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September 17, 2004

**MEMORANDUM**

To: Members of the Subcommittee on National Security, Emerging Threats  
and International Relations

From: Dr. R. Nicholas Palarino, Senior Policy Analyst

Subject: Briefing memorandum for the hearing *Combating Terrorism: The 9/11  
Commission Recommendations and the National Strategies*. The hearing  
is scheduled for Wednesday, September 22, 2004 at 10:00 a.m., Room  
2247 Rayburn House Office Building.

## **PURPOSE OF THE HEARING**

The hearing will examine the recommendations of *The National Commission on Terrorist Attacks Upon the United States* (9/11 Commission)—WHAT TO DO? A GLOBAL STRATEGY—as they relate to the goals, objectives and initiatives of the 2002 *National Strategy for Homeland Security* and the 2003 *National Strategy to Combat Terrorism*.

## **HEARING ISSUES**

- 1. What are the strategic recommendations of the 9/11 Commission?**
- 2. To what extent are strategic recommendations of the 9/11 Commission incorporated into *The National Strategy to Combat Terrorism* and *The National Strategy for Homeland Security*?**

## **BACKGROUND**

### ***The National Commission on Terrorist Attacks Upon the United States* (9/11 Commission)**

Public Law 107-306 directed the 9/11 Commission to investigate “facts and circumstances relating to the terrorist attacks of September 11, 2001,” including those relating to intelligence agencies, law enforcement agencies, diplomacy, immigration issues and border control, the flow of assets to terrorist organizations, commercial aviation, the role of congressional oversight and resource allocation, and other areas determined relevant by the Commission. **(Web Resource 1)**

In pursuing this mandate, the Commission reviewed more than 2.5 million pages of documents and interviewed more than 1,200 individuals in ten countries. Those interviews included nearly every senior official from the current and previous administrations who had responsibility for topics covered in the Commission’s mandate. The Commission held 19 days of hearings and took public testimony from 160 witnesses. **(Web Resource 1)**

The 9/11 Commission Report Preface states, “At the outset of our work, we said we were looking backward in order to look forward. We hope that the terrible losses chronicled in this report can create something positive—an America that is safer, stronger and wiser.... The test before us is to sustain that unity of purpose and meet the challenges now confronting us. We need to design a balanced strategy for the long haul....” And in Chapter 12, “WHAT TO DO? A GLOBAL STRATEGY,” the 9/11 Commission states, “Now is the time for...reflection and reevaluation. The United States should consider what to do—the shape and objectives of a strategy.” Also in Chapter 12, the 9/11 Commission put forth 41 recommendations the members believe should be incorporated into United States policy. **(Web Resource 1)**

### ***National Security Strategy of the United States of America (NSS)***

There is no universal definition for strategy. Some characterize strategy as the means policymakers choose to attain desired ends. Strategy is a course of action, a plan for achieving specified goals. Although the term is used to describe a plan for applying means to attain ends in any realm of political life, it is also used for economic planning and military affairs. Strategy could have both broad-ranging and targeted definitions.<sup>1</sup> National strategy or grand strategy is the art and science of developing and employing instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives.<sup>2</sup>

During the nineteenth century, for example, British grand strategy involved maintaining a balance of power on the European continent largely through shifting its political alignments with other European nations, while relying on the powerful Royal Navy to protect imperial lines of communication. During the Cold War, US grand strategy was based on the notion of containment: preventing the Soviet Union from gaining control over the main Western industrial centers of the world while restricting the spread of Soviet influence in the Third World.<sup>3</sup>

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<sup>1</sup> Joel Krieger, ed., *The Oxford Companion to Politics of the World*, Strategy, by Charles Kupchan (New York,: Oxford University Press, 1993), p. 884.

<sup>2</sup> Department of Defense, *Department of Defense Dictionary of Military and Associated Terms*, Joint Publication 1-02 (Government Printing Office: Washington, DC, January 9, 2003), p. 507.

<sup>3</sup> Krieger, ed., *The Oxford Companion to Politics of the World*, p. 885.

The United States Army defines strategy as the art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives. General Maxwell D. Taylor characterized strategy as consisting of objectives, ways, and means. This characterization is best expressed as a mathematical equation: strategy equals ends (objectives toward which one strives) plus ways (courses of action) plus means (instruments by which some end can be achieved). (**Web Resource 2**) An examination of the objectives is the focus of this hearing. The courses of action and instruments are left for future study of agency implementation plans.

The Bush Administration's *National Security Strategy of the United States of America* (**Web Resource 3**) presents a broad vision of American internationalism, calling for the United States to use political, economic, and military strength to establish a balance of power that favors human freedom, and defeat threats posed by terrorists. Other United States strategies stem from this broad vision.

This hearing focuses two subordinate strategies—one offensive strategy and the other a defensive strategy. *The National Strategy for Combating Terrorism* (**Web Resource 4**) is an offensive strategy. Offensive strategies involve taking the confrontation to the adversary with objectives such as ending the enemy's fighting capability, using diplomacy to deny an adversary sanctuary, cutting off the terrorists' monetary lifeline, or compelling the enemy to retreat or surrender.

*The National Strategy for Homeland Security* is a defensive or deterrent strategy to combat terrorism. This type of strategy involves denying an adversary its objectives, and interfering, delaying, or preventing hostile action, by means that may or may not involve military power. (**Web Resource 5**)

### ***The National Security Strategy of the United States of America (NSS)***

The NSS has three objectives. The first is to defend the peace by opposing and preventing violence by terrorists and outlaw regimes. The NSS explains the first duty of government is to defend the country and its citizens. This requires defeating enemies such as terrorists and tyrants, and preventing them from acquiring technologies. To defeat terrorists, the NSS emphasizes prevention, preemption, defense against terrorism and consequence management of terrorism. (**Web Resource 3**)

The second objective is to preserve the peace by fostering an era of good relations among the world's great powers. The NSS explains that the great powers of the world are now on the same side and most of the international community is fighting against a common enemy—terrorists and tyrants. **(Web Resource 3)**

Extending the peace by seeking to extend the benefits of freedom and prosperity across the globe is the third NSS objective. The NSS contends that freedom, democracy, and free enterprise should be extended to every corner of the globe, and the United States will actively promote these principles. **(Web Resource 3)**

The NSS provides a broad framework for strengthening US security and prosperity. It states there is no distinction between terrorists and those who knowingly harbor or provide aid to them, meaning that a country providing support to a terrorist organization is an enemy of the United States. Finally the NSS makes the point that America will act against emerging threats before they are fully formed—a preemptive strategy. **(Web Resource 3)**

### ***National Strategy for Combating Terrorism (NSCT)***

The NSCT outlines the nature of the terrorist threat, the US plan to win the war against terrorism, and provides specific goals and objectives to counter the threat. In the strategy, terrorist organizations are depicted as having the same basic methods—terrorists exploit poverty for recruitment, use an international environment that is open and interactive, rely on rogue states to sponsor terrorist activities and develop an organization and leadership to guide the effort. **(Web Resource 4)**

Terrorists not only exploit people, they exploit their surroundings as well. Terrorists use the open global environment to travel the world. These organizations reach out to other terrorists and work together in funding, sharing intelligence, training, logistical support, and planning and executing terrorist attacks. As seen with the attacks of September 11, 2001, terrorists also use advanced technologies to their advantage and in the future may use weapons of mass destruction. **(Web Resource 4)**

The NSCT vision states, “The intent of the strategy is to stop terrorist attacks against the United States, its citizens, its interests, and our friends and allies around the world and ultimately, to create an international environment inhospitable to terrorists and all those who support them.” **(Web Resource 4)**

The goals and objectives of the NSCT explain how this vision will be attained.

- Goal one is intended to defeat terrorists and their organizations by identifying, locating and destroying terrorists.
- Goal two denies support and sanctuary to terrorists by ending state sponsorship of terrorists, establishing international standards, strengthening and sustaining the fight against terrorism, interdicting and disrupting material support for terrorists, and eliminating terrorist sanctuaries.
- Goal three intends to diminish the underlying conditions that terrorists seek to exploit by strengthening weak states and winning the war of ideas.
- Goal four defends US citizens' interests at home and abroad by implementing a national strategy for homeland security, attaining domain awareness, protecting US infrastructures, protecting citizens abroad, and insuring integrated incident management capability. **(Web Resource 4)**

The NSCT strategy is designed to complement the *National Security Strategy* by providing additional details specific to combating terrorism, and is also a companion to *The National Strategy for Homeland Security*. **(Web Resource 4)**

### ***National Strategy for Homeland Security (NSHS)***

The purpose of NSHS is to mobilize and organize the United States to secure the nation from terrorist attacks. To accomplish this mission, all elements of American society are required to participate—federal, state and local governments, the private sector, and private citizens. **(Web Resource 5)**

The objectives of homeland security are:

- Prevent terrorist attacks within the United States;
- Reduce American vulnerability to terrorism; and,
- Minimize the damage and recover from attacks if they do occur. **(Web Resource 5)**

The strategy identifies six critical mission areas:

1. Improve intelligence and warning to prevent surprise attacks and expand intelligence analytical capabilities;
2. Enhance border and transportation security;
3. Improve domestic counterterrorism by enhancing intergovernmental law enforcement and eliminating terrorist financing;
4. Protect critical infrastructure and key assets by coordinating work between federal, state and local governments and the private sector in order to secure cyberspace and national infrastructure;
5. Defend against catastrophic threats to include chemical, biological and radiological weapon attacks; and,
6. Enhance emergency preparedness and response by integrating separate federal response plans and communication among first responders. (**Web Resource 5**)

### ***The National Commission on Terrorist Attacks Upon the United States (9/11 Commission) Recommendations***

The 9/11 Commission states, “The present transnational danger is Islamist terrorism. What is needed is a broad political-military strategy that rests on a firm tripod of policies to:

- attack terrorists and their organizations;
- prevent the continued growth of Islamist terrorism;<sup>4</sup> and
- protect against and prepare for terrorist attacks. (**Web Resource 1**)

There are 41 Commission recommendations categorized into three groups—attack terrorists and their organizations, prevent the continued growth of Islamist terrorism and protect against and prepare for the terrorist attacks. The recommendations associated with the attack and prevent category, in general, are associated with measures the United States needs to take overseas, while the

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<sup>4</sup> Islamist terrorism is an immediate derivative of Islamism. This term distinguishes itself from Islamic by the fact that the latter refers to a religion and culture in existence over a millennium, whereas the first is a political/religious phenomenon linked to the great events of the 20<sup>th</sup> Century. Furthermore Islamists define themselves as Islamiyyoun/Islamists’ precisely to differentiate themselves from Muslimun/Muslims. Islamism is defined as an Islamic militant, anti-democratic movement, bearing a holistic vision of Islam whose final aim is the restoration of the caliphate (leader of an Islamic polity, regarded as a successor of Muhammad).

protect category focuses on homeland security issues. The following is a summary of the 9/11 Commission recommendations. **(Web Resource 1)**

### **Attack**

1. The U.S. government must identify and prioritize actual or potential terrorist sanctuaries.
2. The United States should support Pakistan's government in its struggle against extremists.
3. The international community should make a long-term commitment to a secure and stable Afghanistan.
4. The problems in the United States—Saudi Arabia relationship must be confronted, openly. **(Web Resource 1)**

### **Prevent**

5. The United States government must define what the message is, what it stands for. We should offer an example of moral leadership in the world, committed to treat people humanely, abide by the rule of law, and be generous and caring to our neighbors.
6. Where Muslim governments, even those who are friends, do not respect these principles (see number 5 above), the United States must stand for a better future.
7. We need to defend our ideals abroad vigorously.
8. The U.S. government should offer to join with other nations in generously supporting a new International Youth Opportunity Fund.
9. A comprehensive United States strategy to counter terrorism should include economic policies that encourage development, more open societies, and opportunities for people to improve the lives of their families and to enhance prospects for their children's future.

10. The United States should engage other nations in developing a comprehensive coalition strategy against Islamist terrorism.
11. The United States should engage its friends to develop a common coalition approach toward the detention and humane treatment of captured terrorists.
12. Preventing the proliferation of these weapons warrants a maximum effort-by strengthening counter proliferation efforts, expanding the Proliferation Security Initiative, and supporting the Cooperative Threat Reduction program.
13. Vigorous efforts to track terrorist financing must remain front and center in United States counter terrorism efforts. **(Web Resource 1)**

## **Defend**

14. The United States should combine terrorist travel intelligence, operations, and law enforcement in a strategy to intercept terrorists, find terrorist travel facilitators, and constrain terrorist mobility.
15. The United States border security system should be integrated into a larger network of screening points that includes our transportation system and access to vital facilities, such as nuclear reactors.
16. The Department of Homeland Security, properly supported by the Congress, should complete, as quickly as possible, a biometric entry-exit screening system, including a single system for speeding qualified travelers.
17. We should do more to exchange terrorist information with trusted allies, and raise U.S. and global border security standards for travel and border crossing over the medium and long term through extensive international cooperation.
18. The federal government should set standards for the issuance of birth certificates and sources of identification, such as driver's licenses.
19. The United States government should identify and evaluate the transportation assets that need to be protected, set risk-based priorities for defending them,

select the most practical and cost-effective ways of doing so, and then develop a plan, budget, and funding to implement the effort.

20. Improved use of “no-fly” and “automatic selectee” lists should not be delayed while the argument about a successor to the Computer-Assisted Passenger Prescreening System (CAPPS) continues.
21. The Transportation Security Administration and the Congress must give priority attention to improving the ability of screening checkpoints to detect explosives on passengers.
22. As the President determines the guidelines for information sharing among government agencies and by those agencies with the private sector, he should safeguard the privacy of individuals about whom information is shared.
23. The burden of proof for retaining a particular governmental power should be on the executive, to explain (a) that the power actually materially enhances security and (b) that there is adequate supervision of the executive’s use of the powers to ensure protection of civil liberties.
24. There should be a board within the executive branch to oversee adherence to the guidelines we recommend and the commitment the government makes to defend our civil liberties.
25. Homeland security assistance should be based strictly on an assessment of risks and vulnerabilities.
26. Emergency response agencies nationwide should adopt the Incident Command System (ICS). When multiple agencies or multiple jurisdictions are involved, they should adopt a unified command.
27. Congress should support pending legislation that provides for the expedited and increased assignment of radio spectrum for public safety purposes.
28. The 9/11 Commission endorses the American National Standards Institute’s recommended standards for private preparedness.

29. The 9/11 Commission recommends the establishment of a National Counterterrorism Center (NCTC), built on the foundation of the existing Terrorist Threat Integration Center (TTIC).
30. The current position of Director of Central Intelligence should be replaced by a National Intelligence Director with two main areas of responsibility: (1) to oversee national intelligence centers on specific subjects of interest across the U.S. government and (2) to manage the national intelligence program and oversee the agencies that contribute to it.
31. The Director of the Central Intelligence Agency (CIA) should emphasize (a) rebuilding the CIA's analytic capabilities; (b) transforming the clandestine service by building its human intelligence capabilities; (c) developing a stronger language program, with high standards and sufficient financial incentives; (d) renewing emphasis on recruiting diversity among operations officers so they can blend more easily in foreign cities; (e) ensuring a seamless relationship between human source collection and signals collection at the operational level; and (f) stressing a better balance between unilateral and liaison operations.
32. Lead responsibility for directing and executing paramilitary operations, whether clandestine or covert, should shift to the Defense Department. There it should be consolidated with the capabilities for training, direction, and execution of such operations already being developed in the Special Operations Command.
33. The overall amounts of money being appropriated for national intelligence and to its component agencies should no longer be kept secret.
34. Information procedures should provide incentives for sharing, to restore a better balance between security and shared knowledge.
35. The president should lead the government-wide effort to bring the major national security institutions into the information revolution.
36. Congressional oversight for intelligence and counterterrorism is now dysfunctional. Congress should address this problem.

37. Congress should create a single, principal point of oversight and review for homeland security.
38. The 9/11 Commission recommends minimizing as much as possible the disruption of national security policymaking during the change of administrations by accelerating the process for national security appointments.
39. A specialized and integrated national security workforce should be established at the FBI consisting of agents, analysts, linguists, and surveillance specialists who are recruited, trained, rewarded, and retained to ensure the development of an institutional culture imbued with a deep expertise in intelligence and national security.
40. The Department of Defense and its oversight committees should regularly assess the adequacy of Northern Command's strategies and planning to defend the United States against military threats to the homeland.
41. The Department of Homeland Security and its oversight committees should regularly assess the types of threats the country faces to determine (a) the adequacy of the government's plans-and the progress against those plans-to protect America's critical infrastructure and (b) the readiness of the government to respond to the threats that the United States might face. **(Web Resource 1)**

## **DISCUSSION OF HEARING ISSUES**

### **1. What are the strategic recommendations of the 9/11 Commission?**

Strategic 9/11 Commission recommendations are those that should be considered for incorporation into the overarching national strategy, *The National Security Strategy of the United States of America*, and subordinate strategies, such as *The National Strategy to Combat Terrorism* and *The National Strategy for Homeland Security*.

Additionally, crosscutting (multiple agency jurisdiction) issues that cannot be effectively implemented by a single government agency in their operational plans,

and addressed as policy issues at the highest levels of the interagency process define the strategic recommendations.

Fourteen of the forty-one 9/11 strategic recommendations fit into this category and are divided into four categories.

**Broad strategy:**

- The 9/11 Commission states there is a need for a broad political-military strategy that rests on a firm tripod of policies to
  - attack terrorists and their organizations;
  - prevent the continued growth of Islamist terrorism; and
  - protect against and prepare for terrorist attacks. **(Web Resource 1)**

**Attack terrorists and their organizations:**

- The United States government must identify and prioritize actual or potential terrorist sanctuaries.
- The United States should support Pakistan's government in its struggle against extremists, make a long-term commitment to a secure and stable Afghanistan, and confront the United States—Saudi Arabia relationship. **(Web Resource 1)**

**Prevent the continued growth of Islamist terrorism:**

- The United States government must define what the message of the United States of America is, and what she stands for—for example a beacon of moral leadership in the world, committed to treat people humanely, abide by the rule of law, and be generous and caring to neighbors.
- The United States should engage other nations in developing a comprehensive coalition strategy against Islamist terrorism, and join other nations in preventing the proliferation of these weapons.
- Vigorous efforts to track terrorist financing must remain front and center in United States counter terrorism efforts. **(Web Resource 1)**

**Protect against and prepare for terrorist attacks:**

- The United States should combine terrorist travel intelligence, operations, and law enforcement in a strategy to intercept terrorists, find terrorist travel facilitators, and constrain terrorist mobility,
- The United States should integrate the border security system into a larger network of screening that includes the transportation system and access to vital facilities, such as nuclear reactors.
- As the President determines the guidelines for information sharing among government agencies and by those agencies with the private sector, we should safeguard the privacy of individuals about whom information is shared.
- The burden of proof for retaining a particular governmental power should be on the executive, to explain (a) that the power actually materially enhances security and (b) that there is adequate supervision of the executive's use of the powers to ensure protection of civil liberties.
- There should be a board within the executive branch to oversee adherence to the guidelines we recommend and the commitment the government makes to defend our civil liberties.
- The United States should establish a National Counterterrorism Center (NCTC), built on the foundation of the existing Terrorist Threat Integration Center (TTIC).
- The current position of Director of Central Intelligence should be replaced by a National Intelligence Director with two main areas of responsibility: (1) to oversee national intelligence centers on specific subjects of interest across the U.S. government and (2) to manage the national intelligence program and oversee the agencies that contribute to it.
- The president should lead the government-wide effort to bring the major national security institutions into the information revolution. **(Web Resource 1)**

These are the strategic recommendations that should be considered for incorporation into the Administration's national strategies to combat terrorism.

## **2. To what extent are strategic recommendations of the 9/11 Commission incorporated into the *National Strategy to Combat Terrorism* and the *National Strategy for Homeland Security*?**

Many of the 9/11 Commission recommendations are already incorporated into the United States strategies. The broad recommendations are included in the NSS. For example, the 9/11 Commission's first tripod of policy—attack terrorists and their organizations—is incorporated into *The National Security Strategy of the United States of America* (NSS),

“Our priority will be first to disrupt and destroy terrorist organizations of global reach and attack their leadership; command, control, and communications; material support; and finances.” **(Web Resource 2)**

The Commission's second tripod of policy—prevent the continued growth of Islamist terrorism—is also addressed in the NSS.

“We will ... wage a war of ideas to win the battle against international terrorism. This includes:

- using the full influence of the United States, and working closely with allies and friends, to make clear that all acts of terrorism are illegitimate so that terrorism will be viewed in the same light as slavery, piracy, or genocide: behavior that no respectable government can condone or support and all must oppose;
- supporting moderate and modern government, especially in the Muslim world, to ensure that the conditions and ideologies that promote terrorism do not find fertile ground in any nation;
- diminishing the underlying conditions that spawn terrorism by enlisting the international community to focus its efforts and resources on areas most at risk; and

- using effective public diplomacy to promote the free flow of information and ideas to kindle the hopes and aspirations of freedom of those in societies ruled by the sponsors of global terrorism.” **(Web Resource 2)**

The Commission’s third tripod of policy—protect against and prepare for terrorist attacks—is addressed in the NSS:

“While we recognize that our best defense is a good offense, we are also strengthening America’s homeland security to protect against and deter attack. This Administration has proposed the largest government reorganization since the Truman Administration created the National Security Council and the Department of Defense. Centered on a new Department of Homeland Security and including a new unified military command and a fundamental reordering of the FBI, our comprehensive plan to secure the homeland encompasses every level of government and the cooperation of the public and the private sector....

For example, emergency management systems will be better able to cope not just with terrorism but with all hazards. Our medical system will be strengthened to manage not just bioterror, but all infectious diseases and mass-casualty dangers. Our border controls will not just stop terrorists, but improve the efficient movement of legitimate traffic.” **(Web Resource 2)**

Many of the 9/11 Commission’s recommendations categorized under the heading, “attack terrorists and their organizations, and prevent the continued growth of Islamist terrorism,” are included in *The National Strategy for Combating Terrorism* (NSCT).

The 9/11 Commission recommended the United States government identify and prioritize actual or potential terrorist sanctuaries, support Pakistan’s government in its struggle against extremists, make a long-term commitment to a secure and stable Afghanistan, and confront the United States—Saudi Arabia relationship. These type of policies require actions from multiple agencies. **(Web Resource 1)** The NSCT states:

“The United States and its partners will *defeat* terrorist organizations of global reach by attacking their sanctuaries; leadership; command, control, and communications; material support; and finances.” **(Web Resource 4)**

Pakistan is mentioned in the NSCT as a nation with which the United States will recast its relationship, and Afghanistan is described as a nation that harbors terrorists. **(Web Resource 1)** However, the country of Saudi Arabia, where many of the 9/11 hijackers were recruited from, is not mentioned in the NSCT.

The 9/11 Commission recommends the government define what the message of the United States of America should be, and what she stands for—as an example the Commission describes the United States as a beacon of moral leadership in the world, committed to treat people humanely, abide by the rule of law, and be generous and caring to neighbors. Additionally, the United States should engage other nations in developing a comprehensive coalition strategy against Islamist terrorism, and join other nations in preventing the proliferation of these weapons. **(Web Resource 1)** The NSCT states:

“We will continue to expand bilateral and multilateral efforts, such as the U.S.–Middle East Partnership Initiative, to promote good governance, the rule of law, respect for human rights, and professionalization of local justice systems.” **(Web Resource 4)**

Additionally, addressing a coalition strategy to combat terrorism, the NSCT states:

“We will rally others to this common cause. We will not only forge a diverse and powerful coalition to combat terrorism today, but work with our international partners to build lasting mechanisms for combating terrorism and for coordination and cooperation.” **(Web Resource 4)**

Many of the 9/11 Commission recommendations concerning protection against and preparation for terrorist attacks are also incorporated in *The National Strategy for Homeland Security* (NSHS).

The 9/11 Commission recommends the United States combine terrorist travel intelligence, operations, and law enforcement in a strategy to intercept terrorists, find terrorist travel facilitators, and constrain terrorist mobility. **(Web Resource 1)**  
The NSHS states:

“The FBI is establishing a consolidated terrorism watch list that will serve as a central access point for information about individuals of investigative interest. The watch list will be fully accessible to the law enforcement and intelligence communities, and will include information derived from FBI and Joint Terrorism Task Force investigations, the intelligence community, the Department of Defense, and foreign governments. **(Web Resource 5)**

The Attorney General has directed the Federal Bureau of Investigation, through its Legal Attaches, to establish procedures to obtain fingerprints, other identifying information, and available biographical data of all known or suspected terrorists who have been identified and processed by foreign law enforcement agencies, and to enter such data into the FBI’s Integrated Automated Fingerprint Identification System and other appropriate databases.” **(Web Resource 5)**

The 9/11 Commission recommends, “Vigorous efforts to track terrorist financing must remain front and center in United States counter terrorism efforts.” The NSHS states:

“A cornerstone of our counterterrorism effort is a concerted interagency effort to target and interdict financing of terrorist operations tracking foreign terrorists: barring terrorists or terrorist-supporting aliens from the United States and tracking down and deporting any who have illegally.” **(Web Resource 1)**

The 9/11 Commission recommends the United States integrate the border security system into a larger network of screening that includes the transportation system and access to vital facilities, such as nuclear reactors. **(Web Resource 1)**  
The NSHS states:

“The increasing mobility and destructive potential of modern terrorism has required the United States to rethink and renovate fundamentally its systems for border and transportation security. Indeed, we must now begin to conceive of border security and transportation security as fully integrated requirements because our domestic transportation systems are inextricably intertwined with the global transport infrastructure.” **(Web Resource 5)**

The 9/11 Commission recommends the President safeguard the privacy of individuals about whom information is shared, and protect civil liberties. **(Web Resource 1)** The NSHS states:

“To secure the homeland better, we must link the vast amounts of knowledge residing within each government agency while ensuring adequate privacy.... and ... “ We are a Nation built on the rule of law, and we will utilize our laws to win the war on terrorism while always protecting our civil liberties.” **(Web Resource 5)**

The following strategic 9/11 Commission recommendations are not specifically addressed in the NSCT or the NSHS, however pending legislation recommend by the Administration and Congress is about to address these issues.

- Establish a National Counterterrorism Center (NCTC), built on the foundation of the existing Terrorist Threat Integration Center (TTIC).
- The current position of Director of Central Intelligence should be replaced by a National Intelligence Director with two main areas of responsibility: (1) to oversee national intelligence centers on specific subjects of interest across the U.S. government and (2) to manage the national intelligence program and oversee the agencies that contribute to it.
- The president should lead the government-wide effort to bring the major national security institutions into the information revolution.

Raphael Perl of the Congressional Research Service points out the 9/11 Commission recommendations share many features of the Administration’s

national strategies. The theme of using all elements of national power is present in recommendations and the strategies, as is the importance of timely and actionable intelligence. The 9/11 Commission and the national strategies emphasize a need for pre-emptive strategy, for attacking terrorists and their organizations, for international cooperation, for foreign economic assistance, for winning hearts and minds, for strengthening counter-proliferation efforts, for attacking terrorist financing, for denying sanctuaries, and for border security. **(Web Resource 6)**

## **WITNESS TESTIMONY**

The witnesses have been asked to address the following questions:

What are the key (strategic) recommendations (those that should be incorporated into the overarching national strategies, as compared to those which could be implemented by government agencies in their implementation plans) of the 9/11 Commission?

To what extent are the 9/11 Commission key (strategic) recommendations compatible with the *National Strategy for Homeland Security* and the *National Strategy to Combat Terrorism* goals, objectives and initiatives?

To what extent should the *National Strategy for Homeland Security* and the *National Strategy to Combat Terrorism* be altered or reinforced based upon the key (strategic) recommendations of the 9/11 Commission?

How should the goals, objectives and initiatives of the *National Strategy for Homeland Security* and *National Strategy to Combat Terrorism* be measured?

What departments have responsibility for implementing the goals, objectives and initiatives of the *National Strategy for Homeland Security* and the *National Strategy to Combat Terrorism*, and what progress has been made?

## **Web Resources**

1. *The National Commission on Terrorist Attacks Upon the United States*, July 24, 2004, can be found at <http://www.9-11commission.gov>.
2. US Army Combined Arms Center, *Military Review*, May 1989, No 5, found at <http://www.leavenworth.army.mil/milrev>.
3. *The National Security Strategy of the United States of America* can be found at <http://www.whitehouse.gov/nsc/nss.html>.
4. *The National Security Strategy for Combating Terrorism* can be found at [http://www.whitehouse.gov/news/releases/2003/02/counter\\_terrorism/counter\\_terrorism\\_strategy.pdf](http://www.whitehouse.gov/news/releases/2003/02/counter_terrorism/counter_terrorism_strategy.pdf)
5. *The National Strategy for Homeland Security* can be found at <http://www.whitehouse.gov/homeland/book>.
6. Raphael Perl, *US Anti-Terror Strategy and the 9/11 Commission Report*, August 12, 2004, Congressional Report for Congress, RL32522 can be found at <http://www.congress.gov/erp/rl/pdf/RL32522>.

## **Witnesses**

### **Panel I**

**The Honorable Slade Gorton**

Member

National Commission on Terrorist  
Attacks Upon the United States

**Mr. Richard Ben-Veniste**

Member

National Commission on Terrorist  
Attacks Upon the United States

### **Panel II**

**Mr. Norman Rabkin**

Managing Director

Homeland Security and Justice Team  
US Government Accountability Office

**Mr. Raphael Perl**

Senior Policy Analyst

Congressional Research Service

**Mr. John V. Parachini**

Senior Policy Analyst

RAND Corporation