AU/NDF/NNN/2003-04

NATIONAL DEFENSE FELLOW

AIR UNIVERSITY

"HOMELAND DEFENSE: AT RISK AS A RESULT OF CIVIL SUPPORT?"

By

Tonja M. Brickhouse, Lieutenant Colonel, USAF
4303 Anderson Ridge Drive
Austell, Georgia 30106
215-72-3159

A Research Report Submitted to the Faculty

In Partial Fulfillment of the Graduation Requirements

AU Research Paper

Clark Atlanta University, Atlanta, Georgia/USA

15 April 2003

[PRIVACY ACT NOTICE: Information on this page is protected by the Privacy Act of 1974 and must be safeguarded from unauthorized disclosure.]

Distribution A: Approved for public release; distribution unlimited.

CERTIFICATE

I have read and understand the Academic Integrity Section of the Student Guide. I certify that I have not used another student's research work and that the creative process of researching, organizing, and writing this research report represents only my own work. I have read the instructions regarding purpose, scope, format and content of this effort and have accomplished the research paper in accordance with the appropriate Research Report Review Checklist.

_____

(Signature)

Disclaimer

The views expressed in this academic research paper are those of the author(s) and do not reflect the official policy or position of the US government or the Department of Defense. In accordance with Air Force Instruction 51-303, it is not copyrighted, but is the property of the United States government.

Contents

Page

CERTIFICATE ii

DISCLAIMER iii

LIST OF ILLUSTRATIONS vi

PREFACE vii

ABSTRACT ix

INTRODUCTION 1

DOMESTIC TERRORISM: THE CATALYST FOR HOMELAND SECURITY 4
- 1993: The Bombing at the World Trade Center, New York, New York 7
  - The Attack 7
  - The Investigation 8
  - The Perpetrators 8
- 1995: The Bombing at the Alfred P. Murrah Federal Building, Oklahoma City, Oklahoma 9
  - The Attack 9
  - The Investigation 9
  - The Perpetrator 10
- 1996: The Bombing at the Centennial Olympic Park, Atlanta, Georgia 11
  - The Attack 12
  - The Investigation 12
  - The Perpetrator 13
- 2001: September 11, 2001: Attack on America 14
  - The Attack 14
  - The Investigation 15
  - The Perpetrators 16
- DoD Support in 1993: The Bombing at the World Trade Center, New York, New York 18
- DoD Support in 1995: The Bombing at the Alfred P. Murrah Federal Building, Oklahoma City, Oklahoma 18
- DoD Support in 1996: The Bombing at the Centennial Olympic Park, Atlanta, Georgia 19
- DoD Support in 2001: September 11, 2001: Attack on America 19

HOMELAND SECURITY: COMBATING DOMESTIC TERRORISM.....25

THE DEPARTMENT OF DEFENSE AND HOMELAND SECURITY 40
OSD: Assistant Secretary of Defense for Homeland Defense (ASD[HD]) 43
Combatant Command: United States Northern Command 46
Organization 46
Mission 48

CONCLUSION: HOMELAND DEFENSE VERSUS CIVIL SUPPORT:
RESOURCE CHALLENGES TO PERFORMING BOTH MISSIONS? 59
Recommendations 62
Summary.....62

BIBLIOGRAPHY.....64

ACRONYMS.....69

LIST OF DIRECTIVES.....71

List of Illustrations

Figure 1 Organization Chart of Department of Homeland Security.....36

Figure 2 DoD Homeland Security Mission Construct.....42

Figure 3 Proposed Homeland Security Organizational Structure Construct.....45

Figure 4 USNORTHCOM Organizational Chart 48

Figure 5 Military Assistance Missions 51

Figure 6 First Responder Facts 54

Figure 7 DoD Assets Sought By States 55

Preface

Since September 11, 2001, improving homeland security has been the United States' highest national security priority. The increasing propensity for terrorists to conduct mass casualty attacks highlighted the need for the Department of Defense to reexamine its roles in supporting the new national homeland security strategy. This research effort seeks to take a closer look at the Department of Defense's role in defending the American homeland and will provide a basis for recommending improvements to homeland defense policy and strategy.

The author would like to extend her gratitude to a number of individuals who provided guidance and support throughout this research endeavor. The Clark Atlanta University Department of Public Administration chair and faculty, Drs. Ron Finnell, James Jones, Henry Elonge, and Kisha Clark, have been phenomenal in their assistance and encouragement throughout this process. In addition, Dr. William Boone, Clark Atlanta University Dean of Graduate Studies, partnered with the author on panel discussions related to his mutual interest in the homeland security agenda. Lastly, Dr. Beverly Edmond, Clark Atlanta Associate Provost, has been extremely supportive and proposed a number of research venues in my quest for information on this hot topic. A special note of thanks goes to Lieutenant Colonel Awilda Ciuro, Director, Joint Regional Medical Plans Office, Federal Emergency Management Agency, Regions VI and VII, United States Joint Forces Command; and Lieutenant Colonel Richard Chavez, Chief,

Homeland Security Readiness Branch, Department of Defense Emergency Preparedness Course, for the tremendous amount of information both of them provided on military assistance to civil authorities.

The author dedicates this research paper to her comrades in arms, the women and men currently deployed in support of Operation IRAQI FREEDOM. Special acknowledgement is extended to her family members who are deployed: 1LT James Custis, Jr., and SFC James Custis, Sr., U.S. Army; and HM2 Micheal Kealing, USN.

ABSTRACT

This research effort is an attempt by the author to examine the broad area of military support to civil authorities and the potential for a significant demand on Department of Defense (DoD) resources. Since September 11, 2001, our nation has devoted a tremendous amount of effort to place greater emphasis on homeland security. *The National Strategy for Homeland Security* provides the overarching framework for organizing to secure our homeland. It prescribes various roles for all segments of the nation. It specifies that the DoD contributes through three primary means: military missions overseas, homeland defense, and support to civil authorities.[1] Military support to civil authorities constitutes a very broad area that may place a significant demand on DoD resources and may have a significant impact on DoD's ability to perform its role of homeland defense. In fact, DoD's military support to civil authorities role in support of homeland security has the potential to become a primary mission for DoD in some areas. This gray area between homeland defense and military support to civil authorities requires further examination.

The paper will consist of four parts. In the first section, the author provides research information on previous terrorist attacks in the U.S., extracting information regarding DoD support to each event. Preliminary research shows there was significant DoD support in the 1993 World Trade Center Bombing, New York, New York; the 1995 Murrah Federal Building Bombing, Oklahoma City, Oklahoma; and the 1996 Olympics Bombing, Atlanta, Georgia. An examination of each of these events will

provide a full spectrum of potential levels of DoD support. The second section will focus on Homeland Security, the United States' national response for combating domestic terrorism. This section provides evolutionary information on the U.S. homeland security efforts. The third section looks at the Department of Defense's role in homeland security. It will discuss DoD's role of homeland defense and also look at DoD's role of military support to civil authorities. The final section will analyze the potential areas where homeland defense and military support to civil authorities compete for the same resources and present some recommendations to resolve them, as appropriate

The methodology used for research on this topic required a review of policy guidance, Congressional reports, joint publications, published works on homeland security, and specific books published about homeland security. The author also visited United States Northern Command; interviewed personnel associated with the Department of Defense Emergency Preparedness Course and attended conferences focused on the homeland security issue. After gathering and reviewing all the information, an analysis was conducted with regards to DoD's missions of homeland defense and military support to civil authorities. This analysis revealed some interesting challenges associated with performing these missions and the entire national homeland security agenda.

Based on the research findings, one concludes that the United States must continue to review and strengthen current policies and processes as the new organizational structures and missions are evolving and grow into becoming fully effective.

[1] National Strategy for Homeland Security, (The White House, July 2002), 13.

Chapter 1

Introduction

> *A generation ago, one traumatic incident provided a common frame of reference for most Americans: " Where were you when President John F. Kennedy was shot?" Today, the question has become, "Where were you on September 11th?*
>
> --Parris N. Glendening
> Governor, State of Maryland

On November 9 1989, the world watched as the Berlin Wall, the communist symbol of oppression and imprisonment, was pulled down. This event changed the world in unpredictable ways. On September 11, 2001, the world watched as the World Trade Center and the Pentagon, symbols of democracy and the global economy, were consumed and severely damaged by flames. These events changed the world forever.

In this post September 11, 2001 environment, nations face a number of new and difficult challenges. The challenges result from the spread of international terrorism and the proliferation of weapons of mass destruction among rogue nations and groups hostile to the United States and its allies. Nations find themselves in a period of great insecurity. The vast majority of the world's population desires peace, but violence, economic instability, and wars and rumors of wars prevail.

"The tragic events of September 11…That date is already among the most important in the nation's history, and its policy implications will reverberate for many years, if not

decades."[1] No longer can the United States' geographic position between two oceans on the east and west, and friendly neighbors to the north and south serve as the cornerstones for homeland security. In the aftermath of September 11, 2001, homeland security is an issue that continues to receive renewed, urgent interest.

According to the *National Strategy for Homeland Security*, the Department of Defense contributes to homeland security thorough its 1) military missions overseas, 2) homeland defense, and 3) support to civil authorities.[2] The current war in Iraq, Operation IRAQI FREEDOM, represents the first role listed above. This research effort will examine the latter two roles. Military support to civil authorities constitutes a very broad area that may place a significant demand on DoD resources and may have a significant impact on DoD's ability to perform its role of homeland defense. DoD's military support to civil authorities role in support of homeland security has the potential to become a primary mission for DoD in some areas. This gray area between homeland defense and military support to civil authorities requires further examination.

Chapter 1, this chapter, introduces the issue the researcher seeks to address, shows the importance of this research, and limits the scope of the study to the specific issues related to DoD's missions of Homeland Defense and military support to civil authorities. Chapter 2 provides a historical perspective on domestic terrorism by examining terrorist events that have occurred in the American homeland. It highlights the dire need for action to address the homeland security issue. Chapter 3 examines the United States approach to Homeland Security and the evolving bureaucracy to execute and implement Homeland Security. Chapter 4 considers DoD's actions to execute its various roles. It introduces organizational changes including the United States Northern Command and

looks specifically at DoD's missions of homeland defense and military support to civil authorities. Finally, chapter 5 concludes with a summary of the research findings and offers recommendations for DoD's execution of its role in supporting the National Strategy for Homeland Security.

---

[1] Michael E. O'Hanlon, et al, Protecting the American Homeland: A Preliminary Analysis, (Washington, DC: The Brookings Institution, 2001), 1.

[2] National Strategy for Homeland Security, (The White House, July 2002), 13.

Chapter 2

Domestic Terrorism: The Catalyst for Homeland Security

> *An asymmetrical adversary has inherent advantages over those potential combatants who 'play by the rules'. Such is the modis operandi of terrorists."*
>
> "The Reality of Terrorism"
> *The American Legion,* April 2003

Terrorism has become a common term discussed in most American and international households. It is the root cause for the current war in Iraq. Over the last twenty years, the rise in domestic terrorism has been the catalyst for United States homeland security efforts. On September 11, 2001, the terrorists "Attack on America" sorrowfully awakened our nation to the horrors of terrorism and prompted the largest reorganization of the federal government in our nation's history. Terrorism, and more specifically, domestic terrorism warrant closer examination.

Terrorism: The Definitional Issue

V. L. Lenin summed up the objective purpose of terrorism as concisely as anyone. "The purpose of terrorism is to inspire terror…the problem with terrorism is defining it."[1] Prior to beginning a discussion on terrorism one must first consider what terrorism means. The root word of terrorism is terror. Webster defines terror[2] as:

> 1. intense fear; 2. a) a person or thing causing intense fear b) the quality of causing such fear; terribleness; 3. a program of terrorism or a party, group,

> etc. resorting to terrorism; 4. a very annoying or unmanageable person, esp. a child; nuisance; pest—SYN, see Fear

Words such as intense, fear, terribleness, annoying and unmanageable are found in the definition of terror. Webster goes on to define terrorism[3] as:

> 1. the act of terrorizing; use of force or threats to demoralize, intimidate and subjugate, esp. such use as a political weapon or policy; 2. the demoralization and intimidation produced in this way.

From this definition one sees that the fear as indicated in the root word terror escalates through acts. Acts that serve to intimidate, demoralize and subjugate others.

The preceding definitions are found in a 1984 edition of Webster's dictionary. Over time world events have influenced this definition. In 2001, one finds Merriam Webster offering a very simple definition, "terrorism: the systematic use of terror especially as a means of coercion."[4] This definition is short, succinct and to the point—systematic terror involving coercion. It implies that terrorism has an ultimate objective beyond the act itself.

In keeping with American ideological behavior, homeland security proponents developed another definition of terrorism. *The National Strategy for Homeland Security* "characterizes terrorism as any premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments".[5] This definition includes the key words act, intimidate and coerce found in the previous definitions of terrorism. It also expands on the political weapon or policy aspect of the first terrorism definition cited.

Because the researcher's focus is on the Department of Defense (DoD) missions of homeland defense and support to civil authorities, one must now consider DoD's definition of terrorism as well. DoD defines terrorism as, "the calculated use of unlawful

violence to inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious or ideological".[6] DoD's definition captures the essence of all definitions previously addressed. Words like fear, coerce, intimidate, political, religious, government and societies paint a vivid picture of terrorism as today's global society has come to understand it.

One final definition of terrorism, domestic terrorism, requires review before proceeding to a discussion on major domestic terrorist attacks. Domestic terrorism is defined as "terrorism perpetrated by the citizens of one country against fellow countrymen. This includes acts of a second country when they are in the host country, and not the principal or intended target".[7] Although it focuses on domestic terrorists acts, this definition implies that international terrorism may be involved in domestic terrorism. It may have an international connection even though, in the case of the United States, American citizens may be involved in executing the act.

Based on the various definitions of terrorism presented, terrorism comes in many styles and forms. Kidnappings, hijackings, shootings, conventional bombings and chemical, biological, radiological or nuclear weapons attacks are examples of terrorist acts. Terrorism also includes cyber attacks and indiscriminately includes other forms of malicious violence. The 'malicious violence' description serves as the safety net to ensure the definition covers all possibilities. It is appropriate now to consider some of the major terrorists events that have occurred in the American homeland.

Major Terrorist Attacks in the United States

"Speed is the essence of war. Take advantage of the enemy's unpreparedness; travel by unexpected routes and strike him where he has taken no precautions."[8] By the

nature of the major terrorist attacks in the United States, some show evidence of the study and application of Sun Tzu's doctrine found in *The Art of War*. Whether one agrees or not, terrorism is a form of warfare—asymmetric warfare. Like it or not, in a lone terrorist's, an extremist group's or a terrorist group's psyche, they are at war. According to definitions presented, it may be based on political, religious or some ideological objective or belief.

Over the last 10 years it has become painfully obvious that the United States is not immune to terrorist acts. The succeeding review of major terrorist attacks in the United States provides a synopsis of each event and offers some background on the perpetrators.

1993: The Bombing at the World Trade Center, New York, New York

> *February 1993- a bomb in a van exploded in the underground parking garage of New York's World Trade Center, killing six people and wounding 1,042.*
>
> "Chronology of Major Terrorist Attacks Against US Targets"

The Attack

On February 26, 1993 the first major international terrorist attack occurred on American soil. The improvised explosive device exploded on the second level of the World Trade Center parking basement. The blast produced "a crater, approximately 150 feet in diameter and five floors deep, in the parking basement".[9] The resulting chaos left six lives lost, over 1,000 wounded and many loved ones left to pick up the pieces.

The Investigation

The resulting investigation determined that the explosive device had been placed in the rear cargo portion of a one-ton Ford F350 Econoline van, owned by the Ryder Rental Agency, Jersey City, New Jersey. This vehicle had been reported stolen the day prior to the bombing.[10] Within days the investigative team had grown from the Federal Bureau of Investigation (FBI), the Bureau of Alcohol, Tobacco and Firearms (ATF) and the New York Police Department (NYPD) core contingent, to over 200 law enforcement officers from at least eight different agencies.[11] The investigators tied the suspects together through telephone records, joint bank accounts, personal computers, toll records, receipts, DNA samples and latent fingerprints.[12]

The Perpetrators

Within weeks, four of the bombers had been tracked down. They were identified as Mohammed Salameh, Nidel Ayyad, Mahmud Abouhalima and Ahmad Ajaj.[13] The leader, Ramzi Yousef, was believed to be an Osama bin Laden associate who had left the country shortly after the explosion. The other four, were militant Muslims. Most had fought in Afghanistan. Most had ties to Osama bin Laden.[14] Mohammed Salameh, Nidel Ayyod, Mahmud Abouhalima and Ahmad Ajaj endured a six-month trial that involved over 200 witnesses. On March 4, 1994, one year after Salameh's arrest, the jury found all four men guilty on all thirty-eight counts.[15] Ramzi Yousef was tried separately and was sentenced to 250 years.[16]

1995: The Bombing at the Alfred P. Murrah Federal Building, Oklahoma City, Oklahoma

April 19, 1995 – A car bomb destroys the Murrah Federal Building in Oklahoma City, killing 168 people and wounding over 600.

"Chronology of Major Terrorist Attacks Against US Targets"

The Attack

On April 19, 1995 a yellow Ryder Rental truck parked outside the Alfred P. Murrah Federal Building in Oklahoma City, Oklahoma. The driver got out of the truck and walked away. Within minutes the truck had exploded and blasted the building with enough force to shatter one third of the seven-story structure. "Gone in one cataclysmic blast were 168 lives, 19 of them children, and over 600 wounded.[17]

The Investigation

This attack mirrored the 1993 World Trade Center attack. Investigators were looking for an international terrorism connection. The investigation revealed that the explosive device had been placed in a yellow Ryder Rental truck owned by the Ryder Rental agency in Junction City, Oklahoma. The owner assisted the FBI with a sketch of two suspects; the one who rented the truck used the name Robert Kling. The evening after the bombing a motel manager identified Kling as Timothy McVeigh, a man that had registered at the hotel and parked a Ryder truck in the lot.[18]

Unbeknownst to FBI investigators and others, McVeigh was being detained in the Noble County, Oklahoma jail on unrelated traffic and weapons violations. But a National Crime Information Center report showed McVeigh in custody in Noble County and the

FBI knew it had a suspect. "Homegrown terrorism had arrived with a vengeance, and the terrorist was the kid next door.[19]

The Perpetrator

"Suddenly, the painful realization dawned: men who looked like the guys next door had perpetrated this horrendous crime – the costliest in American history- both in human and financial terms. Even worse, terrorism within the country was suddenly an ominous reality."[20] Timothy McVeigh, an Army veteran that aspired to be a Green Beret…a Gulf War veteran, was arrested as the primary suspect. He had no prior record but during the course of the investigation, it became clear he and other suspects' disillusionment with the American government, coupled with the Waco tragedy, were the reason for the attack. While the FBI was taking Timothy McVeigh into custody, Terry Nichols, McVeigh's Army buddy in Herrington, Kansas (200 miles away) was going in for questioning. Michael Fortier, another McVeigh Army buddy residing in Kingman, Arizona was also arrested in connection with the bombing.[21]

The three domestic terrorists were tried separately. Timothy McVeigh was found guilty of numerous capital crimes and sentenced to death. Terry Nichols had only been charged and found guilty of federal crimes of conspiracy and manslaughter. He was sentenced to life for his role in the bombing. Michael Fortier cooperated with the prosecution at McVeigh's trial, and received a light sentence, twelve years for failing to warn police that McVeigh planned the Oklahoma City bombing.[22] On May 16, 2001, Timothy McVeigh was executed by lethal injection at the United States Penitentiary, Terre Haute, Indiana.[23]

His execution should have been the end of the story. However, conspiracy theories linking the Oklahoma City Bombing to international terrorism connections warrant discussion. "But…chemical formulas written by him (an al-Qaeda terrorist) and by another man, a Bosnian who left notes behind at the Taliban Defense Ministry…In an apparent reference to the Oklahoma City Bombing…one chemical formula at the Defense Ministry is annotated in Bosnian, *Was used in Oklahoma.*"[24] Irvine's article continues with comments about a report completed by the inspector general of the Justice Department on the FBI Crime Laboratory. The inspector general indicated, "…that the FBI analysis of the Oklahoma City case merits special censure because conclusions about an ANFO (ammonium nitrate and fuel oil) bomb were incomplete, inappropriate, flawed and nonscientific.[25] It appeared al-Qaeda knew more than the FBI about the formula for the bombs used in Oklahoma City, potentially tying al-Qaeda to the bombing.

A *London Sunday Times* story featured information about the Oklahoma bomb and made it clear that the formula was not ANFO…"the owner of the notebook had scribbled formulas with inscriptions in English for TNT, ammonium nitrate and nitroglycerine."[26] This revelation that more sophisticated bombs (not just one truck bomb) were used in Oklahoma City and bin Laden knew it suggests that the Murrah building may have been bin Laden's second attack on the United States.

1996: The Bombing at the Centennial Olympic Park, Atlanta, Georgia

> *July 27, 1996 – A pipe bomb explodes during the Olympic games in Atlanta, killing one person and wounding 111.*
>
> "Chronology of Major Terrorist Attacks Against US Targets"

The Attack

On July 27, 1996, in the early morning hours of the tenth day of the 1996 Summer Olympics, over 50,000 people were enjoying a concert at the AT&T Global Village in Centennial Olympic Park. Richard Jewell, a security guard, noticed a suspicious unattended knapsack near a sound tower and reported it to a Georgia Bureau of Investigation agent, and his security supervisor. Approximately 30 minutes later an anonymous 911 call came in claiming that a device would explode in the park in 30 minutes.[27] Security guards tried to evacuate the area in front of the sound tower without creating mass hysteria. There were simply too many people to clear the entire park so the plan was to get people away from the bag until bomb experts arrived. "At about 1:20 am, doubt about the contents of the knapsack was removed. The bomb inside it went off…Debris, nails, screws and shrapnel flew in every direction."[28] The bombing caused two deaths, one resulting from injuries and one resulting from a heart attack. In addition, 111 people were injured.[29]

The Investigation

Unlike the previous domestic terrorist attacks, investigators from the outset believed the suspect had a local connection, rather than an international one.[30] Additionally, unlike the previous investigations, the perpetrator of the Olympic Park Bombing was not identified quickly. In fact, it took years for an indictment.

Initially, investigators wrongly accused the security guard, Richard Jewell, of planting the bomb. This bombing was later connected to several subsequent bombings in Atlanta, Georgia and Birmingham, Alabama. On January 16, 1997 two bombs exploded at a Family Planning Clinic in Sandy Springs, Atlanta's largest suburb. It wounded seven

people.[31] On February 21, 1997, a little more than a month later, a bomb exploded at an Atlanta lesbian nightclub located in midtown. Five people were injured.[32] It was after this bombing that officials comprising the Southeast Bomb Task Force begin to believe the three bombings were connected. In all three, nails were used. In two, the bomb was in a knapsack. In two, a second device was planted.[33] Finally, another breakthrough occurred. On February 24, 1997, news media received letters, which included details about the bombs, claiming responsibility for the latter two bombings. The letters were signed "Army of God".[34] Still no suspect identified…just a profile.

On January 29, 1998 an explosion tore through an abortion clinic in Birmingham, Alabama. One person was killed and another was critically injured. There was a significant resemblance to the Sandy Springs bombings. A witness saw a man near the clinic take off a blond wig and drive away in a 1989 Nissan pickup. The witness got the license plate number…it traced to a man named Eric Robert Rudolph.[35]

The Perpetrator

"Many lone extremists have no links to conventional terrorist groups…In fact, FBI analysis suggests that psychological abnormalities, as much as devotion to an ideology, drive lone extremists to commit violent acts."[36] It was not until October 14, 1998, two years plus after the Centennial Olympic Park Bombing, that federal authorities charged Eric Robert Rudolph with the Atlanta bombings. In February 1998, Rudolph was charged with the Birmingham bombing at which time he was believed to be in the rugged hills of North Carolina.[37]

Rudolph, a military veteran described as a survivalist, has never been found. The last confirmed sighting of Rudolph was on July 7, 1998 in Andrews, North Carolina.[38]

There have been a number of sightings since then in western North Carolina but none confirmed. There have also been five unidentified human remains found in the search area. Tests, including DNA, ruled out Rudolph. He remains at large.[39]

2001: September 11, 2001: Attack on America

> *The September 11 attacks were not simply destructive of lives and buildings. The inflicted profound psychic damage…The inner psychological trauma of September 11 was initially linked to shocking images, planes crashing into buildings, occupants jumping to their deaths, and landmark structures collapsing a panicked crowds sought to outrun clouds of debris.*
>
> "Defending Against the Apocalypse: The Limits of Homeland Security"
> *Governance & Public Security, 2002*

The Attack

On September 11, 2001, terrorists hijacked four U.S. commercial airliners taking them from various locations in the United States in a coordinated suicide attack. In separate attacks, two of the airliners crashed into the twin towers of the World Trade Center. They became engulfed in flames and collapsed. A third airliner crashed into the Pentagon in Washington, DC, causing extensive damage. The fourth airliner, also believed to be heading towards Washington, DC, crashed outside of Shanksville, Pennsylvania.[40]

The death toll from New York totaled 2, 807 people including hundreds of firefighters and rescue personnel who were helping evacuate the buildings. This figure includes the 157 persons onboard the two airliners. Citizens of 78 countries perished at the World Trade Center site.[41] A total of 189 persons were killed at the Pentagon crash site. The Department of Defense reported 125 service members, civilian employees and

contract workers died. In addition, all 64 persons on board the airliner perished in the fiery inferno as well.[42] The Shanksville, Pennsylvania airliner crash killed all 45 people on board. Over 3,000 people were killed in these four attacks; many others were devastated because of injuries and the loss of loved ones.[43]

The Investigation

The CIA and FBI have been criticized for missing clues that critics believe might have helped thwart the attack .[44] Following the surreal events, U.S. authorities were quick to name Osama bin Laden as their prime suspect.[45] Their suspicions were valid for many reasons and the evidence collected supported their theory. Initial reports came in on the hijacked airliners. The investigation began with identification of the hijackers who used box cutters as the primary weapons to hijack the planes.

American Airlines Flight #11, from Boston, Massachusetts, to Los Angeles, California, crashed into the north tower of the World Trade Center. Ninety-two people were on board. United Airlines Flight #175, from Boston, Massachusetts, to Los Angeles, California, crashed into the south tower of the World Trade Center. Sixty-five people were on board. American Airlines Flight #77, from Washington, DC to Los Angeles, California, crashed into the Pentagon. Sixty-four people were on board. United Airlines Flight #93, from Newark, New Jersey, to San Francisco, California, crashed in Shanksville, Pennsylvania. Forty-five people were on board.[46]

On September 27, 2001, the FBI released 19 photographs of individuals believed to be the hijackers.[47] The investigation revealed that 19 men of Arab descent hijacked the airliners. Fifteen of the hijackers were from Saudi Arabia. Three men, one from Egypt, one from Lebanon and one from the United Arab Emirates, had formed and maintained

an al-Qaeda terrorist cell in Germany in the late 1990's.[48] Currently there is little known public evidence of their mindset, the method by which they were recruited and at which point they were actually told about their actual mission. As documented in court papers, 13 of the hijackers entered the United States between April 23 and June 29, 2001.[49] Most hijackers entered legally. They moved freely across the nation. Evidence indicated they bribed motor vehicle employees to get state driver's license. They rented apartments, opened bank accounts, and conducted normal transactions that the average American conducts.[50]

The Perpetrators

"They traveled the world often in pairs, studying and working in Europe, and the United States. Mostly in their 20's, they came from secular, middle class Arab families and blended well into Western society."[51]

Five terrorists crashed the airliner into the Pentagon. The hijackers on American Airlines Flight #77 were identified as Khalid Almihdhar, Majed Moqed, Nawaf Alhazmi, Salem Alhazmi and Hani Hanjour.[52]

Five terrorists crashed the airliner into the north tower of the World Trade Center. The hijackers on American Airlines Flight #11 were identified as Satam M. A. Al Sugami, Waleed Alshehri, Wail M. Alshehri, Abdulaziz Alomari and Mohamed Atta.[53]

Five terrorists crashed the airliner into the south tower of the World Trade Center. The hijackers on United Airlines Flight #175 were identified as Marwan Al-Shehhi, Fayez Rashid Ahmed Hassan Al Qadi Banihammad, Ahmed Alghamdi, Hamza Alghamdi and Mohand Alshehri.[54]

Four terrorists crashed the airliner into a field in Shanksville, Pennsylvania. The hijackers on United Airlines Flight #93 were identified as Saeed Alghamdi, Ahmed Ibrahim A. Al Haznawi, Ahmed Alnami and Ziad Samir Jarrah.[55]

Mohamed Atta of Egypt, Ziad Jarrah of Lebanon and Marwan Al-Shehhi of United Arab Emirates were identified to be leaders of an al-Qaeda terrorist cell in Germany. Additionally, a videotape of Osama bin Laden, the strongest publicly known evidence linking the hijackers directly to the al-Qaeda chief, indicated Mohamed Atta "was in charge of the the group".[56]

Department of Defense (DoD) Support to Major Terrorist Attacks in the United States

> *Many federal agencies are available to assist the FBI in dealing with a terrorist threat…DoD may be called upon to assist in several different ways…*
>
> "Terrorism and the Military's Role in Domestic Crisis Management"
> CRS Report to Congress

After reviewing the highlights of the major terrorist attacks in the United States, it is logical for one to ask, "What role did DoD play in supporting these attacks? How did the military instrument of power apply its resources and capabilities to protect the American homeland? " Although information to address these questions is fragmented or difficult to find in unclassified sources, the researcher attempted to obtain information on DoD support for each terrorist event. The Department of the Army Directorate of Military Support (DOMS), Military Support Division, for years has served as DoD's point of contact for coordinating civil support and has provided some information. DOMS retains information on the number of missions for each fiscal year, and execute and fragmentary

order numbers from 1999 to the present. The office has partial records from 1998 and before.[57]

DoD Support in 1993: The Bombing at the World Trade Center, New York, New York

DOMS was unable to provide any information on DoD support for the 1993 World Trade Center bombing. "No records were located on any requests for assistance for DoD support to this incident, nor any DoD personnel deployed in support of the incident."[58]

DoD Support in 1995: The Bombing at the Alfred P. Murrah Federal Building, Oklahoma City, Oklahoma

According to Army Brigadier General Bruce M. Lawlor, Commander of Joint Task Force – Civil Support, U. S. Joint Forces Command, 800 national guardsmen and about 400 active duty personnel provided support in Oklahoma City.[59] DOMS records provide more extensive DoD support information. Personnel support totaled 793 from active duty and reserve components. A breakout follows: Army-140; Air Force-587; Navy-1; Army Reserve-12; Air Force Reserve-52; Navy Reserve-1. In addition, 465 Oklahoma National Guard (Army-337; Air-128).[60]

DoD support missions included three base support installations/staging areas; medical and rescue teams; structural experts; air transport; casualty assistance; graves registration; clothing items; ground ambulance; explosive detection dogs; transportation coordination; human remains pouches; and aeromedical evacuation helicopters.[61]

DoD Support in 1996: The Bombing at the Centennial Olympic Park, Atlanta, Georgia

Several DoD assets were already assigned to the 1996 Atlanta Olympics providing habitual support to the Olympic games venues. DoD assistance provided specifically to the Centennial Park Olympic Bombing attack included four Explosive Ordnance Detection (EOD) personnel; four rotary wing aircraft and twelve aircrew members.[62] In fact, the federal explosives experts (EOD personnel) were called from the Bomb Management Center at Dobbins Air Reserve Base, Marietta, Georgia.[63]

DoD Support in 2001: September 11, 2001: Attack on America

As most are aware, DoD performed significant homeland defense actions as part of Operation NOBLE EAGLE, the military operations after the attack on America. For example, the combat air patrols that protected our nation's capital were part of Operation NOBLE EAGLE. The information DOMS provided pertains to support provided to civil authorities. DOMS provided more extensive information on this attack.

DOMS processed fifty-two Requests for Federal Assistance (RFAs) for New York City as a result of the attacks at the World Trade Center. Of the fifty-two RFAs, thirty were processed; twelve were de-obligated; nine were recalled; and the Office of the Secretary of Defense declined one.[64] DoD support missions included a Defense Coordinating Officer and Defense Coordinating Element; Base Support Installation for Urban Search and Rescue Teams; logistical support for Urban Search and Rescue Teams; a medical mobilization site for Disaster Mortuary Teams; a single Forward Staging Area for a State Police Agency; transportation for multiple Urban Search and Rescue Teams; Disaster Medical Teams Mobile Emergency Response Support Systems; Radios;

Helicopter Support; subject matter experts in Breaching and Demolition Operations; subject matter experts in Radar and Remote Sensing; and subject matter experts in Robotic Rescue Operations. The US Navy Comfort Hospital Ship was also deployed to provide medical assistance and personnel hygiene support to relief and recovery workers. DoD also provided 2,500 human remains pouches and 5,000 inserts.[65]

DOMS processed seven RFAs for Virginia as a result of the attack at the Pentagon. Of the seven RFAs, six were processed and one recalled. DoD support missions included a Defense Coordinating Officer and Defense Coordinating Element; a mobilization center for the staging of commodities for Urban Search and Rescue Teams; and transportation for Urban Search and Rescue Teams.[66]

Composite DoD support numbers for both the World Trade Center and the Pentagon include 78 nuclear, biological, and chemical (NBC) assets; 6500 square feet of Office Space; one fixed wing aircraft; two rotary wing aircraft; air transportation for 141 passengers; 31,315 meals; 12,335 lodging (billeting) nights; radar assets; transportation for 52,000 pounds of cargo; and one base support installation.[67]

Composite personnel support numbers for both areas include active duty, reserve, DoD civilian and guard personnel. Remember, these personnel were in direct support to civil authorities. They do not include DoD participation in Operation NOBLE EAGLE. A total of 479 personnel supported both locations—Army/112; Air Force/6; Navy/300; DoD civilians/52; Army Reserve/1; National Guard/8.[68]

Summary

> *We are witnessing…the sudden eruption of a new civilization on the planet…transforming the entire global system. Everything in that system is now mutating, from its basic components…to the kinds of wars that may result and which need to be prevented.*
>
> *War and Antiwar*
> Alvin and Heidi Toffler

Clearly, this examination of major terrorist attacks in the United States indicates that the American homeland is not exempt from cowardice terrorist attacks that inflict heavy casualties and create great fear in the hearts and minds of every American citizen. Lone terrorists, extremist groups, terrorist sympathizers, terrorist groups like al-Qaeda or states that support terrorism, such as Iraq, all pose a significant threat. These attacks demonstrate the need for an effective homeland security strategy. Counterterrorism officials have been wrestling with how to address the issue of combating domestic terrorism for several years now. DoD must factor into this strategy. Now that the stage has been set it is time to direct your attention to the evolution of homeland security policy and implementation in the United States.

[1] Daniel Papp, "War, Peace and Violence," *Contemporary International Issues*, (Macmillan College Publishing Company, 1994), p.576.

[2] *Webster's New World Dictionary of the American Language*, 2nd College edition, (Simon & Schuster, 1984), p. 1469.

[3] Ibid.

[4] *Dictionary by Merriam-Webster* online at AOL Research & Learn: Dictionary, http://www.aol.com.

[5] *National Strategy for Homeland Security*, (Government Printing Office, 2002), p. 2.

[6]Joint Publication 1-02, *DoD Dictionary of Military Terms*, online at http://www.dtic.mil/doctrine/jel/doddict/data/t105345.html.

[7] Ibid.

[8] Sun Tzu, *The Art of War*, translated by Samuel B. Griffin, (Oxford University Press, 1963), p. 134.

[9] Dave Williams, "The Bombing of the World Trade Center in New York City," online at http://www.interpol.int/public/publications/ICPR/ICPR469_3.asp, p.1.

[10] Ibid, p. 2.

[11] Ibid, p. 4.

[12] Dave Williams, "The Bombing of the World Trade Center in New York City," online at http://www.interpol.int/public/publications/ICPR/ICPR469_3.asp, p. 6.

[13] Ibid.

[14]"Osama bin Laden: High Priest of Terror," online at http://www.crimelibrary.com/terrorists_spies/terrorist/laden13.html, p. 1.

[15]Dave Williams, "The Bombing of the World Trade Center in New York City," online at http://www.interpol.int/public/publications/ICPR/ICPR469_3.asp, p. 6.

[16]Ted Ottley, "The Timothy McVeigh Story: The Oklahoma Bomber," online at http://www.crimelibrary.com/serial_killers/notorious/mcveigh/superstars_9.html, Chap 1, p. 1.

[17] Ted Ottley, "The Timothy McVeigh Story: The Oklahoma Bomber," online at http://www.crimelibrary.com/serial_killers/notorious/mcveigh/superstars_9.html, Chap 1, p. 2.

[18] Ibid, Chap 2, p. 4.

[19] Ibid, Chap 1, p. 4.

[20] Ibid, Chap 3, p. 3.

[21] Ibid.

[25] Ibid, Chap 9, pp. 1-2.

Ibid, Chap 9, p. 3.

[24] Reed Irvine, "Oklahoma Bombing Linked to Bin Laden," online at http://www.okcbombing.org/news%20articles/okc,%20911%20link/bombing, p. 1.

[25] Ibid, p. 2.

[26] Ibid.

[27] Denise Noe, "Eric Rudolph: Suspected Serial Bomber," online at http://www.crimelibrary.com/terrorists_spies/terrorists/eric_rudolph/1.html, Chap 1, pp. 1-2.

[28] Ibid, p. 2.

[29] Steve Macko, "Terrorism Strikes at the Olympics," online at http://www.emergency.com/olymbom2.htm .

[30] Ibid.

[31] Denise Noe, "Eric Rudolph: Suspected Serial Bomber," online at http://www.crimelibrary.com/terrorists_spies/terrorists/eric_rudolph/1.html, Chap 3, pp. 1-2.

[32] Ibid, Chap 4, p. 1.

[33] Ibid, Chap 4, p. 2.

[34] Ibid, Chap 4, p. 3.

[35] Ibid, Chap 5, p. 1-3.

[36] David Johnson and James Risen, "Terror Sympathizers a Threat, FBI Says," *The Atlanta Journal-Constitution*, February 23, 2003, p. A15.

[37] "Eric Rudolph Charged in Centennial Olympic Park Bombing," online at http://www.usdoj.gov/opa/pr/1998/october/477crm.htm .

[38] Don Plummer, "FBI Keeps Watch over Suspects Mountain Home," *The Atlanta Journal-Constitution*, January 26, 2003, p. A10.

[39] Ibid.

[40]"Chronology of Major Terrorist Attacks Against U. S. Targets," online at http://www.cdi.org/terrorism/chronology.cfm .

[41] "Victims of September 11, 2001," *Public Administration Review*, Vol. 62, Special Issue, September 2002, pp. 6-7.

[42] Ibid.

[43] Ibid.

[44]REUTERS, "Congress Panel Clears 9/11 Inquiry Report," *The New York Times*, online at http://www.nytimes.com/reuters/news/news-congress-intelligence.html .

[45]"Osama bin Laden: High Priest of Terror," online at http://www.crimelibrary.com/terrorists_spies/terrorist/laden13.html, p. 1.

[46] "Victims of September 11, 2001," *Public Administration Review*, Vol. 62, Special Issue, September 2002, pp. 6-7.

[47]"FBI Press Release, 9/27/01-Hijackers," National Press Office, online at http://www.fbi.gov/pressrel/pressrel01/092701hjpic.htm .

[48]Dafna Linzer, "AP on Hijackers," online at http://www.anderson.ath.ex.8000/911/hj01.html .

[49] Ibid.

[50] Ibid.

[51] Ibid.

[52]"FBI Press Release, 9/27/01-Hijackers," National Press Office, online at http://www.fbi.gov/pressrel/pressrel01/092701hjpic.htm .

[53] Ibid.

[54] Ibid.

[55] Ibid.

[56]Dafna Linzer, "AP on Hijackers," online at http://www.anderson.ath.ex.8000/911/hj01.html

[57] Fact Sheet for FOIA Request 03-023, Tonja Brickhouse, SUBJECT: Request for Information Pertaining to Resources Used to Support Recovery and Security Associated with Various Terrorists Events in the U.S.," Department of the Army Directorate of Military Support, March 13, 2003.

[58] Ibid.

[59]Jim Garamone, "Task Force Counters Terrorist WMD Threats," online at http://www.aerotedhnews.com/starc/2000/140100/task_force.htm. .

[60]Fact Sheet for FOIA Request 03-023, Tonja Brickhouse, SUBJECT: Request for Information Pertaining to Resources Used to Support Recovery and Security Associated with Various Terrorists Events in the U.S.," Department of the Army Directorate of Military Support, March 13, 2003.

[61]Ibid.

[62]Ibid.

[63]Denise Noe, "Eric Rudolph: Suspected Serial Bomber," online at http://www.crimelibrary.com/terrorists_spies/terrorists/eric_rudolph/1.html, Chap 1, p. 2.

[64] Fact Sheet for FOIA Request 03-023, Tonja Brickhouse, SUBJECT: Request for Information Pertaining to Resources Used to Support Recovery and Security Associated with Various Terrorists Events in the U.S.," Department of the Army Directorate of Military Support, March 13, 2003.

[65] Ibid.

[66] Ibid.

[67] Ibid.

[68] Ibid.

Chapter 3

Homeland Security: Combating Domestic Terrorism

The U.S. government has no more important mission than protecting the homeland from future terrorist attacks. Yet the country has never had a comprehensive and shared vision of how best to achieve this goal.

President George W. Bush
The White House
July 16, 2002

Like terrorism, homeland security is a common household term. It is discussed in boardrooms regarding lucrative contracts. It is discussed in school classrooms with regard to school evacuation drills. It is discussed on college and university campuses as it relates to business, civil liberties, and public administration. Aside from the war in Iraq, it has been a media headliner since September 11, 2001. It is discussed at all levels of government – federal, state and local. One cannot escape the homeland security issue. President Franklin Delano Roosevelt captured the bottom line when he said, "We look forward to a world founded on four essential human freedoms. The first is freedom of speech and expression. The second is freedom of every person to worship God in his own way. The third is freedom from want…The fourth is freedom from fear.[1]

Homeland security somehow addresses the fourth essential freedom…freedom from fear. In the current context, the fear is generated by the acts of terrorism examined thus

far. Homeland security appears to be a national response to addressing this fear…it should bring with it a sense of feeling secure, feeling safe.

U.S. Commission on National Security/21st Century

"It is the mandate of the United States Commission on National Security/21st Century to…first, describe the world emerging in the first quarter of the next century; second, design a national security strategy appropriate to that world; and third, propose necessary changes to the national security structure in order to implement the strategy effectively."[2] In fact, the number one conclusion from the Commission's phase I report was, "America will become increasingly vulnerable to hostile attack on our homeland and our military superiority will not entirely protect us."[3]

This Commission, also known as the Hart-Rudman Commission, after its two co-chairs, former senators Gary Hart and Warren Rudman, presented the most comprehensive set of organizational proposals. The Commission's third and final report[4] released in March 2001, proposed the creation of a new National Homeland Security Agency. It recommended the merger of several federal agencies responsible for different homeland security tasks that encompassed both parts of the homeland security issue: prevention and reaction. "This report, which got very little attention when released, will stand as one of the boldest, most creative descriptions of a major 21st century problem and how the 20th century government was not equipped to deal with it."[5]

As a result of the Commission's recommendations, Congress took action. On March 21, 2001, prior to September 11, 2001, Representative Thornberry introduced legislation for the National Homeland Security Agency Act.[6] After the horrendous attacks, Senators Lieberman and Specter introduced legislation for the Department of National Homeland

Security Act of 2001.[7] The basic premise was the creation of a cabinet-level department with overall responsibility for preventing, protecting against and responding to a terrorist attack.

Homeland Security Defined

The U.S. Commission on National Security/21st Century introduced this homeland security model. But just what is 'homeland security'? According to the *National Strategy on Homeland Security*, "homeland security is a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur".[8] The *National Strategy on Homeland Security* clarifies key phrases in the definition. One must examine these key phrases to get a better sense of what the definition really means.

- Concerted national effort: based on the principles of shared responsibility between the Executive branch and partnership with Congress, state and local governments, the private sector, and the American people[9]

- Prevent: the first priority is to prevent terrorist attacks. Deter terrorists before they strike and take decisive action to eliminate the threat they pose – requires a global approach to prevention[10]

- Terrorist attacks: homeland security is focused on terrorism in the United States.[11] Terrorism was discussed extensively in Chapter 2.

- Reduce America's vulnerability: America is an open free society and presents itself as a major target for terrorists. Homeland security is a systematic, comprehensive, and strategic effort to identify and protect these vulnerabilities.[12]

- Minimize the damage: improve the systems that manage the consequences of terrorist attacks.[13]

- Recover: strategic approach to building and maintaining various financial, legal, and social systems to recover from all forms of terrorism[14]

Just by dissecting the definition one senses the enormity of the homeland security agenda and can appreciate it's relevance to the national security agenda.

National Security Strategy

Combating terrorism through homeland security is a key element of the current national security strategy.

> Defending our Nation against its enemies is the first and fundamental commitment of the Federal Government. Today, that task has changed dramatically. Enemies in the past needed great armies and great industrial capabilities to endanger America. Now shadowy networks of individuals can bring great chaos and suffering to our shores for less than it costs to purchase a single tank. Terrorists are organized to penetrate open societies and to turn the power of modern technologies against us.[15]

The national security strategy identifies broad goals to help make the world both safer and better:[16]

- Political and economic freedom
- Peaceful relations with other states
- Respect for human dignity

The second imperative in the strategy, "Strengthen Alliances to Defeat Global Terrorism and Work to Prevent Attacks Against Us and Our Friends,"[17] relates directly to homeland security. It begins quite bluntly with, "The United States of America is fighting a war against terrorists of global reach…the enemy is terrorism…"[18] This imperative focuses on disrupting and destroying terrorist organizations and outlines how the US will conduct its campaign against terrorist organizations. Listed as a key means to accomplishing this is by

> …defending the United States, the American people, and our interests and destroying the threat before it reaches our borders. While the United

> States will constantly strive to enlist the support of the international community, we will not hesitate to act alone, if necessary, to exercise our right of self-defense by acting preemptively against such terrorists, to prevent them from doing harm against our people and our country.[19]

Clearly, defending the American homeland is the #1 priority of this administration. Why? The national security strategy goes on to answer this question. It specifically states that the US will take action to strengthen America's homeland security to protect against and deter attack. "Centered on a new Department of Homeland Security, and including a new unified military command and a fundamental reordering of the FBI, our comprehensive plan to secure the homeland encompasses every level of government and the cooperation of the public and private sector."[20] This statement provides a good lead into a discussion of the *National Strategy for Homeland Security*.

National Strategy for Homeland Security

From the outset, the *National Strategy on Homeland* Security, clearly lays out its purpose: "to mobilize and organize our Nation to secure the U.S. homeland from terrorist attacks".[21] The mission is complex. It requires coordination and a clear focus. It has many key players in American society top down and bottom up, federal government down to every American citizen. From the extensive discussion of the definition of homeland security, one finds the strategy's three primary objectives[22]:

- Prevent terrorist attacks within the United States
- Reduce America's vulnerability to terrorism
- Minimize the damage and recover from attacks that do occur

The order of these three objectives deliberately sets priorities for America's efforts to secure the homeland.

The *National Strategy on Homeland Security* aligns and focuses homeland security on six critical mission areas: intelligence and warning, border and transportation security, domestic counterterrorism, protecting critical infrastructure, defending against catastrophic terrorism and emergency preparedness.[23] Each mission area has major initiatives that serve as a guide in the accomplishment of that mission area. This breakout facilitates the consolidation of federal plans; promotes cooperation among state, local and private plans; and identifies and resolves the seams between them.[24] One must look at each mission area to gain more insight into them. The next few paragraphs provide a brief synopsis of each one.

1. Intelligence and Warning[25]: Must have an intelligence and warning system that can detect terrorist activity before an attack. There are five major initiatives in this mission area.

    - Enhance the analytic capabilities of the FBI;
    - Build new capabilities through the Information and Analysis and Infrastructure Protection Division of the proposed Department of Homeland Security;
    - Implement the Homeland Security Advisory System;
    - Utilize dual-use analysis to prevent attacks;
    - Employ "red team" techniques

2. Border and Transportation Security[26]: Must conceive of border security as fully integrated. There are six major initiatives in this mission area.

    - Ensure accountability in border and transportation security;
    - Create "smart borders";
    - Increase the security of international shipping containers;
    - Implement the Aviation and Transportation Security Act of 2001;

- Recapitalize the U.S. Coast Guard;
- Reform immigration services

3. Domestic Counterterrorism[27]: Must effectively reorient law enforcement organizations to focus on preventing and interdicting terrorist activity within the United States. There are six major initiatives in this mission area.

    - Improve intergovernmental law enforcement coordination;
    - Facilitate apprehension of potential terrorists;
    - Continue ongoing investigations and prosecutions;
    - Complete FBI restructuring to emphasize prevention of terrorist attacks;
    - Target and attack terrorist financing;
    - Track foreign terrorists and bring them to justice

4. Protecting Critical Infrastructure and Key Assets[28]: Must improve protection of the individual pieces and interconnecting systems that make up critical infrastructure. There are eight major initiatives in this mission area.

    - Unify America's infrastructure protection effort in the Department of Homeland Security;
    - Build and maintain a complete and accurate assessment of America's critical infrastructure and key assets;
    - Enable effective partnership with state and local governments and the private sector;
    - Develop a national infrastructure protection plan;
    - Secure cyberspace;
    - Harness the best analytic and modeling tools to develop effective protective solutions;
    - Guard America's critical infrastructure and key assets against "inside" threats;

- Partner with the international community to protect our transnational infrastructure

5. Defending Against Catastrophic Threats[29]: Must develop a new approach, a focused strategy, and a new organization to address the threat of terrorist attacks using chemical, biological, radiological, and nuclear weapons. There are six major initiatives in this mission area.

    - Prevent terrorist use of nuclear weapons through better sensors and procedures;
    - Detect chemical and biological materials and attacks;
    - Improve chemical sensors and decontamination techniques;
    - Develop broad spectrum vaccines, antimicrobials, and antidotes;
    - Harness the scientific knowledge and tools to counter terrorism;
    - Implement the Select Agent Program

6. Emergency Preparedness and Response[30]: Must consolidate federal response plans and build a national system for incident management in cooperation with state and local government. There are twelve major initiatives in this mission area.

    - Integrate separate federal response plans into a single all-discipline incident management plan;
    - Create a national incident management system;
    - Improve tactical counterterrorist capabilities;
    - Enable seamless communication among all responders;
    - Prepare health care providers for catastrophic terrorism;
    - Augment America's pharmaceutical and vaccine stockpiles;
    - Prepare for chemical, biological, radiological, and nuclear decontamination;
    - Plan for military support to civil authorities;

- Build the Citizen Corps;
- Implement the First Responder Initiative of the Fiscal Year 2003 Budget;
- Build a national training and evaluation system;
- Enhance the victim support system

Without question, this strategy sets a broad, complex agenda for the Nation. It outlines goals, identifies programs and places responsibility across all levels of the federal, state, and local governments. It sets priorities so that the most critical issues can be addressed first. Ultimately, the *National Strategy for Homeland Security* provides a framework to build a budget based on the six critical mission areas. The U.S. currently spends approximately $100 billion (excluding DoD) per year on homeland security.[31]

Department of Homeland Security

Given the magnitude of the tasks as outlined in the *National Strategy for Homeland Security*, how does the Nation propose to organize for securing the homeland? Legislation creating a new Department of Homeland Security passed on Tuesday, November 19, 2002.[32] The creation of this department constitutes the largest federal government reorganization since the World War II era. Not since the establishment of the Department of Defense in 1947 has the federal government attempted to bring so many different functions together. President Bush's comments succinctly capture the essence of this legislation: "The United States Congress has taken an historic and bold step forward to protect the American people by passing legislation to create the Department of Homeland Security. This landmark legislation…will help our nation meet

the emerging threats of terrorism in the 21st Century".[33] However, Donald Kettl in "Connecting the Dots to Enhance Security," offers a different perspective on this historic event. He assesses that President Bush and members of Congress rushed to set up the new department because they feared the current quagmire of existing agencies continued to create opportunities for terrorists to slip through, ultimately hampering the government's ability to prevent further attacks. [34] The bill passed included the major components of President Bush's original proposal: providing for intelligence analysis and infrastructure protection, strengthening our borders, improving the use of science and technology to counter weapons of mass destruction, and creating a comprehensive response and recovery division.[35] After the lengthy discussion about the *National Strategy for Homeland Security*, the major components should sound very familiar at this point. On November 25, 2002, President Bush signed the bill and appointed Tom Ridge as the new Secretary of the Department of Homeland Security.[36]

The new Cabinet-level department will merge 22 agencies and 170,000 employees into a single entity responsible for homeland security. It will include responsibility for major players such as the Coast Guard, Customs Service, Immigration and Naturalization Service, Secret Service, Border Patrol, Federal Emergency Management Agency, Animal and Plant Inspection Service and the Transportation Security Administration.[37] The Department will be divided into four divisions[38]:

- Border and Transportation Security
- Emergency Preparedness and Response
- Science and Technology
- Information Analysis and Infrastructure Protection

The next four paragraphs offer a brief description of each division.

The Border and Transportation Security Division is responsible for all border control and transportation security agencies. Agencies included are the Transportation Security Administration, Border Patrol, Customs Service, Federal Protective Service and the Immigration and Naturalization Service (INS). INS will be split into two components – one for immigration enforcement; the other for handling immigration services.[39]

The Emergency Preparedness and Response Division is responsible for taking on the Federal Emergency Management Agency's (FEMA) role as the primary respondent to any local disaster. Agencies included are FEMA, National Oceanic and Atmospheric Administration Integrated Hazard Information System, National Domestic Preparedness Office, Health and Human Service Office of Emergency Preparedness and the Metropolitan Medical Response Teams. FEMA's work in helping local communities prepare for disasters would continue.[40]

The Science and Technology Division is responsible for developing countermeasures to terrorist threats – chemical, biological, radiological or nuclear. It would oversee research, development and testing of methods to protect the public. Agencies included are the DoD Chemical Biological Defense programs, the Department of Agriculture Plum Island Animal Disease Center , some Department of Energy agencies and some programs at the Lawrence Livermore National Laboratory.[41]

Finally, the Information Analysis and Infrastructure Protection Division is responsible for analyzing and identifying threats uncovered through intelligence information. This division would collect information provided by the CIA, FBI, National Security Administration and other intelligence agencies. The division would have its

own staff of analysts but will use intelligence professionals from other agencies and the private sector as well.[42]

Most Americans cannot fathom the breadth and depth of the Department of Homeland Security. As the cliché goes, "a picture is worth a thousand words." Figure 1[43] provides a pictorial view of the Department of Homeland Security. The immensity of the organizational chart again reinforces the enormity of the task of the new Department.

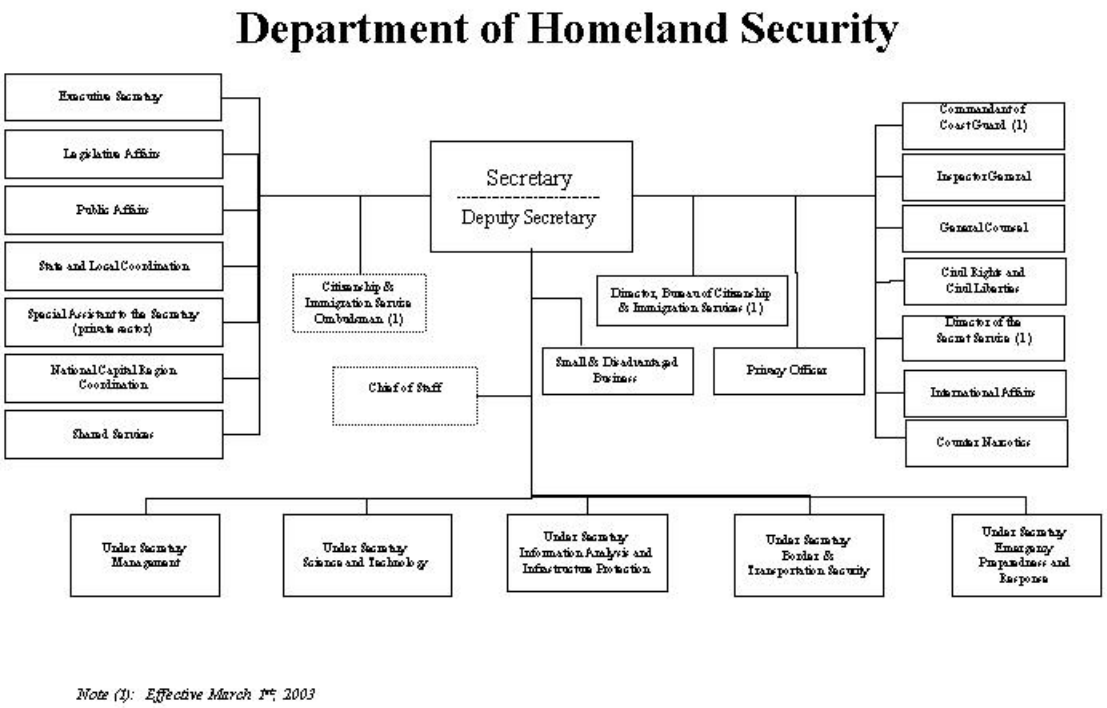

Figure 1 Organization Chart of Department of Homeland Security

Summary

"The devastating attacks of September 11th on the World Trade Center and the Pentagon have, in a single stroke, transformed the national security debate in the United States. The post-Cold War is finally over; terrorism has emerged…as the new great threat."[44] A single stroke of President Bush's pen on November 26, 2002 has changed how Americans deal with homeland security in the 21st century. However, with many agencies struggling to deal with deeply entrenched problems, improvements to domestic security could take years as the new Department of Homeland Security begins to operate at full effectiveness.

When one thinks of security and the defense of the American homeland, immediately one should ask, "What role does America's premier Armed Forces play in homeland security?" How does the Department of Defense factor into this new model for securing the American homeland?" The researcher now turns the reader's attention to DoD's role in supporting the *National Strategy for Homeland Security* and the new Department of Homeland Security.

[1] Peggy Anderson, *Great Quotes from Great Leaders," (Great Quotations, 1989), p. LD60.*

[2] "New World Coming: American Security in the 21st Century," Phase I Report of the U.S. Commission on National Security/21st Century, Washington, DC, September 1999, p. Preface.

[3] Ibid, p. 4.

[4] "Road Map for National Security: Imperative for Change," Phase III Report of the U.S. Commission on National Security/21st Century, Washington DC, March 15, 2001.

[5] Elaine C. Kamarck, "Applying 21st-Century Government to the Challenge of Homeland Security," The PricewaterhouseCoopers Endowment for the Business of Government, June 2002, p. 19.

[6] "National Homeland Security Agency Act," House Report 1158, 107 Cong 1 session, (GPO, 2001), introduced by Representative Mac Thornberry, March 21, 2001.

[7] "Department of National Homeland Security Act of 2001, Senate Report 1534, 107 Cong 1 session, (GPO, 2001), introduced by Senators Joe Lieberman and Arlen Specter, October 11, 2001.

[8] *National Strategy for Homeland Security*, (Government Printing Office, 2002), p. 2.

[9] Ibid.

[10] Ibid.

[11] Ibid.

[12] Ibid.

[13] Ibid.

[14] Ibid.

[15] *The National Security Strategy of the United States of America*, September 2002, p. Preface.

[16] Ibid, p. 1.

[17] Ibid, p.5.

[18] Ibid.

[19] Ibid, p. 6.

[20] Ibid.

[21] *National Strategy for Homeland Security*, (Government Printing Office, 2002), p. 1.

[22] Ibid, p. 3.

[23] Ibid, p. viii.

[24] "Briefing on Homeland Security," Office of the Secretary of Defense, June 1, 2002.

[25] *National Strategy for Homeland Security*, (Government Printing Office, 2002), pp. 17-19.

[26] Ibid, pp. 22-23.
[27] Ibid, pp. 26-28.
[28] Ibid, pp. 31-35.
[29] Ibid, pp. 38-40.
[30] Ibid, pp.42-45.
[31] Ibid, p. 63.
[32] Steve Kingsley, "Homeland Security Act Approved," *Homeland Defense Journal,* Vol 1, Issue 21, November 20, 2002, p.1.
[33] Ibid.
[34] Donald F. Kettl, "Connecting the Dots to Enhance Security," *La Follette Policy Report*, Vol. 13, No. 2, Fall-Winter 2002-03, p. 23.
[35] Steve Kingsley, "Homeland Security Act Approved," *Homeland Defense Journal,* Vol 1, Issue 21, November 20, 2002, p.1
[36] "Signing Homeland Security Bill, Bush Appoints Ridge as Secretary," *The New York Times*, online at http://www.nytimes.com/2002/11/26/politics/26bush .
[37] Steve Kingsley, "Homeland Security Act Approved," *Homeland Defense Journal,* Vol 1, Issue 21, November 20, 2002, p.1
[38] Ibid, p. 3.
[39] Ibid.
[40] Ibid, p. 4.
[41] Ibid.
[42] Ibid.
[43] Department of Homeland Security website, Online at http://www.homelandsecurity.org .
[44] Paul A. Harris, "Immigration, Globalization and National Security: An Emerging Challenge to the Modern Administrative State," a paper presented at the Southeastern Conference for Public Administration, October 2002.

Chapter 4

The Department of Defense and Homeland Security

> *"Our job will be to preserve the Nation's security by defending the American people where they live and work, and support civilian authorities as needed. We will also prepare for the inevitability of uncertainty and surprise. This will be a team effort from start to finish – our service men and women are ready for the challenge."*
>
> - General Ralph Eberhart
> Commander, U.S. Northern Command

According to the *National Strategy for Homeland Security*, DoD supports homeland security in three distinct ways: 1) military missions overseas; 2) homeland defense and 3) support to civil authorities.[1] The researcher intends to examine the latter two roles of homeland defense and support to civil authorities. The *National Strategy for Homeland Security* identifies three circumstances under which the DoD would be involved in improving security at home:

- Conduct military missions when taking the lead in defending the people and territory of our country with support from other agencies (Example: combat air patrols or maritime defense)
- Provide support during emergencies by providing capabilities that other agencies do not have (Example: a terrorist attack, forest fires, floods, tornadoes)
- Provide support to "limited scope" missions where other agencies have the lead (Example: security at the Olympics) [2]

The *National Strategy for Homeland Security* provides a very broad description of DoD's role in homeland security. One must consider DoD's response to this challenging role by examining how DoD is organized to support homeland security. After looking at how DoD is organized to support homeland security, the researcher will take a more in depth look at the homeland defense and support to civil authorities missions.

Key Terms and Definitions

Before organizing, DoD had to have a more definitive understanding of the new "buzz" words at the focal point of the homeland security mission. First, DoD immediately understood that homeland security and homeland defense are not the same. DoD defines homeland security as, "the preparation for, prevention of, deterrence of, preemption of, defense against and response to aggression directed towards U.S. territory, sovereignty, domestic population, and infrastructure; as well as crisis management, consequence management, and other domestic civil support"[3]. Considering the previous discussion in Chapter 3 on the definition in the *National Strategy for Homeland Security*, DoD expanded the definition of homeland security to cover all spectrums of potential DoD involvement.

DoD defines homeland defense as the, "protection of U.S. territory, sovereignty, domestic population and critical infrastructure against external threats and aggression"[4]. Clearly, homeland defense is a subset or subordinate mission of homeland security. It is very crucial that the reader be mindful of this distinction throughout this discussion.

DoD defines civil support as "DoD support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities"[5]. Graphically,

Figure 2[6] provides a good visual summary of how DoD views homeland security and it's role in it.

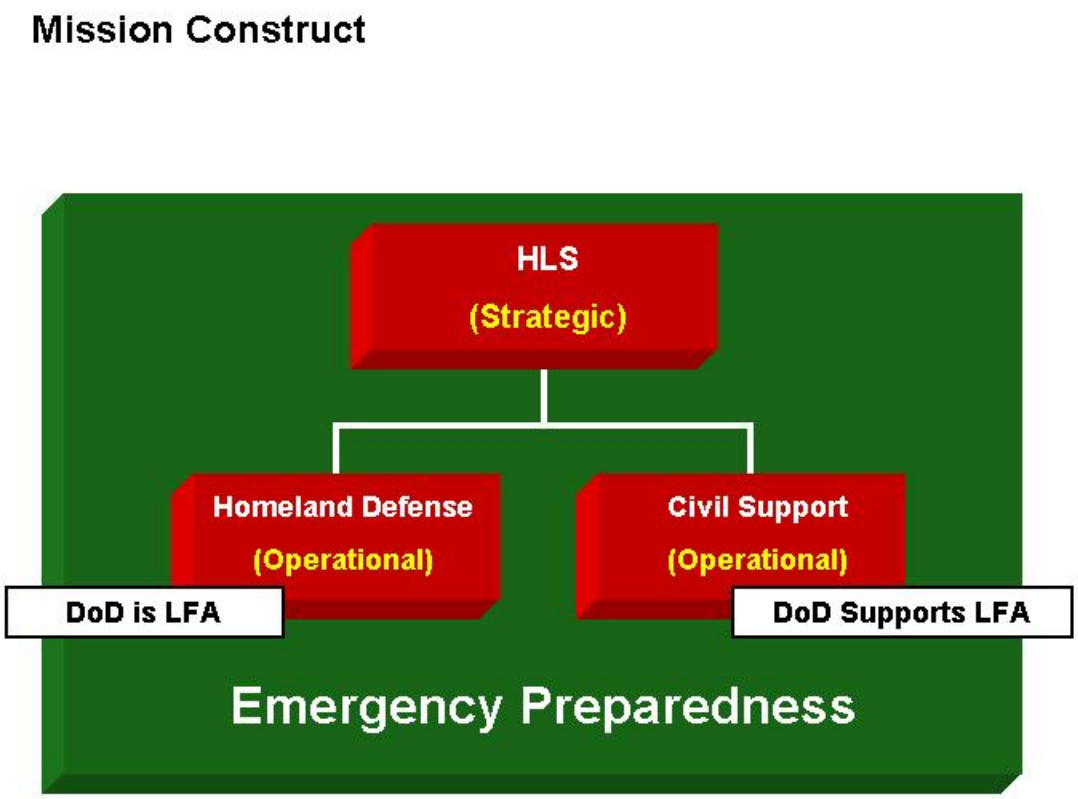

Figure 2 DoD Homeland Security Mission Construct

DoD Reorganizes to Support Homeland Security Mission

Historically, homeland defense has been the U.S. military's first priority since our Nation's founding. Providing for the common defense is explicitly stated in the Preamble of the Constitution[7]. However, DoD's new structure at the Office of the Secretary of Defense level, and the new unified command represent the first time a single military combatant commander has been in charge of homeland defense since George Washington took command of the new Continental Army in 1775[8].

DoD's new structure to support homeland security evolved in different stages. First, with a single combatant command; second, with military departments restructuring; and lastly, at the Office of the Secretary of Defense (OSD) level. For the purposes of this research, the researcher intends to keep the discussion focused on the OSD and unified command structure created since September 11, 2001 to perform DoD's roles in supporting homeland security.

OSD: Assistant Secretary of Defense for Homeland Defense (ASD[HD])

On March 25, 2003, Paul Wolfowitz, the Deputy Secretary of Defense, appointed the Honorable Paul McHale as the first Assistant Secretary of Defense for Homeland Defense (ASD[HD]).[9] Mr. McHale was charged to oversee DoD homeland defense activities, develop policies, conduct analyses, provide advice, and make recommendations on homeland defense, support to civil authorities, emergency preparedness and domestic crisis management matters within the DoD. As ASD(HD), he would assist the Secretary of Defense in providing policy direction through the Chairman of the Joint Chiefs of Staff to United States Northern Command and other combatant commanders.[10]

The ASD(HD) will serve in various capacities. A description of each role is provided below.

- DoD Domestic Crisis Manager: To focus the planning and execution of DoD activities and the use of resources in preventing and responding to crises
- Interagency Representative: To address the complexities of the interagency environment, will represent DoD on all homeland defense matters with designated Lead Federal Agencies, the Executive Office of the President, the Department of Homeland

Security, other Executive Departments and Federal Agencies and state and local entities[11]

The ASD(HD) was immediately tasked to prepare transition plans; define the domestic crisis management structure within OSD; define the relationship between ASD(HD) and U.S. Northern Command and other combatant commanders; and update and streamline various DoD Directives and Manuals relevant to homeland defense and support to civil authorities.[12] This memorandum also terminated all previous DoD Executive Agent assignments related to homeland defense and support to civil authorities. All duties and authorities related to the assignments were delegated to ASD(HD). In addition, personnel and associated resources were transferred to ASD(HD) and the Chairman of the Joint Chiefs of Staff. Figure 3[13] depicts the proposed organizational chart for the DoD homeland security structure as of June 2002.

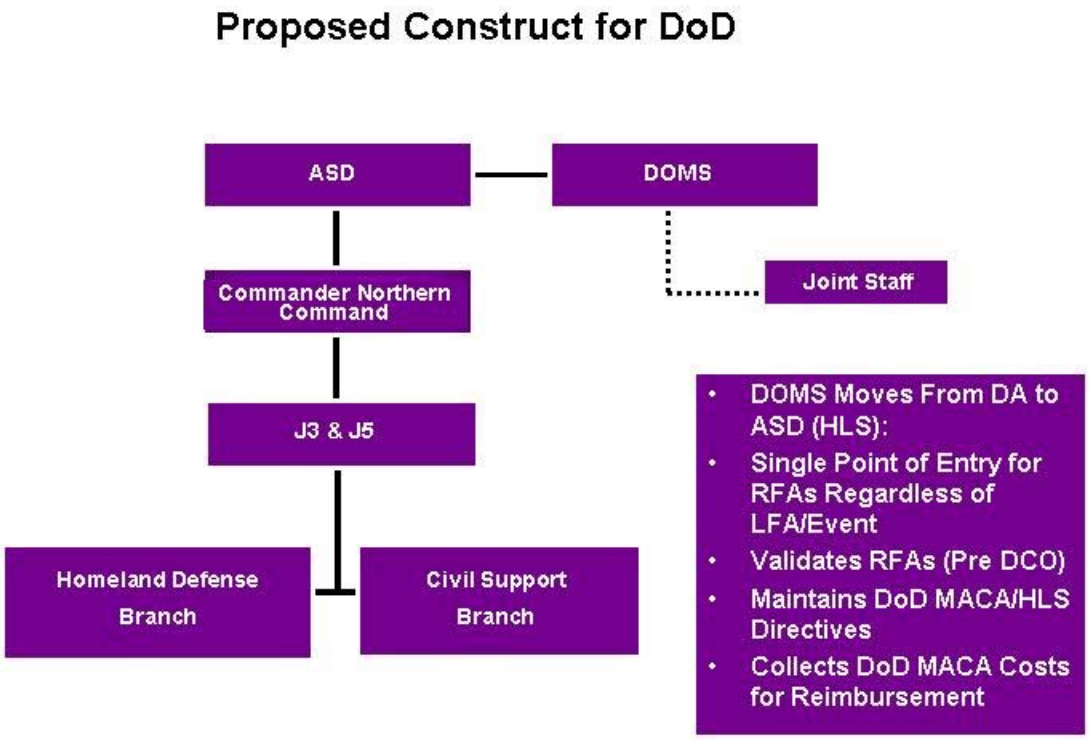

Figure 3 Proposed Homeland Security Organizational Structure Construct

The implementation guidance supports this organizational construct.

Combatant Command: United States Northern Command

Prior to the implementation of an organization at the OSD level, the Department recognized the need to create a single unified command for the defense of the United States similar to the other regional combatant commands. The events of September 11, 2001 demonstrated that the Department of Defense was not well prepared to deal with a major terrorist attack on the homeland. According to Thomas White, the Secretary of the Army, "There was no unity of command in the traditional sense that, if we were in Afghanistan, we would have had Central Command in charge."[14]

Organization

In early April 2002, Defense Secretary Donald Rumsfeld announced the creation of U.S. Northern Command (USNORTHCOM). "This is the first time that the continental United States will be assigned a commander. The new commander will be responsible for land, aerospace, and sea defense of the United States. He will command U.S. forces that operate within the U.S. in support of civil authorities.[15]

USNORTHCOM was established on October 1, 2002. It consolidated under a single unified command existing missions that were previously performed by other military organizations. Headquartered at Peterson Air Force Base in Colorado Springs, Colorado, USNORTHCOM plans, organizes and executes homeland defense and civil support missions but is staffed with only approximately 500 civil service employees and military members from all service departments. The command will be assigned forces whenever

necessary to execute missions. Air Force General Ralph Eberhart, commander of U.S. Northern Command, also commands the North American Aerospace Defense Command (NORAD), a bi-national command for aerospace warning and air control for Canada, Alaska and the continental United States.[16]

USNORTHCOM has four component commands. The Air Force component, North Air Force (NORTHAF), is headquartered at Langley Air Force Base, Virginia. The Army component, Army North (ARNORTH), is headquartered at Fort McPherson, Georgia. The Navy component, Navy Forces North (NAVNORTH), is headquartered in Norfolk, Virginia. The Marine Corps Component, Marine North (MARFORNORTH) is also located in Norfolk, Virginia.[17]

USNORTHCOM also assumed control of several pre-existing joint task forces. The subordinate joint task forces provide USNORTHCOM with the ability to execute important missions everyday. A description of each joint task force is provided below.

> Joint Force Headquarters - Homeland Security (JFHQ-HLS). Headquartered in Norfolk, Va., JFHQ-HLS is the homeland security component of U.S. Northern Command that coordinates the land and maritime defense of the continental United States. It also coordinates military assistance to civil authorities. JFHQ-HLS plans and integrates the full spectrum of homeland defense and civil support to lead federal agencies, such as the Federal Emergency Management Agency. Prevention, crisis response and consequence management are capabilities included within that spectrum of support.
>
> Joint Task Force - Civil Support (JTF-CS). Headquartered at Fort Monroe in Hampton, Va., JTF-CS is under the operational control of Joint Force Headquarters Homeland Security, which is a subordinate command of U.S. Northern Command. The mission of JTF-CS is to provide command and control for Department of Defense (DoD) forces deployed in support of the lead federal agency (LFA) managing the consequences of a chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) incident in the United States, its territories and possessions in order to save lives, prevent injury and provide temporary critical life support.

Joint Task Force - 6 (JTF-6). Headquartered at Biggs Army Airfield, Fort Bliss, Texas, JTF-6 provides Department of Defense counterdrug support to federal, regional, state and local law enforcement agencies throughout the continental United States.[18]

Figure 4[19] illustrates the USNORTHCOM organization for executing it's various missions.

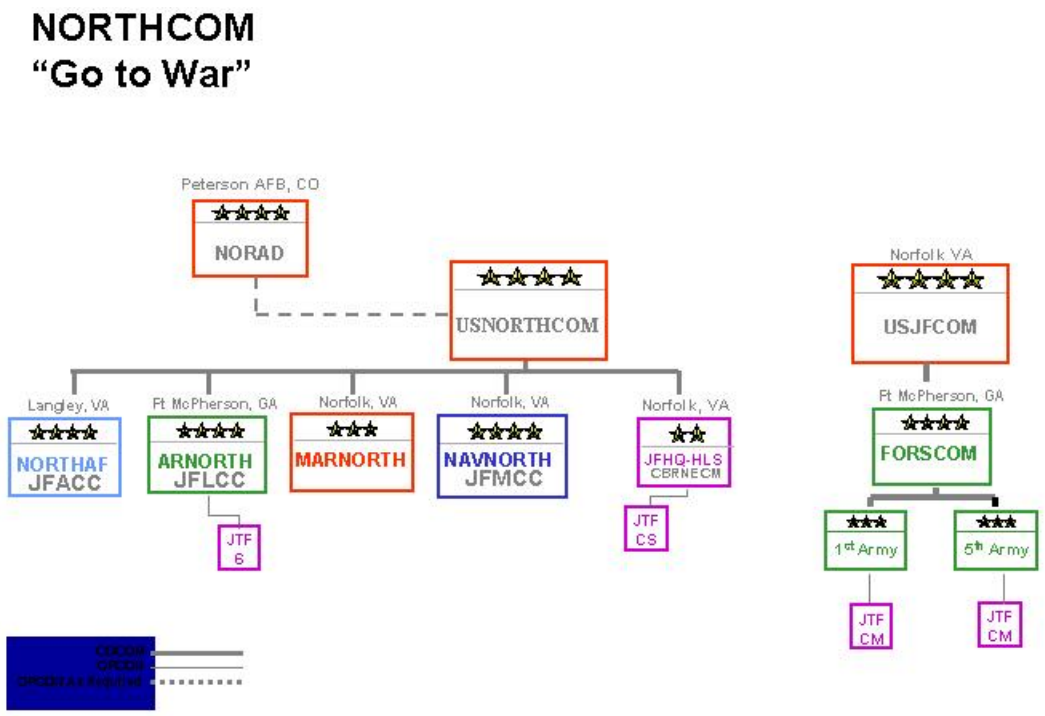

Figure 4 USNORTHCOM Organizational Chart

Mission

USNORTHCOM's missions are homeland defense and civil support, specifically:

- Conduct operations to deter, prevent, and defeat threats and aggression against the United States, its territories, and interests within the assigned area of responsibility

- As directed by the President or Secretary of Defense, provide military assistance to civil authorities including consequence management operations[20]

USNORTHCOM has a vast area of responsibility (AOR). It's AOR includes air, land, and sea approaches encompassing the continental United States, Alaska, Canada, Mexico and the surrounding water out to approximately 500 nautical miles. It also includes the Gulf of Mexico, Puerto Rico and the Virgin Islands. The mission will be discussed in greater detail as both homeland defense and civil support are addressed separately.

Homeland Defense Mission

Conducting operations to deter, prevent and defeat threats and aggression against the United States within the USNORTHCOM AOR represents the performance of traditional military missions. The Defense Planning Guidance, Unified Command Plan and National Defense Appropriations Act identify USNORTHCOM's responsibilities. To prevent organizational seams from becoming operational seams USNORTHCOM takes an "all hazards" approach to responses. This approach means that policies, processes, and procedures should be the same regardless of what DoD is responding to. Only resources and capabilities would change to meet the need/requirement.

In performing traditional military missions, the Department of Defense would be acting as the lead federal agency in performing the homeland defense mission. USNORTHCOM, serving as the supported combatant command, would lead military operations. Homeland defense would occur under extraordinary circumstances. Such circumstances would require military missions to protect our Nation's air space and maritime approaches. USNORTHCOM would execute this mission through coordination

with the National Security Council through the Chairman of the Joint Chiefs of Staff just like all other combatant commands.[21]

According to General Eberhart, "If we have indications of an enemy in the Atlantic heading our way, we (USNORTHCOM) would work with the Secretary of Defense and use a naval component to counter it"[22]. Stated differently, General Eberhart described USNORTHCOM in its homeland defense role as a "one-stop shopping" agency providing military protection of Americas borders, skies, coastal waters and continental neighbors.[23] Combat air patrols provide an example of the magnitude of the homeland defense mission. Since September 11, 2001, over 27,000 combat air patrol sorties have been flown.[24] Although separate commands NORAD and USNORTHCOM work together to provide air defenses for the USNORTHCOM AOR.

Given the classified nature of traditional military plans and operations associated with the homeland defense mission, limited information can be provided on specific forces and war plans required to execute the homeland defense mission in this document. Bottom line: If there is an external threat coming in, USNORTHCOM will have the lead. To close this brief discussion on the homeland defense mission, the researcher offers this summary of comments from General Eberhart:

> I'd like to be the Maytag repairman, said General Eberhart, comparing his aspirations for Northern Command to the TV commercial character who is always ready for action though rarely needed. According to General Eberhart, Northern Command will succeed in its mission only if it is proactively able "to deter, prevent and defeat," terrorists threats, "on the front end."[25]

As a reminder, the researcher turns your attention to Figure 2, DoD Homeland Security Mission Construct. Remember, homeland defense is an operational component of the national homeland security effort.

The Civil Support Mission

The civil support mission is vast and less clearly defined. "As directed by the President or Secretary of Defense, provide military assistance to civil authorities including consequence management operations."[26] As the mission statement implies, civil support is broad. There is also much more information available in unclassified sources on the civil support mission. Figure 5[27], Military Assistance Missions, list the various events that may require civil support. Execution of the civil support mission will be via coordination with the Department of Homeland Security.

Figure 5 Military Assistance Missions

Discussing DoD's civil support mission can become confusing. First, one must consider the different terms DoD associates with it – Military Assistance to Civil Authorities (MACA) and Military Support to Civil Authorities (MSCA). Department of Defense Directive (DoDD) 3025.15, *Military Assistance to Civil Authorities*, provides the following definitions to aid in this discussion on civil support.

> Civil Authorities: Nonmilitary federal, state or local government agencies.
>
> Military Assistance to Civil Authorities: Those DoD activities and measures covered under MSCA (natural and manmade disasters, see MSCA definition) plus DoD assistance for civil disturbances, counterdrug, sensitive support, counterterrorism, and law enforcement.
>
> Military Support to Civil Authorities: Those activities and measures taken by the DoD components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies.[28]

General Eberhart explained that various laws, including the *Posse Comitatus Act*, empower the President to allow the military to assist civilian law enforcement, but that it will never be the lead agency in a civil situation.[29] The *Posse Comitatus Act*[30] symbolizes the segregation of military involvement from civilian affairs. By reviewing the above definitions, one sees that civil support represents any support provided to a nonmilitary entity. One also understands that military assistance to civil authorities is the overarching term for all types of civil support. In other words, military support to civil authorities is a subset or component of military assistance to civil authorities. Often the terms are used interchangeably. All parties, DoD and civilian agencies need to comprehend the subtle differences. For the purposes of this research, the civil support mission represents all definitions discussed previously.

Through review of numerous DoD publications and documents, one common theme resounds clear: homeland defense and civil support are not new missions. "Homeland security is not a new mission for the American military…we have been performing the mission for the past 227 years."[31] "For years DoD officials, under a variety of existing federal statutes and regulations, have employed federal military forces to help state and local civil officials cope with emergencies."[32] In 1992, more than 22,000 military personnel deployed to Florida to provide civil support after Hurricane Andrew.[33] In 1995, almost 800 military personnel provided civil support near Los Angeles, California after the Northridge Earthquake.[34] In the terrorist event summaries discussed in Chapter 2, military personnel provided assistance to federal, state and local efforts.

The Department of Defense has a number of directives that regulate civil support. The key directives[35] are listed below. The titles are descriptive and provide some indication of each directive's focus. There are many more directives. Appendix A provides a more comprehensive list of regulatory guidance.

- DoDD 3020.36, National Security Emergency Preparedness
- DoDD 3025.1, Military Support to Civil Authorities
- DoDD 3025.12, Military Support for Civil Disturbances
- DoDD 3025.13, Secret Service Support
- DoDD 3025.15, Military Assistance to Civil Authorities

To understand the civil support mission, one must have a general understanding of America's response philosophy. The American response philosophy is based on a tiered response construct: local – state – federal.[36] First and foremost, all disasters are local. Disasters should be resolved at the lowest level of government possible. Local personnel will be the first responders. "Properly trained and equipped first responders have the

greatest potential to save lives and limit casualties…"[37] Figure 6[38] provides general facts about first responders.

First Responder Facts

Properly trained and equipped first responders have the greatest potential to save lives and limit causalities…

Fire Fighters	1 million – 750,000 are volunteers
Local Police	556,000 full-time 436,000 Sworn Personnel
Sheriff's Officers	291,00 Full-time 186,00 Sworn Personnel
Emergency Medical Technicians	155,000

Figure 6 First Responder Facts

Each successive level of government responds when the lower level of government recourses or capabilities has been exceeded. The new Department of Homeland Security orchestrates the federal level response. The Department of Defense, through USNORTHCOM, serves in support of civil authorities. There are a number of DoD assets that states regularly request for use during civil support. Although Figure 7[39] is not comprehensive, it provides a list of the highest priority items requested.

DoD Assets Sought By States

- Rotary-Wing Aircraft
- 4-Wheel Drive Vehicles
- Supply Transportation
- Shelter
- Food
- First Aid and Medical Support
- Engineering Equipment
- Security Support
- Fixed-Wing Airlift
- Debris Removal
- Communications Support
- Demolition
- Boats
- Diver Support
- Power Generation
- Emergency Lighting
- Water Purification
- Water Transport and Supply

Figure 7 DoD Assets Sought By States

General Eberhart offers this example to illustrate the response philosophy.

> If there's a threat of terrorists in Chicago, and it affects homeland security, that would involve the governor of Illinois first then maybe the Department of Justice and the FBI. If the state believed it couldn't handle the threat, the governor would ask the President to provide military support. Only then, if the President agreed, would the Secretary of Defense direct Northern Command to support the mission.[40]

The general's comments sum up this discussion on civil support.

Summary: DoD Executing the Homeland Defense and Civil Support Missions

The use of federal military forces to perform homeland defense and civil support missions is not new. What is new is the DoD organizational structure established to

execute these missions. USNORTHCOM has been actively engaged in participating in several recent events.

Providing support to civil authorities, USNORTHCOM demonstrated its ability to conduct operations in a number of emergency situations. "During the Washington DC sniper attacks, USNORTHCOM coordinated aerial surveillance with the FBI."[41] USNORTHCOM also supported President Bush's attendance at the Asia Pacific Economic Cooperation Conference in Los Cabos, Mexico. In addition, USNORTHCOM supported the President's State of the Union Address in January 2003.[42] In February 2003, USNORTHCOM oversaw the military support provided to civil authorities when communications broke with the space shuttle Columbia. Fighter aircraft from the Louisiana Air National Guard were launched to assist the National Aeronautics and Space Agency (NASA) with the search. Airborne Warning and Control System (AWACS) aircraft from Oklahoma were also launched to support search and recovery efforts.[43]

In March 2003, USNORTHCOM was called into play to execute the homeland defense mission. With the attack on Iraq, USNORTHCOM became responsible for homeland defense for in war operations. Additionally, "When Cuban hijackers chose the inopportune time of the start of Gulf War II to commandeer a plane to Florida, U.S. fighter jets, under the command of Northern Command, scrambled to intercept them as a potential domestic threat. The jets shadowed the DC-3 until it landed safely in Florida…prepared the whole way to blow the aircraft out of the sky."[44] On a final note, a USNORTHCOM official sums up DoD's homeland security missions simplistically.

> And with Wednesday's attack on Iraq, NORTHCOM now is responsible for homeland defense for the first time during a wartime situation. Our

> mission statement gives us two tasks…homeland defense, to bloody the noses of whoever is coming at us, (and) the other is providing military assistance to civilian authorities.[45]

DoD has reorganized to support the homeland security mission. ASD(HD) and USNORTHCOM continue to evolve as organizations to effectively provide guidance and lead operations to perform the critical roles of homeland defense and civil support.

---

[1] *National Strategy for Homeland Security*, (Government Printing Office, 2002), p. 13.

[2] Ibid.

[3] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003 with reference to CM 213-02 (March 7, 2002).

[4] Ibid.

[5] Ibid.

[6] Briefing on "Homeland Security," Office of the Secretary of Defense, June 1, 2002.

[7] Lt Col Martha K. Jordan, *Lessons Learned from History: Implications for Homeland Defense*, Air University, April 2001, p. 5.

[8] MSgt Bob Haskell, "New Security Department Reinforces NORTHCOM Mission," *Homeland Defense Journal*, Vol 1, Issue 22, December 4, 2002, p.7.

[9] Paul Wolfowitz, "Memorandum on Implementation Guidance Regarding the Office of the Assistant Secretary of Defense for Homeland Defense," Office of the Deputy Secretary of Defense, March 25, 2003.

[10] Ibid.

[11] Ibid.

[12] Ibid.

[13] Briefing on "Homeland Security," Office of the Secretary of Defense, June 1, 2002.

[14] Michael E. O'Hanlon, et al, *Protecting the American Homeland*, Washington DC: Brookings Institution Press (2002), p. 120.

[15] Donald Rumsfeld, "Special Briefing on the Unified Command Plan," (The Pentagon, April 17, 2002). Online at http://www.defenselink.mil/news/Apr2002 .

[16] USNORTHCOM website. Online at http://www.northcom.mil .

[17] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[18] USNORTHCOM website. Online at http://www.northcom.mil .

[19] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[20] USNORTHCOM website. Online at http://www.northcom.mil .

[21] "NORTHCOM Provides Military Homeland Defense," Online at http://usgovinfo.about.com/library/weekly/aanorthcom.htm .

[22] 1st Lt Stacie Shafran, "NORTHCOM Commander Discusses Homeland Defense," Online at https://www.northcom.mil/newsroom .

[23] "NORTHCOM Provides Military Homeland Defense," Online at http://usgovinfo.about.com/library/weekly/aanorthcom.htm .

[24] 1st Lt Stacie Shafran, "NORTHCOM Commander Discusses Homeland Defense," Online at https://www.northcom.mil/newsroom .

[25] "NORTHCOM Provides Military Homeland Defense," Online at http://usgovinfo.about.com/library/weekly/aanorthcom.htm .

[26] USNORTHCOM website. Online at http://www.northcom.mil .

[27] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[28] Department of Defense Directive 3025.15, *Military Assistance to Civil Authorities*, February 18, 1997, p. 17.

[29] 1st Lt Stacie Shafran, "NORTHCOM Commander Discusses Homeland Defense," Online at https://www.northcom.mil/newsroom .

[30] For a comprehensive discussion of the *Posse Comitatus Act* see Charles Doyle, "The Posse Comitatus Act and Related Matters: The Use of the Military to Execute Civilian Law," Congressional Research Service Report 95-964, June 1, 2000.

[31]Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[32] "Military Support of Civil Authorities – A New Focus for a New Millennium," *Journal of Homeland Security*, November 7, 2002. Online at http://www.homelandsecurity.org/journal/articles .

[33] Ibid.

[34] Ibid.

[35] Briefing on "Military Support to Civil Authorities Responsibilities," Office of the Secretary of Defense, October 2002.

[36] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[37] Briefing on "Homeland Security," Office of the Secretary of Defense, June 1, 2002.

[38] Ibid.

[39] Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

[40] 1st Lt Stacie Shafran, "NORTHCOM Commander Discusses Homeland Defense," Online at https://www.northcom.mil/newsroom .

[41] Ibid.

[42] Ibid.

[43] Beverly Allen, "NORAD and USNORTHCOM Provide Support in Response to Columbia Disaster," February 7, 2003, Online at http://www.northcom.mil/newsroom .

[44] Mike Barber, "Unique Military Unit Defends the U.S.," March 25, 2003, online at http://seattlepi/nwsource.com/local/114024_wnorthcom25.shtml .

[45] Ibid.

Chapter 5

Conclusion: Homeland Defense Versus Civil Support: Resource Challenges to Performing Both Missions?

> *Americans will never forget the murderous events of September 11, 2001…There should be no doubt that we will succeed in weaving an effective and permanent level of security into the fabric of a better, safer, stronger America.*
>
> *The National Strategy for Homeland Security*

Since September 11, 2001, improving homeland security has been the United States' highest priority. Those catastrophic attacks and the examination of other major attacks in the United States, as cited in Chapter 2, clearly indicate that the American homeland is not exempt from cowardice terrorist attacks that inflict heavy casualties and create great fear in the hearts and minds of every American citizen. Our nation has devoted a tremendous amount of effort to place greater emphasis on homeland security. Chapter 3 revealed that the *National Strategy for Homeland Security* provides the overarching framework for organizing to secure our homeland. It prescribes various roles for all segments of the nation. It also specifies that DoD contributes through three primary means: military missions overseas, homeland defense, and support to civil authorities. With a single stroke of the President's pen, Americans took this new national strategy to another level through the creation of the Department of Homeland Security.

Conclusion

The use of federal military forces to perform homeland defense and civil support missions is not new. Military forces have been performing these missions for over 227 years. This research effort was an attempt to examine the broad mission of military support to civil authorities; it's potential for significant demand on DoD resources; and it's potential impact on DoD's ability to perform the homeland defense mission.

The increasing propensity for terrorists to conduct mass casualty attacks highlighted the need for DoD to reexamine its roles in supporting the new national homeland security strategy. In Chapter 2, the initial research findings on DoD support to major terrorist attacks did not support the researcher's premise that providing civil support would strain or degrade DoD resources and negatively impact DoD's execution of the homeland defense mission. Key to drawing this conclusion was that no research findings revealed any major strain on DoD resources. Information provided by the Director of Military Support (DOMS) did not reflect any requests for federal assistance (RFA) that DoD could not support in any instance. Based on the researcher's experience while performing duties in the National Military Command Center during Operation NOBLE EAGLE, the bureaucracy for processing the requests appeared disjointed and haphazard and presented more of a strain than the actual support to civil authorities.

The critical component to any discussion on support to civil authorities is understanding America's response philosophy. All disasters are local. That means our nation responds in a tiered approach – local – state –f federal. Given that approach, local responders and local resources, not DoD resources, are the cornerstones to national

homeland security. DoD support to civil authorities is a critical mission, but under the American system it would not become a primary mission for DoD.

Yes, there is always the possibility of mission creep. The Secretary of Defense through the new Assistant Secretary of Defense for Homeland Defense, sets firm time limits on DoD involvement. Federal statutes and DoD directives provide guidance and limitations for DoD support. As the word support implies, DoD, in it's supporting role to civil authorities, shares information on DoD assets available for support. Civil authorities identify deficient areas and request assistance if requirements exceed capabilities of nonmilitary sources; or if there is a requirement for a unique military capability. In supporting lead federal agencies DoD waits for the official call for assistance.

Military assistance missions identified in Chapter 4 cover a broad spectrum. Continued examination of the homeland defense and civil support missions in Chapter 4 rendered the initial thesis even more questionable. Resources required to execute the civil support missions, such as medical assets, are quite different from assets required to execute homeland defense missions, or traditional military missions, such as combat air patrols. External threats coming in require a traditional military response from the onset. Internal threats require civil authorities, which may or may not require military support.

Research findings alluded to problems with the "disjointedness" of the bureaucracy supporting the researcher's depiction of it during Operation NOBLE EAGLE. The new DoD organizational structure is critical to executing the homeland defense and support to civil authorities missions. What has been lacking is the "unity of command" essential to successful execution of these missions. Whether supporting NASA during space shuttle

Columbia recovery operations, or scrambling jets to intercept Cuban hijackers, USNORTHCOM has demonstrated that unity of command is essential for conducting successful support operations during emergency situations or defending the homeland in potential domestic attack situations.

Recommendations

During the course of this research effort, it became quite evident that local first responders are the key to executing a successful homeland security strategy. Regardless of the forum - homeland defense conferences, public administration lectures, or political science seminars, the sentiment was the same. The state and local law enforcement organizations, firefighters, emergency response systems, and medical professionals are the foundation. With the build up of forces and the subsequent attack on Iraq, it became apparent in communities across the nation that critical local first responders serve in guard and reserve units en masse. Their response to the call for military active duty created first responder shortages in many communities. The researcher recommends future studies be conducted to assess the actual impact of this competition for limited (or the same) resources between first responders and the guard and reserve forces.

Summary

When one thinks of homeland security and the defense of the American homeland, without a doubt one should think of America's premier Armed Forces. But this research reveals those thoughts should be framed in the context of DoD supporting the national strategy, not dominating or directing that strategy. The new *National Strategy for Homeland Security*, the new Department of Homeland Security, and DoD's new

organizational structure – Assistant Secretary of Defense for Homeland Defense and United States Northern Command, represent the "weaving of an effective and permanent level of security into the fabric of a better, safer, stronger America"[1]. Realistically, with the new strategy evolving and the new organizations in their infancies, improvements in domestic security will be ongoing as these new entities begin to operate at full effectiveness.

---

[1]*National Strategy for Homeland Security*, (Government Printing Office, 2002), p. 69.

Bibliography

Allen, Beverly, "NORAD and USNORTHCOM Provide Support in Response to Columbia Disaster," February 7, 2003, Online at http://www.northcom.mil/newsroom

Anderson, Peggy, *Great Quotes from Great Leaders,"* (Great Quotations, 1989).

Barber, Mike "Unique Military Unit Defends the U.S.," March 25, 2003, online at http://seattlepi/nwsource.com/local/114024_wnorthcom25.shtml .

Barkun, Michael., "Defending Against the Apocalypse: The Limits of Homeland Security," *Governance & Public Security*, 1st Ed., 2002, pp. 17-27.

Blake, Jeffrey D., "Terrorism and the Military's Role in Domestic Crisis Management: Background and Issues for Congress," Congressional Research Service, The Library of Congress, April 19, 2001.

Briefing on "Homeland Security," Office of the Secretary of Defense, June 1, 2002.

Briefing on "Military Support to Civil Authorities," U. S. Army Forces Command, January 22, 2003.

Briefing on "Military Support to Civil Authorities Responsibilities," Office of the Secretary of Defense, October 2002.

"Chronology of Major Terrorist Attacks Against U. S. Targets," online at http://www.cdi.org/terrorism/chronology.cfm .

Department of Defense, DoD 3025.1-M, *Manual for Civil Emergencies.* Washington, DC: GPO, June 1994.

Department of Defense, DoD Directive 3025-15, *Military Assistance to Civil Authorities*. Washington, DC: GPO, February 18, 1997.

Department of Defense, DoD Directive 3025-1, *Military Support to Civil Authorities*. Washington, DC: GPO, February 18, 1997.

"Department of National Homeland Security Act of 2001, Senate Report 1534, 107 Cong 1 session, (GPO, 2001), introduced by Senators Joe Lieberman and Arlen Specter, October 11, 2001.

Dictionary by Merriam-Webster online at AOL Research & Learn: Dictionary, http://www.aol.com.

Doyle, Charles, "The Posse Comitatus Act and Related Matters: The Use of the Military to Execute Civilian Law," Congressional Research Service Report 95-964, June 1, 2000.

"Eric Rudolph Charged in Centennial Olympic Park Bombing," online at http://www.usdoj.gov/opa/pr/1998/october/477crm.htm .

Fact Sheet for FOIA Request 03-023, Tonja Brickhouse, SUBJECT: Request for Information Pertaining to Resources Used to Support Recovery and Security Associated with Various Terrorists Events in the U.S.," Department of the Army Directorate of Military Support, March 13, 2003.

"FBI Press Release, 9/27/01-Hijackers," National Press Office, online at http://www.fbi.gov/pressrel/pressrel01/092701hjpic.htm .

Garamone, Jim, "Task Force Counters Terrorist WMD Threats," online at http://www.aerotedhnews.com/starc/2000/140100/task_force.htm , January 2000.

Gamin, Jeffrey, "Collecting the Antiterror Coalition," *Policy Review*. October 2001.

Glendening, Parris N., "Governing after September 11th: A New Normalcy," *Public Administration Review*, Vol. 62, Special Issue, September 2002, pp. 21-23.

Harris, Paul A., "Immigration, Globalization and National Security: An Emerging Challenge to the Modern Administrative State". Paper delivered at the Southeastern Conference for Public Administration, October 2002.

Haskell, MSgt Bob, "New Security Department Reinforces NORTHCOM Mission," *Homeland Defense Journal*, Vol 1, Issue 22, December 4, 2002, p.7.

Irvine, Reed, "Oklahoma Bombing Linked to Bin Laden," online at http://www.okcbombing.org/news%20articles/okc,%20911%20link/bombing .

Johnson, David and Risen, James, "Terror Sympathizers a Threat, FBI Says," *The Atlanta Journal-Constitution*, February 23, 2003, p. A15.

Joint Publication 1-02, *DoD Dictionary of Military Terms*, online at http://www.dtic.mil/doctrine/jel/doddict/data/t105345.html .

Jordan, Lt Col Martha K., *Lessons Learned from History: Implications for Homeland Defense*, Air University, April 2001.

Kamarck, Elaine C., "Applying 21st-Century Government to the Challenge of Homeland Security," The PricewaterhouseCoopers Endowment for the Business of Government, June 2002.

Kingsley, Steve, "Homeland Security Act Approved," *Homeland Defense Journal,* Vol 1, Issue 21, November 20, 2002, p.1.

Linzer, Dafna, "AP on Hijackers," online at http://www.anderson.ath.ex.8000/911/hj01.html .

Macko, Steve, "Terrorism Strikes at the Olympics," online at http://www.emergency.com/olymbom2.htm .

"Military Support of Civil Authorities – A New Focus for a New Millennium," *Journal of Homeland Security*, Online at http://www.homelandsecurity.org/journal/articles , November 7, 2002.

Moynihan, Donald P. and Roberts, Alasdair., "Public Service Reform and the New Security Agenda," *Governance & Public Security*, 1st Ed., 2002, pp. 130-145.

"National Homeland Security Agency Act," House Report 1158, 107 Cong 1 session, (GPO, 2001), introduced by Representative Mac Thornberry, March 21, 2001.

National Strategy for Homeland Security, Office of Homeland Security, July 2002.

The National Security Strategy of the United States of America, September 2002.

"New World Coming: American Security in the 21st Century," Phase I Report of the U.S. Commission on National Security/21st Century, Washington, DC, September 1999.

Noe, Denise, "Eric Rudolph: Suspected Serial Bomber," online at http://www.crimelibrary.com/terrorists_spies/terrorists/eric_rudolph/1.html .

"NORTHCOM Provides Military Homeland Defense," Online at http://usgovinfo.about.com/library/weekly/aanorthcom.htm .

O'Hanlon, Michael E. et al., *Protecting the American Homeland,* Washington, DC: The Brookings Institution Press, 2002.

"Osama bin Laden: High Priest of Terror," online at http://www.crimelibrary.com/terrorists_spies/terrorist/laden13.html .

Ottley, Ted, "The Timothy McVeigh Story: The Oklahoma Bomber," online at http://www.crimelibrary.com/serial_killers/notorious/mcveigh/superstars_9.html .

Papp, Daniel S., *Contemporary International Relation,* New York, NY: Macmillan College Publishing Company, 1994.

Plummer, Don, "FBI Keeps Watch over Suspects Mountain Home," *The Atlanta Journal-Constitution*, January 26, 2003, p. A10.

Presidential Decision Directive 39, *"U.S. Policy on Counterterrorism,"* June 21, 1995.

REUTERS, "Congress Panel Clears 9/11 Inquiry Report," *The New York Times*, online at http://www.nytimes.com/reuters/news/news-congress-intelligence.html .

"Road Map for National Security: Imperative for Change," Phase III Report of the U.S. Commission on National Security/21st Century, Washington DC, March 15, 2001.

Rumsfeld, Donald, "Special Briefing on the Unified Command Plan," The Pentagon, April 17, 2002, Online at http://www.defenselink.mil/news/Apr2002 .

Schwartau, Winn, "The Reality of Cyberterrorism," *The American Legion*, Vol. 154, No. 4, April 2003, pp.13-16.

Shafran, 1st Lt Stacie, "NORTHCOM Commander Discusses Homeland Defense," Online at https://www.northcom.mil/newsroom .

"Signing Homeland Security Bill, Bush Appoints Ridge as Secretary," *The New York Times*, online at http://www.nytimes.com/2002/11/26/politics/26bush .

Toffler, Alvin and Heidi., *War and Antiwar,* New York, NY: First Warner Books, 1993.

Tzu, Sun, *The Art of War*, translated by Samuel B. Griffin, New York, NY: Oxford University Press, 1963.

USNORTHCOM website, Online at http://www.northcom.mil .

"Victims of September 11, 2001," *Public Administration Review*, Vol. 62, Special Issue, September 2002, pp. 6-7.

Webster's New World Dictionary of the American Language, 2nd College edition, (Simon & Schuster, 1984), p. 1469.

Wermuth, Michael A., "Mission Impossible? The White House Office of Homeland Security," *Governance & Public Security*, 1st Ed., 2002, pp. 29-35.

Williams, Dave, "The Bombing of the World Trade Center in New York City," online at http://www.interpol.int/public/publications/ICPR/ICPR469_3.asp .

Wolfowitz, Paul, "Memorandum on Implementation Guidance Regarding the Office of the Assistant Secretary of Defense for Homeland Defense," Office of the Deputy Secretary of Defense, March 25, 2003.

Appendix A

Acronyms

AOR	Area of Responsibility
ARNORTH	Army North
ASD	Assistant Secretary of Defense
ASD (HD)	Assistant Secretary of Defense for Homeland Defense
CBRN	Chemical, Biological, Radiological and Nuclear
DA	Department of the Army
DCO	Defense Coordinating Officer
DOD	Department of Defense
DOMS	Director of Military Support
EOD	Explosive Ordnance Detection
FEMA	Federal Emergency Management Agency
FORSCOM	U. S. Army Forces Command
HLS	Homeland Security
INS	Immigration and Naturalization Service
J3	The Joint Staff Director of Operations
J5	The Joint Staff Director of Strategic Plans
JFACC	Joint Force Air Component Commander

JFHQ-HLS	Joint Force Headquarters-Homeland Security
JFLCC	Joint Force Land Component Commander
JFMCC	Joint Force Maritime Component Commander
JTF-CS	Joint Task Force-Civil Support
JTF-6	Joint Task Force-6
LFA	Lead Federal Agency
MACA	Military Assistance to Civil Authorities
MARFORNORTH	Marine North
MSCA	Military Support to Civil Authorities
NAVNORTH	Navy Forces North
NBC	Nuclear, Biological and Chemical
NORAD	North American Aerospace Defense Command
NORTHAF	North Air Force
OSD	Office of the Secretary of Defense
RFA	Request for Federal Assistance
USNORTHCOM	United States Northern Command

Appendix B

List of Directives

DoD 3025.1-M	Manual for Civil Emergencies
DoD 3150.8-M	Nuclear Weapon Accident Response Procedures (NARP)
DoDD 1215.6	Uniform Reserve Training and Retirement Categories
DoDD 1330.5	American National Red Cross
DoDD 2000.12	DoD Antiterrorism/Force Protection (AT/FP) Program
DoDD 3020.26	Continuity of Operations (COOP) Policy and Planning
DoDD 3020.36	Assignment of National Security Emergency Preparedness (NSEP) Responsibilities to DoD Components
DoDD 3025.1	Military Support to Civil Authorities (MSCA)
DoDD 3025.12	Military Assistance for Civil Disturbances (MACDIS)
DoDD 3025.13	Employment of Department of Defense Resources in Support of the United States Secret Service
DoDD 3025.15	Military Assistance to Civil Authorities
DoDD 3025.16	Military Emergency Preparedness Liaison Officer (EPLO) Program
DoDD 3150.5	DoD Response to Improvised Nuclear Device (IND) Incidents
DoDD 3150.8	DoD Response to Radiological Accidents
DoDD 4500.9	Transportation and Traffic Management

DoDD 5030.50	Employment of Department of Defense in Support of the United States Postal Service
DoDD 5160.54	Critical Asset Assurance Program (CAAP)
DoDD 5210.56	Use of Deadly Force and the Carrying of Firearms by DoD Personnel Engaged in Law Enforcement and Security Duties
DoDD 5525.5	DoD Cooperation with Civilian Law Enforcement and Security Duties
DoDD 6000.12	Health Services Operations and Readiness