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FIGHTING NARCOTERRORISM: A COUNTER NARCOTIC APPROACH TO HOMELAND SECURITY

BY

NICHOLAS LEVESQUE

SUBMITTED IN PARTIAL FULFILLMENT OF

REQUIREMENTS FOR THE DEGREE OF MASTER OF

ARTS IN MANAGEMENT FOR PUBLIC SAFETY

AND HOMELAND SECURITY

DYSON COLLEGE OF ARTS AND SCIENCES

PACE UNIVERSITY

MAY 2012

APPROVED BY: Joseph F. Ryan

Abstract

The use of illicit drugs in the United States can be looked as a homeland security concern for many reasons. The illicit drug trade challenges the security of our borders, fuels crime in many of our communities and when illicit drugs are abused by individuals, they can become unproductive members of society. This loss of productivity can be attributed to healthcare concerns, incarceration and the burden placed on the rest of society to make up for the loss. Terrorist organizations like Al-Qaeda have shown involvement in the illicit drug trade and use it as a means of funding their operations. The war on drugs has been fought for many years and will continue to be waged in a joint effort with the war on terror. We must start at home by strengthening our borders and ridding our communities of illicit drugs and the negative impact associated with them.

Acknowledgements

I would like to express my thanks to all my professors and classmates for their encouragement and guidance throughout this program. I was able to learn new things from everyone involved and apply them to my course work. It was a pleasure to work with my classmates that are employed by different sectors and take their insight and apply it to my own. I would particularly like to thank Dr. Joseph Ryan and Dr. Margaret Fitzgerald; working with them during my undergraduate studies and graduate studies was a blessing that I will always cherish. I have learned so much from them and I will always be able to take what I have learned from them with me where ever I go. I would also like to thank Professors Comiskey and Littlejohn for their invaluable guidance and criticism to keep me on track and for providing me with invaluable information throughout the entire program. It was a blessing to have professors that understand the challenges that are unique to each student and are willing to help every step of the way.

I would also like to acknowledge my coworkers for helping me to manage my time and my supervisor for granting me time when needed to focus on my studies. Their behind the scenes input and support was extremely beneficial to me and kept me going. Lastly I would like to thank my parents for always believing in me and for always pushing me to do my best. The best thing they have passed on to me was integrity, their hard work ethic, and the drive to always push on. Whenever I was overwhelmed and stressed out, you were always there to help me see the light at the end of the tunnel, and for that I thank you dearly.

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Chapter 1

13 January 2011

From: Nicholas Levesque

To: International Association of Chiefs of Police

Subject: The New York City Police Department's Counter-Narcotics Operations: A Smart Practice to Fight Crime and Terrorism

1. Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda is funded in large part by the proceeds of narcoterrorism. The suppression of narcotics should be a larger part of the current Overseas Contingency Operation (formerly known as the Global War on Terror). Using the United States government's pre-9/11 War on Drugs as a baseline, this strategy proposes a bottom-up narcotrafficking-centric counterterrorism strategy based upon the New York City Police Department's narcotic enforcement program. This strategy proposes that the nation's 17,876 police departments, state, local, tribal, adapt the New York City Police Department's (NYPD) narcotics program, scaled and tailored to their unique requirements.

2. In addition, narcotrafficking is the mainstay of national and international criminal enterprises. The continued proliferation of narcotics sales and usage contributes to street crime and affects the community's quality of life. By imposing zero tolerance policies on the sale and possession of narcotics the nation can simultaneously fight terrorism and crime. In addition, removing drugs from our communities will help to lower crime and deny criminal and terrorist enterprises funding that facilitate crime and

terrorism. I propose that all 17,876 sate, local and tribal police departments follow the New York City Police Department's (NYPD) narcotics model.

3. Narcoterrorism is a relationship between terrorist organizations and those involved in the narcotics trade. By applying the anti-narcotics practices that the NYPD uses, other departments can take a more aggressive approach to counter-narcotics operations. First used by Peruvian President Belaunde Terry, narcoterrorism is generally connected with Latin America, but is increasingly linked to regions of Central and Southeast Asia and specifically the drug producing regions of the Golden Crescent and Triangle. The Golden Crescent is the name given to Asia's principal area of illicit opium production, located at the crossroads of central, south, and western Asia. This area overlaps three nations, Afghanistan, Iran, and Pakistan. The Golden Triangle is also one of Asia's two main illicit opium-producing areas and is made up of Southeast Asia, Burma (Myanmar), Laos, and Thailand (geopium.org). Al Qaeda's involvement in the drug trade is also increasing and is known to have financed the commuter rail attack in Madrid, Spain in 2004.

Narcotrafficking

1. Terrorist organizations use the profits that they gain from their involvement in the drug trade to fund their activities. They provide security to drug transports and tax traffickers for passing through their regions. The drug trade also affects homeland security because, on a daily basis, large amounts of drugs are smuggled across our borders. This poses a threat to the security of our borders. Smuggling narcotics into our country shows security gaps in our borders, as well as narcotic smugglers' cunning ability. The ability of

narcotraffickers to bring narcotics into our country raises the question of what else is being brought in. The drug trade is also a form of organized crime and supports and creates criminal activity. Lastly, the effects of drugs on our citizens are detrimental. Dangerous narcotics such as heroin, cocaine, crack cocaine and ecstasy can cause death and turn functioning people into sick, frail, non-productive, and counterproductive members of society. All of these factors of the drug trade affect the security of our country and more must be done to reduce the threat posed by the drug trade. No other commodity exists on the market today that is better than illegal drugs at generating extremely high and fast economic returns (Ehrenfeld, p.2002).

2. Narcotrafficiking is a multipronged attack. Involvement in the drug trade ranges from those who harvest and cultivate narcotics, to transporters, security protection for transporters, to those who sell narcotics on the street. Not only are these organizations receiving funding from the profits of illicit drugs, but the drugs being sold are having their own effect on the people using them. Millions of dollars a year are spent on programs for Americans dependent on drugs. These mind-altering substances have extremely harmful effects and have highly addictive characteristics which keep them in constant demand. As people in our society become more addicted to drug use, quality of life goes down (Ehrenfeld, 2002). To make for a more productive society and one that is healthier and at the same time, to help combat the terrorist threat to our country, we must cut down and eventually eliminate the demand for these dangerous drugs.

3. The drug trade has close ties to other criminal enterprises. Aside from the fact that it is illegal to buy and sell drugs, there are other criminal acts that are associated with the drug

trade. Many of the organizations that are a part of the drug trade are intricate and operate much like legitimate businesses would, with the main goal being profit. Criminal organizations will typically use a legitimate business as a front to launder money to validate their earnings to tax and other authorities. Criminal enterprises, like legitimate business enterprises, are hyper competitive. They will often fight against each other to claim the best areas in which to conduct business. This creates a rise in violent crime in our communities. The drug trade is such a profitable business that violence often is a result of turf wars, loss of product and disclosing information to the police. Violence is also used by criminal organizations to keep its members in check. The drugs that are being sold affect people so greatly that they will do almost anything to feed their addiction. Many who are severely addicted to drugs do what ever they can to feed their addiction. This usually entails crimes of theft, breaking into homes and vehicles, and robberies. Stolen items are then sold to fund drug habits. Crime that is associated with drugs affects the quality of life in our communities, and drug use can turn people into unproductive members of society.

4. Terrorist groups, like organized crime syndicates, use the revenue generated from their illegal activities to fund their organizations. However, in comparing terrorist groups and organized crime syndicates, it is evident that these groups are very different (Schmid, 2005). Terrorist groups are more ideologically and politically motivated. They wish to compete with governments for legitimacy, seek attention from the media, and their victimization is less discriminate. Organized crime syndicates are more profit motivated and prefer to stay out of the spotlight. A major commonality between the two is the use

of legitimate business to launder money and the profits they gain, to sustain their organizations through involvement in the illegal trade economy. The main funding for terrorist organizations comes from profits from the drug trade, illegal sale of arms, prostitution, embezzlement and the illegal sale of cigarettes. The illegal drug trade is beneficial to these terrorist organizations because drugs are cheap to make and yield such high returns. According to figures released by the U.S. Department of State (2001), there was over 5,000 metric tons of cocaine sold during 2001, at a street value of at least $50 billion. Five hundred metric tons of heroin generated at least $30 billion on the street during that same timeframe (Ehrenfeld, 2002).

5. When the Taliban took over Afghanistan in 1996, the production of heroin sky- rocketed. In 1999, the Taliban produced 400 metric tons of heroine and allowed these funds to go to Bin Laden and his counterparts. The terrorist group Al-Qaeda, the group responsible for the attacks on the United States on September 11, 2001 has shown increasing participation in the drug trade. The United States government and its allies in the war on terror have been eliminating and attacking Al-Qaeda's funding sources. In turn, this has increased their participation in the drug trade. In 2004, members of Al-Qaeda were responsible for the bombings in Madrid, Spain that killed 191 people. This attack was estimated to have cost only $70,000, and was funded primarily on the sale of hashish and ecstasy (CBSnews.com). More than 40% of the Taliban's money came from the illicit trade of opium, which is made from the poppy plants that grow in Afghanistan. Al Qaeda's involvement in drug trafficking is also on the rise, mainly by providing security to drug transports across Africa into Europe, and recently in the trans-Atlantic drug trade.

6. The NYPD's counternarcotics program is a "smart practice" that the nation's state, local, and tribal police agencies should adapt, scaled to their respective vision, mission, and purpose. A "smart practice" is a technique or methodology that, through experience and research, has proven to reliably lead to a desired result. A smart practice affirms the usefulness of the proposed model; the adapting organization uses only the elements of the model that meets their needs. The use of a "smart practice" in any field is a commitment to using all the knowledge and technology that an organization has.

NYPD Counter-Narcotics Strategy

1. The NYPD's counter narcotics operations are comprehensive and aggressive. The Department's narcotic program includes:

- Patrol
  - Every police precinct in the NYPD is divided into patrol sectors. Patrol officers are generally assigned the same sector on a regular basis.
  - Patrol officers are often considered the back bone of the NYPD. Patrol officers respond to 911 calls as well as work in specific patrol sectors.
  - Working in specific patrol sectors allows officers to become familiar with that area, as well as the people who live there.
  - They are the ones who are the first to notice change in the conditions of the sector.
  - While patrolling their sector, they can also observe narcotics activity as well as gather intelligence on narcotics activity from encounters with people of the community.

- Most patrol officers are marijuana field test qualified.
- Patrol officers are able to make drug related arrests.

- SNEU
  - In addition to patrol forces that make street level narcotics arrests as part of general and directed patrol, each of NYPD 76 precincts maintains a SNEU that typically consist of eight police officers and a sergeant.
  - SNEU concentrate their efforts in the precinct's drug-prone locations. The aim of these teams is to observe and make arrests for the sale and possession of narcotics on the street level.
  - Through the use of plain clothes officers, undercover officers (UCs) and confidential informants (CIs), SNEU officers are able to arrest low level dealers and reduce street-level drug traffic. Some of the methods that are used by SNEU teams involve roof top surveillance operations (Ops) and vehicle surveillance. This allows officers to blend in with their surroundings, giving them an advantage. Conducting these operations and "hiding" in plain sight allows the officers to observe who is involved in drug transactions in a specific area.
  - While sometimes their efforts may seem frivolous, they must continue their efforts. Often when a street dealer is arrested, a new one steps into place, in an on-going cycle that hinders counter narcotic operations. By arresting street dealers and seizing narcotics on the street, profits will be minimized. By going after the low level players in the drug trade the immediate supply line is interrupted.

- OCCB

- The NYPD's Organized Crime and Control Bureau is made up of several different units that target criminal organizations. The drug trade includes farmers, refiners, terrorist organizations that supply transport and security, and the dealers. The unit within the OCCB that focuses on drug activity is the Narcotics Bureau.
- The Narcotics Bureau is a city wide unit that has branches in each one of New York City's boroughs. After being divided on the borough level, the unit is then further divided into modules that are responsible for covering up to two precincts.
- Members of Narcotics Unit conduct Buy and Bust operations, observations of sale, and investigations into complaints regarding drug sale and use, and the execution of search warrants. Buy and bust operations consist of the use of an undercover agent to purchase narcotics, leading the team to the seller. This allows Narcotics officers to dismantle drug rings.
- Narcotics is a more investigative unit then SNEU in that officers must also look into complaints that are generated for certain areas that have high drug activity. Due to the fact that Narcotics is considered an investigative unit, officers that serve in the bureau for 18 months are promoted to the rank of detective. A promotion in rank from police officer to detective is a motivational tool to give officers an incentive to join the bureau.
- Narcotics teams also obtain search warrants through the use of confidential informants and undercover officers to locate and seize drugs kept in stash houses. This allows the group to go after and attack those who are more involved and make larger scale arrests and seizures. By working their way up the ladder to higher level

players in the drug trade, Narcotics officers are able to seize larger amounts of narcotics and currency.

- Through asset forfeiture, money and other profits from involvement in the drug trade can be seized. Seizing profits gained at this level prevents them from making it back to the top of the ladder in the trade.

- DETF
  - One of the best tools that the NYPD has utilized is their ability to form and maintain joint task forces with federal agencies. The DETF is a joint venture between the NYPD and the Federal Drug Enforcement Administration.
  - This allows the members of the DETF to work hand-in-hand with agents in the DEA. This also allows for information sharing and a larger pool of resources. Both agencies benefit from these task force efforts.
  - The DETF is the oldest task force in the country and was formed in 1970 when the DEA was known as the Bureau of Narcotics and Dangerous Drugs. The first task force was comprised of investigators from major state and local regional agencies, primarily the New York City Police Department and the New York State Police.
  - Due to the complexity of drug problems in the region and the varied levels of drug trafficking, the New York City metropolitan area was ideal for federal, state, and local initiatives (justice.gov). This partnership allows the federal agency to provide resources and involvement at a higher level to the municipality, while it allows the municipality to provide the federal agency with investigators that are familiar with the area and have closer ties to the community.

- This joint effort is crucial to fighting the war on drugs and the war on terror. This task force allows for a combination of the resources and specialized knowledge possessed by the DEA, and the resources and skilled investigators of the NYPD who are familiar with their jurisdictions. There are many advantages that are gained through the implementation of these task force operations.
- NYPD officers in the task force are deputized federal drug agents, which in turn extends their jurisdiction. In addition, it allows the NYPD to share in the profits gained from asset forfeitures.
- Money and other profits that are seized for asset forfeiture are sold and put into the resource pool for these agencies to use. This prevents the profits from reaching terrorist organizations and others involved in the drug trade and helps to fund the effort to fight the war on drugs.
- This allows the DEA to draw on the investigative expertise of NYPD and share resources that the NYPD may not have ordinarily been able to obtain.

- HIDTA
  - Another tool that the NYPD has in its arsenal against the war on drugs is its partnership with the NY/NJ HIDTA. HIDTA stands for the High Intensity Drug Trafficking Area; this program enhances the relationship between local, state, and federal law enforcement agencies.
  - The HIDTA program provides these agencies with coordination, resources, equipment and technology to further and enhance their investigations into the trafficking of narcotics (whitehousedrugpolicy.gov).

- The NYPD's Intelligence division works closely with HIDTA, acting as a liaison to provide the NYPD with information on drug trafficking that is crucial to investigations.

- DARE
  - In addition to the enforcement effort, law enforcement agencies should also work with the community through schools, using programs to educate people on the dangers of drug use and involvement in drug activity. Currently, most schools only offer Drug Abuse Resistance Education or D.A.R.E programs, once in middle school and once in high school.
  - This should be done more then twice. These programs must also not be presented in a manner which seems overly authoritative. Teenagers are often turned off by authoritative figures and tend to rebel against them.
  - The goal of these programs is to keep our youth away from drugs, and not entice them to rebel and experiment with drugs. We must also strive to keep children interested and motivated in school to reduce drop out rates and create more productive members of society that can enter the work force and benefit our country. Many of the people who are involved in the lower levels of the drug trade are uneducated and only interested in making fast, easy money.

Through the use of programs such as COMPSTAT and NARCOSTAT, the effectiveness of the NYPD's counter-narcotic efforts are measured. COMPSTAT is a

NYPD program that measures crime trends in the city and helps to identify areas that are prone to certain crimes or crime patterns over a 28 day period.

Recommendation:

1. The nation's 17,876 police departments should adapt the NYPD's counternarcotics program scaled and tailored to their unique vision, mission, and purpose. Collectively, the nation's state, local, and tribal police agencies adaptation of NYPD's aggressive and comprehensive counternarcotics program will detect, deter, and mitigate crime and terrorism. To combat the joint war on terror and the war on drugs, we must start at the bottom, where the drug trade affects our citizens directly. A bottom-up strategy is simple in nature as well as effective. This type of strategy allows law enforcement to go after low level participants in the drug trade. By aggressively enforcing a counter narcotics strategy from the bottom up, profits that will not reach cartels and terrorist organizations will be stifled.

2. NYPD's counter-narcotic strategy. Their involvement in joint task forces with the DEA, and involvement in HIDTA will also aid in drug enforcement. By sharing information in trafficking, and using federal aid from joint task forces, state and local departments will be able to enlarge their resource pool. Man-power and budgeting play a large role in the capabilities of departments and some may not be able to accommodate such efforts. A strategy such as the use of the SNEU team is one of the easiest ways smaller departments can up-grade their counter-narcotic operations. SNEU teams do not require high man power or budget demands. They are highly effective and that is the goal of this strategy, to find efficient and effective ways to reduce the supply of dangerous

drugs to our communities. The NYPD also gives narcotics identification training to patrol officers who are not on specialized narcotics enforcement teams. This can be utilized by other state and local police departments as well. Providing officers with training on identifying drug patterns and operations can help to achieve an "all hands" approach in this effort. Also providing field test training to officers will allow them to positively identify narcotics that they may come across.

~~3.~~ In turn, this will also slow down the cash flow that makes its way to terrorist organizations and drug cartels. If every department used the NYPD's counter-narcotic strategy, major results would be seen. If drug supply lines are attacked through methods of interdiction, arresting those who are selling narcotics, and identifying drug rings, it will make it more difficult for the product to reach buyers. This must be a two-prong effort; not only must we attack the supply but the demand for these drugs must also be diminished.

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Chapter 2

Terrorism is a threat to the United States and its citizens that is ever evolving and searching for new ways to carry out attacks. Terrorists aim to harm their targets by striking fear into them and attempting to make citizens lose faith in our government and our economy. I propose that to aid in the fight against terrorism, we use their methods against them. By disrupting the funding that terrorist groups rely on, we can make it more difficult for them to accomplish their mission. The highest profit-yielding venture that funds terrorist organizations is their involvement in the illicit drug trade. Through the use of a Joint Task Forces between the NYPD and federal agencies and utilization of the NYPD's specialized units, a joint attack against the war on terror and the war on drugs must occur. If the financial backing of these terrorist organizations is diminished, it will make it more difficult for them to carry out their acts of terror.

The New York City Police Department is the largest police department in the United States. The NYPD is charged with serving the communities of one of the largest

and most diverse cities in the world. Because of the size of the NYPD and its day to day functions, assuming the role of manager within this department is a task that cannot be taken lightly. Managers in the NYPD are responsible for large numbers of personnel, ensuring that they carry out their job accordingly. Because of the size of the NYPD and the fact that it is a para-military organization, the best leadership model that can be used is the Divisional Form which allows a division in management that meshes well with the rank and file of the NYPD. With a department of this size problems may arise from lack of management, over-management and poor management. The main goal of a manager is to keep a group motivated to stay on task and carry out their mission effectively.

The New York Police were established in 1844, closely modeled after the Metropolitan Police Service in London, which also used a para-military rank and structure system. In 1898 the NYPD began to take shape as the police department that we know today. The five boroughs of the city had been merged to form the City of New York. This merger required a unified police department that could serve the city as a whole and maintain close ties to the different communities. The diverse population in New York City presents a challenge to its police officers in that the officers must be able to deal with people of many different cultures and backgrounds.

The use of a rank structure allows the role of managers to be clearly defined and to instill the notion of superiority. A top down rank structure clearly outlines the chain of command and defines it without hesitation or confusion. In a police organization this rank structure is beneficial because of the sometimes chaotic work environment. The highest ranking member of the NYPD is the Police Commissioner, followed by the First

Deputy Commissioner, and Deputy Commissioners. Although the Police Commissioner and Deputy Commissioners, the highest ranking members of the department, are civilian personnel, all are former sworn officers. The term "uniformed personnel" applies to officers that are sworn into the department. The rank of the NYPD's uniformed personnel are: Chief of Department, Bureau Chief, Assistant Chief, Deputy Chief, Inspector, Deputy Inspector, Captain, Lieutenant, Sergeant, Detective/ Police Officer. There is no supervisory difference between the rank of Detective and Police Officer. The difference in rank is a career path difference with detective holding an investigative position.

The Divisional Form of management best suits the NYPD because of the size and structure of the department. The Divisional Form involves a central management headquarters and several smaller management centers (Bolman, Deal). Stemming from the central headquarters are satellites that cover specific areas, each responsible for its geographic area and reporting back to the main hub. Headquarters is also responsible for designating the goals and objectives of the smaller satellites. The center of the department is at 1 Police Plaza; it designates the mission of the department to be carried out by the precincts and police service areas.

The NYPD is divided into patrol boroughs, bureaus, and precincts. In the NYPD there is the Patrol Bureau, Housing Bureau, and Transit Bureau, which were formed by merging the NYPD and the New York City Housing Police, and New York City Transit Police. Now as bureaus under the NYPD the Housing Bureau is still responsible for New York City Housing Developments, and the Transit Bureau is still responsible for the

city's vast subway system. The eight patrol boroughs: Bronx, Manhattan North, Manhattan South, Queens North, Queens South, Brooklyn North, Brooklyn South, and Staten Island. The Housing and Transit Bureaus also have precincts in each borough. In each of the patrol boroughs there are precincts that are assigned to different sections of the city. These divisions exhibit the structure of divisional management.

Over the course of its history the NYPD has had its highs and lows. Its low points stem mostly from bouts with corruption which still haunt the department. To combat corruption commissions have been put into place to evaluate and resolve these issues. The necessity for these commissions seems to have been warranted in intervals of approximately 20 years (Grennan, 2001). Examples of this begin with the Lexow Committee in 1894, followed by the Curran Committee in 1914, the Seabury Commission in 1932, the Helfand Commission in 1949, the Knapp Commission in 1970, and the Mollen Commission in 1993. Up until the 1980's, corruption always involved some type of vice or extortion that consisted of payments to officers to avoid being arrested or prosecuted for a violation or a crime. In the late 1960's and early 1970's, corruption involving narcotics emerged. Officers realized that the relatively small amounts of money obtained from shakedowns were nothing compared to the hundreds or thousands of dollars available from shakedowns of drug dealers. The temptation of large amounts of money available from drug trafficking is the challenge currently facing the department (Grennan, 2001).

Combating corruption within the NYPD relates to principles that make a good manager. Managers are in place to supervise, discipline, and motivate their subordinates.

Effective managers are able to establish good working relationships with their employees to create a healthy work environment. Those who are in managerial positions assume responsibility for the actions of their subordinates and must discipline them when necessary. It is a difficult task to undertake because managers want to keep morale high so subordinates function efficiently. This does not mean being lax; however, micromanaging subordinates may prevent them from wanting to work. Deciding what to discipline makes this a challenge. If a subordinate commits a minor violation, I do not think that they should be "put on paper" the first time. Correct the person privately and if this does not remedy the situation then proceed to the next step. Managers must establish a good working relationship with their subordinates and both must understand that if need be the manager must put informal relationships aside. Kindness should not be taken as a sign of weakness and respect of rank must remain.

Motivation is a good tool that can be used by managers so that their subordinates stay on task. In the NYPD police officers are the laborers of the department. They are often the first line of communication between the NYPD and the community. If a platoon commander cannot keep the officers in his platoon motivated, this will reflect on the quality of the work they do. By publically praising their subordinates managers will be able to maintain a motivated staff. If a manager must discipline a subordinate it should be done in private because discipline done before others lowers morale. Making a negative example of an employee in front of the group leads to harsher punishment.

Managers in the NYPD can keep their subordinates motivated through the use of job design, employee participation, and goal setting. Job design refers to the ability of an

employee to feel a sense of accomplishment and challenge from a task. Participation allows the employee involvement in planning and carrying out of task. This gives a greater sense of satisfaction (Perry, Mesch, Paarlberg, 2006). Setting goals gives employees a challenge to aim for. Accomplishing these goals gives the employees satisfaction and motivation to achieve future goals. It allows them to see that their efforts have paid off.

In the NYPD and other related civil service jobs managers are promoted through exams, which are designed to test knowledge of department procedures and policies. Promotional exams can be a double edged sword when it comes to determining a good manager. On one end there are those who want to accept the responsibility of becoming a leader and all that entails, and on the other there are those who want the promotion for its monetary value. The exam measures comprehension of department procedures and policies; it does not measure the candidate's ability to be a good leader. A true manager is someone that possesses the ability to lead the group through positive reinforcement and motivation, not through harsh negative discipline and strict interpretation of the rules. Managers that use discipline as a fear tactic for motivation do the opposite and hinder progress and motivation. Managers should not lead with a personal vendetta either, and must maintain a professional working relationship with their employees. In a department as large as the NYPD efforts to achieve this are utilized. When a police officer is promoted to sergeant, or sergeant promoted to lieutenant and so forth, the individual is sent to work in a different precinct from where they originated.

Managers have the responsibility to make sure that their group or organization functions properly and that their employees work well to get the job done. A good manager recognizes the strengths and weakness of his employees so they can assign them tasks that best suit their abilities and so maximize productivity. Self-monitoring is an individual's ability to adapt and adjust behavior accordingly to different situations; this is especially crucial in changing times. Self monitoring is also a good trait for managers to possess because it allows them to monitor both themselves and their employees.

The daily functions of the NYPD involve patrolling designated areas as well as responding to reports of crimes. Within the NYPD there are also specialized units that are in place to target criminal activity by paying special attention to high crime areas. In the daily functions of the police department there are often times when situations may become chaotic. It is the nature of the job as police officers are generally not called to respond to good events. Being able to manage in a time of crisis is an imperative skill that managers must possess. Often in times of chaotic events emotions are high and it is difficult to maintain clear and coherent thinking. Managers in the NYPD must be able to address these situations properly so that their employees stay calm and effective. They must also be able to protect the reputation of the department.

The citizens must maintain faith that the NYPD is doing all it can to protect them in the times of a crisis. In the article "Helping Crisis Managers Protect Reputational Assets" Halladay and Coombs describe Personal Control, the degree to which an event was controllable or uncontrollable by an organization. Some of the events that challenge the NYPD are simply uncontrollable, i.e., natural disasters. Others are not 100%

controllable, but can be controlled to a degree. Terrorist threats and manmade disasters are threats to our well being that can be controlled. The frontline of our war on terror lies with our ability to gather information that may lead to the dismantling of a terrorist cell or possible attack. By properly gathering this information and sharing it with other agencies and the public, we can hope to control the outcome of these events. As mentioned in other discussions, we know that a lack of communication and information sharing was a problem during 9/11. Information was not shared with the NYPD by the FBI and other agencies that had Intel on the possibility of a terrorist attack. Although it is not certain that if information was shared these events would not have occurred, but they may have been more controllable, and less catastrophic.

Communication in the time of a crisis between organizations and the public is a crucial function that must occur with the utmost effectiveness. A better informed public creates better attention to possible threats that may be visible but unnoticed. Better communication between government organizations will hopefully minimize the effects of a crisis. Members and managers of the NYPD and other police organizations must remember that communication between the department and the public is a powerful tool. Members of the community are very familiar with their surroundings and day to day activities so they are often the first to notice when something is new or out of place. Maintaining good communication between the public and the police allows for this information to be shared..

To combat terrorism by attacking the drug trade that provides financial support to terrorist organizations, it is crucial for the NYPD to collaborate with the DEA through the

DETF. The DETF or Drug Enforcement Task Force is a joint task force between the NYPD's Narcotics Unit and the Federal Drug Enforcement Administration. This creates a larger resource pool for both agencies. NYPD investigators have tighter ties to the community and better knowledge of the area in which they work. DEA agents offer resources that are generally privileged to federal agencies. This partnership also deputizes NYPD officers as federal officers, extending their jurisdiction to aid in investigations.

Working in large scale partnerships or groups is very beneficial to both agencies involved. However it can present difficulty in managing the group effectively. Managers must consider that they are dealing with people that work on different levels, possess different skills, and many different personalities and temperaments (Huitt 1992). Members of a group have different ideas and thought processes when it comes to problem solving, even if all the members of the group are focused on the same task. It is crucial that managers ensure that the group is focused and on task. Group managers must also be able to piece together the ideas put forth by the group into a coherent plan of action.

Smaller groups are also focused on keeping narcotics off the street. Through the utilization of SNEU teams and Narcotics Modules the NYPD is able to combat drugs and prevent them from reaching potential buyers. By hindering the sale of narcotics on this level, officers prevent proceeds from the drug trade from making their way back up the ladder to terrorist organizations. When working in small groups such as these, which generally consist of 8 to 10 officer teams, managers must keep morale high. Many times those arrested for involvement in the drug trade are back out on the street soon after an

arrest, so this can be discouraging for members of the team. One way that managers can keep their team motivated is through job design and alternative work schedules. Officers that do the same task repeatedly can burn out. When this occurs, officers become less productive. Job design has been found to reduce absenteeism, as well as increase job satisfaction, organizational commitment, productivity and work quality (Perry, Mesch & Paarlberg 2006).

Mangers in the NYPD involved in this plan of combating terrorism and efforts towards homeland security have many tasks. They must be prepared to deal with many different aspects of management. To keep the members of the department that are involved in this effort motivated and in line, they must use appropriate techniques. With employees that are committed to the mission, managers will have an easier time and gain the best possible outcome. Managers must select employees carefully since not all employees have to be mirror images of each other. Differences in employees allow for a more versatile idea bank. Positive reinforcement of good work will keep employees motivated to carry out their tasks. Discipline must also be used to ensure that corruption does not occur and that employees remain professional. Corruption can greatly hinder the reputation and progress that a group makes. Maintaining a positive reputation is crucial to keeping the backing of the community which the group is fighting to protect.

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Chapter 3

Strategic planning is the process of determining what an organization wants to be in the future and how it will get there. Organizations both public and private which develop and implement strategic plans tend to be more successful then those that do not.

A strategic plan is a necessity for the continued success of any business or agency. A strategic plan entails conducting a SWOT analysis of an agency, which covers the Strengths, Weakness, Opportunities, and Threats. Also crucial to the success and strength of an organization is the vision and mission of the organization. The organization for which I have chosen to create a strategic plan is the New York City Police Department. The NYPD is the largest police department in the world, and is charged with serving one of the largest and busiest cities in the world. Due to the size and services rendered, it is crucial for the NYPD to have a clear and concise vision and mission, as well as a strong strategic plan.

Having a vision statement that accurately expresses the purpose and goals of an organization is a crucial key to success. It can powerfully communicate intentions and motivate an organization to achieve a common goal in the future. The vision statement should emphasize purposes, behavior, performance criteria, decision rules and standards that serve the public rather than the organization and create public value (Bryson, 2004).

Proposed NYPD vision statement

- The NYPD is committed to being a world leader in policing by hiring and promoting talented officers, maintaining integrity and setting new precedents in police tactics and procedures among municipal police departments. By employing best practices in policing and community relations, the NYPD will continue to maintain strong ties with the diverse community that it serves.

Citation

A vision statement should emphasize purposes, behavior, performance criteria, decision rules, and standards that serve the public rather than the organization and create public value (Bryson, 2004).

Proposed NYPD mission statement

- To provide for the safety of people and property against all threats to the quality of life, by reducing crime and the fear of crime by working with and forming lasting bonds with the community and providing reliable and professional policing.

Citation

A mission clarifies an organization's purpose, why it should be doing what it does; a vision clarifies what it should look like and how it should behave as it fulfills its mission (Bryson, 2004).

SWOT Analysis

When creating a strategic plan for an organization it is crucial to conduct a SWOT analysis of the Strengths, Weaknesses, Opportunities, and Threats of an organization. The internal analysis is a comprehensive evaluation of the internal environment's strengths and weakness. The external analysis is a comprehensive evaluation of the external environment's opportunities and threats. The SWOT analysis can serve as an interpretative filter to reduce information to a manageable quantity of key issues (NetMBA.com).

Strengths:

- The size and scope of the department
- Many specialized units creating a niche for every type of police officer

- Career path development allows for officers to obtain promotions in specialized areas
- Diverse employee base allows for better interaction with the diverse communities within the city
- Specialized on the job training to have better educated officers
- Many of the training courses officers receive can help them to obtain jobs after retirement.
- NYPD/FBI Joint Terrorism Task Force
- NYPD/US Marshall Joint Fugitive Recovery Task Force
- NYPD/DEA Joint Drug Enforcement Task Force
- Participation in HIDTA and HIFCA
- Participation in joint task forces and HIDTA and HIFCA increases information sharing between the department and federal agencies, expands resource pools

Weakness:

- Budget cuts that affect the NYPD in terms of salary contracts, manpower and resources
- Lowering hiring standards to compensate for a shortage in manpower
- Over-diversifying the Department
- Size of the department in regards to keeping facilities, vehicles and tools in proper working order

Opportunities:

- More training for officers in interactions with a diverse population
- Community meetings to gain feedback from members of the community on the effectiveness of the police and changes that can be made.

- Incentives for multi-lingual officers
- Opportunity to create strong ties with the community to gain trust and respect
- Opportunity for Rank and Investigative career path advancement
- The ability to join one of the many specialized units within the department
- Counter terrorist operations and intelligence gathering

Threats:

- With a city that is full of possible targets the threat of another terror attack is inevitable.
- New crime patterns, and spikes in crime
- Another drug epidemic that can create a downward spiral in quality of life within the city. Drug activity and increase in crime often come hand in hand and threaten the quality of life with in the city.
- Loss of manpower due to budget cut backs; the department is already understaffed and short handed, making it more difficult to effectively and efficiently perform.
- Lack of new equipment or quality of equipment due to budget cut backs; this makes the task at hand harder to accomplish
- Less training for officers can present the possibility for a less motivated and job educated staff
- Law suits against the department both legitimate and frivolous can harm the department financially and its reputation

Strategic Plan

After conducting a SWOT analysis, preparing a vision and mission statement you can move forward to create a strategic plan for your organization. A strategic plan helps to map out the direction which you would like your organization to go in the future. The first plan created will not be flawless, but it is a stepping stone to be molded into practical use.

Strategic issue: New York City is full of possible terrorist targets and is a major tourist/transient location, making the risk of another terrorist attack inevitable.

Citation

Strategic issues are fundamental policy questions or critical challenges that affect an organization's mandates, mission and values, products or services. (Bryson. 2004)

Strategy: Prevent or minimize the effects of a terrorist attack on New York City by maintaining a coalition of federal, state, and local agencies within the city.

Citation

In its simplest form, a strategy is a clear decision and statement about a chosen course of action for obtaining a specific goal or result (Ingram, 2010).

Goals:

- Maintain coalition bonds between NYPD and federal agencies. NYPD/FBI; Joint Terrorism Task Force, NYPD/DEA; Drug Enforcement Task Force, NYPD/US Marshall Service; Joint Fugitive Recovery Task Force.
- Aggressive intelligence gathering and information sharing between local, state and federal agencies: quickly and efficiently gathering and sharing information between like minded agencies will strengthen the efforts put forth by all agencies involved.

- Preventing complacency of officers during routine, directed and specialized patrol.
- Conducting threat assessments of city buildings, landmarks, and possible high-risk locations.

Key performance indicators:

- Implementing a Terror Stat that monitors effectiveness (threats stopped, foiled, or frivolous), and threat assessments monthly.
- Managers will report to Terror Stat monthly and report on intelligence gathered.
- Managers will present to Terror Stat quarterly threat assessments of city buildings, landmarks, and possible high-risk locations.
- Upon completion of their tour officers will submit any observations made and any intelligence gathered to their Sergeant.

Time table:

- January 2011- The strategic planning process will begin
- January 2011- Terror Stat will be held and reconvened monthly
- April 2011- Presentation of threat assessments of city buildings, landmarks, and possible high-risk locations to Terror Stat
- July 2011- Quarterly review and presentation of threat assessments
- October 2011- Quarterly review and presentation of threat assessments

Budget/resources: Similar budget allotments will be made for Terror Stat as are made for Comp Stat, Narco Stat, and Traffic Stat for the fiscal year. Manpower to monitor and maintain Terror Stat will be taken from members of the Joint Terrorism Task Force

(JTTF), Intel division, and Counter Terrorism Unit. This will prevent having to draw manpower from other sources within the department.

Strategic issue: Lowering hiring standards to fill thinning ranks due to budget cuts, low salary, and attrition. Not keeping contracts up to date creates high gross back pay payouts to officers not working under contract.

Citation

Strategic issues are fundamental policy questions or critical challenges that affect an organization's mandates, mission and values, products or services (Bryson, 2004).

Strategy: Maintain competition in the job market with competing agencies by offering comparable salaries that do not financially hurt the department, but offer incentives toward recruitment. Do not compromise quality for quantity as in the long run it will not pay off.

Citation

In its simplest form, a strategy is a clear decision and statement about a chosen course of action for obtaining a specific goal or result (Ingram 2010).

Goals:

- Employ high quality officers and maintain a balance between quantity and quality.
- Keep salaries for starting officers comparable to neighboring agencies.
- Maintain similar hiring standards as neighboring agencies to keep competition in the job market.
- By hiring better quality employees, quality of work increases

- Keep contracts up to date to avoid gross pay outs of back pay when contracts expire.

Key performance indicators:

- Thorough background checks on applicants and higher standards will increase the quality of officers hired.
- Begin and settle contract negotiations before existing contracts expire to aid in preventing large back payouts.

Time table:

- January 2011- Managers in Recruitment and Applicant Processing division will hold a meeting to discuss hiring standards.
- At the start of the fiscal year contracts will be examined as to how they can be maintained and/or altered when they expire.
- June 2011- Have contract negotiations finalized
- July 2011- Expiration date of current police officer salary contract.

Budget/resources: Rearrange budget for annual fiscal year to allow for contract negotiations to reflect higher, more comparable salaries for police officers.

Strategic issue: The size of the department makes it difficult to maintain facilities, vehicles, and resources. This is due to budget cuts, and size and demand of the department.

Citation

Strategic issues are fundamental policy questions or critical challenges that affect an organization's mandates, mission and values, products or services (Bryson, 2004).

Strategy: Unfortunately due to the needs of the department the NYPD cannot downsize too much in the interest of saving money. Keeping department facilities, vehicles and tools in proper working order is crucial to maintaining effectiveness and motivation of police officers. Currently each precinct has an officer that is in charge of maintaining its vehicles. This should be used as a model and assign an officer to oversee the custodial staff, as well as to make sure computers, and other devices are in constant proper working order.

Citation

In its simplest form, a strategy is a clear decision and statement about a chosen course of action for obtaining a specific goal or result (Ingram, 2010).

Goals:

- Maintain department buildings, vehicles, and resources/tools in proper working order, and readily available.
- Keep up to date and accurate maintenance logs.

Key performance indicators:

- Precinct quartermaster must submit a monthly report stating the working order of precinct resources.
- Precinct quartermaster will also submit an amended requisition for supplies needed before the end of the fiscal year.

Time table:

- July 2011- Fiscal Year begins

- August 2011- First monthly report from precinct quartermaster submitted, to be completed in the same manner each month to follow.
- June 2012- Close of the fiscal year

Budget/resources: By implementing a re-circulating budget some of these problems may be remedied. Most budgets are allotted for a fiscal year and funds are spent entirely so that the same or larger amount may be granted the following year. If the budget were set up in a way that excess funds were not wasted but put into an emergency account, this excess money would be available if needed.

Strategic issue: Budget cuts create hiring freezes which affect manpower, as well as new and up to date resources.

Citation

Strategic issues are fundamental policy questions or critical challenges that affect an organization's mandates, mission and values, products or services (Bryson, 2004).

Strategy: Implement a re-circulating budget. Most budgets are allotted for the given fiscal year. Towards the end of the fiscal year agencies try to exhaust funds so that they do not affect the budget for the next fiscal year. I propose that these funds that are left over get re-circulated into a surplus account for emergencies, such as a down sloping economy. By rolling over excess funds into a surplus account, funds will be available in the case of an emergency. This will help to prevent budget cuts and taxation increases caused by a poor economy or emergency spending.

Citation

In its simplest form, a strategy is a clear decision and statement about a chosen course of action for obtaining a specific goal or result (Ingram, 2010).

Goal:

- Implement re-circulating budget to work around and prevent budget cuts.
- Budget reform will help to prevent and work through deficits.
- Create incentive program for employees to find ways to reduce waste spending.

Key performance indicators:

- Review of annual budget and funds spent.
- Any surplus will get rolled into a surplus account to protect against budget cuts.

Time table:

- July 2011- Fiscal year begins, budgets for 2011 reviewed and implemented
- June 2012- Fiscal year comes to an end, remaining funds rolled into surplus account
- July 2012- Next fiscal year begins

Budget/resources: By implementing a re-circulating budget some of these problems may be remedied. Most budgets are allotted for a fiscal year, and funds are spent entirely so that the same or larger amount may be granted the following year. If the budget were set up in a way that excess funds were not wasted but put into an emergency account, this excess money would be available if needed.

Executive Summary

The New York City Police Department is the largest police department in the world. It is charged with serving one of the largest and most diverse cities in the world, and it is also home to a plethora of possible terrorist targets. Policing an extremely

diverse population is difficult in terms of communication with the community, as well as understanding and respecting the values of each ethnicity. To diversify the department and the services that it offers, it is divided into bureaus that carry out special tasks. Within the NYPD the three main bureaus are Housing, Patrol and Transit. The Housing Bureau patrols the public housing areas within the city, the Patrol Bureau provides police service to city as a whole, and the Transit Bureau provides police service on the city's vast subway system. Dividing the department in this way allows officers to work more closely with the citizens in these communities. To meet the special needs of the department there are also a vast number of specialized units: Counter Terrorism, Narcotics, Organized Crime, Gang Enforcement and Highway Safety are some examples.

For any organization to have success and longevity it is crucial that it has a clear and concise mission and vision expressing to the organization's stake holders what the organization is about and what it plans on doing to achieve success in the future. Stakeholders are those who have a vested interest in the survival and success of an organization. In the case of the NYPD the stakeholders are the residents, tourists and transients that reside and visit the New York City area. Vision statement: The NYPD is committed to being a world leader in policing, by hiring and promoting talented officers, maintaining integrity and setting new precedents in police tactics and procedures among municipal police departments. By employing best practices in policing and community relations, the NYPD will continue to maintain strong ties with the diverse community that it serves. The mission of the NYPD is "To provide for the safety of people and property against all threats to the quality of life, by reducing crime and the fear of crime by

working with and forming lasting bonds with the community and providing reliable and professional policing." To accomplish its mission the NYPD needs up to date and properly working tools and resources, professional police officers of the highest caliber, and the financial means to maintain and move the department forward. In our current economic times, budgeting plays a large role in how the department can function. We must find a way to maximize our abilities while still maintaining a thrifty budget.

After conducting a SWOT analysis of the NYPD, I have isolated and addressed several of the main factors that affect the department. A SWOT analysis is an analysis of the Strengths, Weaknesses, Opportunities, and Threats of an organization. Threats towards the NYPD occur in the form of terrorism, crime, and budget cuts. Threats can hinder the success and performance of an organization. Implementing a strategic plan can help to properly identify and overcome these threats. Strategic planning is the process of determining what an organization wants to be in the future and how it will get there. Organizations, both public and private, which develop and implement strategic plans tend to be more successful then those that do not. A strategic plan is a necessity for the continued success of any business or agency.

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Chapter 4

Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda are funded in large part by the proceeds of narcoterrorism. The suppression of narcotics should be a larger part of the current Overseas Contingency Operation (formerly known as the Global War on Terror). Using the United States government's pre-9/11 War on Drugs as a baseline, this strategy proposes a bottom-up narcotrafficking-centric counterterrorism strategy predicated upon the New York City Police Department's narcotic enforcement program. This strategy proposes that the nation's 17,876 police departments state, local, tribal adopt the New York City Police Department's (NYPD) narcotics program, scaled and tailored to their unique requirements. In addition, narcotrafficking is the mainstay of national and international criminal enterprises. The

continued proliferation of narcotics sale and use contributes to street crime and lowers the community's quality of life. By imposing zero tolerance policies on the sale and possession of narcotics the Nation can simultaneously fight terrorism and crime. In addition, removing drugs from our communities will help to lower crime and deny criminal and terrorist enterprises funding that would facilitate crime and terrorism. . I propose that all 17,876 State, local, tribal police departments follow the New York City Police Department's (NYPD) narcotics model.

Purpose

The purpose of this strategy is for all 17,876 State, local, tribal police departments to use the NYPD counter-narcotic operations as a best practice, and model it to meet their needs and capabilities. A major part of the NYPD counter-narcotic operations are their joint task force efforts with federal agencies, mainly the FBI and DEA. These task forces allow federal and local agencies to work together and use each others strengths to form a larger resource pool. All law enforcement agencies stemming from local to federal agencies are in place to enforce the law and uphold the Constitution. The Constitution both gives and limits the powers of law enforcement agencies. Limitations of these agencies are in place to protect the rights of the citizens of this country. The Bill of Rights contains the first 10 amendments to the constitution, and serves as an outline of rights that we possess. The Fourth, Fifth, Sixth and Eighth Amendments apply law enforcement and this strategy. The US PATRIOT Act also applies to this strategy by facilitating information sharing between law enforcement agencies, allows law

enforcement agencies to use the same techniques they have used for decades against the mafia, and drug traffickers against terrorists.

Narcoterrorism is a relationship between terrorist organizations and those involved in the narcotics trade. By applying the narcotics practices that the NYPD uses to their own needs and capabilities, all other departments can take a more aggressive approach to counter-narcotics operations. First coined by Peruvian President Belaunde Terry, narcoterrorism, is generally connected with Latin America; but is increasingly linked to regions of Central and Southeast Asia and specifically the drug producing regions of the Golden Crescent and Triangle. The Golden Crescent is the name given to Asia's principal area of illicit opium production, located at the crossroads of Central, South, and Western Asia. This area overlaps three nations, Afghanistan, Iran, and Pakistan. The Golden Triangle is one of Asia's two main illicit opium-producing areas, and is made up of Southeast Asia; Burma (Myanmar), Laos, and Thailand (geopium.org). Al Qaeda's involvement in the drug trade is also increasing, and is known to have financed the commuter rail attack in Madrid, Spain in 2004.

Terrorist organizations use the profits that they gain from their involvement in the drug trade to fund their activities. They provide security to drug transports and tax traffickers for passing thru their regions. The drug trade also affects homeland security because, on a daily basis, large amounts of drugs are smuggled across our borders into our country illegally. This poses a threat to the security of our borders. Narcotics are smuggled across our borders in large amounts on a daily basis. Smuggling narcotics into our country shows security gaps in our borders, as well as narcotic smugglers cunning

ability. The ability of narcotraffickers to bring narcotics into our country raises the question of what else is being brought in. The drug trade is also a form of organized crime and supports and creates criminal activity. Lastly, the affects of drugs on our citizens is detrimental. Dangerous narcotics such as heroin, cocaine, crack cocaine and ecstasy can cause death and turn functioning members of society into sick, frail, non-productive, and counterproductive members of society. All of these factors of the drug trade effect the security of our country and more must be done to reduce the threat posed by the drug trade. No other commodity exists on the market today that is better than illegal drugs, at generating extremely high and fast economic returns (Ehrenfeld 2002).

The drug trade has close ties to other criminal enterprises. Aside from the fact that it is illegal to buy and sell drugs, there are other criminal acts that are associated with the drug trade. Many of the organizations that are a part of the drug trade are intricate and operate much like a legitimate business would, with the main goal being profit. Criminal organizations will typically use a legitimate business as a front to launder money to validate their earnings to tax and other authorities. Criminal enterprises, like legitimate business enterprises, are hyper competitive. They will often fight against each other to claim the best areas in which to conduct business. This creates a rise in violent crime in our communities. The drug trade is such a profitable business that many try to become involved in it. As a result violence often erupts over turf wars, loss of product and disclosing information to the police. Violence is also used by criminal organizations to keep its members in check. The drugs that are being sold affect people so greatly that they will do most anything to feed their addiction. This usually entails crimes of theft,

breaking into homes and vehicles, and robberies. Stolen items are then sold to fund drug habits. Crime that is associated with drugs affects the quality of life in our communities, and drug use can turn people into unproductive members of society. Terrorist groups, like organized crime syndicates, use the revenue generated from their illegal activities to fund their organizations.

Strategy

The NYPD's counternarcotics program is a "smart practice" that the nation's state, local, and tribal police agencies should adapt scaled to their respective vision, mission, and purpose.

NYPD Counter-Narcotics Strategy

1. The NYPD's counter narcotics operations are comprehensive and aggressive. The Department's narcotic program includes:

- Patrol
  - Every police precinct in the NYPD is broken down into patrol sectors. Patrol officers are generally assigned the same sector on a regular basis
  - Patrol officers are often considered the back bone of the NYPD. Patrol officers respond to 911 calls as well as work in specific patrol sectors.
  - Working in specific patrol sectors allows officers to become familiar with that area, as well as the people who live there.
  - They are the ones who are the first to notice change in the conditions of the sector.

- While patrolling their sector, they can also observe narcotics activity as well as gather intelligence on narcotics activity from encounters with people of the community.
- Most patrol officers are marijuana field test qualified.
- Patrol officers are able to make drug related arrests.

- SNEU
  - In addition to patrol forces that effect street level narcotics arrests as part of general and directed patrol, each of NYPD 76 precincts maintains a SNEU that typically consist of eight police officers and a sergeant.
  - SNEU concentrate their efforts in the precincts drug prone locations. The aim of these teams is to observe and make arrests for the sale and possession of narcotics on the street level.
  - Through the use of plain clothes officers, undercover officers (UCs) and confidential informants (CIs), SNEU officers are able to arrest low level dealers and reduce street level drug traffic. Some of the methods that are used by SNEU teams, involve roof top surveillance operations (Ops) and vehicle surveillance. This allows officers to blend in with their surroundings, giving them an advantage. By conducting these operations and “hiding” in plain sight it allows the officers to observe who is involved in drug transactions in a specific area.
  - While sometimes their efforts may seem frivolous, they must continue their efforts. Often when a street dealer is arrested, a new one steps into place, it is an on

going cycle that hinders counter narcotic operations. By arresting street dealers and seizing narcotics on the street, profits will be minimized. By going after the low level players in the drug trade the immediate supply line is interrupted.

- OCCB
  - The NYPD's Organized Crime and Control Bureau is made up of several different units that target criminal organizations. The drug trade includes farmers, refiners, terrorist organizations that supply transport and security, to the dealers; is a criminal enterprise. The unit within the OCCB that focuses on drug activity is the Narcotics Bureau.
  - The Narcotics Bureau is a city wide unit that has branches in each one of New York City's boroughs. After being broken down on the borough level, the unit is then broken down into modules that are responsible for covering up to two precincts.
  - Members of Narcotics Unit conduct *Buy and Bust* operations, observations of sale, and investigations into complaints regarding drug sale and use, and the execution of search warrants. *Buy and bust* operations consist of the use of an undercover to purchase narcotics, leading the team to the seller. This allows Narcotics officers to dismantle drug rings.
  - Narcotics, is more of an investigative unit then SNEU in that officers must also look into complaints that are generated for certain areas that have high drug activity. Due to the fact that Narcotics is considered an investigative unit, officers that are in the bureau for 18 months are promoted to the rank of Detective. A promotion in

rank from police officer to detective can be looked at as a motivational tool to give officers an incentive to join the bureau.

- Narcotics teams also obtain search warrants through the use of confidential informants and undercover officers to locate and seize drugs kept in stash houses. This allows the group to go after and attack those who are more involved and make larger scale arrests and seizures. By working their way up the ladder to higher level players in the drug trade, Narcotics officers are able to seize larger amounts of narcotics and currency.
- Through asset forfeiture, money and other profits from involvement in the drug trade can be seized. By seizing profits gained at this level it prevents them from residually making it back to the top of the ladder in the trade.

- DETF
  - One of the best tools that the NYPD has utilized is their ability to form and maintain joint task forces with federal agencies. The DETF is a joint venture between the NYPD and the Federal Drug Enforcement Administration.
  - This allows the members of the DETF to work hand-in-hand with agents in the DEA. This also allows for information sharing and a larger pool of resources. Both agencies benefit from these task force efforts.
  - The DETF is the oldest task force in the country and was formed in 1970 when the DEA was known as the Bureau of Narcotics and Dangerous Drugs. The first

task force was comprised of investigators from major state and local regional agencies, primarily the New York City Police Department and the New York State Police.

- Due to the complexity of drug problems in the region and the varied levels of drug trafficking, the New York City metropolitan area was ideal for federal, state, and local initiatives (justice.gov). This partnership allows the federal agency, to provide resources and involvement at a higher level to the municipality, while it allows the municipality to provide the federal agency investigators that are familiar with the area and have closer ties to the community.
- This joint effort is crucial to fighting the war on drugs and the war on terror. This task force allows for a combination of the resources and specialized knowledge possessed by the DEA, and the resources and skilled investigators of the NYPD that are familiar with their jurisdiction. There are many advantages that are gained through the implementation of these task force operations.
- NYPD officers in the task force are deputized federal drug agents, which in turn extends their jurisdiction. In addition, it allows the NYPD to share in the profits gained from asset forfeitures.
- Money and other profits that are seized for asset forfeiture are sold and put into the resource pool for these agencies to use. This prevents the profits from reaching terrorist organizations and others involved in the drug trade, as well as it helps to fund the effort to fight the war on drugs.
- For the DEA, this allows them to draw on the investigative expertise of NYPD and share resources that the NYPD may not have ordinarily been able to obtain.

- HIDTA
  - Another tool that the NYPD has in its arsenal against the war on drugs is its partnership with the NY/NJ HIDTA. HIDTA is the High Intensity Drug Trafficking Area; this program enhances the relationship between local, state, and federal law enforcement agencies.
  - The HIDTA program provides these agencies with coordination, resources, equipment and technology to further and enhance their investigations into the trafficking of narcotics (whitehousedrugpolicy.gov).
  - The NYPD's Intelligence division works close with HIDTA, acting as a liaison to provide the NYPD with information on drug trafficking that is crucial to investigations to hinder the drug trade.

- DARE
  - Outside the enforcement effort, law enforcement agencies should also work with the community through schools, using programs to educate people on the dangers of drug use and involvement in drug activity. Currently, most schools only offer Drug Abuse Resistance Education or D.A.R.E programs once in Middle School and once in High School.
  - This should be done more then twice. These programs must also not be presented in a manner in which they seem overly authoritative. Most teenagers are often turned off by authoritative figures and tend to rebel against them.

- The goal of these programs is to keep our youth away from drugs, and not entice them to rebel and experiment with drugs. We must also strive to keep children interested and motivated in school to reduce drop out rates and create more productive members of society that can enter the work force and benefit our country. Many of the people who are involved in the lower levels of the drug trade are uneducated and interested in making fast easy money.

Collectively, the Nation's State, local and tribal police agencies adaptation of NYPD's aggressive and comprehensive counternarcotics program will detect, deter, and mitigate crime and terrorism. To combat the joint war on terror and the war on drugs, I feel that we must start at the bottom, where the drug trade affects our citizens directly. A bottom up strategy is simple in nature as well as effective. This type of strategy allows law enforcement to aggressively go after low level participants in the drug trade. By aggressively enforcing a counter narcotics strategy from the bottom up, profits that will reach cartels and terrorist organizations will be stifled.

Constitutionality of the Strategy

From the outside looking in at this proposed strategy we must question its constitutionality. Does it negatively affect or violate the rights of those it is aimed to protect? The answer is no. There are four amendments to the Constitution that directly deal with law enforcement and the criminal justice system, and in turn this strategy. They are the Fourth, Fifth, Sixth, and Eighth Amendments. The Fourth Amendment states: "The right of the people to be secure in their persons, houses, papers, and effects, against

unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized (U.S. Bill of Rights)." This protects individuals from unlawful search and seizure, and grants them the right to and reasonable expectation of privacy. For example a police officer must obtain a search warrant in order to search a vehicle suspected of trafficking narcotics. To every rule there is an exception, in this case there is the Plain View Doctrine, and the automobile exception.

The Plain View Doctrine states that: "objects falling in the ''plain view'' of an officer who has a right to be in the position to have that view are subject to seizure without a warrant (Plain View Doctrine)." The plain view doctrine is an exception to the fourth amendment that has been up held in such landmark cases such as Harris v. United States. In Harris v. United States, a police officer opened the door of an impounded vehicle and observed evidence in plain view and properly seized it. Under the automobile exception, states may allow the warrantless search of an automobile, except for the trunk, if the police officer reasonably believes that the vehicle holds evidence of a crime. The U.S. Supreme Court has determined that this exception is not a violation of the Fourth Amendment because drivers have a "reduced expectation of privacy" and because a vehicle is inherently mobile. This reduced expectation of privacy also allows police officers with probable cause to search a car to inspect drivers' and passengers' belongings that are capable of concealing the object of the search, even if there is no proof that the driver and passenger were engaged in a common enterprise (Automobile Exception).

The Fifth Amendment to states that "No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a Grand Jury, except in cases arising in the land or naval forces, or in the Militia, when in actual service in time of War or public danger; nor shall any person be subject for the same offence to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation (U.S. Bill of Rights)." This amendment applies to the NYPD counter-narcotics strategy, by placing a check on the criminal justice system so that individuals charged with a felony must be indicted by a grand jury of their peers. This differs from a person who is charged with a misdemeanor, who has the ability to plead guilty or not guilty at arraignment.

"In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the Assistance of Counsel for his defense."-Sixth Amendment, U.S. Constitution (U.S. Bill of Rights). A person convicted of any crime has the right to a fair and speedy trial by an impartial jury. An accused person will also have the ability to confront his accuser. The Sixth Amendment provides to protect against unfair court proceedings. For the NYPD counter-narcotic strategy to achieve success the respected District Attorneys office

must ensure that a fair and accurate trial is held so that those arrested for violating drug laws, seek the proper punishment whether it is remanded to a correctional facility or court ordered treatment programs.

The Eighth Amendment provides for protection from "Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted (U.S. Bill of Rights)." Imposing cruel and unusual punishments is a violation of the Eighth Amendment and one that can hurt this strategy. The goal of this strategy is to hinder the drug trade and enforce the law against those who are involved in the drug trade. We cannot afford a violation of civil rights such as this one that may allow a person arrested for involvement in narcotrafficking to go free.

Use of the Patriot Act

The U.S. PATRIOT Act applies to this counter-narcotic strategy in several ways. The first is the how the Patriot act facilitates communication and information sharing between government agencies. This is crucial to the success of this strategy. This strategy uses partnerships between the NYPD and the DEA, as well as the NY/NY HIDTA to combat narcoterrorism. Each agency involved must share information and intelligence. Information sharing is crucial so that each agency knows what the other is doing and can aid each other in any way. The NYPD's involvement in joint task forces with the DEA, and involvement in HIDTA will also aid in drug enforcement. By sharing information in trafficking, and federal aid from joint task forces state, and local departments will be able to enlarge their resource pool. Some may think that the Patriot act is an excuse for the government to invade our privacy. It is an argument that can go

looked at as a double edged sword. Some of the main principles of the Patriot Act such as, surveillance, a roving wire tap, and the ability to conduct a delayed investigation have been done for years. It was not until the ratification of the Patriot Act that many were made aware of them (Patriot Act). The Patriot Act applies these tactics to suspected terrorist, when in fact these tactics have been used for decades in counter-narcotic operations. Many of these tactics have also been used to bring down organized crime rings. The Patriot Act is a great tool for law enforcement and will be useful in the implementation of this counter-narcotic strategy.

The issue of Homeland Security is one that will always deal with balancing the rights of the American people, and the rights and powers of the American Government. As shown above narcoterrorism is a Homeland Security issue that affects both at home and abroad. This strategy is designed to combat narcoterrorism at home where currently it is hitting us the hardest. The U.S. Constitution grants our government the power to create and enforce laws, and it also grants the people protection under these laws. Our constitution is a document that was written in such a way that it can be amended to fit changing needs and times, while still holding true to its core principles. It serves as the balancing points to ensure that laws are enacted to protect the American people not, strip them of their civil rights.

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Chapter 5

New policies and projects are constantly being implemented by government agencies to try and solve new and upcoming problems that we face as a nation. These new policies are often implemented to replace or alter existing plans. When a new plan is implemented, it is crucial that it is properly evaluated so that when presented, it can have its worth proven to the stakeholders involved. Any new or existing governmental program places a financial burden on taxpaying citizens. If the existence of a public sector policy or program can be justified as having a positive outcome, then it is less likely to meet with resistance. A plan that is in action that is not reaching its desired outcome may become just a burden to those funding it, and its stake holders. In the public sector funding for government polices and programs comes primarily from taxes. It today's harsh economic times it is imperative that government polices be evaluated to ensure that they are reaching their maximum potential and not creating a useless burden on society.

When creating a new policy government agencies translate their political visions into programs and actions that deliver outcomes or changes in the real world. This being said government agencies cannot succeed in delivering the outcomes that the people want, if the policy and programs are flawed and inadequate (nationalschool.gov). The citizens of the communities where government programs are implemented are considered stakeholders in the program. The reason for this is that the primary funding source for

government programs is tax money. Simply put people want to see that their hard earned tax dollars are working for them. People are becoming more demanding, whether as consumers of goods and services in the market place, as citizens or in businesses affected by the policies and services which government provides. To meet these demands, government must be willing constantly to re-evaluate what it is doing so as to produce policies that really deal with problems. To meet people's rising expectations, policy making must also be a process of continuous learning and improvement (nationalschool.gov).

The importance of evaluating government supported and tax funded programs has become an even more pressing issue in today's harsh economic times, which put government spending under the microscope because stakeholders in government programs want to be ensured that funds are not being spent on programs that are outdated and flawed. New strategies that are proposed especially in small communities must be able to prove to key stakeholders that they will not be a waste of funds. Law enforcement agencies are governmental agencies that are directly funded by tax money. They are also a form of governmental agency that works very closely with citizens and the communities in which they live. Because of this close relationship people are able to see and monitor how law enforcement agencies conduct business and operate on tax funded budgets. With that being said I will introduce my proposed law enforcement strategy, and discuss evaluation methods used to justify what it can exist.

Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda are funded in large part by the proceeds of narcoterrorism. The suppression of narcotics

should be a larger part of the current Overseas Contingency Operation (formerly known as the Global War on Terror). Using the United States government's pre-9/11 War on Drugs as a baseline, this strategy proposes a bottom-up narcotrafficking-centric counterterrorism strategy predicated upon the New York City Police Department's narcotic enforcement program. This strategy proposes that the nation's 17,876 police departments state, local, and tribal, adopt the New York City Police Department's (NYPD) narcotics program, scaled and tailored to their unique requirements. In addition, narcotrafficking is the mainstay of national and international criminal enterprises. The continued proliferation of narcotics sale and use contributes to street crime and disaffects the community's quality of life. By imposing zero tolerance policies on the sale and possession of narcotics the nation can simultaneously fight terrorism and crime. In addition, removing drugs from our communities will help to lower crime and deny criminal and terrorist enterprises funding that would facilitate crime and terrorism.

The following is an outline of the current NYPD counter narcotic strategy and how resources and man power are used. Not all departments in the United States have the manpower or resources to exactly mimic the NYPD counter narcotic strategy. The premise of this strategy is to use the NYPD's counter narcotic strategy as a model and guide. Because the above mentioned strategy covers all bases of narcotics enforcement from basic patrol style police work to specialized units, the strategy can be tailored to fit the needs of all departments.

NYPD Counter-Narcotics Strategy

1. The NYPD's counter narcotics operations are comprehensive and aggressive. The Department's narcotic program includes:

- Patrol
  - Every police precinct in the NYPD is divided into patrol sectors. Patrol officers are generally assigned the same sector on a regular basis.
  - Patrol officers are often considered the back bone of the NYPD. Patrol officers respond to 911 calls as well as work in specific patrol sectors.
  - Working in specific patrol sectors allows officers to become familiar with that area, as well as the people who live there.
  - They are the ones who are the first to notice change in the conditions of the sector.
  - While patrolling their sector, they can also observe narcotics activity as well as gather intelligence on narcotics activity from encounters with people of the community.
  - Most patrol officers are marijuana field test qualified.
  - Patrol officers are able to make drug related arrests.
- SNEU
  - In addition to patrol forces that make street level narcotics arrests as part of general and directed patrol, each of NYPD 76 precincts maintains a SNEU that typically consist of eight police officers and a sergeant.

- SNEU concentrate their efforts in the precinct's drug-prone locations. The aim of these teams is to observe and make arrests for the sale and possession of narcotics on the street level.
- Through the use of plain clothes officers, undercover officers (UCs) and confidential informants (CIs), SNEU officers are able to arrest low level dealers and reduce street-level drug traffic. Some of the methods that are used by SNEU teams involve roof top surveillance operations (Ops) and vehicle surveillance. This allows officers to blend in with their surroundings, giving them an advantage. Conducting these operations and "hiding" in plain sight allows the officers to observe who is involved in drug transactions in a specific area.
- While sometimes their efforts may seem frivolous, they must continue their efforts. Often when a street dealer is arrested, a new one steps into place, in an on-going cycle that hinders counter narcotic operations. By arresting street dealers and seizing narcotics on the street, profits will be minimized. By going after the low level players in the drug trade the immediate supply line is interrupted.

- OCCB
  - The NYPD's Organized Crime and Control Bureau is made up of several different units that target criminal organizations. The drug trade includes farmers, refiners, terrorist organizations that supply transport and security, and the dealers. The unit within the OCCB that focuses on drug activity is the Narcotics Bureau.

- The Narcotics Bureau is a city wide unit that has branches in each one of New York City's boroughs. After being divided on the borough level, the unit is then further divided into modules that are responsible for covering up to two precincts.
- Members of Narcotics Unit conduct Buy and Bust operations, observations of sale, and investigations into complaints regarding drug sale and use, and the execution of search warrants. Buy and bust operations consist of the use of an undercover agent to purchase narcotics, leading the team to the seller. This allows Narcotics officers to dismantle drug rings.
- Narcotics is a more investigative unit then SNEU in that officers must also look into complaints that are generated for certain areas that have high drug activity. Due to the fact that Narcotics is considered an investigative unit, officers that serve in the bureau for 18 months are promoted to the rank of detective. A promotion in rank from police officer to detective is a motivational tool to give officers an incentive to join the bureau.
- Narcotics teams also obtain search warrants through the use of confidential informants and undercover officers to locate and seize drugs kept in stash houses. This allows the group to go after and attack those who are more involved and make larger scale arrests and seizures. By working their way up the ladder to higher level players in the drug trade, Narcotics officers are able to seize larger amounts of narcotics and currency.

- Through asset forfeiture, money and other profits from involvement in the drug trade can be seized. Seizing profits gained at this level prevents them from making it back to the top of the ladder in the trade.

- DETF
  - One of the best tools that the NYPD has utilized is their ability to form and maintain joint task forces with federal agencies. The DETF is a joint venture between the NYPD and the Federal Drug Enforcement Administration.
  - This allows the members of the DETF to work hand-in-hand with agents in the DEA. This also allows for information sharing and a larger pool of resources. Both agencies benefit from these task force efforts.
  - The DETF is the oldest task force in the country and was formed in 1970 when the DEA was known as the Bureau of Narcotics and Dangerous Drugs. The first task force was comprised of investigators from major state and local regional agencies, primarily the New York City Police Department and the New York State Police.
  - Due to the complexity of drug problems in the region and the varied levels of drug trafficking, the New York City metropolitan area was ideal for federal, state, and local initiatives (justice.gov). This partnership allows the federal agency to provide resources and involvement at a higher level to the municipality, while it allows the municipality to provide the federal agency with investigators that are familiar with the area and have closer ties to the community.
  - This joint effort is crucial to fighting the war on drugs and the war on terror. This task force allows for a combination of the resources and specialized

knowledge possessed by the DEA, and the resources and skilled investigators of the NYPD who are familiar with their jurisdictions. There are many advantages that are gained through the implementation of these task force operations.

- NYPD officers in the task force are deputized federal drug agents, which in turn extends their jurisdiction. In addition, it allows the NYPD to share in the profits gained from asset forfeitures.
- Money and other profits that are seized for asset forfeiture are sold and put into the resource pool for these agencies to use. This prevents the profits from reaching terrorist organizations and others involved in the drug trade and helps to fund the effort to fight the war on drugs.
- This allows the DEA to draw on the investigative expertise of NYPD and share resources that the NYPD may not have ordinarily been able to obtain.

- HIDTA
  - Another tool that the NYPD has in its arsenal against the war on drugs is its partnership with the NY/NJ HIDTA. HIDTA stands for the High Intensity Drug Trafficking Area; this program enhances the relationship between local, state, and federal law enforcement agencies.
  - The HIDTA program provides these agencies with coordination, resources, equipment and technology to further and enhance their investigations into the trafficking of narcotics (whitehousedrugpolicy.gov).

- The NYPD's Intelligence division works closely with HIDTA, acting as a liaison to provide the NYPD with information on drug trafficking that is crucial to investigations.

- DARE
  - In addition to the enforcement effort, law enforcement agencies should also work with the community through schools, using programs to educate people on the dangers of drug use and involvement in drug activity. Currently, most schools only offer Drug Abuse Resistance Education or D.A.R.E programs, once in middle school and once in high school.
  - This should be done more then twice. These programs must also not be presented in a manner which seems overly authoritative. Teenagers are often turned off by authoritative figures and tend to rebel against them.
  - The goal of these programs is to keep our youth away from drugs, and not entice them to rebel and experiment with drugs. We must also strive to keep children interested and motivated in school to reduce drop out rates and create more productive members of society that can enter the work force and benefit our country. Many of the people who are involved in the lower levels of the drug trade are uneducated and only interested in making fast, easy money.

By applying the practices that the NYPD uses to their own needs and capabilities, all other departments can take a more aggressive approach to counter-narcotics operations. To make for a more productive society and one that is healthier, and at the same time, to help combat the terrorist threat to our country, we must cut down and

eventually eliminate the demand for these dangerous drugs. The drug trade has close ties to other criminal enterprises. Aside from the fact that it is illegal to buy and sell drugs, there are other criminal acts that are associated with the drug trade. Many of the organizations that are a part of the drug trade are complex and operate much like a legitimate businesses would, with the main goal being profit. Criminal organizations will typically use a legitimate business as a front to launder money to validate their earnings to tax and other authorities. Criminal enterprises, like legitimate business enterprises, are hyper competitive. They will often fight against each other to claim the best areas in which to conduct business. This causes a rise in violent crime in our communities. The drug trade is such a profitable business that violence often is a result of turf wars, loss of product and disclosing information to the police. Violence is also used by criminal organizations to keep its members in check. The drugs that are being sold affect people so greatly that they will do most anything to feed their addiction. This usually entails crimes of theft, breaking into homes and vehicles, and robberies. Stolen items are then sold to fund drug habits. Crime that is associated with drugs affects the quality of life in our communities, and drug use can turn people into unproductive members of society.

My strategy is a multi- tiered counter narcotic strategy that uses enforcement by the NYPD as well as community support programs to help drug user's combat addiction. Combating addiction helps cut the demand for dangerous drugs. Creating more productive members of society will be an indirect fiscal benefit to tax payers that support the NYPD and community programs such as this. In the long term the reformed members of society pay taxes which in turn will lower the number of people on

government assistance and decrease the tax burden on existing tax payers. It is hoped that by applying this strategy to other areas that the same results will occur. Cost Effectiveness Analysis and Cost Benefit Analysis are a good methods for evaluating government plans because ultimately tax payers want to see that their tax dollars are working for them. CEA is a technique that relates the cost of a program to its key outcomes or benefits. CBA takes the process further by attempting to compare costs with the dollar value of a program's many benefits (Cellini & Kee, Chapter 21). Both CEA and CBA can be applied at any time during the life cycle of a program.

When conducting an evaluation of a program it is important to understand the objectives of the program and the ways in which the program intends to achieve its objectives. Conducting an evaluation of a program without this understanding can be hazardous to the program. According to McLaughlin and Jordan logic modeling is a useful tool for performing an evaluability assessment of a program. Logic models can be prepared at anytime during the life cycle of a plan (Chapter 3). Logic models present a description of how the program members and stakeholders believe the program works. With the above mentioned strategy there are many stakeholders: the NYPD for the implementation of the plan, all 17,876 police departments within the U.S., citizens of the communities in which this strategy will be implemented, taxpayers and management for all law enforcement agencies involved.

Accountability is a growing trend in the public sector requiring program managers to justify their programs and show their success. As a means to track the success of the above mentioned strategy the NYPD has implemented an accountability program named

NARCOSTAT, modeled after the NYPD's COMPSTAT which monitors crime trends in all areas throughout the city. NARCOSTAT can be seen as a form of performance management because it requires managers to present the progress of the counter narcotic operations carried out over a 28 day period. Performance monitoring systems are evaluation tools that track a variety of measures of program or agency performance over time on a highly systematic basis (Poister, Chapter 5). NARCOSTAT constantly evaluates the program and ensures that it is running to its full potential this means that problems can be fixed throughout the life cycle of the program.

Stake holders then see that the program is under constant scrutiny. If findings at performance management meetings such as NARCOSTAT are sub par, then inadequacies in the program can be fixed and addressed. Also included should be feedback from community members/stakeholders at community meetings. This "customer feedback" should not be taken lightly as it aids in evaluating a program's effectiveness and at the same time serves as a motivational tool for program staff.

A proposal of this type of zero tolerance counter-narcotic strategy will be met with some resistance by other departments because they do not have the manpower or resources that the NYPD has. An evaluation tool that can be used to minimize this resistance is case study. New York City is divided into 74 patrol precincts ranging in size from the smallest of one square mile to the largest at 27 square miles (nyc.gov). Each precinct is home to a diverse community. Even the smallest of police precincts in the NYPD has adopted a variation of this counter-narcotic model. Each precinct has different manpower and capabilities. If a case study evaluation is conducted of the smallest, mid

size, and largest precincts carrying out this strategy, the results can be used to compare other departments throughout the country. A common element of the case study approach is reliance on systematic and detailed data collection from multiple sources, particularly first hand observations (Martinson & O'Brien, Chapter 8).

Conducting a case study of this counter narcotic strategy is one of the best means to see if it can meet the needs of other departments, some of which may not have the capabilities while others may not have the same needs.

Paired with case studies, Multisite Evaluations will also serve as a useful tool to evaluate the effectiveness of this program. These allow evaluators to study the program across multiple sites that differ in geography, population composition, and other contextual features. If a program follows some general guidelines but is implemented in different ways, there is also the opportunity to understand the trade-offs and relative disadvantages and disadvantages of the different types of program strategies (Rog, Chapter 10). A disadvantage to the use of a multisite evaluation is that errors that occur may be amplified by the number of sites. Multisite evaluations also take can take longer to design than other evaluation methods. Overall with its advantages and disadvantages a multisite evaluation is one of the most effective ways to evaluate my proposed strategy. While each police department operates under the same premise, the actual way each department functions is different and must be taken into account.

Today more than ever government programs are under the microscope to ensure that funds are spent properly and effectively. The strategy that I have proposed should be approved by stakeholders. Without this the program cannot exist. A bottom up strategy

such as the one I have proposed is simple in nature as well as effective. This type of strategy allows law enforcement to aggressively go after low level participants in the drug trade. By enforcing a counter-narcotics strategy from the bottom up, profits that will reach cartels and terrorist organizations will be stifled. By combating addiction we can cut the demand for dangerous drugs and help to create more productive members in society. Creating more productive members of society will be an indirect fiscal benefit to tax payers that support the NYPD, and community programs such as this.

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Chapter 6

Located in central Europe and home to Europe's largest economy, Germany is the second most populous nation after Russia. Germany is a key member of the Europe's economic, political and defense organizations. As of 2011 the current estimated population of Germany is 81,471,834, with 3.7% of that being Muslim. Germany as well as other European countries has an open border policy which allows travel in and out of the country with relative ease. The Federal Republic of Germany is a democratic country very similar to the United States, with a common goal of protecting the human rights of its people. Germany's open borders with neighboring countries create a problem and limit the ability to track suspected individuals entering/exiting the country with anonymity (www.CIA.gov). This allows Islamic radicals to enter and exit the country freely to recruit new members and plan future attacks.

In the past few decades a majority of the terrorist attacks in Germany have been against targets such as foreign military installations, foreign businesses, and locations that are rarely frequented by travelers (http://www.german-way.com). This poses a threat to U.S. military bases located in Germany as well as foreign counter-terrorism operations out of Germany. For my team of NYPD Joint Terrorism Task Force officers traveling to Germany, safety and security are the primary concern. Our mission will be to gather intelligence and forward it to the NYPD counter terrorism unit. To ensure the safety and security of my team operating within Germany, the terrorist threat within the country will be outlined and addressed. The strategy that will be employed will be centered on

deployment tactics and conducting a threat and vulnerability assessment prior to departing for our new location to enable us to know what threats we may face.

Terrorist Threat in Germany

The threat of terrorism in Germany is not a new threat, but the targets have changed over the years. During the 1960's to late 1970's people in Germany lived in fear of three homegrown terrorist groups: the Red Army Faction, Movement 2 June, and the Revolutionary Cells who carried out violent acts within Germany. The Red Army Faction, also known as the Baader-Meinhof Gang, was the most well known of the three. They got their start from Andreas Baader and Ulrike Meinhof, who participated in the student protests of 1968. As they gained numbers, the group turned to terrorism as a means to achieve their goal of starting a world revolution. The Red Army Faction was known for bank robberies, kidnappings and murders (germanculture.com).

One of the most well known terrorist attacks in Germany occurred in 1972 during the Olympic Games in Munich. The 1972 Olympic Games marked a chance for Germany to show the world the new Germany, a post-Hitler Germany that was more open and understanding. On September 5, 1972 eight members of the Palestinian terrorist group Black September entered the apartment complex where the Israeli delegation to the Olympics was housed. Nine Israeli athletes and one German police officer were killed. As a result of the attack in Munich, Germany conducted an overhaul of its counter terrorism operations and began to focus on security.

Post 9/11 the terrorist threat in Germany has slightly changed. The threat now comes from Islamic Radical groups such as Al-Qaeda. Shortly after the events of 9/11 it

was found that one of the masterminds behind the devastating terrorist attack lived and planned the attack in Hamburg, Germany. Mohamed Atta and several other members of Al-Qaeda lived and operated their cell out of Germany and were able to enter and exit the country with ease. The Al Quds Mosque where Atta went to pray has since been renamed the Taiba Mosque and was recently closed by German officials. According to Hamburg intelligence officials there are 2,000 residents who embrace radical Muslim ideology and another 45 who accept the ideology of Al Qaeda and global jihad (nytimes.com). The main concern is that these groups are becoming home grown terrorist organizations. There has been a surge of statistics coming from Germany's intelligence and police operations illustrating the growing concern of radicalized young people attending terrorist training camps and then returning home to strike (nytimes.com). Germany has become a major recruitment center for Islamic fundamentalist groups.

Up until now, Germany has escaped an al-Qaeda–inspired terrorist attack, with authorities having foiled two major terrorism plots in recent years: the homemade bombs placed on commuter trains heading out of Cologne in July 2006 and the Sauerland terrorist cell, which was busted in September 2007 just as the radical Islamists were planning a series of car bombings in Germany (Time.com). In July 2006 Youssef el Hajbid and Jihad Hamad planted suit cases containing bombs on two German regional trains. The two men boarded the train in Cologne, stowed the suit cases and got off the train. The devices were fitted with alarm clocks for timers, but failed to detonate. The two were later arrested after they were identified from video surveillance at the train station. Hamad had deliberately learned German while at school in Tripoli so that he

could enter Germany under a student visa (Spiegel.de). After the arrest of Hajbid, German legislators realized the need to step up security and surveillance. Efforts by the police and internal intelligence agency were increased drastically, and a project to link all intelligence to a central counter terrorism database was put into effect.

In November 2010 a suspicious piece of luggage was found on a Munich-bound flight from Namibia. This event brought the fear of an attack on German soil into the spotlight. This foiled attack was the first that was considered to have concrete intelligence backing it. To prevent public alarm German officials had in the past scaled down the threat of an attack without concrete intelligence backing it. In April 2011 German police and federal agents foiled another possible terrorist attack. For months German counter terrorist agents had been monitoring three men with suspected ties to Al-Qaeda. With the use of electronic wire taps and other means of eavesdropping the agents were able to uncover the plan developed by the group to plant a bomb at a bus stop. After the men were heard praising the bombing in Morocco,and discussing the making of their own explosive device, agents felt the threat outweighed the risk of alarming the group and moved in to arrest the men (nytimes.com).

In February 2011 the United States Department of State Bureau of Diplomatic Security issued its 2011 Crime and Safety Report on Germany. It assessed all German cities with U.S. diplomatic presence and found them to have a high threat level for transnational terrorism. The U.S. DOS was able to identify several terrorist groups that target U.S. personnel and interests in Germany. Germany is a hub with a perfect geographic location for the U.S. and coalition forces to utilize in their efforts towards the

war on terror (osac.gov). The U.S. has several military bases including Ramstein Air Force Base, as well as approximately 50,000 troops in Germany. The use of Germany as a military hub presents a threat to Germany and U.S. and coalition forces stationed there. The terrorist groups that have been identified as Al-Qaeda, Islamic Jihad Union, and the Kongra Gel (formerly known as the PKK or Kurdistan Workers Party). Although now Germany itself has become an attractive target for terrorist groups, the main terrorist threat still remains geared towards foreign strongholds within the country.

German Counterterrorism Operations

Counterterrorism operations in Germany have evolved over the years drastically, in part due to the ever changing threat of terrorist action in Germany. In the 1970's Germany was combating terrorism from home grown terrorist groups such as the RAF, as well as from Palestinian terrorists responsible for the 1972 attack on Israeli athletes. During this time period Germany was hesitant to establish a strict counter terrorism policy, elitist police and military units to combat terrorism because of lingering memories of World War II and the Hitler era. After the events in Munich an elite counterterrorism unit was constructed called the Grenzschutsgruppe 9 or (GSG9). They were supervised by the German Federal Police, with the fear that if they were under military control Nazi era terror might recur. The GSG9 were responsible for the liberation of a German airliner that had been hijacked by Palestinians in 1977. As German counterterrorism progressed, the importance of analyzing the background of the terrorist movement and ensuring the legitimacy of security operations were emphasized. After the events of September 11,

2001 Germany's counterterrorism policy was assigned five objectives to further counterterrorism operations (transcrime.cs.unitn). The five objectives are:

- The destruction of terrorist structures by putting terrorists and terrorist groups under severe pressure by means of investigations.
- Prevention of terrorism from developing by controlling extremism through banning radical organizations and putting immigration and borders under strict control.
- Enhancing international cooperation and data exchange on suspected immigrants and terrorists.
- Protecting the public and the sensitive infrastructure through permanent monitoring and threat analyses and by providing intensive security measures,
- Removing the causes of terrorism by contributing to missions aimed at creating international peace and stability.

The German counterterrorism policy was also set into three packages, which were amendments to laws. The first package is aimed towards control and monitoring of immigrants into Germany from Arab countries. The reason behind this package was the fact that members of the 9/11 attacks had immigrated to Germany to plan and prepare for the attacks. This allowed Germany to tighten its open borders and monitor more closely those entering and exiting the country. The second package contains amendments to allow cooperation between security services to better combat transnational terrorism. Lastly the third package allows for the enhancement of preventative powers by creating a database of intelligence (transcrime.cs.unitn). In addition to these packages Germany has

adopted an all hazards approach to secure their critical infrastructure, an approach which has also been adopted by many other countries including the United States. An all hazards approach evaluates critical infrastructure and its protection against any and all threats (aicgs.org).

NYPD Counterterrorism Strategy

Directly affected by the attacks on the World Trade Center in New York City, the New York City Police Department has one of the leading counterterrorism operations in the country. The threat of terrorism to NYC is not a new one; with its many tourist attractions, national landmarks and symbols of American pride the NYC metropolitan area faces great risk. This was confirmed on September 11, 2001 NYC with the largest and most devastating terrorist attack on American soil. Taking the lessons learned from the 9/11 attacks the NYPD under current Police Commissioner Raymond Kelly overhauled the NYPD's counter terrorism operations. The NYPD under the Counter terrorism unit and the Joint Terrorism Task Force (JTTF) began to look for new ways to assess the vulnerability and threats to the city. The JTTF is a joint operation between the NYPD and the Federal Bureau of Investigation (FBI). Given the FBI's extraterritorial jurisdiction in terrorism cases, the NYPD detectives in the JTTF often end up conducting investigations overseas. NYPD detectives are assigned to the National Counterterrorism Center and the National JTTF as well (thecuttingedgenews.com).

Part of Commissioner Kelly's plan was to have NYPD officers overseas to work hand in hand with other police departments, to gain first hand knowledge of terrorist activity and to relay it to the NYPD's Counterterrorism Unit first hand with little delay.

This was not done to criticize Federal Counterterrorism efforts but because of the vast manpower capabilities possessed by the NYPD. The NYPD is the largest police department in the country with some 36,000 members in service. In addition to its overseas operations the NYPD has also increased enforcement through the use of High Visibility Deployments to deter terrorism (NYPDshield.org). The programs that are part of the High visibility Deployment are:

Sampson

- Task Force Officers and Emergency Service Unit Officers (ESU) are deployed in vulnerable soft target areas

Atlas

- Increased Harbor, Aviation, and ESU deployments
- Collaborative effort between NYPD Transit Police, Port Authority Police, and MTA Transit Police to ensure counterterrorism precautions are in place.
- Utilization and deployment of Critical Response Vans to soft targets and sensitive areas where officers can be highly visible and updated with recent intelligence.
- 24 hour intensive security patrol around financial district
- Daily assessments to determine which landmarks, hotels and business need more attention than others
- Specialized patrol involving heavy weapons from ESU, aviation, highway patrol cars, canine units, and members of the intel unit.

Nexus

- Encourages businesses to join a nationwide network to prevent another terrorist attack

- Encourages business owners and their employees to report suspicious transactions, and activity.

In addition to these specialized patrol operations, all NYPD officers are trained in the detection and response methods to attacks from chemical ordinance, biological and radiological agents (COBRA). The purpose to training all of its officers to respond to an attack involving COBRA,is to offer support to members of the NYPD HAZMAT team which is comprised of officers that are highly trained in dealing with hazardous materials.

Safety and Security Strategy

The NYPD's JTTF and some of its officers work overseas with other agencies to form collaborative counterterrorism operations. As a supervisor in the JTTF I will be preparing my team to travel to Germany to work with the German Federal Police also known as the Bundespolizei (BPOL). The primary concern is for the safety and security of the officers while on and off duty abroad. If it is compromised, then the purpose for going will not be achieved. It is known that the majority of the terrorist threats in Germany are against foreign diplomatic facilities. U.S. diplomatic, military bases, and embassies have a high threat level. To account for the safety and security of my team I will propose a security strategy that will be placed into effect upon departing for Germany.

The first part of the strategy will be to conduct a threat assessment of the area from which we will be operating. With the help of the Bundespolizei we will gather intelligence on the current terrorist threat in Hamburgh, Germany. The BPOL has agreed to provide a security detail for the members of the JTTF team to cover our housing/work

location, as well as security to the team when working in the field and traveling on off time. Because the NYPD JTTF is a joint task force between the NYPD and the FBI my team will be able to further this threat assessment with the help of the FBI and U.S. Department of Homeland Security. A collaborative team such as the JTTF is an advantage to the NYPD as well as to the FBI, allowing for seasoned investigators to be paired with the extraterritorial ability of the FBI as well as increased manpower and resources.

Hamburgh is the home of the Al Quds Mosque where several of the members of the 9/11 terrorist attacks once attended. Hamburgh also has a large population of Islamic immigrants and is home to suspected Islamic radicals. By first conducting a current assessment of the terrorist threat in Hamburgh, we will be able to see what it is that we are walking into. The main concern regarding safety while in Germany is that American based operations and facilities are targets. As supervisor it is also important that I familiarize my team with the publications put out by the U.S. Department of State regarding safe travel to European Countries.

Once stationed in Germany the team will meet for daily threat assessments to determine if the work environment is safe. These daily threat assessments are crucial to review new and crucial intelligence. The team will be divided into threat analyst groups that will work around the clock with BPOL officers to stay up to date with new intelligence. This new intelligence will be reviewed by me first before being presented to the rest of the team members. The mission of the threat analysis groups is to gather intelligence on movement and the current location of known radicals, threats to American

strongholds in Germany, and geopolitical uprisings. All intelligence that is gathered will be then forwarded to the JTTF office in New York City, especially if the threat concerns NYC business, landmarks, and tourist locations.

The second part of the strategy is to provide a security outline for team members during off time and days off. Each team will also have a team leader that I will appoint. The team leaders will relay information that their team has gathered to me. To prevent members from becoming overwhelmed and to ensure that they work to the best of their ability we will operate on a system of three shifts, each consisting of an eight hour and 30 minuet tour of duty. The purpose of the overlap of tours is so that the team leader of the outgoing team can brief the oncoming team leader of the current assessment. The team leader of the replacement shift will then brief his team to bring them up to speed and inform them of the current threat assessment.

Each team will also be granted two days off a week. Each team will have different days off so that there is always a team on duty. During off time and regular days off team members will be able to go on leave but must advise me of their desired destinations which will be cleared with BPOL officials and team members must be accompanied by a BPOL security detail. Due to the current high threat level members will also be expected to be on call in the event of an emergency briefing or attack. Monthly evacuation and emergency preparedness drills will also be conducted so that the team members know the muster location in the event of an attack. Once manpower has been accounted for at the muster location, a tactical plan for rescue and recovery will be discussed. Emergency preparedness drills ensure that the JTTF team is kept safe while on

foreign assignment. Understanding that threats to safety can come from other non controllable aspects such as natural disasters is also crucial to threat assessments.

The NYPD Joint Terrorism Task Force works closely with the FBI to monitor any emerging terrorist threats that face New York City. In recent years the task force has been successful in foiling several attacks within the city. The most recent was in 2010 when a SUV filled with explosives was found in Times Square. The vehicle was found and the threat was removed before it was detonated. If this plan had been successful, the casualties would have been great. Times Square is in the heart of Manhattan and is constantly bustling with people. Task forces similar to the JTTF are crucial in counterterrorism operations because they allow for the maximum potential of resources to be expended. The size and manpower of the NYPD offers a great benefit to both the FBI and NYPD when a partnership such as this is formed.

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Chapter 7

Abstract

In November 2008 Mumbai, India fell victim to a terrorist attack that has since been deemed India's 9/11. The carefully planned out and premeditated attack was carried out by the terrorist group Lashkar-e-Taiba (LeT), which is based in Pakistan. The city of Mumbai is a metropolis similar to New York City in the United States, in that it is home to many tourist-prone locations and is a commercial and entertainment center. The threat of a Mumbai style attack in NYC is one that is very possible and could have devastating

results if actions to prevent and mitigate this possibility are not taken. Within NYC the New York City Police Department has already taken several steps towards dealing with the possibility of such an attack. With lessons learned from Mumbai the NYPD can further their abilities.

Introduction

On November 26, 2008 a team of 10 well trained terrorists carrying automatic weapons, a cache of ammunition and explosives landed on the shores of Mumbai, India. Once they came ashore the men then split into a team of four, and three teams of two, and headed for high profile targets within Mumbai. The entire ordeal lasted a total of 62 hours and claimed the lives of approximately 172 people and injured hundreds more

(www.crs.gov). The carefully premeditated attack was carried out by members of the terrorist organization Lashkar-e-Taiba, a Pakistani based terrorist group. The attackers were coached by their leaders via cell phone, as their leaders watched the events unfold as they were covered by news media. The men had a simple mission and that was to kill. They attacked high-profile targets that were occupied by civilians and did so simultaneously which achieved their goal of hindering efforts by law enforcement to respond. This attack was unlike others terrorist attacks due to the fact that it was carried out by several men with automatic rifles, not the typical style of attack which involves the detonation of a explosive device at a target location.

This style of attack is one that is very probable in New York City. Mumbai and NYC are similar locations in that they are both accessible by water, and both are very populated entertainment and commercial areas. NYC, which suffered a great deal from the tragic events of 9/11, is home to many high-profile targets. Places such as landmarks, hotels and transportation stations present ideal venues for a Mumbai-like attack. One benefit that the NYPD has is the ability to learn from the attack on Mumbai, and employ procedures and practices to prevent or mitigate this style of attack. There are current counter terrorist measures employed by the NYPD that are designed to deal with this type of attack, but what truly matters is how they perform when they are put to the test. We cannot afford to have counter-terrorist methods fail as they did in Mumbai. A way to prevent this from happening is constant training to keep officers alert to their surroundings so that a reaction to such an attack becomes second nature.

Attack on Mumbai

Lashkar-e-Taiba (LeT) has been accused of carrying out the November 2008 attack in the Indian city of Mumbai. Lashkar-e-Taiba, which means "army of the righteous," has been active since 1993 and is the military wing of the well funded Pakistani Islamist organization Markaz-ad-Dawa-wal-Irshad, which was founded in 1989 and recruited volunteers to fight alongside the Taliban (www.cfr.org). Until it was banned in Pakistan in 2002, LeT claimed responsibility for numerous attacks, including an attack on the army barracks at Delhi's Red Fort in 2000, killing three people; a January 2001 attack on Srinagar airport that killed five Indians; and an attack in April 2002 against Indian border security forces that left at least four dead. Since LeT has been banned it has not claimed responsibility for more recent attacks and has denied involvement in the November 2008 Mumbai attack (www.cfr.org). The exact size of LeT is unknown but it is estimated that their numbers are several thousand strong and consist mainly of Pakistani nationals seeking a United Kashmir under Pakistani rule (www.nctc.gov). Both the United States and the United Nations have designated LeT as an international terrorist organization, and in 2008 the U.S. Department of Treasury imposed sanctions on four senior LeT leaders. When the United States added LeT to its list of Foreign Terrorist Organizations in 2002 former Pakistani President Pervez Musharraf was forced to ban the group within Pakistan's borders. In 2005 the United Nations also declared LeT to be a terrorist organization (www.cfr.org).

A definitive of a logistical or operational link between LeT and Al-Qaeda has not been established; however there is evidence of a relationship between the two:

1. Cohorts of Bin Laden are believed to have been closely involved with the initial founding of the LeT and to have provided ongoing guidance.

2. Abu Zubaydah, a senior al-Qaeda field commander was arrested in 2002 in a LeT safe-house in Faisalabad.

3. LeT is suspected of involvement in the 2005 London underground bombings; although these attacks are not believed to have been directly ordered by al-Qaeda, they were definitely inspired and endorsed by the movement.

4. A sizeable proportion of LeT militants killed or captured have been tied to radicals known to have received training in Afghan camps run by al-Qaeda and/or the Taliban, including militant centers at Tayyba and Aqsa.

5. Western and Indian intelligence sources have claimed that the LeT acts as an urban "facilitator" for al-Qaeda in Pakistan, helping with the movement of personnel and weaponry as well as the recruitment of suicide bombers and target selection.

6. Indian sources have additionally claimed that contacts exist between Bin Laden's international jihadist network and D Company, the crime syndicate that allegedly collaborated with LeT in carrying out the 2008 Mumbai attacks.

7. Pakistani commentators have periodically claimed that al-Qaeda has funneled financial support to aid Kashmiri militant groups fighting in J&K, including the LeT. (P. Chalk, 2001).

Although the November 2008 attack in Mumbai was not the first, nor was it the worst attack that Mumbai had seen, it was one that sparked great controversy because of its simplicity and devastating effect. When the terrorists landed in Mumbai and split into

their designated groups, they went by foot and by taxi to several high profile targets within the city, leaving behind explosive devices in the taxis to create more destruction. The men were armed with 9mm pistols with two additional ammunition magazines, Ak-56 automatic assault rifles with several 30 round magazines of ammunition each, and approximately 10 grenades. They also had prefabricated IED's which they placed in taxis (RAND, p. 4). One of the two man teams headed to Chhatrapati Shivaji Terminus Mumbai's main train station, which provided the terrorist with a venue for destruction. The heavily occupied train station was a place for the two men to unload their automatic rifles. They were met with little resistance as the police present in the train station were not equipped to counter the attack. After leaving the train station the team headed to the Cama and Albless Hospital to wage another attack. As they tried to leave the hospital the two hijacked a police car, but were intercepted by police who killed one of the men, and captured one of the terrorist alive (RAND, p. 5).

The second two-man team went to Nariman House which was a commercial-residential building run by the Jewish Chabad Lubavich movement. The team took several hostages who were eventually murdered. The third two man team attacked the Trident-Oberoi Hotel where they indiscriminately shot anyone who got in their line of sight. The members of this team placed a call to the news demanding that all Mujahedeen prisoners be released in exchange for the release of the hostages in the hotel. The largest team, the four man team headed to the Taj Mahal Palace Hotel where they laid siege to the hotel and those staying in it for approximately 60 hours. During the attack each team was guided by their leaders via cell phone, and as the news media aired

coverage of the unfolding attacks, the leaders were able to follow the attacks and warn of police response.

India's Response

India was not prepared to deal with an attack of this type and suffered greatly for it. Intelligence officials in India received warnings from their own intelligence community and from the United States that a major attack was probable. The Research and Analysis Wing and the Intelligence Bureau, both members of India's IC as well as the local police in Bombay had intercepted "chatter" of a possible LeT seaborne attack on Mumbai but did not forward this to the intelligence stakeholders in Mumbai (RAND, p. 9). If it had been, then this attack could have been handled more effectively or possibly prevented. The stakeholder community in this situation was the Railway Protection Force, local police, the Indian Coast Guard, so security at soft target could have been strengthened.

Local police responded to the attacks in a timely manner, however, they lacked the training to set up appropriate command posts and methods of preventing the terrorist from leaving the attack sites. This well thought out attack which was designed to throw police efforts off, did exactly that. By attacking multiple targets in a simultaneous manner police efforts were divided and unable to adequately respond to the attacks. There were also major response issues with the Marine Commandos who did not have a designated means of travel and were severely delayed in responding to the attack.

Mumbai Style Attack on New York City

The type of attack that was carried out in a major metropolitan area like Mumbai is probable in New York City. The attack is one that is simple in nature but has the ability to cause a large number of casualties. The homeland security stakeholder community of NYC consists of a large number of organizations and people who will benefit from homeland security intelligence that is gathered to prevent and or mitigate another possible terrorist attack in the NYC area. In the borough of Manhattan alone there are a vast number of targets and a high population of residents, tourists and business transients on any given day. A small group of terrorists wielding automatic weapons with high capacity magazines and improvised explosive devices would be detrimental to the welfare of crowded locations within the city. An attack of this nature is an ideal one since the terrorists wishing to execute this plan would not have to hijack a plane, or try to sneak into a building to plant an explosive device. The very diverse population of Manhattan provides cover for terrorists armed with these relatively concealable weapons to blend into the crowd before they begin their assault.

What makes this type of threat very possible in Manhattan is that on a much smaller scale similar incidents have occurred. In April 2010 a melee ensued following the conclusion of the International Auto Show at the Javits Center in Manhattan. The night which this occurred has been known by the NYPD as gang initiation night, in which acts of violence are often carried out by prospects of street gangs in NYC. On this particular night four people were shot and numerous suspects were arrested (www.myfoxny.com). This year in NYC during the Labor Day weekend festivities of the West Indian Day Parade, a total of 70 people were shot including 2 police officers

(Dienst, Prokupecz & Russo, 2011). These events show evidence of the probability of a Mumbai style attack in NYC. Although the aforementioned incidents were not indiscriminant shootings such as happened in Mumbai, they still show that the style of attack makes it a very real possibility.

An active shooter situation is one that is very probable as the next type of terrorist attack due to its effectiveness and ease of execution. To act as a model for itself and other agencies the NYPD published the Active Shooter Guide, a set of recommendations for response to an active shooter situation. The Department of Homeland Security defines an active shooter as "an individual actively engaged in killing or attempting to kill people in a confined and populated area." As pointed out in the Guide, active shooter situations are events where victims are not chosen by a particular pattern. What makes the NYPD active shooter guide beneficial is that it is tailored to private building security personnel. It is crucial to have them familiar with this type of situations so that they can be aware of vulnerabilities within their buildings and familiar with escape and evacuation plans. This information can then be passed onto responding officers in a more effective manner. When the first responding officers arrive on the scene of an active shooter they need to relay to additionally responding units the severity of the situation and building layout information. The duty of the first responding officers is to alert additionally responding units, whether it is the counter terrorism unit or the Emergency Service Unit what the conditions are so that they can prepare en route and know how to respond accordingly.

Private buildings such as hotels and major tourist and transient locations are very much a part of the stakeholder community in NYC. These areas are targets of interest because they are considered soft targets in which high numbers of civilians are present. Intelligence that is gathered and disseminated to policy makers must be passed on to them at their appropriate clearance level so that they can plan accordingly. Active shooter situations have occurred else where in the United States as well as abroad and must be considered to be a very real possibility. In January 2011 equipped with a Glock model 19 semi-automatic pistol with a 30 round extended magazine, Jared Lee Loughner unloaded his weapon on a crowd attending a constituents meeting held by Rep. Giffords. He opened fire at Giffords and other bystanders attending the event, including U.S. District Court Judge John Roll, before Loughner was tackled by members of the crowd (en.wikipedia.org). This example of an active shooter situation shows how fast and effectively they can occur. Similar to suicide bomber tactics used by terrorist organizations, the Mumbai attack, and this active shooter attack, the individuals carrying out the attack did not intend to survive the attack. Their lack of regard for their own lives make active shooter that much more dangerous because they believe they have nothing to lose.

Threat Mitigation

The NYPD currently has several tactics in place to respond to and mitigate an active shooter attack. Post 9/11 counter terrorism operations have become a crucial part of the NYPD infrastructure. The Counter Terrorism Unit and the Joint Terrorism Task Force are essential parts of the NYPD for gathering and disseminating intelligence to

combat the next possible terrorist attack on the city. The Disorder Control Unit also plays a part in keeping the NYPD ready in case of another terrorist attack or large scale emergency. At random times throughout the week and at random locations response mobilization drills are held and responding officers are directed to a travel route and told what equipment is necessary for them to bring. CRV and other high visibility tactics are also used by the NYPD at high profile targets and during high profile events in the city. Members of the elite Emergency Service Unit also conduct patrols in special vehicles outfitted to transport heavy weapons and body armor in the event that it is necessary.

Even with these tactics and counter measures in place, it is still possible to improve on them. In February 1997 two men wearing full heavy body armor, and armed with automatic weapons robbed a bank in North Hollywood. When officers arrived on the scene, a gun fight ensued in which the two men were able to fire 1,300 rounds at responding officers who only showed up with their duty 9 mm pistols and one 12 gauge shotgun. The fire power of the would- be bank robbers was not equaled until SWAT officers arrived on the scene several minuets into the ordeal, although this was much faster than the response time for the Naval Commandos in Mumbai. In the aftermath of the North Hollywood shootout the Department of Defense gave the LAPD 600 surplus AR-15 rifles similar to what the military uses, to equip selected patrol cars. Numerous other departments followed suit fearing a similar scenario. From this incident and the attack in Mumbai the NYPD must be cognizant of the fact that its officers must be properly prepared, trained and outfitted with reliable and updated equipment. NYPD officers are armed only with their service 9 mm pistol although the issue of sharing

weapons is not present as was the case in Mumbai; the officers are still under-equipped for an active shooter situation. At the precinct patrol level, which is the most common level because these are the officers that are the first responders, at minimum one vehicle per platoon should be outfitted with a rifle.

The minimum of one patrol car per platoon armed with a rifle is crucial to the mitigation of an active shooter situation. Although ESU has the ability to respond in a few minuets to just about anywhere within the city because of the strategic placement of their facilities, there is still the crucial time span of a few minutes. In Mumbai police were unable to contain the attackers at their target locations which allowed them to move onto another location, thus creating more casualties. We can not afford to make this mistake. In a hypothetical active shooter situation first responding officers will not be able to compete with two shooters with automatic large caliber weapons with high capacity magazines,. Patrol officers with military style AR-15 rifles will be better equipped to contain shooters and prevent them from moving to another target.

New York City and the NYPD cannot afford to be ill prepared for a Mumbai Style attack on the city. When LeT attacked Mumbai and police were able to intercept phone conversations between the terrorist and their handlers who warned that Mumbai was only the beginning. This threat cannot be taken lightly and must be approached with an open mind. Homeland Security Intelligence is very crucial to its stakeholder community, but it is only beneficial if the information is passed on and acted on. In acting on intelligence and preparing for a possible attack we must also not confine ourselves to preprogrammed ways of thinking. We must also think outside the box, use imagination and apply the

simple theory of "what if" to our planning against the next possible attack. If we hope to be able to prevent the next attack or minimize its effects, we must try to consider all possible scenarios. Training must also stay fresh in the minds of all NYPD officers. In a time of need officers will refer back to their training and previous experience. Failing to act in the time of need is an unacceptable option.

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Chapter 8

Abstract

In the post 9/11 world that we live in today, the topic of equality concerning human rights and security is one that will continue to grow. How much of our freedoms and rights are we willing to give up to aid in homeland security? In our efforts to provide security to our nation and its people, it is imperative that we also maintain some balance between security and human rights. We pride ourselves on being the home of the free. Current Homeland Security efforts have been geared towards an all hazards approach, to protect and mitigate the effects of a threat from any source. My Homeland Security strategy stems from the current Counter Narcotic Strategy in use by the New York City Police Department. Involvement in the illegal narcotic trade has shown to be profitable to terrorist organizations. My strategy aims to combat terrorism by attacking its financial lifeline. Can this be done while protecting and observing human rights?

Introduction

The issue of human rights has long been a debate in the United States and as history and time progressed, it has become a world wide issue. Whether we like it or not, the world as we know it is becoming a smaller place. Side by side with the issue of human rights is the growing concern of homeland security. The question is: what rights are we willing to reduce in order to aid in security efforts? One of the growing concerns today is the invasiveness of some security tactics such as screening at airports, wire taps, and interrogation methods. My Homeland Security strategy is based on the Counter Narcotic strategy employed by the NYPD. The war on drugs and the current war on terror are similar in that the aim of each is to provide for better security for our country. Both threaten our safety and well-being as a nation and pose a great risk to our society. Article 3 of the Universal Declaration of Human Rights reads: Everyone has the right to life, liberty, and security of person (www.un.org).

To provide security we must aggressively pursue those that challenge our way of life. The concept that we believe our government is in place to provide protection to us also is inherent in homeland security and human rights. In a democracy we give our government the power to protect us by passing and enforcing laws. Law enforcement and human rights are two topics that go hand in hand. We must be able to establish and maintain a balance of considering human rights while protecting our people under the law. In our efforts to provide security to our country, our way of life and our people, can we still maintain human rights?

Human Rights

What are human rights? As defined by the United Nations Office of the High Commissioner of Human Rights, human rights are rights inherent in all human beings, whatever nationality, place of residence, sex, national or ethnic origin, color, religion, language, or any other status (www.ohcr.org). We are all equally entitled to our human rights without discrimination. These rights are interrelated, interdependent and indivisible. Universal human rights are often expressed and guaranteed by law, in the forms of treaties, customary international law, general principles and other sources of international law. International human rights law lays down obligations of governments to act in certain ways or to refrain from certain acts, in order to promote and protect human rights and fundamental freedoms of individuals or groups (www.ohchr.org).

In the United States, the topic of human rights is one that is very close to the heart of our country and its ideals. Before the United States was known as the country it is today, some of the first settlers to come here did so with the hope of finding religious freedom. The concept of protecting human rights has been the cornerstone for our government since its early stages. The Declaration of Independence, the Constitution and the Bill of Rights established our government as a protector of human rights because it was founded on these principles. Over the past few decades the United States has also added the protection of human rights to its foreign policy.

Over the course of history human rights have been an issue that has evolved with the changing times to encompass new ways of thinking and more open-minded principals. In its early stages John Locke used the notion of “natural rights” to develop a

political theory to protect the rights of propertied European males. As time went on the United States produced the Declaration of Independence to challenge harsh rule by England. The Declaration of Independence set forth basic principles of protection of human rights. It declared that "all men are created equal and endowed by their creator with certain unalienable rights" (www.archives.gov). This was a good start but only included white males; it wasn't until much later in American history that women and men of all ethnicities were afforded these rights. The purpose of both documents was to outline basic human rights and make them known so that they could be protected. At the time in which they were written white males were seen as superior to all others; this theory has since changed. These documents were written at a time when slavery was acceptable. As time has continued to pass the next challenge in truly recognizing human rights has risen and is being dealt with.

In our early history the U.S. was a country whose economy and agriculture thrived from the use of slaves, an accepted practice throughout the world. Something that was considered to be a social norm became a major political issue because of the ability under a democracy to express concern for human rights. Not many other forms of government would allow for this to occur. Communism, dictatorships, kingships do not allow citizens to step in, take control and fix things when necessary.

Human Rights and U.S. Foreign Policy

Our experience in international human rights law can be translated best by saying that it is a double edged sword. To those that support the U.S. it has been considered good. Those that oppose the U.S. believe we need not play watch dog of the world U.S.

support of international rights is part of our foreign policy and can even be looked at as a homeland security concern. It is important that we stay involved as a human rights watch internationally. Globalization has made our world a smaller place; it places countries in contact with each other on levels that years ago would not even have been imagined.

Human rights have been an important part of U.S. foreign policy for decades, especially beginning from the end of WWII and the Nazi genocide of Jews in Europe during the Holocaust. After WWII human rights began to quickly grow as a major global concern. The United Nations ratified the Universal Declaration of Human Rights in December 1948: it is modeled after the United States Declaration of Independence and Bill of Rights. The founding principles of the United States have made it a leader in human rights protection and involve it as a watch dog of human rights. With globalization making the world smaller place human rights is becoming even more of a global issue. The United States understands that the existence of human rights helps secure the peace, deter aggression, promote the rule of law, combat crime and corruption, strengthen democracies, and prevent humanitarian crises (www.state.gov).

President Carter was one American president that was known for projecting human rights as an important part of his foreign policy. In a 1977 speech at the University of Notre Dame President Carter said that a commitment to human rights was a fundamental tenet of U.S. foreign policy. He said: “For too many years, we've been willing to adopt the flawed and erroneous principles and tactics of our adversaries, sometimes abandoning our own values for theirs” (McMahon, 2009). During his term in office Cold War

concerns kept the U.S. allied with dictators and military regimes in Pakistan, Zaire (now the Democratic Republic of Congo), and the Philippines.

President George W. Bush also projected human rights as an important part of his foreign policy. Following the events of 9/11 foreign policy under the Bush administration became focused on the war on terror and homeland security. The Bush administration was often criticized over its approval for extreme interrogation techniques and secret CIA prisons in the war on terror (McMahon, 2009). A quote from his second inaugural address that links homeland security, human rights, and foreign policy reads:

"We have seen our vulnerability - and we have seen its deepest source. For as long as whole regions of the world simmer in resentment and tyranny - prone to ideologies that feed hatred and excuse murder - violence will gather, and multiply in destructive power, and cross the most defended borders, and raise a mortal threat. There is only one force of history that can break the reign of hatred and resentment, and expose the pretensions of tyrants, and reward the hopes of the decent and tolerant, and that is the force of human freedom" (www.npr.org).

Both Presidents Carter and Bush supported human rights in U.S. foreign policy and both recognized this as a double edged sword. Is it possible to protect human rights without violating them? This question is one that plagues policy makers, law makers, and those that enforce policy and law. We can easily make human rights cohesive with homeland security and foreign policy that is not a daunting task, but maintaining a balance of respect for human rights while enforcing effective homeland security policy, is more difficult.

Homeland Security Strategy

The war on drugs and the current war on terror are similar in that the aim of each is to provide for better security for our country. Both threaten our safety and well-being as a nation and pose a great risk to our society. Profits from the narcotics trade supply terrorist organizations with the tools they need to carry out their devastating missions and function. By suppressing the narcotics trade through aggressive enforcement we can reduce terrorist capabilities. The narcotics trade also raises criminal activity in our community, which in turn lowers the quality of life. Enjoying a good quality of life is a right that we possess as humans. I propose that an aggressive stance towards narcotics enforcement will aid in our efforts towards a more secure country. By imposing zero tolerance policies on narcotics sale and possession we can attack the supply and demand of these dangerous drugs. Getting drugs off our streets and out of our communities will help to lower crime and prevent financial gains to drug dealers. I propose that all 17,876 police departments, state, local and tribal, follow the New York City Police Department's (NYPD) narcotics model.

Narcoterrorism is generally connected with Latin America but is increasingly linked to regions of Central and Southeast Asia and specifically the drug producing regions of the so-called Golden Crescent and Triangle. Al Qaeda's involvement in the drug trade is also increasing, and supplied them with the necessary funds to carry out their attack in Madrid, Spain in 2004. In terms of homeland security, the drug trade affects our country in several ways. The first is that financial gains from involvement in the drug trade support terrorist organizations that pose a threat to our society. The drug trade also

affects homeland security because, on a daily basis, large amounts of drugs are smuggled across our borders into our country illegally. This poses a threat to the security of our borders.

The NYPD's counter narcotics operations are aggressive towards the war on drugs within New York City and have put forth many different approaches and tactics to accomplish this. Within the department there are several specialized units that deal with the enforcement of narcotics related offenses. While enforcement of drug laws is not limited to the officers that are in these specialized units, they receive more training and have the ability to focus on ways to combat it. These units are: starting at the precinct level or lowest level is the Street Narcotics Enforcement Unit or SNEU. Next is the Narcotics Bureau which is part of the NYPD's Organized Crime and Control Bureau or OCCB. Lastly is the Drug Enforcement Task Force or DETF, which is a joint task force between the NYPD and the DEA. This joint task force allows the NYPD to have its officers obtain federal status and work hand in hand with the DEA agents working within the city. Working simultaneously with a federal agency allows for both agencies to benefit from a larger resource pool and to benefit from knowledge and tactics brought to the table by each organization. Joint task forces such as this one play a crucial role in the NYPD's ability to fight narcoterrorism. The second approach to counter narcotic operations is through programs such as Drug Abuse Resistance Education (DARE). Programs such as DARE are a joint effort between law enforcement and schools to educate students about the dangers of drug use.

Collectively, the nation's state, local and tribal police agencies which adopt NYPD's aggressive and comprehensive counternarcotics program will detect, deter, and mitigate crime and terrorism. To combat the joint war on terror and the war on drugs we must start at the bottom where the drug trade affects our citizens directly. A bottom up strategy is simple in nature as well as effective. This type of strategy allows law enforcement to aggressively go after low level participants in the drug trade. By enforcing a counter narcotics strategy from the bottom up, profits will not reach cartels and terrorist organizations will be stifled.

Human Rights and Narco-terrorism

In recent years the War on Terror has been merged with the War on Drugs, and amendments have been made to the U.S. PATRIOT Act that reflects this. In 2006 a narco-terrorism law was amended to the PATRIOT Act that allowed the government to prosecute and impose escalated sanctions against international drug traffickers who support terrorism (Gallahue, p.175). The PATRIOT Act since its passage has been under scrutiny by human rights groups; now that it has been amended to prosecute international drug traffickers the issue is raised whether or not these new laws violate human rights. The United States announced it had placed Taliban-linked drug traffickers on a kill list, the military have been engaged in counter-narcotics in Mexico and Brazil and countries like Egypt and Malaysia have included drug offenders in emergency legislation designed to deal with armed opposition groups. Such efforts have weakened human rights protections, which already have been dramatically challenged since 9/11 (Gallahue, p.176).

This is where human rights concerns regarding narco-terror can become a double edged sword. On the one hand the drug trade and terrorism can be seen as violations to human rights. Drug cartels and organizations treat their workers unfairly that in some ways can be considered border line slavery. In all aspects of the drug trade from the cultivation to distribution stage many human rights violations can be found. The effect that the drug trade has on people can even be seen as a human rights violation. As humans we have the right to life and liberty, and crime and corruption that go hand in hand with the drug trade hinder these rights. Profits from the drug trade also support terrorist organizations such as Al-Qaeda. Terrorist organizations commit violent acts against civilians which in turn violates the human rights of these civilians. In 2004, members of Al-Qaeda were responsible for the bombings in Madrid, Spain that killed 191 people. This attack was estimated to have cost only $70,000, and was funded primarily by the sale of hashish and ecstasy (CBSnews.com). This is just one example of how terrorist involvement in the drug trade affects our human right to life.

Human Rights and Homeland Security

United States Code of Law, the law that governs our country, contains a definition of terrorism. The Annual Country Reports on Terrorism is submitted by the Secretary of State to Congress every year. (U.S. Code Title 22*)* and defines the term international terrorism as terrorism involving citizens or the territory of more than one country, which is premeditated, politically motivated violence perpetrated against noncombatant targets by sub national groups or clandestine agents (www.findlaw.com). The FBI defines terrorism as “the unlawful use of force and violence against persons or property to

intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives" (28 C.F.R. Section 0.85, www.fbi.gov). Various other definitions from other government agencies and publications say that terrorism is not clearly defined and that there are many different versions. But, you can find one major commonality, violent acts against noncombatants or the civilian population.

Violent acts against any people are seen as a violation of those people's human rights, so it is the duty of our government and law enforcement agencies to protect our people from violence. There is a connection between homeland security and human rights, especially now in the post 9/11 world. Post 9/11 we have increased our grip on the security of our country and some of the methods that have been and are currently being used have raised some issues in regards to human rights. Some feel that some of the security methods used in transportation venues such as airports have become too invasive. The PATRIOT Act has also been scrutinized by human rights groups because of the invasiveness of its intelligence gathering methods.

Today we live in a time where almost every household has a computer with internet access, billions of emails are sent and received daily, people use smart phones that have internet access, and all the data in these devices can be accessible by trap and trace devices used under the PATRIOT Act. Although the PATRIOT Act holds that there must be an ongoing criminal investigation for these devices to be used, many feel that they violate our human rights. Everything we do on a computer that is connected to the internet can be traced, and the dots can be connected to create a profile of a person. Does

this violate our right to be protected from unreasonable search and abuse of authority by the government?

Our laws that protect our human rights also have exceptions that we grant the government and law enforcement agencies when just cause is shown that the right can be overturned. If a warrant is legally obtained and leads to an intrusive search, which leads to an arrest which in turn leads to incarceration, we let our rights be put aside for a just cause or the greater good. This balance of power between human rights and security shows that we as rights holders are willing to loosen our grip on our rights, if we are doing so for a way that is beneficial to ourselves and others. Many if not all of the punishment measures that we have in our legal system can be argued to be violations of a person's rights. However we feel that if a person violates the human rights of another, then they deserve to be punished; this in turn will restore the power of the rights back to the initial victim. We as humans are the sole protectors of our rights and are the ones that give these rights meaning and power. We also are the ones that allow the government to limit our rights in the name of securing our country against a threat. This is the only way to have a give and take relationship in a democracy. Open elections allow our citizens to elect officials that we feel best represent us, and will protect our ideals as a group.

As we saw in the 1990's and pre 9/11 when there was less security threat, there was a greater emphasis on human rights. Human rights have always been a concern in our country and abroad and should always be considered. With regards to human rights and security, we should never become complacent and lesson our security measures. This has hurt us in the past and we cannot afford to have it happen again. We cannot become

complacent because that is when we are most vulnerable. With tight security measures we can still maintain a balance between human rights and security. The protection of human rights is what our country was founded on and should be a major concern today. Our country has also been known for defending human rights in its foreign policy, but I feel it is most important that we take care of our issues at home before we continue to play watch dog of the world. Our first and main concern should always be fixing our problems at home. If we do this our citizens will be more apt to support our foreign policy of protecting human rights abroad.

"When we consider how rights work, though, one of the more striking facts is that we typically talk about rights only when they are at issue" (Donnelly, p.8). When most people think of the term homeland security they think of a job that the government does to protect us. One of the first things they can think of as an example is going to the airport and getting checked by security. Of the millions of people that fly daily and subject themselves to screening at airports, how many of them think about the possibility that it violates their human rights? I think it would be safe to say not many. It is our right to be protected from invasive searches by the government or anyone for that matter. But we also have other laws in place that say that certain things are illegal. For example, it is illegal to carry a weapon on a plane, but it is our right to bear arms under the Constitution and our right to be able to protect ourselves. The main premise of making it illegal to carry a weapon on a plane is to protect us from those carrying weapons that intend to cause us harm. This law protects the right to life in persons or groups. So did we not just loosen our grasp on one right, for protection of another? Yes, and this give and take

relationship is what allows the crucial balance between homeland security and human rights.

Conclusion

We know that it is imperative in the world we live in today to keep a close hold on our rights as humans. These are rights that are guaranteed to us at birth, and merely because we are human. Homeland security in the United States is geared toward protecting the people of our country, which in turn protects their human rights. Homeland security like other law enforcement tools does this by limiting our rights at times to protect us. There are times when this may overstep the bounds because, like anything else in the world that we live in, nothing is or will ever be perfect. We have established organizations such as the Human Rights Watch Group, American Civil Liberties Union, and Amnesty International to represent us and challenge the government when it oversteps its bounds.

By employing a counter narcotic approach to homeland security efforts there will be a constant struggle of maintaining a balance between human rights and homeland security. Many of the methods used in a counter narcotic strategy can be seen as possibly violating human rights. This balance can be maintained by utilizing our legal system as a way to check that human rights are in constant consideration during the execution of this approach. But we must also realize that at times we can only fight fire with fire, and with the intention of protecting the people of our country at times we must loosen our grip on our rights individually. With this in mind we must also not lose sight of the fact that

loosening our grip does not mean that we are giving up our rights, we are just bending the rules so to speak, so that we can aggressively pursue those that wish to do us harm.

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Chapter 9

Abstract

Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda is funded in large part by the proceeds of narco-terrorism. The suppression of illegal narcotics should be a larger part of the current Overseas Contingency Operation (formerly known as the Global War on Terror). In addition, narco-trafficking is the mainstay of national and international criminal enterprises. The continued proliferation of narcotics sale and use contributes to street crime and affects the community's quality of life. By imposing zero tolerance policies on the sale and possession of narcotics the nation can simultaneously fight terrorism and crime. In addition, removing drugs from our communities will help to lower crime and deny criminal and terrorist enterprises funding that would facilitate their activities. To facilitate this mission a joint effort across all sectors must be made. The public sector has the means to enforce drug laws on those who violate them. Private sector involvement is also crucial; many of the country's most prestigious drug rehabilitation centers are privately run and operated; with their help, the best treatment can be offered to diminish the demand for dangerous drugs. Continued cooperation and input is necessary from the civil sector which can offer support and information to law enforcement agencies so that the neighborhoods and communities plagued by drug trafficking can be cleaned up.

A Multidisciplinary Approach to Combating Narco-Terrorism

The concept of a multidisciplinary approach to homeland security began post 9/11 when many of federal agencies were merged to put forth a concerted effort to secure our country from all hazards that threaten it. Our current efforts consist of a network of federal, state and local agencies working together to achieve a common goal. We must continue to work towards a lasting megacommunity, which encompasses all sectors, private (business), public (government), and civil. A megacommunity is a true multidisciplinary approach that works to solve a given problem such as homeland security. Multidisciplinary relationships are crucial to provide an all hazards approach to effective homeland security. The more people, minds and resources that are focused on a topic, the greater will be the chance of success.

Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda is funded in large part by the proceeds of narco-terrorism. The suppression of illegal narcotics should be a larger part of the current Overseas Contingency Operation (formerly known as the Global War on Terror). In addition, narco-trafficking is the mainstay of national and international criminal enterprises. The continued proliferation of narcotics sale and use contributes to street crime and affects the community's quality of life. Narco-terrorism is a threat to homeland security that cannot be ignored. If drug supply lines are attacked through methods of interdiction, arresting those who are selling narcotics and identifying drug rings, it will make it more difficult for the product to reach buyers. This must be a two prong effort: not only must we attack the supply but the

demand for these drugs must also be diminished. If we can eradicate the need for dangerous drugs, there will be no need for them to be brought into our country. The United States is one of the highest consumers of dangerous drugs in the world, creating a strong economy for those involved in the drug trade, and creating sick, unproductive members of society and lowering the quality of life in our communities.

Narco-terrorism

First coined by Peruvian President Belaunde Terry, the term narco-terrorism is generally connected with Latin America but is increasingly linked to regions of Central and Southeast Asia and specifically the drug producing regions of the Golden Crescent and Golden Triangle. The Golden Crescent is the name given to Asia's principal area of illicit opium production, located at the crossroads of central, south, and western Asia. This area covers three nations, Afghanistan, Iran, and Pakistan. The Golden Triangle is also one of Asia's two main illicit opium-producing areas and covers Southeast Asia: Burma (Myanmar), Laos, and Thailand (Geopolitics of illicit drugs in Asia). Al Qaeda's involvement in the drug trade is also increasing and is known to have financed the commuter rail attack in Madrid, Spain in 2004. Terrorist organizations use the profits that they gain from their involvement in the drug trade to fund their activities.

Terrorist organizations provide security to drug transports, and tax traffickers for passing through their regions. The drug trade also affects homeland security because, on a daily basis, large amounts of drugs are smuggled across our borders. This poses a threat to the security of our borders showing security gaps and the cunning ability of the

narcotics smugglers. This also raises the question of what else is being brought in. The trade is a form of organized crime and supports and creates criminal activity.

The effects of drugs on our citizens are detrimental. Dangerous narcotics such as heroin, cocaine, crack cocaine and ecstasy can cause death and turn functioning members of society into sick, frail, non-productive, and counterproductive members of society. All of these factors of the drug trade affect the security of our country and more must be done to reduce the threat posed by the drug trade. No other commodity exists on the market today that is better than illegal drugs for generating extremely high and fast economic returns (Ehrenfeld, 2002).

What is a Megacommunity

A megacommunity is a public sphere in which organizations from three sectors: business, government, and civil society, join together around compelling issues of mutual importance; they follow a set of practices and principles that make it easier for them to achieve results without sacrificing their individual goals (Gerencser, Kelly, Napolitano & Van Lee, 2008). A megacommunity calls for all members to work together to achieve a common goal. It is an all hands in approach to problem solving. The private sector (business) brings a resource base, an action agenda, depth in problem solving, and capital. The public sector (government) brings the rule of law, the promise of long-term stability, sovereignty, a tax base, and natural resources. The civil sector brings accountability, sensitivity to how the issues at play might affect the individual and the environment, and credibility in arenas where business and government fall short (Kelly, Gerencsher, Napolitano & Van Lee, 2007).

The main difference between a megacommunity and a network is that a megacommunity encompasses members from a variety of sectors, not just different organizations within one sector. Example: the New York City Police Department's Drug Enforcement Task Force is a joint venture between the NYPD, the New York State Police and the Federal Drug Enforcement Administration. This is a joint effort where several law enforcement agencies have come together to create a like-minded network to share resources and information.

A megacommunity incorporates involvement from not only the government sector, but the business and public sector as well. Creating lasting partnerships not only increases the possibility for success, but makes arrival at the desired outcome quicker. There are important factors that must be met in order for a megacommunity to be successful. Communication and good leadership are crucial elements. The megacommunity concept goes beyond single sector approaches as sustainable development. Unlike public-private partnerships, which tend to operate only as long as their formal agreements stay in effect, megacommunities take on much larger goals. They are ongoing and mutable over time, and they demand a highly engaged orientation from their leaders and members of the various organizations involved (Gerenscer, et al., 2007).

To achieve a successful megacommunity, the habit of "maximizing" benefits, one of the most fundamental habits, must be changed. In a megacommunity members must learn to instead "optimize." Maximizing refers to a primary focus on immediate benefits, while optimizing refers to the recognition and actualization of benefits to the larger

system as a whole (Gerencser et al., 2008). The goal of the megacommunity is a common goal that must be shared by all sectors involved.

Communication is another important aspect of a megacommunity. Not all of the sectors that make up a megacommunity speak the same language. By this I mean that each sector may have its own "lingo" or "jargon." In tri-sector meetings it is important to make sure that jargon is checked at the door so that ideas can be displayed to other members of the megacommunity in a clear and concise manner. There can be no secrets; all information that can be shared must be, except where there is sensitive information.

Homeland Security Strategy

The NYPD's counternarcotics program is a "smart practice" that the nation's state, local, and tribal police agencies should adopt, scaled to their respective vision, mission, and purpose. A "smart practice" is a technique or methodology that, through experience and research, has proven to lead to a desired result. A smart practice affirms the usefulness of the proposed model; the adopting organization uses only the elements of the model that meets its needs. An aggressive and comprehensive counternarcotics program will detect, deter, and mitigate crime and terrorism. To carry out the joint war on terror and the war on drugs, we must start at the bottom, where the drug trade affects our citizens directly. A bottom up strategy is simple in nature as well as effective. This strategy allows law enforcement to aggressively go after low level participants in the drug trade. By aggressively enforcing a counter narcotics strategy from the bottom up, profits will not reach cartels and terrorist organizations will be stifled.

Becoming involved in joint task forces with the DEA and HIDTA will also aid in drug enforcement. By sharing information in trafficking, and with federal aid from joint task forces, state and local departments will be able to enlarge their resource pool. Manpower and budgeting play a large role in the capabilities of departments and some may not be able to accommodate such efforts. A strategy such as the use of a Street Narcotics Enforcement Unit team is one of the easiest ways smaller departments can upgrade their counter-narcotic operations. SNEU teams do not have high manpower or budget demands. They are highly effective and that is the goal of this strategy, to find efficient and effective ways to reduce the supply of dangerous illegal drugs. The NYPD also gives narcotics identification training to patrol officers that are not on specialized narcotics enforcement teams. This can be utilized by other state and local police departments as well. Training officers on identifying drug patterns and operations can help to achieve an "all hands" approach in this effort. Also providing field test training to officers will allow them to positively identify narcotics that they may come across. In turn, this will also slow the cash flow to terrorist organizations and drug cartels. If every department used the NYPD's counter-narcotic strategy, dramatic results would be seen. If drug supply lines are attacked through methods of interdiction, arresting those who are selling narcotics, and identifying drug rings, it will be more difficult for the product to reach buyers.

A Multidisciplinary Approach to Homeland Security

The above mentioned strategy consists of a joint effort between federal, state and local law enforcement agencies with the common goal of combating terrorism by attacking its financial sources. This strategy also has more than one goal: by attacking

financial supplies to terrorist organizations we can minimize their effectiveness; in turn by waging war on the drugs that terrorist organizations profit from, we can also clean up or neighborhoods, increase the quality of life and lessen dependency on dangerous drugs.

The above strategy outlines what the public sector's involvement is, but to make this strategy more beneficial, a megacommunity should include the private and civil sectors. There are several ways in which the private sector can be involved. Many of the nation's best drug rehabilitation centers are privately run and funded by patients or insurance companies. Passages Malibu is one drug treatment facility that has a very high success rate; they credit it to their mission of not treating the addiction but the underlying problems that create the addiction. To prove their success rate Passages conducted a study to find out why so many other drug treatment facilities fail. They found that: "Most treatment centers fail in their approach because they treat addiction as if it is the problem, instead of looking for the deeper underlying issues." Their solution is a one-size-fits-all group approach, where patients are placed with strangers in group meetings, then told that they have a disease they are powerless over, and the best to hope for is a lifelong commit to 12-step meetings and daily calls to a sponsor. Anything short of that will cause a relapse. This archaic model is out of date although it is still used by almost all 12-step based rehab centers in the nation (Addiction Ends Here). Instead Passages aims to treat its patients based on the patients' individual needs.

Drug rehabilitation centers like Passages Malibu are often very expensive especially if the person in need does not have health insurance or cannot afford the treatment. There are other low cost drug rehabilitation methods, such as clinics and Narcotics Anonymous;

however these programs often do not work as well and offer patients prescribed medications to cope with their addiction. Methadone is a pharmaceutical drug that is prescribed for patients suffering from pain and is also used to help patients suffering from withdrawal symptoms from opiate based drugs (Methadone, 2009). When you cure a patient's heroin addiction with methadone, all we are doing is transferring that addiction to methadone. I have seen in my professional experience the negative effects of methadone, and how it has also created an underground market for the drug. It is seen as a safe supplement for heroin but it is highly addictive. If we can completely eradicate the heroin addiction, then the demand for dangerous drugs will go down, in turn slowing down the supply for them. Millions of dollars a year are spent on programs for Americans that are dependent on drugs. These mind altering substances have extremely harmful effects on those who use them and the highly addictive characteristics keep them in constant demand. As people in our society become more addicted to drug use, quality of life goes down (Ehrenfeld, 2002). To make for a more productive society and one that is healthier, and at the same time, to help combat the terrorist threat to our country, we must cut down and eventually eliminate the demand for these dangerous drugs.

In this megacommunity the involvement of the civil sector is just as important as it is beneficial to the success of the megacommunity. In neighborhoods with high crime rates, the use and sale of drugs can be found easily. Narco-trafficking is the mainstay of national and international criminal enterprises. The continued proliferation of narcotics sale and use contributes to street crime and disaffects the community's quality of life. In every neighborhood across America there are people of all different backgrounds and

walks of life: there are those that work hard for what they have, and those that play on the other side of the fence. For this example I will use the precinct in which I have worked for the past five years. The 46th precinct covers an area 1.5 square miles in the heart of the Bronx. It has over 225,000 residents and the highest population of violent offenders per capita in the entire state. This area is the birth place of hip-hop music and crack cocaine. When crack cocaine was first introduced to NYC, it sent the city into a downward spiral of crime and rampant drug addiction. Although this sounds like one of the least desirable places to live, there are many honest, good-natured hard working families that live in the confines of the 46th precinct. Monthly community partnership meetings provide people the chance to express their concerns and admiration of the work being done to make their homes safe places to live.

These meetings are a great forum for the public sector to receive feedback from the civil sector on the work they are doing. It is also the ideal forum for a megacommunity to take hold. An example of how this has already begun to work is the NYPD Clean Halls Program. After countless community meetings held borough-wide, the Bronx District Attorney's office was presented with a list of complaints forwarded to the NYPD's Bronx precincts from its residents. During each precinct's community meeting many citizens expressed their concerns that they felt unsafe in their own homes and buildings because of heavy traffic of people coming and going with no legitimate purpose for being there. The outcome was that a megacommunity of the NYPD, Bronx County District Attorneys Office, residential building owners, and tenants created the NYPD Clean Halls Program. This program gave police the power to make sure that people were

not loitering in buildings for the purposes of drug dealing and other criminal activity. The solution to this problem was reached by employing a megacommunity of all the sectors involved, and to date it has worked very well.

In recent community meetings where I have been present, a similar concern has been raised. Deli and corner market store owners have raised their concerns about people selling drugs in their stores. They have complained that it is bad for business and puts their own lives into danger. I propose that the above mentioned megacommunity be tailored to address this problem. The civil sector can be considered the front line in any law enforcement-based megacommunity. They are the eyes and ears of the community and know their community better than anyone. Without their input and feedback there is no way to truly tell if a plan is working or not.

By incorporating the private sector and civil sector into this homeland security strategy a megacommunity can be created. The private sector offers specialized rehabilitation facilities and business owners that can work with law enforcement to monitor drug activity. A problem with the privately run drug rehab centers are that they are often times very costly and accept heath insurance from those that have it. To optimize the potential of this strategy I propose that the public sector redistributes its funding of welfare-driven rehabilitation centers to allot funds for those who cannot afford quality treatment. This will optimize the benefit of these treatment facilities that have proven track records of success. The civil sector can join in this effort by having support networks set up by those who have conquered their addictions, to help new patients.

Conclusion

A megacommunity and a multidiscipline approach to homeland security can have great success if they are employed and used correctly. The threats that we have faced and will face in the future to our country's security are ever changing and can often be unpredictable. That being known, our efforts to increase the security of our country must change to answer the call. Megacommunity scenarios have worked in the past and can continue to work. Megacommunities take the goals and ideas of one sector and fuse them with common goals and ideas from other sectors and spheres of influence to create a lasting bond of commonly driven organizations. To combat narco-terrorism and the way that it affects our homeland security a megacommunity is necessary. The above mentioned strategy is predominately law enforcement-driven with the public sector as the initiator. However not all points and goals of the strategy can be achieved without help from the private and civil sectors. Basically the strategy aims at reducing the demand for dangerous drugs, thus affecting the need for them to be supplied. To fully achieve this goal a concerted effort is needed by all three sectors. A megacommunity scenario would greatly increase the outcome of success for this proposed homeland security strategy.

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Chapter 10

Abstract

Post 9/11 the concept of homeland security has become more apparent in our every day lives. We continue to grow and evolve on lessons learned from 9/11 and other unfortunate terrorist attacks around the world. As the concept continues to grow we see that it can be applied as a way to protect our country from all types of hazards. Within our country, states and cities we have many critical infrastructures that we rely on for the fluid operation of life as we know it. These infrastructures consist of telecommunications, financial reserves and institutions, public transportation, and power supplies. Each of these infrastructures is part of a network that links it to many others; we must strive to protect them. This paper will focus on a critical infrastructure in New York City, the NYC Subway System. It is a critical infrastructure because millions of people rely on it daily. A conscious effort must be put forth to ensure that the subway system is protected as best it can be from all hazards that it may face.

Protecting a Critical Infrastructure the New York City Subway System

Protecting our critical infrastructure networks is crucial to our homeland security efforts as well as to those that benefit from them. The transportation sector is considered to be a critical infrastructure because it encompasses our rail systems, aviation, and other methods of public and commercial transportation. The New York City Subway System is a critical infrastructure that serves millions of people daily; it is a vast system of above and below ground train routes that also tie into main hubs such as Grand Central Station where it meets the Metro North Rail Road system. The subway system reaches every

borough of the city and is responsible for transporting millions of people daily. Because of its importance to daily life and vast reaches, it has vulnerabilities that come in every form. It is susceptible to failures from human failure, severe weather conditions, damage to critical infrastructures such as telecommunications and power, as well as a terrorist attack. In the years following 9/11 there have been several terrorist attacks on commuter trains around the world. They are ideal targets for terrorists because they can easily blend into the bustling crowds on the trains and inflict a great deal of damage.

The New York City Subway System

The New York City Subway is a rapid transit system owned by the city and leased to the New York City Transit Authority, a sub agency of the Metropolitan Transportation Authority. It is one of the oldest and most extensive public transportation systems in the world, with 22 interconnected routes, approximately 840 miles of track, 6,356 rail cars, 468 stations, and an average weekday ridership of around 5 million. In 2010 a total of 1.6 billion riders used the system, making it the fourth most used subway system in the world. It is one of only four transportation systems in the United States that offers 24 hour, 365 day a year service (MTA.info). The NYC subway system plays a vital part in keeping the New York City Metropolitan area alive. The NYC subway has an extended network consisting of the New Jersey PATH train, Metro-North Rail Road and Long Island Rail Road that it meets at specified hubs. These stations provide riders with the ability to commute via train from outside the city from as far as Stamford, CT to hubs where they can transfer to subway trains. Hubs such as Grand Central Station connect this vast network of trains so that riders can switch trains to travel their desired route.

The NYC Subway has also begun replacing many of its old rail cars with new model R143 cars. These new cars are equipped with a computerized feature that controls their speed and allows them to detect other trains on the track. This will allow the trains to run closer together, optimizing track space once all the cars are replaced (MTA.info).

Critical Assets

Vulnerability analysis is a crucial step in itself for protecting our critical infrastructure. Model-Based Vulnerability Analysis (MBVA) is a comprehensive method of analysis that combines network, fault, event, and risk analysis into a single methodology for quantitatively analyzing a sector component such as a hub. Vulnerability is defined as the probability of a successful attack on a component. Each sector that is deemed part of a critical infrastructure has a vulnerability to be attacked; we need to find out which sectors are most vulnerable. We do not have the resources to protect all of our critical infrastructure systems. By conducting vulnerability assessments of them we can find and isolate those that are found to be more vulnerable. MBVA combines network analysis with fault tree modeling to derive vulnerability, risk, and resource allocation strategies that tell the decision makers how to best allocate resources (Lewis, 2006).

As with many other critical infrastructures within our country, the overwhelming size of the sector makes it difficult to secure it. There is just not enough manpower or resources to do this. The NYC Subway, as is common with other critical infrastructures, can be viewed as a network made up of hubs, nodes and connectors. The main hubs of the NYC subway are the main transfer stations such as Grand Central Station and Penn Station, where the subway meets Metro-North Rail Road, the NJ PATH train and many

other subway lines. Other hubs include the train yards where subways not in service are kept. These hubs can be viewed as critical assets because of their high volume of use and because they are a place where many of the lines converge. It is important to protect these main hubs because they are centers of convergence for the subway system. The hubs are often bustling with riders and have several trains occupying multiple platforms at a time. Their heavy usage and clustering makes them more vulnerable simply because they have more to offer. Currently the MTA Police have high visibility presence in Grand Central Station as they are the main protection force there. The NYPD Transit Bureau also patrols the terminal and conducts random bag checks to ensure rider safety. It is also extremely important to protect and monitor Grand Central Station because riders have the ability to enter into the NYC subway from outside the city if they used the Metro-North Rail Road.

The nodes of the NYC subway are the many other small stations and platforms that are strategically scattered around the boroughs that make up New York City. These stations are spread out and offer entrance and exit to the subway system. They are a critical asset because they are access points to the system that are often less monitored than the main hubs. Protecting the nodes of the system or smaller stations is more difficult because of how spread out they are. The longest distance between two stations in the entire system is 3.8 miles (MTA.info). Although the vast majority of other stations are much closer together, it is still a lot of ground to cover to monitor them all. The above and below ground tracks that connect these nodes and hubs are also a critical asset to the system. Protecting the below ground tracks, tunnels, above ground tracks and

bridges is a daunting task. Unlike its name, the NYC subway is not entirely under ground: it has tracks that are on elevated platforms above the street and some street level tracks in open cuts. All track types are vulnerable but some more than others. The below ground tracks run under city streets and buildings, some not too far from the surface. This makes them more vulnerable than above ground tracks because the level of damage would be higher from a successful physical attack. Lastly consumers, those that use the subway system daily, are a critical asset to the system. Every person that uses the subway system pays a fare, so the profits from the fares go back into maintaining and upgrading the subway.

Threats and Vulnerabilities

In recent years, around the world commuter trains and subway systems have been the targets of attack. The reasoning behind this is that they are ideal locations because they are heavily occupied by civilians and they provide easy cover for terrorists to carry out their plans. On March 11, 2004, 10 explosive devices were packed into 13 rucksacks and simultaneously detonated via cell phone on a subway train in Madrid, Spain. The attack killed 191 people and injured over 1,800 others. The first group suspected of involvement was the Basque ETA; however investigations later focused on the Islamic extremist Moroccan Islamic Combatant Group (GICM) (Madrid Train Bombing).

In November 2008 Mumbai, India fell victim to a terrorist attack that has since been deemed India's 9/11. The carefully planned and premeditated attack was carried out by the terrorist group Lashkar-e-Taiba (LeT), which is based in Pakistan. The city of Mumbai is a metropolis similar to New York City in the United States, in that it is home

to many tourist locations and is a commercial and entertainment center. One of the two man teams headed to Chhatrapati Shivaji Terminus, Mumbai's main train station, which provided the terrorists with a venue for destruction. The heavily occupied train station was an open space for the two men to unload their automatic rifles. They were met with little resistance as the police present in the train station were not equipped to counter the attack. The men were armed with 9 mm pistols with two additional ammunition magazines, Ak-56 automatic assault rifles with several 30 round magazines of ammunition each, and approximately 10 grenades. They also had prefabricated IED's which they placed in taxis (RAND, p.4). The main hub within the NYC subway system, Grand Central Station, is very similar to Mumbai's Chhatrapati Shivaji Terminus.

When conducting risk analysis of the NYC subway, a fault tree can be used to determine the vulnerability of the sector. A fault tree is a model of the components of a critical node or sector organized as a hierarchy or tree-structured graph (Lewis, 2006). The logic gates are the nodes in the fault tree that determine how faults propagate up the tree. The OR logic model best fits the subway system. The subway system consists of the main hubs such as Grand Central Station which can be viewed as the base of the tree. The tree then branches out to the nodes through the tracks.

The NYC subway system is vulnerable to failures from natural and man-made disasters. A terrorist attack on the subway system similar to the one that occurred in Madrid would be a failure of the node affected. Although the subway system is primarily used for commuter transportation, the system it is vulnerable to either attack. The subway tunnels are under the city; in the event that a large explosive device were to be set off in a

subway, not only would it cause casualties among those on the subway train but it could also cause tunnels to become damaged and possibly collapse, which in turn can affect roadways above. A cyber attack would also be detrimental because although the trains have conductors on them, they are also remotely sent information about stops and conditions. A cyber attack could greatly disrupt the system. As mentioned above, the train cars that are used by the MTA are equipped with computerized instruments that synchronize the trains' speed so that they work in harmony and maintain fluid operation. A cyber attack on the MTA's controlling network would give cyber terrorists the ability to control the trains and cause casualties remotely. A cyber attack is also a double edged sword because it would give the hacker access to important files and information stored within the MTA's computer files. The MTA has over 50,000 employees whose personal information is stored in computer databases (MTA.info). A cyber attack on this database would reveal personal information about the MTA's employees that may also be used in an attack on the system.

Failures and threats to the system do not just come from terrorists, they can be the result of a failure in another critical infrastructure sector. An example of a system failure in NYC was during the major blackout that affected the northeast in 2003. The power outage stranded millions of commuters in NYC; not only did it halt the subway system but it left many in dark underground subway tunnels without proper ventilation services. This failure is one that is dangerous in many ways because the lack of power means no subway service, but it also provides an environment for panic and chaos to thrive because hundreds of people were in the dark tunnels and on platforms when the power went

out. The power outage not only affected the subway system but other infrastructures through out the city: people were trapped in elevators, traffic lights didn't work, and telecommunication systems were disrupted. In response to this, the NYPD increased patrols in the subway system to offer added security and prevention of panic.

When looking at the vulnerability of the NYC subway system, we must take into account that if a single train or several trains were attacked simultaneously, it would not be a total system failure, because of its size. If one line were disrupted, the other lines would still be able to operate. A cyber attack could result in a total system failure, because multiple trains and systems could be disrupted simultaneously.

When looking at the threats that face the subway, one that I feel is very real and possible is one of an active shooter situation, similar to what occurred in Mumbai, India. The system's main and most populated hub, Grand Central Station, would be in the eyes of a terrorist an ideal place for this to occur. It is a large open space that is constantly crowded with people at all hours of the day. The NYPD currently has several tactics in place to respond to and mitigate an active shooter attack. Post 9/11 counter terrorism operations have become a crucial part of the NYPD infrastructure. The Counter Terrorism Unit and the Joint Terrorism Task Force are quintessential parts of the NYPD for gathering and disseminating intelligence to combat the next possible terrorist attack on the city. The Disorder Control Unit also plays a part in keeping the NYPD ready in case of another terrorist attack or large scale emergency. Each week at random times throughout the week and at random locations, response mobilization drills are held and responding officers are directed to a travel route with the equipment is necessary for them

to bring (NYPD Active Shooter). CRV and other high visibility tactics are also used by the NYPD at high profile targets and during high profile events within the city. Members of the elite Emergency Service Unit also conduct patrols in special vehicles outfitted to transport heavy weapons and body armor in the event that it is necessary.

Counter Measures

A best practice for NYC to protect its crucial transportation system is to increase patrols in its main hubs and nodes. As easy as this is to suggest, manpower resources don't allow for it. Currently NYPD Transit officers ride the trains and check each station but then leave. Only main hubs and key stations have constant presence. There is federal funding that helps a great deal with counter terrorism patrols and increased security screening, but it is not done on a constant basis. They are done randomly and during holidays and major events.

To increase protection of the subway system the NYPD Transit police will increase their partnership with the MTA police that patrol the Metro North Railroad in order to extend their eyes and ears to rail systems entering the city from outside areas. Train stations outside the city offer a way for terrorists to enter the subway system, so increased use and monitoring of closed circuit television cameras helps to extend the reach of officers while patrolling stations. Since they cannot be at every station all the time, CCTV cameras can help to monitor the stations for suspicious activity so that officers can be dispatched to that location.

The Ranked Order Risk Reduction strategy works best with this protection strategy. The best benefit that the subway system has is its size. If an attack occurred on

the NYC subway system, it would not be a total system failure. Only a small section of the system would be affected, so this lowers the entire system's vulnerability. The reason that I chose Rank Order Risk Reduction is because some of the things that would cause a failure are critical infrastructures themselves (Lewis, 2006). For example, a cyber attack on the energy critical infrastructure in NYC would trickle down and affect the subway system. Only so much can be done by the MTA and the NYPD as far as protecting the power that the subway relies on. In reality the most effective way for the MTA police and the NYPD Transit police to protect the subway system would be to protect it from a physical terrorist attack. I assign this the highest rank of what can be protected in the most practical manner.

Budget

Currently the 2011 Budget for the NYPD consisted of: Transit Bureau: $225,728 million; Counter Terrorism: $29,517 million; Security/Counter Terrorism Grants: $205,598 million (New York City Council). Using this budget as a guideline, I would assign a majority of the money to manpower and security screening. With man power being lost through attrition every year, I would also assign 60% of the December 2011 NYPD Academy graduating class to the transit duty citywide in the subway system without spending more. Reassigning current and new manpower to the transit bureau does not cost the city any additional money.

From the Security/Counter Terrorism Grants total of $205,598 million, a total not to exceed $100,000 millionwill be used to add NYPD Targus cameras to stations and platforms not already outfitted with them. This amount will be allotted each year for the

same purpose until each station is outfitted with the cameras. The NYPD Targus cameras are remotely controlled and give the user the ability to monitor the activity at a station with a 360 degree field of vision. The cameras are also outfitted with an audio device that has gunshot recognition and automatically focuses the camera on the area where the camera's computer has triangulated the sound's origin to be. This extends the view of officers so they can be sent to them when needed. The remaining $105,598 million will be used to send officers to training on identification of improvised explosive devices. This will in return yield more officers with the ability to detect threats more rapidly, so that situations can be mitigated more rapidly.

Strategy

The vast size of the NYC subway and the high volume of rider traffic that it experiences on a daily basis make it very difficult to protect as a whole. With areas such as Grand Central Station identified as a main hub, enforcement and security protection will be at its highest there. Because the enemy that we face when combating terrorism is one that is ever changing and meticulous in planning, the same must be done on our end to protect our critical infrastructures.

To protect the NYC subway I propose that a joint effort exist between the MTA Police and the NYPD. The more officers that are patrolling this vast infrastructure, the tighter security can be. The NYPD Transit Bureau is charged with protecting the NYC subway system, and various methods are employed to do so. I do not propose that these methods be completely altered. My protection strategy is as follows:

Protection Strategy

In areas that are designated high risk such as the main hubs, visible patrol and enforcement will remain the same with uniformed officers patrolling areas looking for suspicious activity. Uniformed patrol on subway trains will be increased to offer more protection and detection of suspicious activity. There will be an increase of officers not in uniform conducting patrols on trains and in main hubs and along other smaller nodes. The use of plain clothes officers allows the officers to blend in more with other riders on the train. This does not give the appearance of police presence, but it increases the ability to notice a threat.

To combat the problem of the size of the system versus manpower constraints, NYPD Targus cameras, as well as other smaller CCTV cameras will be mounted at stations and inside trains. The NYPD's Viper Unit currently monitors a version of this system inside the city's public housing buildings. Additional manpower will be added to the Viper Unit comprised of officers that do not have the ability to work in the field, due to injury, illness, or other reasons. These cameras will be used to monitor the subway stations that are spread out throughout the city. If activity is detected by the camera at one of these locations, not only will the NYPD Transit Bureau send officers, but the local precinct where the station is located will also respond, decreasing response time.

Precincts under the Patrol Bureau will also be involved in security measures at the subway stations. Each sector within a given precinct will be instructed to conduct a directed patrol at minimum twice during their tours of duty for 15 minuets randomly. This will bring increased police presence at random times to stations that are located

farther away from the main hub. Randomly conducting patrols of the station do not allow for the officers to develop a pattern that may be observed.

The last part of the strategy calls for increased screening of bags. A subway station is far busier than an airport and security measures that are used at airports are far too slow to keep pace. Keeping this in mind I propose that bags that are larger than a normal sized back pack be subject to random search and screening. To help make this work conductors and ticket collectors on trains will receive training to do this which adds additional manpower to the security force that is charged with protecting the subway system.

Conclusion

Post 9/11 the concept of homeland security has become more apparent in our every day lives. We continue to grow and evolve on lessons learned from 9/11 and other unfortunate terrorist attacks around the world. As the concept continues to grow, we see that it can be applied as a way to protect our country from all types of hazards. The critical infrastructures that serve our country and the communities within our country must be protected. They are a valuable part of what makes everyday life possible. Each sector in one way or another is tied to the other and has its own value. After indentifying the risks that face the public transportation sector, namely the NYC subway, and after examining other attacks on this kind of sector around the world, it is apparent that everything that can be done must be done to ensure its protection. The size of this sector is a hindrance, but it can also be viewed as a way to protect it against total failure.

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Chapter 11

Abstract

When we think of homeland security, one of the first things that comes to mind is the War on Terror; however it is not our only concern. There are many other threats to the security of our nation that must also be addressed. Natural and man made disasters are threats as well as the stress that any one of these situations will place on to our health care system and other relief efforts. Our health care systems will be directly affected by any type of threat to our country and all of their resources will be utilized to help all victims. Our health care systems, both public and private, are sideline assets in the war on drugs, which has been a long standing homeland security issue. Previous chapters discuss a counter narcotics approach to homeland security. This chapter aims to further the strategy from the health care sector. If drug addicts are treated appropriately, then we can lessen the demand for illicit drugs and further create and nurture more productive members of society. With more members of a community contributing the burden to all is spread more evenly. By treating the problem of illicit drug use at the consumer level all other levels will be affected from the producer to the seller, thus cutting their funds and increasing our homeland security.

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Special Topics in Homeland Security: Health Care and the War on Drugs

Narcotics feed 21st century terrorism: terrorist organizations and notably al-Qaeda are funded in large part by the proceeds of narcoterrorism. For decades illegal narcotics have plagued our country in many ways. The use of illicit drugs places a burden on our country in terms of crime, health care and productivity. This burden is placed on every member of society and in some cases society pays twice to deal with it. In cases where a person is incapacitated from the use of illicit drugs society pays to deal with the behavioral problem, and loses the possible productivity of this individual. Burdens on society can in some cases become transferred into possible weaknesses and vulnerabilities. Strong law enforcement efforts that reduce cultivation, production, and distribution of illicit drugs both limit consumer access and enhance public safety. Prepared communities that support comprehensive local prevention initiatives reduce the probability that individuals will start using illicit drugs. And a well-developed system of specialty treatment serves ultimately to break the cycle of drug use and criminality (The economic impact,2011). If we can eliminate or lessen the demand for illicit drugs, then the supply and those that supply illicit drugs will be stifled. To achieve this goal and increase our homeland security efforts in terms of the War on Drugs, our nations health

care organizations must be looked at to see what can be improved to increase success rates.

Terrorist organizations want to harm us in any way that they can, and research has shown that terrorist organizations are involved in the production and distribution of illicit drugs. They gain profits from providing transport security for illicit drugs, and the Taliban has had control of much of the Middle East's opium supply for a long time. By disrupting the cash flow of terrorist organizations, their ability to obtain resources that can be used against us will be greatly affected. Working towards strengthening our borders to slow down the rate of illicit drugs and people that are smuggled into our country will help to prevent terrorist organizations and their members from illegally entering our country under the radar. Involvement from the health sector is crucial to this.

Cost to Society

The illicit drug trade affects homeland security because, on a daily basis, large amounts of drugs are smuggled across our borders into our country illegally. This poses a threat to the security of our borders. Smuggling narcotics into our country shows security gaps in our borders, as well as narcotic smugglers' cunning ability. If large amounts of drugs are able to be smuggled into our country at a constant rate, it raises the question of what else is and can be smuggled in. The drug trade is also a form of organized crime and supports and creates criminal activity. It plagues some of our communities with violence and other crimes connected with involvement in the drug trade. The effects of drugs on

our citizens is detrimental. Dangerous narcotics such as heroin, cocaine, crack cocaine and ecstasy can cause death and turn functioning members of society into sick, frail, non-productive, and counterproductive members of society. Many recovering drug addicts are supported by tax funded programs for rehabilitation and health care needs. This places an unfair burden on the rest of the population and challenges our country's security. Illicit drug use affects our communities in many ways, and often times members of the community have to bear this burden twice: once with the cost of dealing with the problem and again with the loss of productive members of society. Crime, health and productivity are all affected by illicit drug use. The economic cost alone is immense, estimated at nearly $215 billion. The damage caused by drug abuse and addiction is reflected in an overburdened justice system, a strained health care system, lost productivity, and environmental destruction (National drug threat, 2010).

Crime in our communities that is directly and indirectly related to illicit drug use creates a cost to our society. The cost to our society in terms of drug related crime has three components: criminal justice system costs, crime victims cost, and other crime costs (The economic impact, 2011). Crimes directly related to illicit drugs present a cost to our society in terms of funding law enforcement agencies to effectively deal with crime that is a result of illicit drug use and involvement in the illicit drug trade. Incarceration for illicit drug users and distributors is also a cost that society must bear, and this cost can be presented in two ways, a crime cost and a loss of productivity cost. If a member of society is removed because of incarceration for illicit drug use, society pays the cost of incarceration and the loss of a possibly productive member of society. To better approach

this situation we must determine what type of incarceration or detention is more beneficial for someone that is strictly a drug user. Many times someone is arrested for possession of an illicit drug for personal use and upon their release they fall back into using illicit drugs again. Illicit drug use is an addiction and that is the root of the problem that must be addressed.

Health care costs related to illicit drug use also place a burden on society. The components of health care associated with illicit drug use are: specialty treatment costs, hospital and emergency department costs for non homicide cases, hospital and emergency department costs for homicide cases, insurance administration costs, and other health costs (The economic impact, 2011). There are several different types of health care programs that are related to helping those with drug problems. Some are funded by the patients and or their insurance companies and others are funded by government subsidies. Health care concerns regarding drug use are not solely based on addiction to illicit drugs; substances that are mixed to dilute the potency of drugs are also a health concern. Rat poison, baby powder and talcum powder are often used as mixing agents and each presents a health risk along with the risk of the drug itself.

The National Survey on Drug Use and Health (NSDUH) reported in 2008 that 14.2 percent of individuals 12 years of age and older had used illicit drugs during the past year; it was also estimated that 7 million individuals age 12 and older were dependent on or had abused illicit drugs in the past year (National drug threat, 2010). Many of the individuals that become dependent on illicit drugs seek help in some form to treat their addiction. In 2007 there were approximately 1.8 million admissions to state-licensed

treatment facilities for illicit drug dependence or abuse. The highest percentage of admissions reported opiates as the primary drug of choice (31%, primarily heroin) followed by marijuana/hashish (27%), cocaine (22%), and stimulants (13%). Although approaches to treatment vary by drug, more than half of the admissions were to ambulatory (outpatient, intensive outpatient, and detox) facilities rather than residential facilities (National drug threat, 2010).

Crime and health care are not the only two cost: loss of productivity is also a cost that society must bear. Each member of our communities contributes in various to the well being of that community. This is done in several ways: through working and contributing to the economic growth of the community, by paying taxes that are used to fund government projects that give back to the community, and by keeping crime rates low and participating to keep our neighborhoods and communities safe. The cost of productivity has seven components: labor participation costs, specialty treatment costs for services provided at the state level, specialty treatment costs for services provided at the federal level, hospitalization costs, incarceration costs, premature mortality costs (non-homicide), premature mortality costs (homicide) (The economic impact, 2011). Although some of these costs overlap with those that make up the components in crime and health costs, the total cost stays the same, showing often that society pays twice. If a member of society is incarcerated, it is a crime cost, but it is also a productivity cost because that person is no longer a productive member of society.

Health Issues

Dependency on illicit drugs is an addiction that poses a great health threat to the user; it can often cause permanent physical and emotional damage to the user, as well as negatively affecting family members, coworkers and friends. In many cases drug users may die prematurely from overdoses and other drug related illnesses. To portray health concerns this section will focus on the more commonly used drugs such as cocaine, heroin, marijuana, and over the counter pharmaceuticals with information supplied by the DEA. Cocaine is an intense euphoria-producing stimulant drug that has a very strong addictive potential. It is a powder-like drug that can either be snorted through the nose or taken intravenously, and it can also be abused in connection with heroin called speedballing. When cocaine is snorted, it takes longer to reach the brain than when it is injected into the blood stream; it can raise the user's alertness, restlessness and irritability. The physical effects of cocaine include increased blood pressure and heart rate, dilated pupils, insomnia, and loss of appetite. The widespread abuse of very pure street cocaine has led to many severe adverse health consequences such as cardiac arrhythmias, ischemic heart conditions, sudden cardiac arrest, convulsions, strokes, and death. In some users, the long-term use of inhaled cocaine has led to a unique respiratory syndrome, and chronic snorting of cocaine has led to the erosion of the upper nasal cavity.

Another highly addictive drug is heroin which is an opiate, which can be injected, smoked, or snorted. One of the most significant health issues with heroin is how highly addictive it is. It is a drug that when ingested enters the brain very rapidly, and once it is used, the user must constantly increase the dose to achieve a high similar to the first one. The fact that the body requires more heroin each time it is used to achieve the feeling of

the initial high makes it highly addictive. Because heroin users do not know the potency or strength of the dose they are using, it is very easy for one to overdose on heroin. A health concern relating to the use of heroin and the use of cocaine is that they are commonly taken intravenously; this can lead to the spread of blood borne pathogens if needles are shared and proper safety precautions are not taken.

Marijuana is also among the most commonly used illicit drugs, it is a dry leafy substance that is smoked to create a psychoactive high. Short term health problems that are associated with the use of marijuana are memory and learning problems, distorted perception, and lack of coordination. Long-term chronic marijuana use is associated with Amotivational Syndrome, characterized by apathy, impairment of judgment, memory and concentration, and loss of motivation, ambition and interest in the pursuit of personal goals. High doses of marijuana can result in mental confusion, panic reactions and hallucinations. Researchers have also found an association between marijuana use and an increased risk of depression, an increased risk and earlier onset of schizophrenia and other psychotic disorders, especially for teens that have a genetic predisposition. Other health problems that are common with long term marijuana smokers are those that are also seen in long term tobacco smokers.

Oxycodone, more commonly known by its marketing name OxyContin, is a pharmaceutical narcotic used to treat pain and is highly addictive. It is ingested in pill form or broken down and injected intravenously. The physical effects of oxycodone are pain relief, relaxation, respiratory depression, constipation, papillary construction and cough suppression. Extended use of oxycodone in any form can also lead to liver

damage. Oxycodone is similar to heroin in that it is opiate based and highly addictive, the onset of with drawl symptoms occurs quickly and is highly unpleasant (DEA drug information, 2011).

The health issues associated with these illicit drugs are accentuated by some very harsh compounds and mixtures swith which they are diluted. Drugs like cocaine and heroin are not sold on the street in their purest form. This is due to resale costs and making a dealers supplies go farther. Baby powder, rat poison, and other harmful substances are often mixed with cocaine. According to the 2010 National Drug Threat assessment: since late 2007, cocaine has been shone to contain increasingly high levels of levamisole, a pharmaceutical agent that typically is used for the de-worming of livestock. According to the DEA Cocaine Signature Program data, before 2008 less than 10% of the tested wholesale level cocaine samples contained levamisole, but by 2009 this number had increased to 71%. This increased level of levamisole that is being found in wholesale level cocaine is leading DEA investigators to believe that Colombian drug traffickers are adding it as part of the production process. Levamisole can be hazardous to humans, especially those with weak immune systems. Ingesting levamisole can cause a person to develop agranulocytosis, which a serious sometimes fatal blood disorder. The consequences of abusing levamisole are serious enough that in September 2009, the Substance Abuse and Mental Health Services Administration issued a nation wide public alert on its effects (National drug threat, 2010).

Health Care

Illicit drugs present several homeland security concerns, such as border security, finances for terrorist organizations, and health issues that affect our citizens. Drugs have a physically and psychologically negative impact on addicted users and can turn them into unproductive members of society. Illicit drugs are a multi pronged homeland security threat that must be dealt with. Basic economics talks about the concept of supply and demand. If the demand for illicit drugs stays at a constant rate or increases, so does the need to produce and supply them. Current counter narcotic strategies aim to remove drugs from our streets by strict enforcement on dealers, traffickers, and users. More must be done; we must also focus on lowering the demand for illicit drugs if we truly want to win the war on drugs. Many of health care treatment facilities for drug addicts simply transfer the addiction from the drug to a controlled medication like methadone, which is highly addictive and does not necessarily solve the problem. Once the addiction is transferred from heroin or another drug to methadone, the patient is still no more productive than they were before. We must find a way to eliminate the problem.

Health care costs associated with substance abuse treatment significantly affect state budgets because states spend billions on alcohol and drug abuse treatment programs. States are responsible for a greater portion of substance abuse costs. With the recent economic turmoil in our country state budgets have been tightened and the amount of available money to fund substance abuse treatment programs is shrinking. Even though budgets are shrinking there is still a great need for treatment, and this treatment must be effective.

Public and private health insurance does not fund substance abuse treatment on the same level as other health issues; this gap in payment is picked up by public funds or personal finances. Some of the best substance abuse treatment facilities in the country are very costly but they have much higher success rates than those supported by public funds. Because of cost constraints treatment facilities that are supported by government funds often use the most cost effective treatment options, which do not always have the highest success rate. Many publicly funded treatment facilities rely on treatment methods that transfer addiction, from the drug to a medication. While this does solve the problem of addiction to an illicit drug it just transfers the addiction and creates a higher chance of relapse if the patient cannot get the medication.

Privately run facilities like Passages Malibu offer substance abuse treatment programs that target addiction itself and its underlying reasons. Facilities like Passages Malibu are very costly, but their success rates are very high. In 2001 Passages opened their treatment program and since then has been copied by several other facilities. The key to their success has been that they target the underlying issues that a person has in life that has led to drug use. They believe that drug dependency is cause by chemical imbalance, unresolved events from the past, beliefs that one holds that are inconsistent to what is true, and the inability to cope with current conditions (Addiction ends here).

Contributing to their success rate are one on one sessions between patients and an individualized group of therapists. This allows the focus to be on the patient and gives the program flexibility to be tailored to the patient's individual needs. By focusing on the patient's needs the desired goal of treatment can be achieved at a much higher rate. What

gives facilities like this an edge over publicly funded treatment centers is that they can focus on each patient individually, instead of in large group sessions. Publically funded facilities simply do not have the budget for this type of treatment. Facilities like Passages Malibu often resemble resorts and are designed to take the patients out of their normal environment and provide them with a nurturing, comforting and relaxing environment so that they can focus on fixing the underlying issues that have led them to drug dependency.

Strategy

Previous chapters have discussed a proposed counter narcotic strategy with the goal of strict enforcement of anti-drug laws and increased border security. To aid in this effort we must also use the health care sector as a key resource in helping to lower the demand for illicit drugs in our country. Public and private health care facilities must meet on a common ground to establish what works and proper funding must be allocated to provide the best possible treatment for patients so that success rates can be increased. According to the California Drug and Alcohol Treatment Assessment (CALDATA), every $1 invested in substance abuse treatment has a return of $7 in cost savings from reduced health costs, crime and lost productivity. Studies have found that the per capita cost of treatment is significantly less than the cost of incarceration. Incarceration for users is not the answer. According to the Institute of Medicine, the cost of incarceration is approximately $40,000 per year compared to $12,500 and $3,100 for residential and outpatient treatments, respectively (State spending on substance abuse treatment).

Ultimately it seems that the difference in success rates in public and private treatment centers is due to funding constraints. Privately funded facilities are funded by

the patients and their insurance companies. They possess a level of care that is more obtainable by individuals with the financial backing to pay for this type of treatment. Publicly funded treatment facilities are usually in inner cities and surrounding areas where the level of personal income is either average or non-existent. Inner city areas have higher populations, and per capita have more drug dependent individuals. Treatment centers and law enforcement facilities are a revolving door for those arrested for possession charges and mandated to treatment. In inner city areas methadone clinics are often the most common form of treatment centers, but treatment centers such as this just transfer the addiction from illicit drugs to methadone, which is also highly addictive. Patients that use methadone often relapse because if they run out and need a fix, they can return to the drug.

Facilities like Passages Malibu are on the right track; treating the underlying issues that cause someone to become addicted to illicit drugs not only helps them to stop using illicit drugs but to live a healthier life style and return as a more productive member of society. When substance abuse is treated in this manner, there is a much lower risk of the patient returning to substance abuse. The main question is how this treatment can be offered to all and how it can be made affordable. It is understandable that in publicly funded facilities there are obvious budget, staffing, and salary constraints that prevent public facilities from having the resort appeal that Passages has. We must find a common ground to support treatment that works.

One way to alleviate budgeting issues in publicly funded treatment centers would be to assign a higher percentage of asset forfeiture proceeds to funding treatment centers.

Assets that are seized by law enforcement agencies provide funding for these agencies and other similar organizations. If a higher percentage of these proceeds are assigned to drug treatment facilities, it will help to eliminate some of the tax burden on society. Staffing requirements should also be raised, and with this more desirable salaries. More often than not if a low salary is offered, then lower quality employees will be hired. Salaries do not need to be unreasonable, and newcomers to the field of substance abuse treatment will have the opportunity to work in an area with a high volume of patients; this offers an accelerated learning environment. Many substance abuse counselors were once patients themselves. By revamping all treatment centers to resemble Passages Malibu, there is a good chance of a return to the work force of people who are familiar with the current program. We are returning more productive members of society back into our communities upon completion of treatment. Increasing this trend will provide more substance abuse counselors that are familiar with the kind of treatment that works and they can bring a passion and commitment to the job that will also increase success.

Additional funding for public treatment centers can also come from donations, grant and public private partnerships. Public-private partnerships can and should be established with facilities like Passages Malibu. These partnerships can be set up to benefit all that are involved. The possible benefit to the public centers could be that their patients and staff can work together with staff members from privately run facilities and experience treatment styles from some of the best care facilities. A possible benefit to privately run treatment centers could be that their work is viewed as a charitable donation. Partnerships like this can increase resource pools and allow staff members to train each

other and gain tips and expertise on techniques that work. Each treatment center has the same common goal of treating substance abuse patients so that they are no longer addicted to illicit drugs and can return as more productive members of society after treatment.

Conclusion

Post 9/11 we have found that the threat to our homeland security is constant and can come in all forms and at any time. We must be prepared to react, mitigate, and respond to them, and if at all possible prevent them. In terms of the terrorist threat to our country the enemy is one that is patient, cunning and ever changing. It is harder as a nation to find and fight an enemy that is not backed by one state as the typical military scenarios of the past. Terrorists hope to strike fear into our citizens to make them lose faith in their government, a government that was created to protect and provide for them. For any homeland security strategy to work, participation from all sectors is necessary. Involvement from the health sector is very important since it will be treating and providing aid to possible victims and can also provide support in efforts to help prevent an attack.

An argument can be made that illicit drugs are a threat to our homeland security for reasons of crime, border weakness, and health concerns to our people. The abuse of illicit drugs can make people unproductive members of society, and this presents a large burden to society. If something is not done to alleviate this, the amount of drugs coming into our country will not stop. By improving our health care and substance abuse treatment centers we can hope to lower the demand for illicit drugs. If success rates of

substance abuse treatment centers are increased, we can see gains in more than one way. We are ridding people of their dependency on illicit drugs that can lead to severe health risks. We are returning more productive members of society to their communities. Lastly many current substance abuse counselors were once patients themselves and can bring sympathy and expertise to the job. If this can be achieved over a reasonable period of time, then the need for drugs will lessen. It is understood that this is something that will not happen immediately and possibly never completely occur, but we must start somewhere and start now.

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Conclusion

Post 9/11 homeland security has become a rapidly developing topic of concern in our country. If it can even be considered a benefit, the greatest benefit we have looking back on 9/11 is what we can do to progress and make our country safer. Our country was attacked and left very vulnerable, and our enemy is one that is patient enough to strike at any time. When we examine the concept of homeland security, the first thought that comes to mind may be terrorism. However homeland security measures are meant to protect us from all threats. Terrorism, natural and man made disasters, and pandemics are all threats to our country's security. We must continue to be ready and prepare to prevent, respond, react, and mitigate any threat to our country.

Illicit drugs have been an issue in our country for decades and must now be at the front of our homeland security plans. Illicit drugs present a multi-faceted threat to our country, and they must also be fought in this way. Illicit drugs affect our homeland security by diminishing the quality of life in our neighborhoods and communities by fueling crime rates. Law enforcement agencies must work together to enforce drug laws and reduce crime in our cities. It has been shown that terrorist organizations like Al-Qaeda have greatly profited from their involvement in the drug trade. A significant way to fight terrorist organizations like Al-Qaeda is to attack their financial pipelines to make it more difficult for them to obtain resources and weapons that can possibly be used against us. Illicit drugs and drug cartels challenge the security of our borders daily, as drugs are smuggled into our country. This also reveals holes in our border security and

raises the question of what else is being smuggled, i.e., terrorists and weapons. Strengthening our borders will make it more difficult for drugs to enter into our country.

Illicit drugs also pose many health concerns to those that abuse them, and those directly related to drug abusers. Many people die prematurely every year from drug related health issues, and they can pass these health issues to their children. We must call upon our health care sector to evaluate drug treatment programs so that treatment success rates for addiction can be increased. If we can reduce the demand in our country for illicit drugs, then the supply for them will be less. Illicit drug abuse causes a heavy cost to society in terms of crime, health care, and loss of production. We have been in a time of economic turmoil in our country and cannot afford to lose any more productive members of society than we already have. Productive members of society spread the burdens on society more evenly.

We now live in a world that has become increasingly smaller due to travel, technology, the media and international politics. Inside the U.S. our communities are becoming more interconnected by the day. Cities, states and country are more and more becoming part of the global community. This growth has expanded our homeland security efforts by including multiple agencies in our efforts. This must continue to grow across all sectors to include multi sector involvement in homeland security. Simply put, there is too much that needs to be done, so we must include involvement from government, the public, and the private sector. Each sector has its own resources, ideas and technology that they can bring to the table. A joint effort is necessary to have success in any homeland security strategy, not just a counter narcotic approach. A

multidisciplinary approach to homeland security allows all sector involvement and has incorporated a system of checks and balances that allows the consumers (the American people) to see that work is being done to protect them. The more faith our people have in this work, the more they will be willing to contribute to the effort.