

National Strategy for Homeland Security

Excerpts from the Office of Homeland Security Report



U.S. homeland from terrorist attacks. This is an exceedingly complex mission that requires coordinated and focused effort from our entire society—the federal government, state and local governments, the private sector, and the American people.

People and organizations all across the United States have taken many steps to improve our security since the September 11 attacks, but a great deal of work remains. The *National Strategy for Homeland Security* will help prepare our Nation for the work ahead in several ways. It provides direction to the federal government departments and agencies that have a role in homeland security. It suggests steps that state and local governments, private companies and organizations, and individual Americans can take to improve our security, and offers incentives for them to do so. It recommends certain actions to the Congress. In this way, the Strategy provides a framework for the contributions that we all can make to secure our homeland.

The *National Strategy for Homeland Security* is the beginning of what will be a long struggle to protect our Nation from terrorism. It provides a foundation upon which to organize our efforts and provides initial guidance to prioritize the work ahead. The Strategy will be adjusted and amended over time. We must be prepared to adapt as our enemies in the war on terrorism adjust their means of attack.

Homeland Security Defined

In the aftermath of September 11, "homeland security" has come to mean many things to many people. It is a ►

Introduction

Our Nation learned a terrible lesson on September 11. American soil is not immune to evil or cold-blooded enemies capable of mass murder and terror. The worst of these enemies, and target number one in our war on terrorism—is the terrorist network Al-Qaeda. Yet the threat to America is not limited to Al-Qaeda or to suicide hijackings of commercial aircraft. The threat is much broader, as we learned on October 4, 2001, when we discovered that a life-threatening biological agent, anthrax, was being distributed through the U.S. mail.

Unless we act to prevent it, a new wave of terrorism, potentially involving the world's most destructive weapons, looms in America's future. It is a chal-

lenge as formidable as any ever faced by our Nation. But we are not daunted. We possess the determination and the resources to defeat our enemies and secure our homeland against the threats they pose.

Today's terrorists can strike at any place, at any time, and with virtually any weapon. Securing the American homeland is a challenge of monumental scale and complexity. But the U.S. government has no more important mission.

National Strategy for Homeland Security

This document is the first ever *National Strategy for Homeland Security*. The purpose of the *Strategy* is to mobilize and organize our Nation to secure the

new mission and a new term. The federal government defines homeland security as follows:

Definition

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.

Each phrase in the definition has meaning.

Concerted national effort. The federal government has a critical role to play in homeland security. Yet the nature of American society and the structure of American governance make it impossible to achieve the goal of a secure homeland through federal executive branch action alone. The Administration's approach to homeland security is based on the principles of shared responsibility and partnership with the Congress, state and local governments, the private sector, and the American people. The *National Strategy for Homeland Security* belongs and applies to the Nation as a whole, not just to the President's proposed Department of Homeland Security or the federal government.

Prevent. The first priority of homeland security is to prevent terrorist attacks. The United States aims to deter all potential terrorists from attacking America through our uncompromising commitment to defeating terrorism wherever it appears. We also strive to detect terrorists before they strike, to prevent them and their instruments of terror from entering our country, and to take decisive action to eliminate the threat they pose. These efforts — which will be described in both the *National Strategy for Homeland Security* and the *National Strategy for Combating Terrorism* — take place both at home and abroad. The nature of modern terrorism requires a global approach to prevention.

The *National Strategy for Homeland*

Security attaches special emphasis to preventing, protecting against, and preparing for catastrophic threats. The greatest risk of mass casualties, massive property loss, and immense social disruption comes from weapons of mass destruction, strategic information warfare, attacks on critical infrastructure, and attacks on the highest leadership of government.

Terrorist attacks. Homeland security is focused on terrorism in the United States. 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. This description captures the core concepts shared by the various definitions of terrorism contained in the U.S. Code, each crafted to achieve a legal standard of specificity and clarity. This description covers kidnappings; hijackings; shootings; conventional bombings; attacks involving chemical, biological, radiological, or nuclear weapons; cyber attacks; and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners, acting in concert with others, on their own, or on behalf of a hostile state.

Reduce America's vulnerability. Homeland security involves a systematic, comprehensive, and strategic effort to reduce America's vulnerability to terrorist attack. We must recognize that as a vibrant and prosperous free society, we present an ever-evolving, ever-changing target. As we shore up our defenses in one area, the terrorists may exploit vulnerabilities in others. The *National Strategy for Homeland Security*, therefore, outlines a way for the government to work with the private sector to identify and protect our critical infrastructure and key assets, detect terrorist threats, and augment our defenses.

Because we must not permit the threat of terrorism to alter the American way of life, we have to accept some level of terrorist risk as a permanent condi-

Objectives of the National Strategy for Homeland Security

Homeland security is an exceedingly complex mission. It involves efforts both at home and abroad. It demands a range of government and private sector capabilities. And it calls for coordinated and focused effort from many actors who are not otherwise required to work together and for whom security is not always a primary mission.

This Strategy establishes three objectives based on the definition of homeland security:

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

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

tion. We must constantly balance the benefits of mitigating this risk against both the economic costs and infringements on individual liberty that this mitigation entails. No mathematical formula can reveal the appropriate balance; it must be determined by politically accountable leaders exercising sound, considered judgment informed by top-notch scientists, medical experts, and engineers.

Minimize the damage. The United States will prepare to manage the consequences of any future terrorist attacks that may occur despite our best efforts at prevention. Therefore, homeland security seeks to improve the systems and prepare the individuals that will respond to acts of terror. The *National Strategy for Homeland Security* recognizes that after an attack occurs, our greatest chance to minimize loss of life and property lies with our local first responders: police officers, firefighters, emergency medical providers, public works personnel, and emergency man-

agement officials. Many of our efforts to minimize the damage focus on these brave and dedicated public servants.

Recover. As an essential component of homeland security, the United States will build and maintain various financial, legal, and social systems to recover from all forms of terrorism. We must, therefore, be prepared to protect and restore institutions needed to sustain economic growth and confidence, rebuild destroyed property, assist victims and their families, heal psychological wounds, and demonstrate compassion, recognizing that we cannot automatically return to the pre-attack norm.

Principles of the National Strategy for Homeland Security

Our efforts in the war on terrorism are rooted in the same core American strengths and characteristics that led us to victory in World War II and the Cold War: innovation, determination, and commitment to the democratic tenets of freedom and equality. With these strengths and characteristics as our guide, eight principles have shaped the design of the *National Strategy for Homeland Security*.

Require responsibility and accountability. The *National Strategy for Homeland Security* is focused on producing results. When possible, it designates lead executive branch departments or agencies for federal homeland security initiatives. As the President announced on June 6, 2002, the *Strategy* calls for creating the Department of Homeland Security to clarify lines of responsibility for homeland security in the executive branch. The new Department would take responsibility for many of the initiatives outlined here. The *Strategy* also makes recommendations to Congress, state and local governments, the private sector, and the American people.

Mobilize our entire society. The *National Strategy for Homeland Security* recognizes the crucial role of state and local governments, private institutions, and the American people in securing our homeland. Our traditions of feder-

alism and limited government require that organizations outside the federal government take the lead in many of these efforts. The *Strategy* provides guidance on best practices and organizing principles. It also seeks to empower all key players by streamlining and clarifying federal support processes.

Manage risk and allocate resources judiciously. The *National Strategy for Homeland Security* identifies priority programs for our finite homeland security resources. Because the number of potential terrorist acts is nearly infinite, we must make difficult choices about how to allocate resources against those risks that pose the greatest danger to our homeland. The concluding chapter of the *Strategy* identifies a set of priorities for the Fiscal Year 2004 Federal Budget.

Seek opportunity out of adversity. The *National Strategy for Homeland Security* gives special attention to programs that improve security while at the same time advancing other important public purposes or principles. We will build, for example, a national incident management system that is better able to manage not just terrorism but other hazards such as natural disasters and industrial accidents. We will build a medical system that is not simply better able to cope with bioterrorism but with all diseases and all manner of mass-casualty incidents. We will build a border management system that will not only stop terrorist penetration but will also facilitate the efficient flow of legitimate commerce and people.

Foster flexibility. The *National Strategy for Homeland Security* emphasizes the need for a flexible response to terrorism. The terrorist threat is ever-changing because our terrorist enemies can strategically adapt their offensive tactics to exploit what they perceive to be weaknesses in our defenses. Therefore, the *Strategy* builds managerial, budgetary, and structural flexibility into the federal government's homeland security structure and suggests similar measures for the rest of the Nation. It allows for the reassessment of priori-

ties and the realignment of resources as the terrorist threat evolves.

Measure preparedness. The *National Strategy for Homeland Security* demands accountability from every government body responsible for homeland security initiatives. Every department or agency will create benchmarks and other performance measures by which we can evaluate our progress and allocate future resources.

Sustain efforts over the long term. Protecting the homeland from terrorist attack is a permanent mission. Therefore, the *National Strategy for Homeland Security* provides an initial set of initiatives for moving closer to our homeland security objectives. Lead departments and agencies should plan to sustain homeland security initiatives for years and decades, not weeks and months.

Constrain government spending. The *National Strategy for Homeland Security* does not equate more money spent to more security earned. So in addition to new or expanded federal programs, the *Strategy* also calls for government reorganization, legal reform, essential experiments with regulation, incentives, cost-sharing arrange state and local governments, cooperative arrangements with the private sector, and the organized involvement of citizens. The *Strategy* recognizes that the capabilities and laws we rely upon to defend America against terrorism are closely linked to those which we rely upon to deal with non-terrorist phenomena such as crime, natural disease, natural disasters, and national security incidents. The *Strategy* aims to build upon and improve the coordination of these existing systems. It also seeks to harness the extraordinary strength and creativity of the private sector by allowing the market to solve homeland security shortfalls whenever possible.

Implementing the National Strategy for Homeland Security

The *National Strategy for Homeland Security* establishes, for the first time in our Nation's history, a statement of objectives around which our entire ►

society can mobilize to secure the U.S. homeland from the dangerous and evolving threat of terrorism.

The *National Strategy for Homeland Security* aligns and focuses homeland security functions into six critical mission areas: intelligence and warning, border and transportation security, domestic counterterrorism, protecting critical infrastructure and key assets, defending against catastrophic terrorism, and emergency preparedness and response. The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation's vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur. The Strategy includes the President's proposal to establish, for the first time, clear responsibility and accountability for each of these critical mission areas—most importantly, a Secretary of Homeland Security who is appointed by the President and confirmed by the Senate.

The *National Strategy for Homeland Security* provides, for the first time, a framework to align the resources of the federal budget directly to the task of securing the homeland. Every homeland security dollar in the President's Budget for Fiscal Year 2004 will correspond with the strategy's critical mission areas. The Strategy also describes four foundations — unique American strengths that cut across all of the mission areas, across all levels of government, and across all sectors of our society. These foundations — law, science and technology, information sharing and systems, and international cooperation — provide a useful framework for evaluating our homeland security investments across the federal government.

The *National Strategy for Homeland Security* is, however, only a first step in a long-term effort to secure the homeland. The federal executive branch will use a variety of tools to implement the Strategy. The Administration will work with Congress to craft future federal homeland security budgets based on

the Strategy, providing every department and agency involved in homeland security the required resources to ex-

ecute its responsibilities. Each lead department and agency will plan and program to execute the initiatives assigned

Homeland Security and National Security

The Preamble to the Constitution defines our federal government's basic purposes as "... to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity." The requirement to provide for the common defense remains as fundamental today as it was when these words were written, more than two hundred years ago.

The *National Security Strategy of the United States* aims to guarantee the sovereignty and independence of the United States, with our fundamental values and institutions intact. It provides a framework for creating and seizing opportunities that strengthen our security and prosperity. The *National Strategy for Homeland Security* complements the *National Security Strategy of the United States* by addressing a very specific and uniquely challenging threat — terrorism in the United States — and by providing a comprehensive framework for organizing the efforts of federal, state, local and private organizations whose primary functions are often unrelated to national security.

The link between national security and homeland security is a subtle but important one. For more than six decades, America has sought to protect its own sovereignty and independence through a strategy of global presence and engagement. In so doing, America has helped many other countries and peoples advance along the path of democracy, open markets, individual liberty, and peace with their neighbors. Yet there are those who oppose America's role in the world, and who are willing to use violence against our friends and us. Our great power leaves these enemies with few conventional options for doing us harm. One such option is to take advantage of our freedom and openness by secretly inserting terrorists into our country to attack our homeland. Homeland security seeks to deny this avenue of attack to our enemies and thus, to provide a secure foundation for America's ongoing global engagement. Thus, the National Security Strategy of the United States and *National Strategy for Homeland Security* work as mutually supporting documents, providing guidance to the executive branch departments and agencies.

There are also a number of other, more specific strategies maintained by the United States that are subsumed within the twin concepts of national security and homeland security. The *National Strategy for Combating Terrorism* will define the U.S. war plan against international terrorism. The *National Strategy to Combat Weapons of Mass Destruction* coordinates America's many efforts to deny terrorists and states the materials, technology, and expertise to make and deliver weapons of mass destruction. The *National Strategy to Secure Cyberspace* will describe our initiatives to secure our information systems against deliberate, malicious disruption. The *National Money Laundering Strategy* aims to undercut the illegal flows of money that support terrorism and international criminal activity. The *National Defense Strategy* sets priorities for our most powerful national security instrument. The *National Drug Control Strategy* lays out a comprehensive U.S. effort to combat drug smuggling and consumption. All of these documents fit into the framework established by the *National Security Strategy of the United States* and *National Strategy for Homeland Security*, which together take precedence over all other national strategies, programs, and plans.

by the *National Strategy for Homeland Security*.

Each department and agency will also be accountable for its performance on homeland security efforts. The federal government will employ performance measures — and encourage the same for state and local governments — to evaluate the effectiveness of each homeland security program. These performance measures will allow agencies to measure their progress, make resource

allocation decisions, and adjust priorities accordingly.

Under the President's proposal, the Department of Homeland Security will play a central role in implementing the *National Strategy for Homeland Security*. In addition to executing its assigned initiatives, the Department would also serve as the primary federal point of contact for state and local governments, the private sector, and the American people. Working with the White House, the

Department therefore would coordinate and support implementation of non-federal tasks recommended in the Strategy.

Issuance of the *Strategy* overlaps with Congress, consideration of the President's proposal to establish the Department. Recognizing that Congress alone can create a new Department, references to a "Department of Homeland Security" are intended only to provide the strategic vision for the proposed Department. □



mies may emerge. The United States will confront the threat of terrorism for the foreseeable future.

Our Free Society Is Inherently Vulnerable

The American people and way of life are the primary targets of our enemy, and our highest protective, priority. Our population and way of life are the source of our Nation's great strength, but also a source of inherent vulnerability.

Our population is large, diverse, and highly mobile, allowing terrorists to hide within our midst. Americans congregate at schools, sporting arenas, malls, concert halls, office buildings, high-rise residences, and places of worship, presenting targets with the potential for many casualties. Much of America lives in densely populated urban areas, making our major cities conspicuous targets. Americans subsist on the produce of farms in rural areas nationwide, making our heartland a potential target for agroterrorism.

The responsibility of our government extends beyond the physical well-being of the American people. We must also safeguard our way of life, which involves five key elements: democracy, liberties, security, economics, and culture.

Democracy. Our way of life is both defined and protected by our democratic political system. It is a system anchored by the Constitution, which established a republic characterized by significant limits on governmental ►

Threat and Vulnerability

The U.S. government has no higher purpose than to ensure the security of our people and preserve our democratic way of life. Terrorism directly threatens the foundations of our Nation - our people, our democratic way of life, and our economic prosperity. In the war on terrorism, as in all wars, the more we know about our enemy, the better able we are to defeat that enemy. The more we know about our vulnerability, the better able we are to protect ourselves.

One fact dominates all homeland security threat assessments: terrorists are strategic actors. They choose their

targets deliberately based on the weaknesses they observe in our defenses and our preparations. They can balance the difficulty in successfully executing a particular attack against the magnitude of loss it might cause. They can monitor our media and listen to our policymakers as our Nation discusses how to protect itself and adjust their plans accordingly. Where we insulate ourselves from one form of attack, they can shift and focus on another exposed vulnerability.

We remain a Nation at war. Even as we experience success in the war on terrorism, the antipathy of our enemies may well be increasing, and new ene-

The American Population

- An estimated 284.8 million people lived in the United States on July 1, 2001

Source: US. Department of Commerce

- 54.2% of the Nation's population lives in ten states - three in the Northeast, three in the Midwest, three in the South, and one in the West
- The average population density within the United States is 79.2 people per square mile of land
- The average population density in metropolitan areas is 320.2 people per square mile of land
- Over 225 million Americans live in metropolitan areas
- Nearly 85 million Americans live in metropolitan areas of 5 million people or more
- Each year, the United States admits 500 million people, including 330 million non-citizens, through our borders

Source: 2000 Census

- Over 4 million people were processed through security at the last Olympics, over 85,000 at the last Super Bowl, and approximately 20,000 each at the Republican and Democratic National Conventions.

Source: US. Secret Service

power through a system of checks and balances, a distribution of state and federal rights, and an affirmation of the rights and freedoms of individuals. Our democratic political system is transparent and accessible to the populace. It requires that all actions adhere to the rule of law. And it relies on the stability and continuity of our government, which is ensured by constitutionally prescribed procedures and powers.

Liberties. Liberty and freedom are fundamental to our way of life. Freedom of expression, freedom of religion,

freedom of movement, property rights, freedom from unlawful discrimination — these are all rights we are guaranteed as Americans, and rights we will fight to protect. Many have fought and died in order to establish and protect these rights; we will not relinquish them.

Security. Our federal system was born, in part, out of a need to "Provide for the common defense." Americans have enjoyed great security from external threats, with no hostile powers adjacent to our borders and insulated from attack by two vast oceans. Our approach to security has had both external and internal dimensions. Externally, the United States has over the course of the past six decades sought to shape the international environment through strong global political, economic, military, and cultural engagement. Internally, we have relied primarily on law enforcement and the justice system to provide for domestic peace and order.

Economy. Our country's economy is based on a free market system predicated on private ownership of property and freedom of contract, with limited government intervention. We ask our able population to work for their individual prosperity, as our government ensures that all have equal access to the marketplace. Our formula for prosperity is one that has succeeded: we are the most prosperous Nation in the world.

Culture. The United States of America is an open, welcoming, pluralistic, diverse society that engages in dialogue rather than the dogmatic enforcement of any one set of values or ideas. Our culture is also characterized by compassion and strong civic engagement.

The Means of Attack

Terrorism is not so much a system of belief, like fascism or communism, as it is a strategy and a tactic - a means of attack. In this war on terrorism, we must defend ourselves against a wide range of means and methods of attack. Our enemies are working to obtain chemical, biological, radiological, and

nuclear weapons for the stated purpose of killing vast numbers of Americans. Terrorists continue to employ conventional means of attack, such as bombs and guns. At the same time, they are gaining expertise in less traditional means, such as cyber attacks. Lastly, as we saw on September 11, our terrorist enemies are constantly seeking new tactics or unexpected ways to carry out their attacks and magnify their effects.

Weapons of mass destruction. The knowledge, technology, and materials needed to build weapons of mass destruction are spreading. These capabilities have never been more accessible and the trends are not in our favor. If our terrorist enemies acquire these weapons and the means to deliver them, they are likely to try to use them, with potential consequences far more devastating than those we suffered on September 11. Terrorists may conceivably steal or obtain weapons of mass destruction, weapons — usable fissile material, or related technology from states with such capabilities. Several state sponsors of terrorism already possess or are working to develop weapons of mass destruction, and could provide material or technical support to terrorist groups.

Chemical weapons are extremely lethal and capable of producing tens of thousands of casualties. They are also relatively easy to manufacture, using basic equipment, trained personnel, and precursor materials that often have legitimate dual uses. As the 1995 Tokyo subway attack revealed, even sophisticated nerve agents are within the reach of terrorist groups.

Biological weapons, which release large quantities of living, disease-causing micro-organisms, have extraordinary lethal potential. Like chemical weapons, biological weapons are relatively easy to manufacture, requiring straightforward technical skills, basic equipment, and a seed stock of pathogenic micro-organisms. Biological weapons are especially dangerous ▶

because we may not know immediately that we have been attacked, allowing an infectious agent time to spread. Moreover, biological agents can serve as a means of attack against humans as well as livestock and crops, inflicting casualties as well as economic damage.

Radiological weapons, or "dirty bombs," combine radioactive material with conventional explosives. They can cause widespread disruption and fear, particularly in heavily populated areas.

Nuclear weapons have enormous destructive potential. Terrorists who seek to develop a nuclear weapon must overcome two formidable challenges. First, acquiring or refining a sufficient quantity of fissile material is very difficult - though not impossible. Second, manufacturing a workable weapon requires a very high degree of technical capability though terrorists could feasibly assemble the simplest type of nuclear device. To get around these significant though not insurmountable challenges, terrorists could seek to steal or purchase a nuclear weapon.

Conventional means. While we must prepare for attacks that employ the most destructive weapons, we must also defend against the tactics that terrorists employ most frequently. Terrorists, both domestic and international, continue to use traditional methods of violence and destruction to inflict harm and spread fear. They have used knives, guns, and bombs to kill the innocent. They have taken hostages and spread propaganda. Given the low expense, ready availability of materials, and relatively high chance for successful execution, terrorists will continue to make use of conventional attacks.

Cyber attacks. Terrorists may seek to cause widespread disruption and damage, including casualties, by attacking our electronic and computer networks, which are linked to other critical infrastructures such as our energy, financial, and securities networks. Terrorist groups are already exploiting new information technology and the Internet to plan attacks, raise funds, spread

propaganda, collect information, and communicate securely. As terrorists further develop their technical capabilities and become more familiar with potential targets, cyber attacks will become an increasingly significant threat.

New or unexpected tactics. Our terrorist enemies are constantly seeking new tactics or unexpected ways to carry out attacks. They are continuously trying to find new areas of vulnerability and apply lessons learned from past operations in order to achieve surprise and maximize the destructive effect of their next attack. Our society presents an almost infinite array of potential targets, allowing for an enormously wide range of potential attack methods.

The Terrorists

Our enemies seek to remain invisible, lurking in the shadows. We are taking aggressive action to uncover individuals and groups engaged in terrorist activity, but often we will not know who our enemy is by name until after they have attempted to attack us. Therefore, we must uncover more than just the identities of our enemy. We need to analyze the characteristics shared by terrorists to help us understand where our enemies are weak and where they are strong.

Terrorists and their tactical advantages. Terrorists enjoy certain tactical advantages. They are able to choose the time, place, and method of their attacks. As we reduce our vulnerabilities in one area, they can alter their plans and pursue more exposed targets. They are able to patiently plan their attacks for months and years. Plans are undoubtedly underway today by terrorist cells that we have not yet eliminated.

Terrorists also exploit the advantage of relative anonymity. They hide throughout the world, using the cover of innocent civilians as a shield. Weak states will remain susceptible to terrorist groups seeking safe haven, and may even cooperate with or actively support terrorists.

Known terrorist groups. Al-Qaeda remains America's most immediate and serious threat despite our success in disrupting its network in Afghanistan and elsewhere. While we have captured or killed hundreds of Al-Qaeda operatives, many remain at large, including leaders working to reconstitute the organization and resume its operations. Al-Qaeda operatives and cells will continue to plan attacks against high-profile landmarks and critical infrastructure at home and against targets in Europe, the Middle East, Africa, and Southeast Asia. Those attacks may use both conventional and unconventional means in an effort to create as much destruction and kill as many people as possible.

Al-Qaeda is part of a dangerous trend toward sophisticated terrorist networks spread across many countries, linked together by information technology, enabled by far-flung networks of financial and ideological supporters, and operating in a highly decentralized manner. Unlike traditional adversaries, these terrorist networks have no single "center of gravity" whose destruction would entail the defeat of the entire organization. While we have denied Afghanistan as a safe haven for Al-Qaeda, unrest in politically unstable regions will continue to create an environment conducive to terrorism and capable of providing sanctuary to terrorist groups. Moreover, an unknown number of terrorist cells operate from within Western democracies, where the safeguarding of civil liberties protects them as well as their potential victims.

Al-Qaeda is only part of a broader threat that includes other international terrorist organizations with the will and capability to attack the United States. The most dangerous of these groups are associated with religious extremist movements in the Middle East and South Asia. Until September 11, Hizballah was responsible for more American deaths than all other terrorist groups combined, including those killed in the 1983 bombing of the U.S. Marine Corps barracks in Lebanon. Hizballah has never ►

carried out an attack within the United States, but could do so if the situation in the Middle East worsens or the group feels threatened by U.S. actions. Other terrorist groups, from Hamas to the Real Irish Republican Army, have supporters in the United States. To date, most of these groups have largely limited their activities in the United States to fundraising, recruiting, and low-level

intelligence, but many are capable of carrying out terrorist acts within the United States.

Terrorist groups also include domestic organizations. The 1995 bombing of the Murrah Federal Building in Oklahoma City highlights the threat of domestic terrorist acts designed to achieve mass casualties. The U.S. government averted seven planned terrorist acts in

1999 - two were potentially large-scale, high-casualty attacks being organized by domestic extremist groups. Both domestic terrorist groups (such as the National Alliance, the Aryan Nation, and the extremist Puerto Rican separatist group Los Macheteros) and special interest extremist groups continue to pose a threat to the peace and stability of our country. □



to enhance coordination of their counterterrorism operational activities so that our collective efforts complement each other.

While the intelligence and law enforcement communities have made progress in the areas of information sharing and coordination, major shortcomings continue to exist in other important areas. Our government's ability to identify key sources of funding for terrorist activity and the methods used to finance terrorist operations remains inadequate. The U.S. government has not yet developed a satisfactory system to analyze information in order to predict and assess the threat of a terrorist attack within the United States. The federal government needs to do a better job of utilizing the distinct capabilities of state and local law enforcement to prevent terrorism by giving them access, where appropriate, to the information in our federal databases, and by utilizing state and local information at the federal level. The FBI-led Joint Terrorism Task Forces, by including participants from state and local law enforcement as well as federal agencies, draw on state and local capabilities, and enhance intergovernmental coordination.

Major Initiatives

Several chapters, such as *Intelligence and Warning*, *Border and Transportation Security*, and *Protecting Critical Infrastructure and Key Assets*, are closely interrelated with Domestic Counterterrorism. This chapter only discusses counterterrorism initiatives ►

Domestic Counterterrorism

The attacks of September 11 and the catastrophic loss of life and property that resulted have redefined the mission of federal, state, and local law enforcement authorities. While law enforcement agencies will continue to investigate and prosecute criminal activity, they should now assign priority to preventing and interdicting terrorist activity within the United States.

Effectively reorienting law enforcement organizations to focus on counterterrorism objectives requires decisive action in a number of areas. Many of the necessary steps have already been taken, although additional work

remains to be done before law enforcement agencies collectively can pursue the counterterrorism mission with maximum effect. The federal government has already instituted initiatives that have increased information sharing and the coordination of operations throughout the law enforcement community. Not only are the federal law enforcement and U.S. intelligence agencies communicating better with each other, the entire law enforcement community, international, federal, state, and local — is now sharing more information. In addition, law enforcement agencies at all levels of government have worked

NATIONAL VISION

We will redefine our law enforcement mission to focus on the prevention of all terrorist acts within the United States, whether international or domestic in origin. We will use all legal means - both traditional and non-traditional to identify, halt, and, where appropriate, prosecute terrorists in the United States. We will prosecute or bring immigration or other civil charges against such individuals where appropriate and will utilize the full range of our legal authorities. We will pursue not only the individuals directly engaged in terrorist activity, but also their sources of support: the people and organizations that knowingly fund the terrorists and those that provide them with logistical assistance. To achieve these aims, we will strengthen our federal law enforcement community. In addition, we will augment the scope and quality of information available to all law enforcement. In that regard, we will build and continually update a fully integrated, fully accessible terrorist watch list. When we have identified any suspected terrorist activities, we will then use all the tools in our Nation's legal arsenal, including investigative, criminal, civil, immigration, and regulatory powers to stop those who wish to do us harm.

and actions that do not fall under other critical mission areas.

Improve intergovernmental law enforcement coordination. An effective domestic counterterrorism effort requires the participation of law enforcement personnel at all levels of government, as well as the coordination of all relevant agencies and officials. Toward this end, the FBI is expanding the Joint Terrorism Task Forces (JTTFs), now operating in 47 field offices, to all 56

FBI field offices by August 2002. The Task Forces have primary operational responsibility for terrorism investigations that are not related to ongoing prosecutions. The JTTFs, whose participants represent numerous federal agencies and state and local law enforcement, combine the national and international investigative capacity of the federal government with the state and local "on-the-beat" knowledge and capabilities.

Facilitate apprehension of potential terrorists. In order to apprehend suspected terrorists before they have the opportunity to execute their plans, we must ensure that law enforcement officers are able to access information on suspected terrorists. Several initiatives are underway to create fully accessible sources of information relating to suspected terrorists. First, the Department of Justice has expanded and will continue to expand the data included in the FBI's National Crime Information Center (NCIC) database, which is accessible to approximately 650,000 state and local law enforcement officers. The names and identifying information of subjects of domestic and foreign terrorism investigations have already been entered into the database. The Department of Justice is adding to the NCIC database the names of over 300,000 fugitive aliens in violation of final orders of deportation. In addition, the Attorney General has directed the FBI to establish procedures with the Department of State to enable inclusion of data from the TIPOFF System - which provides information on known or suspected terrorists to immigration and consular officers - into the NCIC database. The ultimate objective of this effort is to ensure that the "cop on the beat" has access to pertinent information regarding potential terrorists.

The FBI is also establishing a consolidated terrorism watch list that will serve as a central access point for information about individuals of investigative interest. The watch list will be fully accessible to the law enforcement and

intelligence communities, and will include information derived from FBI and joint Terrorism Task Force investigations, the intelligence community, the Department of Defense, and foreign governments.

The Attorney General has directed the FBI, through its Legal Attaches, to establish procedures to obtain fingerprints, other identifying information, and available biographical data of all known or suspected terrorists who have been identified and processed by foreign law enforcement agencies, and to enter such data into the FBI's Integrated Automated Fingerprint Identification System and other appropriate databases.

The Attorney General has also modified certain guidelines to give the FBI greater latitude to conduct essential counterterrorism investigative activities in the United States, and to utilize commercially available computer databases in support of counterterrorism investigations, consistent with Constitutional standards. Such databases serve a key function in the effort to apprehend suspected terrorists before they carry out any terrorist act as the data contained therein can reveal patterns of criminal behavior. The Department of Justice currently is engaged in "data-mining" projects that utilize computer technology to analyze information to reveal patterns of behavior consistent with terrorist activities. For example, utilizing law enforcement and intelligence information as well as public source data, the Foreign Terrorist Tracking Task Force employs risk modeling algorithms, link analysis, historic review of past patterns of behavior, and other factors to distinguish persons who may pose a risk of terrorism from those who do not.

Continue ongoing investigations and prosecutions. The Nation's law enforcement community currently is investigating both confirmed and suspected terrorist activity. The largest and most extensive investigation is "Penttbom"- the FBI's inquiry into the ➤

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attacks of September 11. "Penttbom" is the largest criminal investigation in history, currently involving the cooperation of numerous federal agencies, state and local law enforcement, and the intelligence and law enforcement agencies of foreign countries. Several prosecutions are now underway as a result of the "Penttbom" investigation, including the prosecution of Zacarias Mousaoui on charges of conspiring with Osama bin Laden and others to carry out the attacks of September 11.

Our counterterrorism efforts also include the investigation and prosecution of foreign and domestic terrorists unrelated to the September 11 attacks, as well as the pursuit of individuals who provide logistical support to terrorists. In addition, law enforcement agencies are pursuing a more aggressive preventive strategy by investigating and dismantling criminal rings throughout the country that sell false driver's licenses, certifications for the transportation of hazardous materials, passports, and visas.

As the chief federal law enforcement officer, the Attorney General - relying heavily on the FBI - will lead federal law enforcement efforts in investigations and prosecutions, while coordinating with the Department of Homeland Security and other federal law enforcement agencies, as well as state and local authorities. State and local law enforcement personnel, operating within each community, are indispensable to our domestic counterterrorism efforts, playing several critical roles, including uncovering and reporting unusual behavior and security anomalies.

Complete FBI restructuring to emphasize prevention of terrorist attacks. Our Nation's highest law enforcement objective must be the prevention of terrorist acts a significant shift from pre-September 11 objectives. In order to focus the mission of the federal law enforcement community on prevention, the federal government, working with Congress, needs to restruc-

ture the FBI and other federal law enforcement agencies, reallocating certain resources and energies to the new prevention efforts.

The FBI already has made several structural changes to reflect the primacy of the counterterrorism mission. For example, in the fall of 2001, the Director of the FBI established new positions responsible for strengthening information sharing and coordination with state and local law enforcement agencies.

The FBI Director recently announced the second phase of the reorganization, under which significant resources will be committed to preventing terrorist attacks, pending congressional approval. The plan increases the FBI's counterterrorism investigative capabilities and flexibility by shifting hundreds of field agents from criminal investigations to counterterrorism investigations and activities. At the same time, this shift allows each field office to meet national programmatic objectives for the FBI's highest priority preventing terrorist attacks within the United States.

The plan also seeks to build within the FBI a concentrated, national, centralized, and deployable expertise on terrorism issues. This requires both ensuring that information and knowledge in the field offices gets relayed to headquarters and creating expertise that can be easily accessed by and deployed to field offices. In order to respond to the need for a more flexible and mobile deployment of highly knowledgeable counterterrorism agents, the FBI plans to devote a portion of the increased personnel to "Flying Squads." These squads, consisting of agents with specific counterterrorism expertise, will travel to field offices when their expertise is needed, and will bring valuable information back to FBI headquarters for analysis. Reflecting the global nature of the terrorist reality, the "Flying Squads" will also be deployed overseas when necessary. In addition, the FBI will augment its overseas presence and partnerships by increasing the number of

Legal Attaches around the world, who will fall under the authority of our Ambassadors.

The plan also includes the establishment of a new, expansive multi-agency National Joint Terrorism Task Force a FBI Headquarters that will complement the Joint Terrorism Task Forces established in local FBI field offices and improve collaboration and information sharing with other agencies

Target and attack terrorist financing. A cornerstone of our counterterrorism effort is a concerted interagency effort to target and interdict financing of terrorist operations. The FBI's Financial Review Group and Operation Green Quest at the U.S. Customs Service, proposed to be a component of the Department of Homeland Security, have spearheaded the enforcement component of the terrorist finance interdiction effort. The Review Group is a multi-agency effort led by the FBI to investigate suspicious financial transactions in order to uncover and prosecute terrorist financing and develop predictive models to help identify future illegal financing. Operation Green Quest, launched by the Department of Treasury at the Customs Service, works to freeze the accounts of, and seize the assets of, individuals and organizations that finance terrorist groups. Going forward, the FBI should lead the federal government law enforcement campaign against terrorist financing, with support from the Department of Homeland Security.

Track foreign terrorists and bring them to justice. The federal government has two key missions in regard to tracking foreign terrorists: barring terrorists or terrorist - supporting aliens from the United States and tracking down and deporting any who have illegally entered our country. The Foreign Terrorist Tracking Task Force at the Department of Justice currently performs this function. The Task Force is also charged with facilitating coordination and communication among the agencies with immigration and enforcement responsibilities. □ ▶



Conclusion: Priorities for the Future

This *National Strategy for Homeland Security* has set a broad and complex agenda for the United States. The Strategy has defined many different goals that need to be met, programs that need to be implemented, and responsibilities that need to be fulfilled. The principal purpose of a strategy, however, is to set priorities. It is particularly important for government institutions to set priorities explicitly, since these institutions generally lack a clear measure of how successfully they provide value to the citizenry.

Setting priorities is important to homeland security in two distinct respects. First, there is the question of the priority of homeland security compared to everything else the government does or might do. There is a strong consensus that protecting the people from terrorist

attacks of potentially catastrophic proportions is among the highest, if not the highest, priority any government can have. There will, of course, be vigorous debate over how to achieve specific homeland security goals, who should pay, how much security is enough, and what the responsibilities of different entities should be, but there is little disagreement that securing the homeland is more important than just about every other government activity.

Second, there is the more complex question of priorities within the homeland security agenda. This point is absolutely essential in determining how to allocate the taxpayers' money in a government budget. The President's Budget for Fiscal Year 2003, which was finalized in the weeks immediately following Sep-

tember 11 and submitted to Congress in February 2002, recognized the need for priorities. It identified four key areas for extra attention and carefully targeted increases in federal expenditures:

Support first responders. The President's 2003 budget request included \$3.5 billion to enhance first responders' response capabilities in communities across the Nation. These funds will support states and communities as they conduct exercises, purchase equipment, and train personnel.

Defend against biological terrorism. The 2003 budget request proposed increasing, by \$4.5 billion to \$5.9 billion total, spending on programs that counter the threat of biological terrorism. Areas of emphasis include: improving disease surveillance and response systems; increasing the capacity of public-health systems to handle outbreaks of contagious diseases; expanding research on vaccines, medicines, and diagnostic tests; and building up the National Pharmaceutical Stockpile.

Secure America's borders. The Administration proposed increasing spending on border security by \$2.2 billion to \$11 billion in 2003. These funds will expand the number of inspectors at ports of entry; purchase equipment to increase inspections of containers and cargo; design and test a statutorily required system that records the entry of individuals into the United States and their subsequent exit; and improve the Coast Guard's ability to track maritime activity.

Use information to secure the homeland. The 2003 budget proposed an increase in spending of \$722 million on programs that will use information technology to more effectively share information and intelligence horizontally (between federal agencies) and vertically (between federal, state, and local governments).

These initiatives are the President's budgetary priorities for Fiscal Year 2003, and will remain important issues for the foreseeable future.

There is, however, an additional statutory and institutional priority at the ►

present time—namely, the establishment of the new Department of Homeland Security as proposed by the President on June 6, 2002. Congress is considering legislation to implement the President's proposal even as this National Strategy is being published. Building a strong, flexible, and efficient Department of Homeland Security is an enormous challenge and a top federal priority.

Assuming Congress passes legislation to implement the President's proposal to create the Department of Homeland Security, the budget will fully reflect the reformed organization of the executive branch for homeland security. The Fiscal Year 2004 Budget will also have an integrated and vastly simplified account structure based on the six critical mission areas defined by the National Strategy.

Indeed, work has already begun on the Fiscal Year 2004 budget. At the time this National Strategy was published, it is expected that in Fiscal Year 2004 the Administration will attach priority to the following items.

Enhance the analytic capabilities of the FBI. The first objective of this strategy is to prevent terrorist attacks. The FBI is among the most important federal institutions for achieving this objective. The FBI is seeking to enhance its analytic capabilities to support counterterrorism investigations and operations, as well as to enhance the counterterrorism capabilities of other components of the federal government.

Build new capabilities through the Information Analysis and Infrastructure Protection Division of the proposed Department of Homeland Security. Under the President's proposal, the Department of Homeland Security will build on capabilities to comprehensively assess the vulnerabilities of our critical infrastructure and key assets, map threats against those vulnerabilities, issue timely warnings, and work with federal, state, and local governments and the private sector to take appropriate protective action.

Create "smart borders." We must

prevent terrorists and the implements of terror from entering the United States. At the same time, our economic security depends on the efficient flow of people, goods, and services. We will build a "smart border" that achieves both of these critical goals. It will feature strong, advanced risk-management systems, increased use of biometric identification information, and partnerships with the private sector to allow pre-cleared goods and persons to cross borders without delay.

Increase the security of international shipping containers. Ensuring the security of the global trading system is essential to our security and world commerce. Some 16 million shipping containers enter the United States each year; roughly two-thirds come from 20 "mega" seaports. The United States will work with its trade partners to increase security in these ports, establish greater controls over containers, pre-screen containers before they arrive in America, and develop technologies to track in-transit containers.

Recapitalize the U.S. Coast Guard. The President is committed to building a strong and effective Coast Guard. The Administration's Fiscal Year 2004 Budget proposal will provide resources to acquire the sensors, command-and-control systems, shore-side facilities, boats and cutters, aircraft, and people the Coast Guard requires to perform all of its missions, including assuring the safety of Americans at sea, maritime domain awareness, and fisheries enforcement.

Prevent terrorist use of nuclear weapons through better sensors and procedures. The federal government will support research efforts for improved technologies to detect nuclear materials and weapons. In particular, the Department of Homeland Security would develop and deploy new detection systems and inspection procedures against the entry of such materials at all major ports of entry and throughout our national transportation infrastructure.

Develop broad spectrum vaccines, antimicrobials, and antidotes. The Depart-

ment of Homeland Security and the Department of Health and Human Services would support research efforts to expand the inventory of diagnostics, vaccines, antidotes, and other therapies that can mitigate the consequences of a chemical, biological, radiological, or nuclear attack. Protecting a diverse population of all ages and health conditions requires a coordinated national effort with comprehensive research and development strategy and investment plans. Such efforts will also benefit other infectious disease and medical research.

Integrate information sharing across the federal government. The federal government will develop systems to coordinate the sharing of essential homeland security information. The federal government will design and implement an interagency information architecture that will support efforts to find, track, and respond to terrorist threats in a way that improves both the time of response and the quality of decisions.

These items will be the budgetary priorities of the federal government for the next budget cycle. In the intervening months, the executive branch will prepare detailed implementation plans for these and most other initiatives contained within this Strategy. These plans will ensure that the taxpayers' money is spent only in a manner that achieves specific objectives with clear performance-based measures of effectiveness.

State and local governments, private industry, and concerned citizens groups should go through a similar process of priority-setting and long-term planning.

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Americans will never forget the murderous events of September 11, 2001. Our Nation suffered great harm on that terrible morning. The American people have responded magnificently with courage and compassion, strength and resolve. 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. □