be taken seriously.

After years of planning, 19 hijackers affiliated with Osama bin Laden and **Al-Qaeda** (an extreme Islamic fundamentalist organization) boarded four commercial planes to initiate a massive campaign of terror against the United States. American Airlines Flight 11, departing from Boston to Los Angeles,

Figure 1-3

Terrorists used passenger jets to attack the United States on 11 September 2001. Source: © FEMA.

was overtaken by men with box cutters or other sharp instruments. It was then deliberately flown into North Tower of World Trade Center in New York City. United Airlines Flight 175, also departing from Boston to Los Angeles, was diverted and used as a missile to kill people working in the South Tower of the World Trade Center. Within minutes, American Airlines Flight 77, departing from Dulles to Los Angeles, was crashed into the Pentagon in Arlington, Virginia. Another plane, United Airlines Flight 93, departing from Newark to San Francisco, was also hijacked. By this time, passengers on board became aware of other incidents and attempted to take back the aircraft. Unfortunately, the plane was deliberately flown into the ground a short time later in an empty field southeast of Pittsburgh.

The brave efforts of passengers on Flight 93 amounted to a symbolic victory for the United States. Nevertheless, the hijackers succeeded in their goal of bringing attention to their hatred of Western culture and disapproval of American foreign policy. At least 266 passengers and crew were killed in the orchestrated attacks. Over 2500 more people died in the subsequent collapses of the World Trade Center towers in New York and in the fire at the Pentagon in Virginia. In addition to the loss of life, America experienced fear near or on par of Pearl Harbor. Economic disruption occurred on an unprecedented scale, and damages alone totaled more than $40 billion. Terrorism had certainly captured the attention of the United States.

When informed of the situation, President Bush ordered any additional hijacked planes be shot down should they be encountered. He also requested the grounding of all other flights to prevent further loss of life and damage. In the meantime, firefighters, police officers, paramedics, hospital personnel,

and government officials immediately began to address the needs of the terrorists' victims. Volunteers, businesses, and numerous local, state, and federal agencies also arrived to consider how they would address long-term rebuilding activities. When flights resumed a few days later, new measures were taken at US airports to minimize the probability of similar events in the future.

After determining who was responsible for these attacks, US troops were sent into Afghanistan to topple the Taliban. The **Taliban** is the name of the government that provided a safe haven for Al-Qaeda. Intelligence efforts were also augmented, and a successful manhunt was undertaken to find Osama bin Laden, the leader of the Al-Qaeda terrorist network. In time, Congress passed numerous laws to repel terrorist activity by improving border control, increasing public security, and promoting readiness for future terrorist plots. Elected officials, public servants, law enforcement agencies, corporations, and many others are now working together to prevent further terrorist attacks or react effectively should they occur.

Taliban:
The **Taliban** is the name of the government that provided a safe haven for Al-Qaeda

The above narrative describing 9/11 brings up three central questions that will be addressed in the remainder of this book:

- What is terrorism?
- Why and how does terrorism occur?
- What can and should be done to deal with it in an effective manner?

SELF-CHECK

1. Terrorism may be described as the pursuit of ideological purposes through violent means or the threat of violence. True or False?
2. 9/11 is the name given to the terrorist attacks on the World Trade Center and the Pentagon. True or False?
3. The attacks on 11 September 2001 involved:
   (a) Explosives
   (b) Guns
   (c) Hijacked airplanes
   (d) Hand grenades
   (e) None of the above
4. Why did 9/11 change the world?

1.4 THE NATURE OF HOMELAND SECURITY

The foregoing discussion indicates the need for what is now known as "homeland security." Discussions about this field and emerging profession did not begin after 9/11. President Clinton acknowledged the threat of

terrorism after a number of attacks were initiated in the 1990s. Later on, President Bush created an office to assess the growing threat of terrorism after his election. However, homeland security did not move to the forefront of the policy agenda until after 9/11. The events of this day revealed the reality of what was heretofore unthinkable as well as the need to address it in a systematic fashion. Today, homeland security is now a "primary public policy area just like education, healthcare, environment, nation defense, and others" (Jones 2008, p. 95).

1.4.1 Definitions of Homeland Security

Homeland security: A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and recover from and minimize the damage of attacks that do occur.

When **homeland security** was initially conceived by national leaders, it was defined as "a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and recover from and minimize the damage of attacks that do occur" (Office of Homeland Security 2002, p. 2). While this definition captures the essence of current efforts to deal with terrorism, consensus on the term is not universal. For instance:

Department of Homeland Security (DHS): A newly created organization that desires to prevent terrorist attacks or react effectively.

- *Citizens believe homeland security refers to the federal agency in charge of preventing terrorist attacks in the United States*. The **Department of Homeland Security (DHS)** was created, and this organization is composed of over 170 000 employees from 22 federal agencies. Its mission is to prevent terrorist attacks and react to those that may occur.
- *Elected officials view homeland security as a policy framework*. Its purpose is to organize "the activities of government and all sectors of society to detect, deter, protect against, and if necessary, respond to domestic attacks such as 9/11" (Kamien 2006, p. xli).
- *Scholars see homeland security as an area of study or emerging academic discipline*. It is considered a multi- or interdisciplinary research endeavor that involves academic fields such as international relations, criminal justice, public administration, and even medicine.
- *Practitioners regard it to be a function or functions performed in response to the terrorist threat*. In this sense, homeland security deals with intelligence gathering, border control, airport security, fire suppression, public health, and emergency medical care.
- *The military asserts that homeland security is the new priority in the post-Cold War era*. Since relations between the Cold War ended in the late 1980s, attention in national security has shifted to a significant degree toward individual terrorists, terrorist organizations, and the states that support terrorism.

1.4.2 Agreement About Homeland Security

Even though homeland security means different things to different people, there are several points of agreement. First, homeland security was created to counter the threat of terrorism in the United States and is consequently a

unique blend of national security and emergency management. According to the initial National Strategy for Homeland Security, there are six essential missions of homeland security. These include:

- **Mission Area 1: Intelligence and Warning.** One goal of homeland security is to identify possible terrorist attacks before they occur. This eliminates surprises and permits the implementation of protective measures if potential targets can be identified.
- **Mission Area 2: Border and Transportation Security.** Another purpose of homeland security is to prevent the infiltration of terrorists into the United States. Protecting our land, water, and air transportation systems from attack is also a major objective of homeland security.
- **Mission Area 3: Domestic Counterterrorism.** This aim focuses on interdicting terrorist activity and prosecuting those who fund or engage in terrorism. The goal here is to thwart terrorist plans and apprehend those involved in attacks against America.
- **Mission Area 4: Protecting Critical Infrastructures and Key Assets.** This strategy desires to defend vital buildings, roadways, utilities, technology, etc. Steps must also be taken to prevent attacks against important monuments, valued industries, and national symbols (e.g. the Statue of Liberty).
- **Mission Area 5: Defending against Catastrophic Threat.** The intention of this mission is to prevent the proliferation of dangerous weapons. Homeland security also wants to quickly detect and deal with the impact of major attacks.
- **Mission Area 6: Emergency Preparedness and Response.** The final priority of homeland security is to plan, train, and equip police, fire, and paramedics to react successfully to terrorism. There is also a need to promote recovery with the assistance of disaster specialists.

In the 2010 Quadrennial Homeland Security Review, the missions were revised slightly and reflect a more specific focus on the DHS (rather than the broad functions pertinent to the goals of homeland security). The mission areas now include (i) preventing terrorism and enhancing security, (ii) securing and managing our borders, (iii) enforcing and administering our immigration laws, (iv) safeguarding and securing cyberspace, (v) ensuring resilience to disasters, and (vi) maturing and strengthening the homeland security enterprise. Regardless of this shift in mission, it is clear that homeland security is a major undertaking. It definitely requires a comprehensive approach (Martin 2017).

A second and widely held view espoused in 2016 by the DHS is that this endeavor requires integrated efforts on the part of many people. According to Richard Falkenrath, an expert on international conflict,

> Men and women from dozens of different disciplines – regional experts, terrorism analysts, law enforcement officials, intelligence officers, privacy specialists, diplomats, military officers, immigration specialists, customs inspectors, specific industry experts, regulatory lawyers,