Implications of International Events on Homeland Security: A Case Study of the Arab Spring

White Paper

June 2012

Homeland Security Studies and Analysis Institute

An FFRDC operated by Analytic Services Inc. on behalf of DHS

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Prepared for the
Department of Homeland Security
Science and Technology Directorate
HOMELAND SECURITY STUDIES AND ANALYSIS INSTITUTE

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The Institute’s research is undertaken by mutual consent with DHS and is organized as a set of discrete tasks. This report presents the results of research and analysis conducted under

Task: 11-01.02.14
Homeland Security Implications of International Events:
The Case Study of the Arab Spring

The purpose of the task is to examine the potential homeland security implications of international events, using the case study of the Arab Spring.

The results presented in this report do not necessarily reflect official DHS opinion or policy.

Conference photo courtesy of the American University of Beirut
IMPLICATIONS OF INTERNATIONAL EVENTS ON HOMELAND SECURITY: A CASE STUDY OF THE ARAB SPRING

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EXECUTIVE SUMMARY

The Arab Spring, with its associated political and social upheaval, is a noteworthy example of an international event with significant homeland security implications. Using the Arab Spring as a case study, the Homeland Security Studies and Analysis Institute (the Institute) explored the implications of international events from the perspective of the department’s Quadrennial Homeland Security Review (QHSR) mission areas. Drawing on background information on the Arab Spring, examination of DHS international engagement initiatives, and interviews with DHS personnel and other subject matter experts, the research sought to highlight relevant issues as DHS plans for, assesses, and responds to future international events.

In general, the Arab Spring has had a greater impact on the terrorism, border security, and immigration mission areas than cybersecurity and emergency management. Key insights include the following:

- **The Arab Spring presented challenges and opportunities for DHS international engagement in the Middle East region.** In particular, the Arab Spring has:
  - Increased the threat of terrorism due to a wider “operating space,” a fertile environment for terrorist recruitment and radicalization, and a potentially decreased control of chemical, biological, radiological, and nuclear (CBRN) materials
  - Raised questions concerning the reliability of local border-enforcement efforts due to the shift in political power, along with opportunities to engage other border-security and law-enforcement entities
  - Delayed and disrupted key capacity-building programs and schedules
  - Disrupted operations of key immigration programs, including the Iraq Refugee Program, and increased asylum applications from Middle East countries affected by the Arab Spring
  - Questioned the validity of information and intelligence sharing due to the loss of trusted partners, including personal relationships and networks

- **Social media emerged as a critical platform for initiating socioeconomic and political change and disseminating information.** Social media websites such as Facebook were used as powerful tools for organizing and disseminating information to diverse audiences, and for documenting pro-regime violence. At the same time, social media also created a ripe environment for cyber-attacks against host-nation and western targets.

- **The Arab Spring illuminated interagency coordination challenges between DHS and U.S. government.** DHS has experienced difficulties in ensuring that homeland security priorities are taken into full consideration in the interagency environment—and represented in the national security structure.

- **Cultural awareness and an understanding of the operating environment are critical.** The Arab Spring illuminated the importance of personal relationships
and networks, and their impact on DHS international engagement activities. The straining of relationships with Egyptian and Yemeni officials, for example, reduced engagement and slowed the implementation of capacity-building efforts.

- **The physical security of DHS personnel and their ability to carry out international-engagement activities restricted engagement.** The political upheavals closed offices in Egypt, Syria, and Yemen, and ordered departure of non-critical personnel was issued in Egypt. Some capacity-building initiatives were delayed, such as border-security training and the resettlement of refugees.

More broadly, based on this Arab Spring case study, DHS may wish to consider the following issues when planning for, assessing, and responding to international events:

- **Understanding challenges and opportunities:** International events present challenges and opportunities that DHS should take into consideration for action.

- **Validity of information and intelligence sharing, and partnerships:** International events may question the validity of not only information and intelligence sharing, but also trusted international partners.

- **Role of social media:** Greater emphasis should be placed on understanding the role of social media as a tool for communicating with diverse audiences (international counterparts, host nations, etc.) in future international events.

- **Impact on physical security:** The physical security of DHS personnel needs to be considered in departmental planning; physical security impacts the ability of such personnel to conduct international engagement activities.

- **The need for a department-wide long-term strategic thinking capability:** A variety of tools that combine a marriage of resources need to be considered to establish the capability to allow DHS think about future uncertainties in a systemic, organized, and consistent way.

- **The need for cultural awareness:** Given the importance cultural awareness plays in DHS international engagement, the department should place greater emphasis on its personnel in understanding cultural norms and customs.

- **The need for intra- and interagency coordination:** Coordination with the U.S. government interagency in evaluating future international events can be improved by greater information sharing and a road map that outlines the coordination process. Internal coordination can be strengthened by greater information sharing within DHS entities.

- **The need for department-wide training:** Joint training will prove beneficial in facilitating information sharing and collaboration within DHS entities.

We have developed an initial template with preliminary list of questions (appendix A) for DHS to consider when planning for, assessing, and responding to future international events. These questions have been developed using the insights gained in the Arab Spring case study.
I. INTRODUCTION

The Department of Homeland Security plays a critical role in ensuring that the U.S. homeland is “safe, secure, and resilient against terrorism and other hazards where American interests, aspirations and way of life can thrive.” To achieve this vision, DHS homeland security strategy outlines a comprehensive foundation around three central areas: security, resilience, and customs and exchange. These areas are further organized into five homeland security mission areas: preventing terrorism and enhancing security; securing and managing our borders; enforcing and administering our immigration laws; safeguarding and securing cyberspace; and ensuring resilience to disasters.

The nature of today’s globalized world has created an environment where the movement of people, information, and goods transcends traditional national borders. Given that many of the traditional and nontraditional threats that affect U.S. homeland security originate outside of the United States, DHS has a unique role in the national security structure: addressing challenges and opportunities of the evolving international environment. Given the transnational nature of these threats, homeland security is a critical element of U.S. national security, and therefore must be aligned with broader national security strategy to address U.S. national security interests.

DHS has a vital role to play in understanding the evolving global environment. That understanding enables the department to identify vulnerabilities and to grasp the implications of different types of international events, including shocks, political upheavals, and natural disasters. The Quadrennial Homeland Security Review states that

The interconnected nature of people, economies, and international infrastructure around the world can infuse seemingly isolated or remote events with global consequences. Events at home and abroad generate rapid effects, often in an interconnected fashion, driven by breathtaking technological change and speed-of-light international communications. This accelerated flow of ideas, goods, and people around the world, while

2 Per the QHSR, security is defined as protecting the United States and its people, vital interests, and way of life. Resilience is defined as fostering individual, community, and system robustness, adaptability, and capacity for rapid recovery. Customs and exchange is defined as the expedition and enforcement of lawful trade, travel, and immigration. Ibid., 15-16.
3 For more information on the QHSR mission areas, see sections IV and V of the Quadrennial Homeland Security Review Report.
4 Ibid., 5.
5 According to the 2007 Office of the Secretary of Defense study Strategic Trends and Shocks, a shock is “an event that punctuates the evolution of a trend, a discontinuity that either rapidly accelerates its pace or significantly changes its trajectory, and, in so doing, undermines the assumption on which current policies are based.” Naval Postgraduate School, Transformation Chair, Forces Transformation Chairs Meeting: Visions of Transformation 2025 – Shocks and Trends (Monterey, CA: Naval Postgraduate School, February 21, 2007), http://www.sagecenter.net/files/trends%20and%20shocks.doc. For more information on strategic shocks and surprises, see Peter Shwartz, The Art of the Long View: Planning for the Future in an Uncertain World.
vital to supporting and advancing America’s interests, also creates security challenges that are increasingly borderless and unconventional.\(^6\)

**Research Question and Scope**

Given DHS’s aforementioned vital role and one continuing international event—the Arab Spring—the Institute initiated an effort to examine potential homeland security implications of international events.

The Institute team used the following question to guide this study:

*Using the Arab Spring as a case study, what are the broader implications of international events on homeland security?*

While international events differ widely in their nature and implications, we limited the scope of our study to focus on international events with political and social upheaval with long-term homeland security implications. The Arab Spring is one such event.

This paper is structured as follows. First, we introduce the methodology, including the caveats of our research. Second, we provide a general background on both DHS’s international footprint and the Arab Spring. Third, we present our analysis of the impact from the Arab Spring on DHS-mission-area activities of international engagement, and analysis of cross-cutting impacts from the Arab Spring on DHS as a department and broader homeland security. Fourth, drawing from our chosen case study, we present key implications of international events for homeland security. Finally, we conclude the paper with thoughts for future research that resulted from this study.

**Methodology**

The Institute team used the following methodology to guide our study:

- Developed the following series of questions that help answer the primary research question:
  1. What is DHS’s international engagement role within each mission area?
  2. How has the Arab Spring impacted each mission area?
  3. Has the Arab Spring impacted other areas within DHS and broader homeland security?
  4. Given this case study, what are the implications of international events on homeland security?

- Conducted background research: To answer these questions, we extensively researched DHS’s international footprint and engagement strategy, including key initiatives and programs, as background for the study. We also researched the Arab Spring to see what homeland security issues have emanated from the event.

\(^6\) QHSR, 5.
• Conducted interviews with subject matter experts and DHS personnel: To understand the homeland security implications of the Arab Spring, we interviewed over a dozen subject matter experts, including current and former DHS personnel. Many of the DHS personnel we spoke with lead DHS international-engagement programs in the Middle East and North Africa regions. The particular offices of the interviewees are listed in appendix B.

• Conducted analysis on key impacts of the Arab Spring: We used the mission areas as outlined in the 2010 QHSR as a framework for our analysis. Within each mission area, we identified the potential impacts of the Arab Spring on DHS equities and the homeland security enterprise. We also analyzed cross-cutting issues that impact DHS as a department and broader homeland security.

• Identified implications of international events on homeland security: Using the chosen case study, we identified implications of international events on homeland security for DHS to consider when evaluating future international events.

Caveats

The following caveats applied to our study:

• The parameters of the research: While we conducted thorough background research and interviewed a representative pool of DHS and external stakeholders, our analysis is based on the data we were able to gather and analyze given the time and funding allotted for this short study. More detailed analysis is warranted.

• The continuing evolution of the Arab Spring. The event may yet develop in ways that we cannot anticipate. It is simply too early to determine conclusively how it may impact DHS initiatives of international engagement.

• The sometimes limited way in which international events affect or generate important lessons regarding all DHS mission areas: In the case of the Arab Spring, there appears to be minimal impact on the department’s mission area of ensuring resilience to disasters. However, another event may impact other DHS mission areas and may illuminate other homeland security challenges. Therefore, it would be important for DHS to review all mission areas against a larger set of international events.

• The data classification: Only unclassified data was used for this study. It is possible that access to sensitive data may yield additional insights.

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7 While the DHS Strategic Plan 2012-2016 introduces a new activity for the homeland security enterprise—support to economic and national security—the Institute team did not include this activity as a separate section in this report, because the report is structured around QHSR mission areas. However, we highlight this activity in our discussion on implications of international events on homeland security.
II. BACKGROUND

As context for our case study, this section provides an overview of DHS’s international footprint and engagement and introduces the events of the Arab Spring.

DHS International Footprint and Engagement

Many U.S. homeland security threats and challenges originate outside of U.S. borders. Today’s adversaries operate in cities as well as ungoverned areas that transcend national boundaries. These adversaries use social media and other new media applications to organize their supporters, plan operations, and target potential recruits.

DHS currently works in over 75 countries, and has the third-largest civilian footprint of any U.S. government (USG) agency. To address the challenges growing outside our borders, DHS has been developing its strategy for international footprint and engagement. The strategy is based on working with U.S. and international partners, in order to maximize the efficiency and results of that footprint and engagement. The strategy works bilaterally and multilaterally with partner nations and international organizations to share information and strengthen international partnerships and agreements. Those partnerships and agreements seek to do the following: combat terrorism and increase aviation security; thwart transnational crime and the illicit flow of goods and people across U.S. borders; facilitate lawful trade and commerce; increase the security of the global supply chain; strengthen cyber security and protect intellectual property rights; and provide emergency response and humanitarian assistance during times of political upheavals and natural disasters.

As part of these partnerships, DHS employs a number of engagement tools that include the following:

- **Capacity building and technical assistance** includes training, exercises, the sharing of lessons learned and assistance with material, equipment, and other resources.
- **Intelligence and information sharing** includes information and intelligence sharing surrounding perceived and actual international threats.

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8 According to the National Defense University “Global Strategic Assessment 2009,” an ungoverned areas exist not only in fragile, failing, and failed states but also in inaccessible border regions of fundamentally well-governed states. Accessed May 30, 2012.


11 Ibid.

12 This is not an exhaustive list of DHS international-engagement tools. The information on these tools is based on the information the Institute team gathered from select DHS stakeholder interviews.
DHS representatives includes DHS and component representatives who are posted overseas for a variety of assignments.

Humanitarian and emergency response includes DHS providing humanitarian assistance and emergency response to U.S. international partners during disasters.

The Arab Spring

The upheaval and unrest called the Arab Spring represents the fusion of social pressures resident in many Arab nations. It began when a young Tunisian man, Mohamed Bouazizi, set himself on fire to protest government corruption and poor economic conditions. Mr. Bouazizi’s actions and subsequent death inspired a wave of protests across Tunisia, which ultimately resulted in the ousting of President Zine El Abidine Ben Ali from power on January 14, 2011. The success of the political uprising in Tunisia sparked similar unrest throughout much of the Arab World and Middle East, most notably within Libya, Egypt, Syria, Iran, and Yemen. To date, the leaders of Egypt and Libya have also been overthrown, and several other Arab leaders have promised to step down from power at the end of their current terms. In those countries that have not experienced government upheaval, a common outcome of the Arab Spring has been sustained civil unrest, political instability, and the extension of political and economic concessions by leaders seeking to appease protesters.

Figure 1, as seen on the next page, shows a timeline of key Arab Spring events and personalities.

From a U.S. homeland security perspective, there are several reasons that the Arab Spring merits significant attention. First, the events of the Arab Spring have led to regional transformation. A power shift has occurred as new actors emerge and old ones fall. This shift, coupled with sustained civil and political unrest, has increased uncertainty, which is likely to impact U.S. homeland and national security policy in the areas of counterterrorism, border security, immigration, and cyber security. Second, changes in government have called into question the continued validity of DHS agreements, partnerships, and capacity-building efforts with the affected countries.

14 For more information about the Arab Spring, see the Council on Foreign Affairs Issue guide The Arab Uprisings, articles from Foreign Affairs and Foreign Policy magazines, the New York Times, the Economist, the Center for Strategic and International Studies, the Wall Street Journal, and others.
**Figure 1. Arab Spring Timeline and Personalities.** Source: David Cutler, “Timeline – Arab Spring: a Year that Shook the Arab World,” Reuters, January 14, 2012, [http://in.reuters.com/article/2012/01/13/tunisia-revolution-anniversary-idINDEE80C0IT20120113](http://in.reuters.com/article/2012/01/13/tunisia-revolution-anniversary-idINDEE80C0IT20120113)
III. Analysis of the Impact of the Arab Spring on the QHSR Mission Areas

In this section, we present our analysis of the impact of the Arab Spring on DHS international-engagement initiatives within each of the five DHS mission areas.

Preventing Terrorism and Enhancing Security

According to the QHSR, “Protecting the U.S. and its people from terrorism is the cornerstone of homeland security.” DHS has three goals for preventing terrorism and enhancing security: prevent terrorist attacks; prevent the unauthorized acquisition or use of CBRN materials and capabilities; and manage risks to critical infrastructure, key leadership, and events. To achieve these goals, DHS engages in a number of programs and initiatives intended to help prevent terrorism. What DHS does abroad helps to enhance security at home.

All DHS components play a role in preventing terrorism and enhancing security. Activities aimed at denying terrorists’ access to the United States through land, air, and sea ports of entry are the responsibility of the Transportation Security Administration (TSA), Customs and Border Protection (CBP), and the U.S. Coast Guard (USCG). Activities aimed at preventing terrorists from moving materials into the United States—materials that could be used in attacks against the homeland—fall under the responsibility of the TSA, CBP, USCG, Immigration and Customs Enforcement (ICE), the Domestic Nuclear Detection Office (DNDO), and the DHS Science and Technology Directorate, among other DHS elements. Finally, the components and directorates primarily responsible for managing risks to critical infrastructure, key leadership, and events include the DHS National Protection and Programs Directorate (NPPD), the U.S. Secret Service (USSS), and ICE.

Following the thwarted bombing attempt of U.S. Flight 253 in March 2010, DHS established the position of Coordinator for Counterterrorism. This coordinator is responsible for coordinating all counterterrorism activities across DHS and its directorates, components, and offices, including chairing the Counterterrorism Advisory Board (CTAB).

DHS also works closely with other federal departments and agencies to fulfill its counterterrorism mission. These partners include the Departments of State, Justice, and

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15 QHSR, 38.
17 Ibid, 7.
19 Ibid. Members of the CTAB include the DHS Office of Intelligence and Analysis, the DHS Office of Policy, TSA, CBP, ICE, the Federal Emergency Management Agency (FEMA), USCG, U.S. Citizenship and Immigration Service, the USSS, the NPPD, and the DHS Office of Operations Coordination and Planning.
Defense; the FBI; and the National Counterterrorism Center.\textsuperscript{20} DHS is also a “principal consumer” of information collected by U.S. government partners.\textsuperscript{21} As such, U.S. government agencies provide intelligence information to DHS that informs the department’s border and transportation security efforts.

DHS has a number of important programs that prevent terrorism and enhance security. Noteworthy among these programs are ones that work to prevent dangerous goods, weapons, and persons from entering the United States. For example, DHS has a variety of initiatives in place designed to help secure the global supply chain and prevent terrorists from exploiting supply-chain vulnerabilities. Two such programs include CBP’s Container Security Initiative (CSI), which addresses the threat to border security and global trade posed by the potential for terrorist use of maritime containers to deliver weapons.\textsuperscript{22} The other is ICE’s Program Global Shield, which is aimed at preventing the theft or illegal diversion of precursor chemicals that can be used to make improvised explosive devices.\textsuperscript{23} Similarly, programs such as Passenger Name Records and the Visa Security Program ensure that persons who may pose a terrorist threat are not able to enter the United States via any mode of transportation.

**Impact of the Arab Spring on the Counterterrorism Mission**

*Note:* Given that only unclassified data was used in this study, as noted in the caveats section, it is possible that access to sensitive and classified data may have led to additional insights in the counterterrorism mission area.

Our research and interviews suggest that the Arab Spring impacted DHS capacity-building and information-sharing activities in the counterterrorism mission area. Some of the DHS personnel we spoke with mentioned that capacity building and information sharing were hindered by physical security concerns and political turmoil within some countries in the region. For example, due to the security situation in Yemen, CBP and USCG temporarily halted capacity-building activities, including the training of Yemeni Coast Guard.\textsuperscript{24} In Egypt, the political turmoil strained the relationships between DHS and Egyptian officials.

Our research and interviews identified other issues related to this mission area, stemming from the Arab Spring that may have both short- and long-term implications for homeland security. These include understanding the threat; understanding the impact to information and intelligence sharing; recognizing how the upheaval could allow adversaries to gain access to weapons, including CBRN; preventing those weapons from making their way into the United States; and assessing how the events may affect radicalization and the spread of violent extremism.

\textsuperscript{20} Ibid., 5.
\textsuperscript{21} BUR, 5.
\textsuperscript{24} DHS Office of Strategic Analysis (OSA), U.S. Coast Guard (USCG) personnel interview with the Institute, March 14, 2012.
These are discussed in turn below.

**Understanding the changing threat and operating environment**

It is important to understand how the terrorist threat may have changed—both in the short- and long-term—as a result of the Arab Spring. The international event has led to a dynamic operating environment. Terrorists and terrorist groups have been relocating to different parts of the region.\(^{25}\) Some groups have reportedly undergone various power shifts.\(^ {26}\) The operational pressure that had been put on some of the groups known to pose a threat to the United States has been interrupted due to the instability both in countries and within governments.\(^ {27}\) According to the 2012 Worldwide Threat Assessment of the U.S. Intelligence Community, “The unrest potentially provides terrorists inspired by the global jihadist movement more operating space, as security services focus more on internal security and, in some cases, undergo transformations in make-up and orientation.”\(^ {28}\)

The situation in Yemen offers a specific example:

> Ongoing instability in Yemen provides Al-Qaida in the Arabian Peninsula (AQAP) with greater freedom to plan and conduct operations. AQAP has exploited the political unrest to adopt a more aggressive strategy in southern Yemen, and continues to threaten U.S. and Western diplomatic interests.\(^ {29}\)

AQAP has been previously identified as posing a threat to U.S. interests both in the United States and abroad, as evidenced by the thwarted “underwear bomber” attack on Flight 253 and the 2010 ink-cartridge bomb plot. It is necessary for the United States to ascertain how the instability in Yemen could affect AQAP’s ability to threaten the United States or its interests. Similarly, it is also important to enhance understanding of how the operational environment of other terrorist adversaries has changed as a result of the Arab Spring, and how this could impact the terrorists’ capabilities.

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\(^{29}\) Ibid., 15.
Intelligence sources and counterterrorism partners

It is critical to understand if—and if so, how—intelligence-information and intelligence-sharing partners may have been impacted by the Arab Spring. In particular, has there been any decrease in credible information and intelligence available to DHS? This includes information about threats in general, as well as specific information used by DHS to guide border and aviation security operations.

Our interviews suggest that, when it comes to intelligence information and intelligence sharing during times of upheaval, it is crucial to ensure that DHS is utilizing insights and information from personnel in the field. One former DHS representative we spoke to indicated that it is “useful to ensure DHS persons stationed overseas are providing the strategic information they have back to their components and headquarters.”

DHS personnel located abroad serve as valuable force multipliers when it comes to understanding and assessing situations that ultimately may have an impact on homeland security.

Controlling access of persons and weapons

The possibility of chemical and biological weapons being acquired by terrorists is a significant potential threat stemming from the upheaval of the Arab Spring. This is a particular concern due to the events that have unfolded in Libya and are continuing to unfold in Syria, as the following exemplifies:

Prior to the outbreak of fighting in Libya, the Qaddafi regime was thought to possess some 9.5 metric tons of aging mustard blister agent and a larger quantity of chemical precursor materials…. After the fall of the Qaddafi regime, it became known that he kept secret some of his chemical weapons arsenal…. No one is sure such agents could not be disseminated to terrorist elements, as heavy weapons, ground-to-air and anti-tank missiles have found their way to jihadists in the Gaza Strip and possibly to Al-Qaeda in Islamic Maghreb (AQIM) elements in the Sahara region.

The following similar example further illustrates:

The future status of Syrian chemical weapons has become a major worry also for the United States, which is pressing nations bordering Syria to be attentive for unconventional and conventional arms that might be smuggled into their territories. Syria is believed to have a substantially larger and operational chemical weapons program than Libya….

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30 Former DHS Office of International Affairs (OIA) personnel interview with the Institute, December 2, 2011.
32 Ibid.
Furthermore, the ongoing conflict in Syria has the potential to dramatically increase the threat of the use of biological and chemical weapons, as these weapons make their way into the hands of terrorists and their supporters.  

Our interviewees highlighted that it is necessary to ascertain whether the Arab Spring could have any impact on DHS’s effort to prevent terrorists or dangerous goods from getting into the country. This includes determining if there has been any impact on intelligence information related to persons trying to come into the country through foreign locations, or on the processes used to determine who gets visas. Since CSI ensures that dangerous goods are prohibited from entering the United States, it is important to assess any potential impact to CSI ports in the countries affected by the Arab Spring. Currently, CSI is operational in two such countries: Oman and Egypt.

Violent extremism and radicalization

It is important to assess the impact of the Arab Spring on preventing and deterring the spread of violent extremism and radicalization, an important aspect of preventing terrorism. In the aftermath of the Arab Spring, it is necessary to consider what factors, both in the short- and long-term, could contribute to the spread of radicalization and violent extremism, both domestically and internationally. According to FEMA’s Strategic Foresight Initiative report, Islamic extremism is “likely to change significantly over the next 15 years,” and it is important to question, “Will the Arab Spring…increase, decrease, or not influence Islamic extremists’ desire and capability to attack the United States?”

Some of the literature suggests that the events of the Arab Spring could lead to a more fertile recruiting environment. Some literature suggests that such an environment could be established with the interruption of operational pressure on terrorist groups, as it would allow them more opportunities to recruit and radicalize new members. One of the concerns echoed by several counterterrorism researchers is that, in the long term, Al-Qaeda and affiliated groups could take advantage of the situation to present themselves as a “viable alternative to an effective political process.” That is, terrorist groups could exploit the unmet expectations of the protesters or ongoing instability by trying to insert themselves into the situation.

Our interviews highlighted divergent viewpoints on the impact from the Arab Spring to preventing and deterring the spread of violent extremism and radicalization. Some have suggested that the Arab Spring could “reduce the pool of disaffected masses,” thereby making it harder for terrorist groups to recruit and radicalize new members. Furthermore, promoting a positive message about the Arab Spring—that nonviolent protest leads to political change—may target persons who could be on the

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33 OIA, DHS personnel interview with the Institute, April 23, 2012.
34 Ibid.
36 “Al Qaeda, the Internet, and the Arab Spring.”
37 “The Battle for Reform with Al-Qaeda”; “Al Qaeda 2.0: What the Next 10 Years Will Bring”.
38 Former Office of Infrastructure Protection personnel interview with the Institute, November 29, 2011.
verge of radicalizing and prevent them from radicalizing.\textsuperscript{39} Others suggested the importance of understanding whether diaspora populations within the United States could be impacted by the upheaval of the Arab Spring—and if so, then how the nation might be impacted—indicating that “poor policy in the Middle East will not only affect radicalization there, but here as well.”\textsuperscript{40} The implications of fundamentalists turning their efforts for reform and radicalization inward could reduce the threat to the homeland in the short term, but could increase it in the long term.\textsuperscript{41}

### Securing and Managing Our Borders

The QHSR presents a comprehensive approach to border security by introducing a three-pronged strategy. The mission area of safeguarding and managing U.S. borders requires fulfilling three goals: effective control of U.S. air, land, and sea borders; safeguarding lawful trade and travel; and disrupting and dismantling criminal and terrorist organizations. Border security is a transnational challenge. Border security efforts therefore require addressing issues and activities emanating beyond U.S. borders, which makes collaboration with U.S. international partners and allies essential. Preventing the illegal entry and exit of dangerous people and materials requires a common understanding of the threats, consistent procedures, effective standards, coordinated operations, and, above all else, a commitment to this objective both by the United States and international partners.

DHS components play a critical role in enforcing and managing our borders at home and abroad. These agencies include the CBP, the USCG, the ICE and TSA. These components administer a number of border security programs, including the following:\textsuperscript{42}

- **CBP:** Container Security Initiative, Immigration Advisory Program, Pre-clearance Passenger Screening, Border Enforcement Security Task Forces, Integrated Border Enforcement Teams, Export Control and Related Border Security Program (EXBS)

- **USCG:** Conditions of Entry (on vessels), Advance Notice of Arrival

- **TSA:** Secure Flight Program, Passenger Name Records, Agreements for Federal Air Marshals on International U.S. Carrier Flights

- **ICE:** Homeland Security Investigations Offices, Visa Security Program, EXBS

DHS is able to enforce and manage U.S. borders overseas via a number of international-engagement tools, which include capacity building, DHS representatives, information sharing, and inspections. Capacity-building programs serve as a key mechanism for engagement. For example, CBP and ICE provide training on various topics (border security, customs management, counternarcotics, airport screenings, and search and rescue) to increase a host country’s capacity to enforce laws, interdict smuggling.

\textsuperscript{39} Ibid.
\textsuperscript{40} Former OIA personnel interview.
\textsuperscript{41} Ibid.
\textsuperscript{42} This list is provided as examples of some of the key programs and is not meant to be an exhaustive list.
operations, conduct cross-border financial investigations, and perform similar tasks.\textsuperscript{43} TSA, also, provides training to security personnel on aviation and supply-chain security.\textsuperscript{44}

In the Middle East and North Africa, DHS maintains representatives to carry out on-site and information-sharing activities that are required for meeting border-security objectives. DHS personnel posted to foreign ports or other locations ensure stable points of contact for their counterparts and local governments in the host country. These officers work with host-country governments, port operators, shipping companies, and aircraft carriers. Such officers ensure that the processing and investigation of goods and people are conducted in accordance with U.S. homeland security requirements and comply with U.S. and international standards.

For example, TSA has Transportation Security Administration Representatives (TSARs) and inspectors who work closely with local government officials to improve international transportation security. The TSARs also work with those officials to “perform onsite security assessments [of airports with direct flights into the United States] that focus on personnel and equipment preparedness.”\textsuperscript{45} Furthermore, TSARs “work closely with their counterparts to share best practices for air cargo screening, employee security procedures, security checkpoints, checked baggage screening and behavior detection.”\textsuperscript{46}

Similarly, USCG personnel conduct inspection activities by traveling annually to host countries to ensure that foreign ports carry out appropriate port security procedures, implement effective antiterrorism measures, and comply with international standards.\textsuperscript{47}

**Impacts from the Arab Spring on the Border Security Mission**

Our research and interviews suggest a varying degree of impact from the Arab Spring on border security. The Arab Spring had a limited impact on existing on-site security programs such as passenger screening and port and airport inspections. For example, TSA airport inspections and other on-site personnel activities continued as normal with no noted incidents. Some DHS personnel indicated that this was mainly because local-country airport screeners, security, and law enforcement personnel remained stable. That stability ensured that the current social and political turbulences did not disrupt passenger-/baggage-screening and -processing procedures and other measures that serve U.S. interests in border security.

\textsuperscript{43} OIA, CBP personnel interviews with the Institute, March 15, 2012; OIA, ICE personnel interviews with the Institute, March 27, 2012.
\textsuperscript{46} Ibid.
\textsuperscript{47} OSA, USCG personnel interview.
The Arab Spring delayed and disrupted capacity building, engagement, and training-program schedules. For most of the Middle East, CBP operates through its attaché in Egypt. The government change in Egypt had a significant impact on CBP’s ability to continue its existing initiatives. As the new government in Egypt hesitated in making decisions and being perceived as cooperating with the United States, progress on some of the agreements and capacity-building programs with other countries has slowed. As a result, some of the training programs either cannot be executed or are currently on hold, such as the training programs in Libya. Similarly, the current situation in Yemen prevents CBP and the USCG from conducting their training programs. For ICE, the departure of traditional ICE counterparts as well as the rising anti-American sentiment has curbed overall engagement in Egypt.

Our research and interviews identified additional challenges and opportunities in border security that surface during events like the Arab Spring—and that may impact U.S. homeland security. These include maintaining continuity in customs/border security personnel and procedures; ensuring the accuracy and reliability of data essential for screening persons and cargo; and preventing and responding to a surge in the flow of illicit people and goods across U.S. borders.

These challenges are discussed in turn below.

**Continuity in Border/Customs Security: Challenges and Opportunities**

Our research and interviews suggest that it is difficult to ensure the reliability of local border/customs security personnel. During our interviews, DHS personnel raised concerns about the lack of a civil service tradition in some partner countries. When there is a shift in the local political balance of power or change of government, it is difficult to ensure continuity in border security procedures. It is unrealistic to expect customs/border security personnel to carry out procedures as usual when there is no mandate or compensation for their service. In such circumstances, local authorities may lose track of adverse people and dangerous materials (which may include weapons, explosives, weapons of mass destruction, and precursor materials and equipment). They may also need assistance to control ports and borders. Similarly, the lack of effective control of international borders would have implications for the host government’s ability to disrupt and dismantle criminal and terrorist organizations.

However, international events like the Arab Spring present opportunities for DHS to increase international engagement with host countries on border security. Such opportunities enable DHS to prevent the flow of illicit goods and people from reaching U.S. borders, and to greatly assist host countries that may experience instability. For example, during the Qaddafi regime, DHS had minimal engagement with the Libyan government in the border security arena. As the new Libyan government took shape, they

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49 OIA, CBP personnel interview.
50 Ibid.
welcomed the opportunity for DHS to assist the new government with border enforcement and training.\textsuperscript{51}

**Validity of Intelligence and Information Sharing, and Agreements**

The loss of international partners may call into question the validity of intelligence and information sharing and existing agreements in border security. In border security, DHS has a critical intelligence component that benefits from overseas partnerships and relationships. The international events that cause instability or chaos may reduce intelligence and information-sharing practices. Furthermore, international events like the Arab Spring may call into question the commitment of the new regime to honor existing border security agreements. This may lead to incomplete or inaccurate data that is necessary for effective screening procedures.

**Surge in Flow of Illicit People and Goods and Rise in Transnational Crime**

International events that create instability may cause a surge in the flow of illicit people and goods, and increase transnational crime. An event like the Arab Spring may increase that illicit flow due to a higher demand for travel and relocation into safer areas or departures from the host country altogether. Furthermore, the host government’s potential compromise of border security measures may further spike the flow of illicit people and goods.\textsuperscript{52} In the case of the Arab Spring, our interviews highlighted the concern that the deterioration of security in the Middle East could lead to a surge of transnational crime.\textsuperscript{53} In anticipation of a surge in the flow of illicit people and goods and a potential increase in transnational crime, a proactive border security and management strategy would require DHS to increase security measures and execute additional procedures in order to address the use of alternative routes into the United States.

**Enforcing and Administering U.S. Immigration Laws**

Enforcing and administering immigration laws is a critical priority for and a mandate of DHS. The effective enforcement and administration of immigration laws “enriches American society, unifies families, and promotes our security” by preventing the unauthorized entry of dangerous and unlawful foreign nations.\textsuperscript{54} This mission is comprised of two distinct goals: strengthen and effectively administer the immigration system and prevent unlawful immigration.\textsuperscript{55} To meet these goals, DHS not only involves multiple offices within its own department but also works with a variety of partners.

\textsuperscript{51} OIA, DHS personnel interview.


\textsuperscript{53} ICE personnel interview.

\textsuperscript{54} QHSR, 50.

\textsuperscript{55} Ibid.
including other U.S. government agencies, nongovernmental organizations, and international partners. Together, these partners engage in a number of activities and programs intended to administer and enforce U.S. immigration laws.

Strengthening and effectively administering the immigration system requires a collaborative effort across multiple components of DHS. These components include CBP, ICE, U.S. Citizenship and Immigration Services (USCIS), the USCG, and the US-VISIT program within the NPPD. Within the USCIS, the Refugee, Asylum, and International Operations Directorate (RAIO) works to provide “protection, humanitarian and other immigration benefits and services throughout the world, while combatting fraud and protecting national security.” These components also work with a number of other federal agencies, including the Departments of Health and Human Services, Labor, State, and Housing and Urban Development, and with local communities and nonprofit organizations. It is the combined responsibility of the aforementioned components, departments, and offices to not only administer the immigration system, but also to help determine the policies and priorities that shape it.

DHS plays a key role in preventing illegal immigration. The primary DHS components responsible for these activities and programs are ICE, CBP, and the USCIS. These components work in concert with other U.S. government agencies, such as the Departments of State and Justice—along with foreign governments and nongovernmental and international organizations—to prevent the unlawful entry of immigrants into the United States. The information sharing and collaboration that take place among these partners is vital to DHS’s ability to do the following regarding illegal immigration: eliminate systemic vulnerabilities; prevent the entry or admission of them; and arrest, detain, prosecute, and remove them.

To prevent illegal immigration, DHS employs a number of activities and programs. These programs are aimed at advancing “efforts to effectively secure U.S. air, land, and sea borders, while removing foreign nationals who pose national security-related and other threats to the United States, or who are otherwise in the United States illegally.” Some of these activities include deterring, detecting, and pursuing immigration-related fraud; performing security checks on persons seeking immigration benefits; screening people at the border and points of departure; and conducting visa-application investigations. Key programs and tools that are used for this purpose include E-Verify, Systematic Alien Verification for Entitlements (SAVE), and the Passenger Name Record.

56 Refugee, Asylum, and International Operations Directorate (RAIO) web page, U.S. Citizenship and Immigration Services, accessed April 1, 2012, http://www.uscis.gov/portal/site/uscis/menuitem.eb1d4c2a3e5b9ac89243e6a7543ff6d1a/?vgnextoid=e88514e0cee47210VgnVCM100000082ca60aRCRD&vgnextchannel=e88514e0cee47210VgnVCM100000082ca60aRCRD.
57 BUR, 18-19.
58 QHSR, 50-51.
59 BUR, 19.
60 E-Verify is an Internet-based system that allows businesses to determine the eligibility of their employees to work in the United States. Further information on this system can be found on DHS’s website, at http://www.dhs.gov/e-verify. The SAVE program is an intergovernmental initiative designed to aid benefit-granting agencies in determining an applicant's immigration status. Further information on
The responsibilities associated with administering our immigration laws and preventing illegal immigration can be impacted by international events. For example, should a natural disaster occur in another country, it may be necessary for the United States to alter its immigration policy in order to promptly respond to the evolving and critical needs of the affected country. Such was the case following the earthquake in Haiti, when Secretary Napolitano’s Special Humanitarian Parole Program for Haitian Orphans was established. Additionally, because many of the immigrants attempting to enter the United States must begin the process from their country of origin, many administrative aspects of the immigration system must occur abroad. To help administer the immigration system abroad, DHS has a number of key programs and activities abroad, including the Immigration Advisory Program, the Visa Waiver Program, and the Visa Security Program.

**Impact of the Arab Spring on Immigration**

The Arab Spring impacted activities and programs of key offices that are charged with enforcing and administering U.S. immigration laws. Perhaps the most direct impact has been on the USCIS, particularly the RAIO. Given the humanitarian and refugee crisis created by the Arab Spring, the directorate felt a more immediate impact in this mission area. This impact was further intensified by the fact that the RAIO has both a number of ongoing activities and programs in the region, such as the Iraq Refugee Program, and a number of offices in countries impacted by the Arab Spring. Due to the Arab Spring, a decision was made to expedite the closure of the RAIO office in Damascus. This closure prevented the processing of Iraqi refugees temporarily residing in Damascus under the Iraq Refugee Program, which delayed their permanent resettlement.

The Arab Spring caused widespread displacement and migration throughout the region. Millions of people left their homes over the last year. Many of these people left Libya or Syria for Egypt or Tunisia. While this displacement has not caused an uptick in refugee applications to the United States, it has created a refugee crisis with critical humanitarian concerns—to which the USCIS has responded. The agency, in conjunction with the Department of State (DOS) and the United Nations Refugee Agency (UNHCR), set up temporary resettlement camps in both Egypt and Tunisia, to help

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62 Ibid.
63 RAIO, USCIS personnel interview, March 27, 2012.
65 RAIO, USCIS personnel interview.
alleviate the refugee crisis and meet the basic human needs of the refugee population.\textsuperscript{66} However, the ability to properly operate these camps has likewise been impacted by the Arab Spring as effective operation of the camps requires the cooperation of the host country. This becomes much more difficult when the host country, in this case Egypt, is undergoing a major governmental transformation.

**Humanitarian concerns have also led DHS to grant Syrian nationals temporary protected status (TPS).** A foreign country is designated with TPS should conditions in that country “temporarily prevent the country's nationals from returning safely, or in certain circumstances, where the country is unable to handle the return of its nationals adequately.”\textsuperscript{67} Making a positive TPS determination is fairly rare for DHS, but, in light of the events of the Arab Spring, the conditions in Syria were deemed to warrant such a determination.\textsuperscript{68} In this instance, the events of the Arab Spring have had a clearer and more direct domestic impact. The impact is that TPS beneficiaries who cannot be removed from the United States are eligible for employment authorization, and cannot be detained by DHS on the basis of their immigration status.\textsuperscript{69}

**The Arab Spring caused a noticeable uptick in asylum applications from countries affected by the event.** Asylum applications from Egypt, for example, have increased significantly. Currently, Egypt is one of the top three nationalities for asylum applications.\textsuperscript{70} Many of these applications were submitted by immigrants currently in the United States on student visas who do not want to return home, due to the instability in the Middle East region.

Our research and interviews identified other important immigration issues that stem from international events like the Arab Spring. These include promoting lawful immigration and preventing unlawful immigration, both of which are discussed in turn below.

**Promoting Lawful Immigration**

Promoting lawful immigration requires an immigration system that is based on policies and priorities that reflect the real-world conditions that impact immigration patterns. This includes international events and circumstances that may lead to increased immigration-related applications, cause a humanitarian or refugee crisis, or require a change in the immigration status of a given population. Such events include natural disasters, prolonged violence, or various types of political instability. Creating sound and fair immigration policies and priorities in response to these types of events requires a deep understanding of the operating environment and how it might impact DHS offices, programs, and activities. For example, should an event similar to the Arab Spring occur in the future, it would be important to consider how forced office closures or the loss of partner and host-country cooperation may impact the effective and efficient administration of immigration services. Further, changes made to address such incidents will have to be communicated to the affected population.

\textsuperscript{66} Ibid.
\textsuperscript{67} RAIO web page.
\textsuperscript{68} RAIO, USCIS personnel interview.
\textsuperscript{69} RAIO web page.
\textsuperscript{70} RAIO, USCIS personnel interview.
**Preventing Unlawful Immigration**

Preventing unlawful immigration requires an understanding of factors and conditions that might incentivize illegal immigration. Given the magnitude of the migration and displacement crisis created by the Arab Spring, as well as by similar events, international events that create conditions of a humanitarian or human-rights crisis also encourage the mass movement of people. These events are often sudden and require immediate action with little time to plan or prepare—for either the migrants or the countries to which they flee. It is therefore unlikely that this movement would allow adherence to standard policies and procedures and could lead to either massive, unlawful immigration or an increase in immigration-related fraud. This would be of particular concern to the United States should this type of event occur in a country with closer proximity and ease of access to U.S. borders.

**Safeguarding and Securing Cyberspace**

Cybersecurity is a critical mission area and a growing concern for DHS. Cyber threats are constantly evolving in nature and often transcend international boundaries. Combatting cyber threats involves engaging all of society, including U.S. international partners. Pursuant to the Homeland Security Act of 2002 and Homeland Security Presidential Directive 23, “Cybersecurity Policy,” DHS is charged with protecting U.S.-critical cyber infrastructure, which includes the “dot-gov” world, financial services, and energy and defense industries. To achieve these directives, DHS has concentrated on two goals within this mission area: creating a safe, secure, and resilient cyber environment, and promoting cybersecurity knowledge and innovation.

A number of DHS entities play a vital role in protecting and securing cyberspace. To prevent, detect, and disrupt cyber threats, the National Cyber Security Division of DHS’s NPPD works with federal, state, local, tribal, private sector, and international partners to share information on cyber threats, to provide warnings, and to strengthen the private-public partnership. To facilitate analysis of cyber threats and coordination among cybersecurity operation centers, DHS has established the National Cybersecurity and Communication Integration Center and the National Cyber Security Center. The USSS is charged with preventing, detecting, and investigating electronic financial crimes.

DHS works diligently to share cyber-related knowledge and build cyber-related innovations, in order to understand and mitigate cyber threats to the homeland—thereby creating a more secure cyber “ecosystem.” To facilitate this effort, DHS serves as the lead agency within the U.S. government in promoting the national Cybersecurity Public Awareness Campaign. The goal of this campaign is to protect individual users, organizations and U.S.-critical infrastructure. In addition, DHS drives innovation in the

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73 BUR, 23-27.
74 QHHR, 54.
75 Ibid.
76 Ibid.
cybersecurity arena by sponsoring cyber-related research in the public and private sectors, as well as in academia. Particular emphasis has been placed on working with partners to introduce new techniques and technologies that protect the U.S. cyber “ecosystem.”

International engagement and partnerships are critical tools that help DHS protect and secure the cyber space. To aid this effort, DHS has funded several programs and international-engagement initiatives. Among them are the U.S. Computer Emergency Readiness Team (U.S.-CERT), cybersecurity investigations spearheaded by ICE and USSS, and domestic and international Electronic Crimes Task Forces (ECTFs). Furthermore, DHS conducts international tabletop exercises, which aim to enhance international collaboration in cyber-incident-response measures. The goal of these programs and initiatives is to increase information sharing in cybersecurity, and reduce exposure and vulnerability to cyber threats. Such threats include “the denial of service attacks, attempts to steal intellectual property, intrusion against government networks, and attacks on systems that control critical infrastructure.”

Impact from the Arab Spring to the Cybersecurity Mission

Much of DHS’s cybersecurity engagement in the Arab world thus far has been in providing capacity building and information sharing. Our research indicates that the majority of the training and capacity-building programs have continued despite growing anti-Americanism. Cyber training and capacity building programs have been ongoing in several countries in the Arab world, including Jordan and Saudi Arabia, and have focused on the use of computers in the commission of criminal activities, such as the trafficking counterfeit goods and the distribution of child pornography. This is primarily due to the fact that DHS counterparts in these countries have asked DHS to provide training and professional development in the cybersecurity area.

Due to the Arab Spring, DHS has experienced a varied degree of information sharing with counterparts in the Arab world in cybersecurity. For the most part, DHS officials experienced beneficial information sharing in cybersecurity with its government counterparts in the Arab world, mainly due to strong personal relationships and networks. While formalized agreements and partnerships exist, DHS officials rely primarily on personal networks to build partnerships, and to facilitate training and information sharing. However, in certain instances like Yemen, where instability has been significant and the situation continues to evolve, our research suggests that information sharing and capacity building have been somewhat limited.

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77 Ibid.
78 Ibid.
79 “Fact Sheet: DHS’s International Footprint.”
80 Ibid.
81 OIA, ICE personnel interview.
82 Ibid.
83 Ibid.
84 Ibid.
85 Ibid.
Our research and interviews identified additional challenges that stemmed from the Arab Spring in the cybersecurity area that may have homeland security implications. Social media has played a particularly decisive role in increasing cyber threats as a result of the Arab Spring. We discuss this below.

**Role of Social Media in Cybersecurity**

Social media has created an environment conducive to cyber-attacks against the host nation and western governments. While social media has proved to be one of the best tools used in the Arab Spring to allow the public to disseminate messages, and to organize and recruit for their cause, it has also increased cyber-attacks and threats. According to the congressional testimony of James Clapper, Director of National Intelligence, the “Syrian Electronic Army,” an affiliate of President Bashar al-Assad’s regime, has attempted to quiet the country’s critics by attacking the social media websites of the opposition and western leaders such as Hillary Clinton. It has also attacked western websites in order to quiet the global public outrage that has taken form against the Syrian government’s violent attacks on its population. According to congressional testimony from US lawmakers, the “Syrian Electronic Army,” an affiliate of President Bashar al-Assad’s regime, has attempted to quiet the country’s critics by attacking the social media websites of the opposition and western leaders such as Hillary Clinton. It has also attacked western websites in order to quiet the global public outrage that has taken form against the Syrian government’s violent attacks on its population. In Tunisia, Egypt, and Libya, hacker groups such as Anonymous have conducted both denial-of-service attacks against and website defacements of rival government and other entities.

**Ensuring Resilience to Disasters**

One of DHS’s main responsibilities is to ensure resilience to disasters. DHS gets its authority in this mission area from the Stafford Act, the Post-Katrina Emergency Reform Act, Executive Orders, and congressional mandates. The Secretary of Homeland Security, via the FEMA Administrator, is responsible for leading efforts to “prepare for, protect against, respond to, recover from, and mitigate against the risk of natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents.” This mission area is grounded in four goals that serve as the foundation for the emergency management field: mitigate hazards, enhance preparedness, ensure effective emergency response, and rapidly recover.

To achieve this mission, DHS—via FEMA—coordinates emergency preparedness and response with many entities. Some of the entities are state, local, tribal, and territorial partners, as well as nongovernment and private sector organizations. These all work to enhance preparedness, and build and sustain capacity to respond resiliently to natural and man-made disasters. In its role as the coordinator for DHS, FEMA has specific responsibilities in this area, which include disaster-response and field coordination, disaster logistics, individual and public assistance programs, and coordination of

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87 “Worldwide Threat Assessment of the U.S. Intelligence Community.”
88 BUR, 27.
89 Ibid.
90 QHSR, 59-64.
national-continuity programs.\textsuperscript{91} DHS uses a “whole community” approach as outlined in the \textit{National Preparedness Goal} to carry out these responsibilities.\textsuperscript{92}

To achieve this mission, FEMA administers a number of programs, whose purpose is to ensure that the United States is resilient and prepared to respond to natural and man-made disasters. These initiatives include the State Homeland Security Grant and the Urban Areas Security Initiative, which are grant programs that aim to enhance emergency preparedness at all levels of society. In addition, FEMA sponsors training programs, such as the National Domestic Preparedness Consortium, that provide training to the nation’s emergency responders. Other programs include Incident Management Assistance Teams and response centers, the focus of which is to provide robust capability to respond to disasters.\textsuperscript{93}

However, FEMA does not have a direct mandate to operate internationally. In line with its general mission, FEMA’s main involvement in the international domain revolves around emergency management and response. Specifically, FEMA has bilateral agreements and programs for technical assistance and preparedness training. The agency also has an exchange of lessons learned that it provides to its international partners in Europe, Asia, Central and Latin America, and Israel through the U.S. Agency for International Development (USAID) and DOS.\textsuperscript{94} Under various agreements, FEMA personnel travel to partner countries to meet their counterparts and build critical relationships.

\textbf{Impact from the Arab Spring on Ensuring Resilience to Disasters}

While DHS does not appear to have formal engagements with countries affected by the Arab Spring, there are important considerations for DHS. DHS’s emergency management community has a role to play in monitoring the changes in the operating environment internationally, and in determining the appropriate role that DHS should play during humanitarian disasters. These are discussed in turn below.

\textbf{Monitoring Events Relevant to Emergency Management}

\textbf{While DHS does not presently have formal engagement in many countries in the Middle East, further engagement and partnerships may exist in the future.} Thus, it is important for the emergency management community to monitor international events and their potential impacts to ensure resiliency to disasters. FEMA’s Office of Policy and Program Analysis has monitored the developments of the Arab Spring through its Strategic Foresight Initiative. The office pays particular attention to the role of the individual in society, the adversaries, and the impact of social media as a communication and organization tool during major unrest.\textsuperscript{95} For the emergency management community,

\begin{itemize}
  \item \textsuperscript{91} Ibid.
  \item \textsuperscript{92} \textit{Strategic Plan 2012-2016}.
  \item \textsuperscript{93} BUR, 29-30.
  \item \textsuperscript{94} FEMA Office of Policy and Program Analysis (OPPA, FEMA), personnel interview with the Institute, March 13, 2012.
  \item \textsuperscript{95} Ibid.
\end{itemize}
these issues illuminate lessons on how individuals and governments in societies respond to instability and uncertainty in their environments.

**Role of Humanitarian Assistance and Emergency Management Response**

An international event with geographic proximity to the United States may force DHS to play a more active role in assisting in international emergency response. If an event occurred in a Caribbean country like Haiti, such as the recent earthquake, humanitarian and emergency management concerns might increase refugee and asylum applications—or could lead to the establishment of temporary resettlement camps within the United States. This could also lead to DHS’s emergency first responders working side by side with the USCIS in evacuating affected persons that face medical and safety concerns.

An international event like the Arab Spring enables DHS and the emergency management community to reassess the role of traditional humanitarian assistance and international emergency management. While procedures and agreements exist to provide humanitarian assistance via the United Nations, these arrangements are mainly designed for the developed countries to assist the developing world. If a developed country requested response and assistance, the United Nations would need to alter procedures and requirements from traditional humanitarian-aid arrangements.
IV. ANALYSIS OF CROSS-CUTTING IMPACTS FROM ARAB SPRING

In this section, we present an analysis of cross-cutting impacts from the Arab Spring—that is, how the event impacts the overall DHS mission and may have broader homeland security implications. We analyzed the following issues, each discussed in turn below: social media, intra- and interagency collaboration, cultural awareness, and physical security.

Social Media

In the aftermath of the Arab Spring, a great deal of discussion has taken place about the role that social media played in the uprisings. Social media platforms like Twitter, Facebook, and YouTube have been credited for serving as both an enabler and an accelerator of the events that unfolded in the Middle East and North Africa. During the uprisings, social media tools were used to do the following: disseminate information about where and when protests would occur; warn protesters away from locations where violence had ensued; document evidence of pro-regime violence against the protesters; and disseminate information about the protests to a worldwide audience. One media outlet reported the following:

During the heady days of protests in Cairo, one activist succinctly tweeted about why digital media was so important to the organization of political unrest. “We use Facebook to schedule the protests, Twitter to coordinate, and YouTube to tell the world,” she said. The protesters openly acknowledge the role of digital media as a fundamental infrastructure for their work.  

There has been much discussion over how social media could or should be harnessed by the U.S. government, and DHS specifically is moving forward. Speaking at the National Symposium on Homeland Security and Defense in November 2011, the DHS Undersecretary for Intelligence and Analysis Caryn Wagner indicated that DHS was in the process of establishing guidelines for monitoring social networking sites after the sites were heavily used during the Arab Spring uprisings. The undersecretary stated, “We’re still trying to figure out how you use things like Twitter as a source…. How do you establish trends and how do you then capture that in an intelligence product?”

98 Ibid.
DHS and its interagency partners are trying to determine how to deal with the flood of open-source information that can be accessed through social media platforms. Our interviews suggest that new analytic tools will need to be developed to determine how to best verify and use social media data as an information source.

**Our research highlights not only how social media can be used as a tool for engagement and to help enhance situational awareness, but also how to harness its potential predictive capacity.** There has also been a significant amount of debate over how to ensure appropriate privacy, civil rights, and civil-liberties protections when using these “new” information sources. These debates are likely to continue as DHS and its U.S. government counterparts determine how best to “push” and “pull” information using social media platforms.

**Intra- and Interagency Coordination**

Coordination and information sharing between DHS components and with the broader U.S. government is critically important when evaluating international events. A majority of DHS’s international engagement in the Middle East is coordinated at the request of DOS. Often, DOS requests DHS to assist in training and capacity-building programs based on a request it receives from a foreign government. DOS subsequently requests and works with a supporting component, such as CBP, to provide subject matter training. Since DHS coordinates with the U.S. government interagency on key partnerships and initiatives, it is fair to assume that DHS becomes an extension of the U.S. public diplomacy toolkit.

That external and internal coordination are explained, respectively, below.

**Coordination with the U.S. Government Interagency**

DHS sometimes experiences challenges when coordinating with the U.S. government interagency and ensuring that homeland security considerations are considered. In the case of the Arab Spring, our interviews highlighted that DHS has experienced some challenges in getting either appropriate information from other agencies or the necessary funding from DOS to conduct DHS activities. In some cases, such as the U.S. response to the crisis in Libya, DHS was involved to an extent in the early planning process and

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99 DHS Office of Intelligence and Analysis personnel interview with the Institute, April 10, 2012.
102 OIA, ICE personnel interview.
103 OPPA, FEMA personnel interview.
provided proposals for DHS activities in Libya; however, DOS had not approved the funding of those activities in the expeditionary manner.\textsuperscript{104}

**In the law enforcement community of the U.S. government, jurisdictional rivalry sometimes exists when conducting international operations.** In the Middle East, such rivalry may exist between members of the federal law-enforcement community due to an overlap in priorities, even though each member has specific goals and objectives.\textsuperscript{105}

**Internal Coordination**

**Our research suggests that internal coordination is often productive.** For example, CBP and ICE coordinate well and share information, including on initiatives in the Middle East—due to their shared mission in law enforcement. Furthermore, many of the cases that ICE engaged in at the U.S. ports of entry, which is CBP’s jurisdiction.\textsuperscript{106} However, some challenges in internal coordination appear to remain. This is particularly evident among DHS components that are still learning about each other and are working to strengthen their relationships. Similarly, challenges remain in the area of information sharing between components and headquarters, with the component representative overseas often reporting to his or her component office in Washington—versus to the headquarters.\textsuperscript{107} Such reporting dynamics often prohibit collaboration within DHS. Our interviews highlight that DHS is working on resolving this issue.

**Cultural Awareness**

**In the Middle East region, knowledge and appreciation of culture and customs is critically important.** In the Middle East, where cultural and religious norms are different from the western world, a thorough understanding and appreciation directly impacts the ability of DHS to conduct regional engagement and capacity building.\textsuperscript{108} For example, it is important for DHS personnel to understand the impact of Ramadan, a holy month in Islam. During the month of Ramadan, Muslims fast for thirty days from sunrise to sunset and work half-days.\textsuperscript{109} Furthermore, because Muslims follow the lunar calendar, the holiday changes from year to year. Thus, if the holiday falls in the hot summer months, certain initiatives such as training and exercises cannot commence. DHS needs to be cognizant of these types of religious observances as it plans engagement and capacity-building efforts in the region. For example, since CBP conducts border-enforcement training in the region, it does not schedule any training or visits during the month of

\textsuperscript{104} OIA, DHS personnel interview.
\textsuperscript{105} A DHS representative from ICE pointed out that jurisdictional rivalry exists. For example, the FBI is primarily in charge of counterterrorism mission in the field. ICE is primarily in charge of conducting investigations in transnational crime, human smuggling and trafficking, cybersecurity, and other missions. However, similar priorities may sometimes cause an overlap. OIA and ICE personnel interview.
\textsuperscript{106} Ibid.
\textsuperscript{107} OIA, DHS personnel interview.
\textsuperscript{108} While people of Arab and Muslim descent live in the broader diaspora, the majority of this population still resides in the Middle East (where one can find other ethnic and religious groups such as Christians, Alawis, Zoroastrians, Druze, and Jews).
\textsuperscript{109} OIA, ICE personnel interview.
Ramadan, including several days before and after. Our research suggests that DHS components like CBP lose approximately five weeks out of the year due to Ramadan alone.\footnote{110}

In the Middle East region, personal relationships and networks play a more pivotal role than formal partnerships and agreements. These relationships serve as the foundation for facilitating information sharing and for accomplishing DHS’s international-engagement strategy in the Middle East. Often, these relationships are between DHS liaisons/representatives and host-country officials. A political upheaval could erase these relationships and informal networks, thereby reducing the ability to strengthen homeland security capacity building and training initiatives, and losing access to critical information and intelligence.\footnote{111}

The Arab Spring tested the impact of personal relationships and networks between DHS personnel and their counterparts in the Middle East. Our interviews suggest that the instability and government transition in some countries affected the ability of DHS personnel to rely on their counterparts. For example, during the Mubarak regime in Egypt, ICE had several personal relationships with Egyptian law enforcement. As a result of the government turnover in Egypt, these partners are no longer there.\footnote{112} Furthermore, due to anti-Americanism, the new Egyptian government is slow to make key decisions that impact DHS’s capacity building and training initiatives in country.\footnote{113}

Physical Security

One of DHS’s responsibilities is to ensure the safety and security of its personnel, and assist the U.S. government in evacuating U.S. citizens and permanent residents during an international crisis. The Arab Spring called into question the physical security of DHS personnel and U.S. citizens. For example, due to the turmoil in Egypt, ICE assisted the U.S. country team in the noncombatant evacuation operation of non-critical embassy personnel, U.S. citizens, and lawful permanent residents.\footnote{114} Similarly, the USCIS evacuated its personnel and a number of individuals were granted humanitarian parole. The RAIO had to quickly process applications for humanitarian parole, and CBP officers had to be flown into the region, to expedite the processing of travelers coming into the United States from countries affected by the Arab Spring.\footnote{115} Similarly, the security situation kept the Damascus office in Syria and the Cairo office in Egypt closed.\footnote{116}

The weakening physical security situation in the Middle East has prohibited DHS personnel from fully operating in country and engaging with host-country counterparts. In Yemen, where the security situation has been particularly grim, DHS personnel have had limited access to operate effectively. Furthermore, the security situation has decreased opportunities for DHS personnel to exchange information and
intelligence, and to facilitate capacity-building programs.\textsuperscript{117} In Libya, poor security conditions on the ground have impacted key CBP capacity-building activities and training programs. In Egypt, USCIS personnel could not operate in country, and were forced to provide assistance to Iraqi refugees in a small border town that offered poor basic services to both the USCIS personnel and the refugees in need of assistance.\textsuperscript{118} Similarly, the security situation in Egypt caused USCG to place some programs on hold for a period of time.\textsuperscript{119}
**V. Implications of International Events on Homeland Security from the Case Study**

In this section, we highlight implications of international events on homeland security for DHS to consider when planning for, assessing, and responding to future international events. Given the interconnected nature of the threats, challenges, and opportunities, U.S. homeland security and U.S. national security are supportive and interlinked. These mutually reinforcing fields require the homeland security and national security structures to work together to achieve U.S. national interests. DHS has a role in ensuring that homeland security programs and initiatives assist broader U.S. national security objectives to ensure the “safe, secure, and resilient” homeland mentioned at the start here.  

The following implications focus on two areas: broad implications identified in the Arab Spring case study for DHS to consider when examining future international events, and organizational challenges that DHS may face when evaluating international events. Further, we developed a preliminary set of questions that DHS may consider when planning and responding to international events. These set of questions are represented in a template, and are included in appendix A.

**Understanding Challenges and Opportunities**

**International events present challenges that DHS should take into consideration for action.** An international event has the ability to fundamentally alter the operating environment and the perceived and actual threats that emanate from the affected country or region. As discussed in the analysis section, the Arab Spring case study highlights some of these challenges, particularly in the areas of preventing terrorism, border security, and immigration. For example, the threat of terrorism increased due to a wider operating space and a fertile environment in which terrorists can operate more openly, and recruit impressionable individuals. Similarly, international events like the Arab Spring present challenges, particularly when balance of power occurs and host nations struggle to proactively respond to crises. As discussed earlier, the Arab Spring questioned the reliability of border security personnel to follow local and internationally agreed upon procedures and successfully enforce local borders.

**International events also present opportunities that DHS should take into consideration for action.** Particular opportunities for proactive engagement exist in offering assistance in capacity building. The Arab Spring increased United States requests for capacity-building programs, particularly in the area of border security and enforcement training of local border personnel. To take advantage of these opportunities, DHS must maintain and build new personal relationships to facilitate the sharing of information. Taking advantage of and watching for such opportunities enables DHS to positively shape the U.S. image in places of strategic importance to U.S. national security.

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120 QHSR, 13.
**Validity of Information and Intelligence Sharing, and Partnerships**

It is important for DHS to assess how a particular future international event may call into question the validity of information and intelligence sharing. Whether it is a political upheaval or a natural disaster, an international event can call into question the accuracy of information and intelligence sharing between DHS and its host country counterparts. Information and intelligence sharing is a vital tool for DHS not only when evaluating international events but also in building long-term partnerships in the steady-state environment. It provides credible information about perceived and actual threats to the homeland, and specific information DHS can use for its operations and capacity building programs.

Loss of information and intelligence sharing may occur when the event causes DHS to lose trusted partners it once had. Multiple individuals we spoke with indicated that a natural fear for DHS would be to lose the personal relationships and networks that shape its international partnerships related to homeland security. The Arab Spring highlights such loss. As referenced in the analysis of the impacts on terrorism and border security mission areas, before the political upheaval, DHS stakeholders developed partnerships with Egyptian personnel that they trusted in order to share valuable information and intelligence. The fall of the Mubarak regime questioned these partnerships, and strained relations between DHS and Egyptian officials.

**Role of Social Media**

Greater emphasis should be placed on understanding the role of social media when planning for, assessing, and responding to future international events. The Arab Spring case study showed the value of social media as a powerful tool for communicating with diverse audiences, including the public, host nations, and international counterparts in an effort to disseminate information in a timely fashion and organize during an international event. Similarly, the Arab Spring showed how the openness of social media can increase the potential of cyber-attacks against adversaries and host governments. While DHS has begun to have conversations about utilizing this tool, a concentrated effort should be made in finding ways to use social media as an analytical tool in DHS short and long-term assessment of international events.

**Impact on Physical Security**

DHS needs to consider the physical security of its personnel in departmental planning, as it impacts their ability to conduct key international engagement activities. A major international event can directly impact DHS personnel who are stationed overseas and their ability to carry out international engagement activities including key capacity building efforts. The Arab Spring highlighted how destabilization of the security situation in countries such as Egypt, Yemen, and Syria delayed or temporarily ceased important capacity building initiatives such as training and resettlement services for refugees. As discussed in the cross-mission analysis section, this situation also decreased opportunities for valuable information exchanges between DHS stakeholders and host-country counterparts.
The Need for a Department-Wide Long-Term Strategic Thinking Capability

The Arab Spring study highlights the utility of a department-wide, long-term strategic thinking capability that considers the marriage of resources when planning for, assessing, and responding to international events. The purpose of this capability would be to allow DHS to think about future uncertainties in its international operating environment in a systematic, organized, and consistent way, to benefit DHS as a whole. Our interviews highlight a variety of approaches for DHS to consider when thinking about this capability. Above all, interviewees commented on a greater need for the organizations within DHS to have a shared understanding of emerging trends. They also commented on the need to remain flexible and nimble—to be efficient and effective—in planning for, assessing, and responding to future international events.

A range of options exist for establishing a long-term capability in strategic thinking. Some have suggested that a single office within DHS that serves as a “belly button” for long-term strategic analysis may be helpful in examining potential future scenarios and uncertainties in the operating environment. Such examinations could include the prospects of emerging nontraditional threats and failed states. Others have expressed the need for a hybrid task force within DHS headquarters that brings component experts together on an as-needed basis when evaluating international events. Another idea that interviewees expressed was for DHS to develop scenario-driven “what if” short papers that examine future international uncertainties and provide a plan of action to DHS leadership should an event occur that requires a response from the department.

The Need for Greater Cultural Awareness

Given the importance cultural awareness plays in DHS international engagement, DHS personnel should place greater emphasis in understanding different cultural customs and norms. Cultural awareness leads to a better understanding of the operating environment and impacts DHS international-engagement activities. Such awareness and appreciation can also lead to the establishment of personal relationships and informal networks between DHS personnel and host-country counterparts. In some parts of the world, these relationships and networks make a difference in building trusted partnerships, establishing key initiatives and programs, and facilitating mutual commitment to cooperation. In some countries and regions, these informal networks are more important than a formal agreement between the United States and the host country. Therefore, a lack of such awareness can lead to significant implications for homeland security and DHS as an organization.

The Need for Greater Intra- and Interagency Coordination

More can be done to improve DHS coordination with the U.S. government interagency. While DHS plays a critical role in preventing all-hazard threats from reaching the homeland, homeland security considerations are not always clearly articulated in the interagency environment. For example, when international events or crises occur where DHS has a clear role in engaging in the assessment and response,
greater emphasis should be placed—for the national security structure—on including DHS early in the planning phase of the U.S. government’s assessment and response.

**Our research suggests that a formal road map may be an important step forward to strengthen coordination between DHS and the U.S. government interagency during times of international crises.** When the situation quickly destabilizes, the U.S. country team becomes overwhelmed, with personnel in country left to deal with the situation on the ground. Little determination is made about how DHS personnel would coordinate with other federal agencies, and the role that individual actors would play to provide the necessary services and share information. Therefore, establishing a road map may prove helpful to highlight coordination mechanisms and protocols, and the authorities, roles, and responsibilities of various stakeholders.

**Internal DHS coordination can be strengthened by greater information sharing.** Internally, DHS components coordinate well and share information on a variety of international initiatives, particularly if their missions complement one another and they have a history of working together. However, it appears that more can be done to improve DHS intra-agency coordination. Some of the DHS personnel we spoke with indicated that greater emphasis should be placed on information sharing between the headquarters and individual components.

**The Need for Opportunities for Department-Wide Training**

**Joint training and exchanges are beneficial in facilitating information sharing and collaboration in order to strengthen relationships between DHS entities.** Joint training and exchanges will allow components to learn about each other’s roles and responsibilities, and build relationships that will improve the unity of effort across DHS. That will allow DHS personnel stationed overseas to act in a unified way when responding to international conflicts.
VI. CONCLUSION AND THOUGHTS FOR FUTURE RESEARCH

This paper presented impacts from the Arab Spring on DHS mission areas, and cross-cutting impacts on DHS as a department and broader homeland security. This case study illuminated that the Arab Spring had a greater impact on terrorism, border security, and immigration mission areas than on cybersecurity and emergency management. Drawing from our chosen case study, this paper outlined key implications of international events on homeland security that DHS should consider when planning for, assessing, and responding to future international events.

Notable avenues for future research exist. Among them are the following:

- **Implications of long-term radicalization and violent extremism from the Arab Spring.** An assessment of long-term impacts of the Arab Spring on domestic and international radicalization and violent extremism efforts may be beneficial and timely in support of DHS’s mission in preventing terrorism. Among the issues that may warrant further consideration are the increased operating space and environment for terrorists to radicalize and recruit individuals, the ability of radicalized individuals to use the broader operating space and potentially porous borders to smuggle illicit weapons and materials, and whether the Arab Spring has played a role in domestic radicalization.

- **Homeland security implications of international events in closer geographic proximity.** Security instability in Mexico or a natural disaster in Central America or the Caribbean may have implications for DHS mission areas that are different from that of an event like the Arab Spring. Study of such an international event or development may show greater impacts in the areas of emergency response, immigration, and border security.

- **A strategic and operational assessment of DHS international-engagement strategy in helping the department plan for, assess, and respond to future international events.** Further examination may be fruitful to fully develop the template introduced in this study for evaluating future international events. Such examination may also be helpful in conducting a strategic and operational assessment and implementation of DHS international engagement strategy. Such an assessment may include verification of DHS’s international engagement programs and the capability to conduct long-term strategic assessment of and thinking on international issues. It may also include an assessment of DHS personnel’s knowledge of foreign areas and cultures.

- **Development of concepts, contingency plans, and red teams to identify and test future international uncertainties in the operating environment.** This can be achieved via the application of foresight methods and the development of concepts and contingency plans. Red teams and war games can be used as a mechanism to assess the validity of concepts and contingency plans, and their impact on DHS and the homeland security enterprise.
APPENDIX A: INITIAL TEMPLATE FOR ASSESSING FUTURE INTERNATIONAL EVENTS

This template presents a preliminary set of questions that DHS may consider when planning for, assessing, and responding to international events. These questions have been developed using the insights gained in the Arab Spring case study.

Change in the Operating Environment and Threat

- How has the international operating environment changed as a result of the event?
- Are there any new actors (government, private sector, intelligence, adversaries) who have emerged as a result of the event that we need to get a better understanding of?
- Has the information we obtained from international partners about the operating environment and threats been affected by the event?
- Have new threats in the areas of terrorism, transnational crime, immigration, and cyberspace emerged as a result of event?
- Has there been any interruption in the operational pressure being placed on terrorist groups or transnational criminal networks in the areas impacted by the event?
- Have the adversaries, both state and non-state actors, altered their strategies and objectives?
- Are there any factors resulting from the event that could contribute to the spread of radicalization and violent extremism?
- What are the potential long-term implications of the event (e.g., on the operating environment, potential threats) that could have an impact on homeland security?
- How can open-source information, including social media, be utilized to enhance the department’s understanding of the event, to include emerging threats or the changing operational environment?
- What types of messages are the adversaries communicating during and after the event (e.g., via social media)?
- Are there any concerns about the potential for dangerous goods (e.g., weapons, precursor chemicals) to get in the hands of adversaries as a result of the event?
- How did the balance of power change among rival groups competing for political power?
- Does the event require humanitarian and emergency response?
- What role does DHS have vis-a-vis other U.S. government agencies in responding to or preparing for any emerging threats or changes to the operating environment?

Impacts to DHS Equities Abroad (Personnel, Materials, etc.)

- How does the event impact the department’s ability to surge appropriate resources?
- Has the physical security of DHS personnel been impacted?
- Have DHS equipment and other materials been impacted?
- Has the event caused delays in capacity-building programs like training and exchanges between DHS personnel and counterparts?
- Has the event caused additional requests for capacity-building programs?
- How did the event change the potential future requirements for DHS operational materials and resources?

Understanding Emerging Trends

- Has the role of individuals in the affected society (or societies) changed?
- Has the role of the government there changed?
- Have the communication tools used by the involved actors changed?
- Have new nontraditional threats emerged as a result of the event?
- Are there any new trends in the way the local government and society operates as a result of the event?
<table>
<thead>
<tr>
<th>Change in Information and Intelligence Sharing</th>
</tr>
</thead>
<tbody>
<tr>
<td>□ Does the event change the validity and/or accuracy of information and intelligence?</td>
</tr>
<tr>
<td>□ Can DHS personnel trust counterparts to provide accurate information and intelligence?</td>
</tr>
<tr>
<td>□ Has the political willingness to share information and intelligence changed as a result of the incident?</td>
</tr>
<tr>
<td>□ Do information and intelligence collection activities continue as usual?</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Validity of DHS Partnerships and Agreements</th>
</tr>
</thead>
<tbody>
<tr>
<td>□ Have partnerships and agreements between DHS and its counterparts remained intact?</td>
</tr>
<tr>
<td>□ Are the counterparts that DHS relies on still present, or have new actors emerged?</td>
</tr>
<tr>
<td>□ Have negotiations of new partnerships and agreements stalled as a result of the event?</td>
</tr>
<tr>
<td>□ Has the event caused the disruption of partnership procedures?</td>
</tr>
<tr>
<td>□ Has the event caused an increased reliance on informal partnerships and networks?</td>
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</tbody>
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<tr>
<th>Change in the Flow of Individuals and Goods</th>
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<tbody>
<tr>
<td>□ Has the event resulted in un governed nearby borders of affected countries?</td>
</tr>
<tr>
<td>□ Are adversaries able to acquire CBRN weapons and materials due to potentially un governed borders as a result of the event?</td>
</tr>
<tr>
<td>□ Have there been rumors or credible intelligence about unaccounted weapons or explosive and precursory materials?</td>
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<tr>
<td>□ Has the event caused an increase in the illicit flow of goods?</td>
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<tr>
<td>□ Has the event caused an increase in the lawful trade of goods?</td>
</tr>
<tr>
<td>□ Has the event caused a surge in transnational criminal activity?</td>
</tr>
<tr>
<td>□ Has the event caused an increase in lawful travel?</td>
</tr>
<tr>
<td>□ Has the event caused a surge in the travel of suspected terrorists or criminals?</td>
</tr>
<tr>
<td>□ Have there been any cases of corruption allegations regarding customs and border personnel?</td>
</tr>
<tr>
<td>□ Does the event impact the department’s efforts to screen passengers and goods?</td>
</tr>
<tr>
<td>□ Does the event impact local customs, border and security personnel, and their ability to carry out screening and monitoring tasks?</td>
</tr>
<tr>
<td>□ Does the event impact legal and/or illegal immigration flows?</td>
</tr>
<tr>
<td>□ Has the event caused an increase in asylum and refugee cases that the department needs to process?</td>
</tr>
<tr>
<td>□ Is there a new trend regarding the preferred routes into and out of the country that smuggling groups use to transport contraband—including humans?</td>
</tr>
</tbody>
</table>
APPENDIX B. REPRESENTATIVES INTERVIEWED

1. DHS Personnel, Office of International Affairs, U.S. Department of Homeland Security
2. DHS Personnel, Office of Strategic Plans, U.S. Department of Homeland Security
3. DHS Personnel, Office of Intelligence and Analysis, U.S. Department of Homeland Security
5. DHS Personnel, Office of Strategic Analysis, U.S. Coast Guard, U.S. Department of Homeland Security
10. Former Assistant Secretary of International Affairs, Office of International Affairs, U.S. Department of Homeland Security
12. Former Special Assistant to the President, Office of Homeland Security, The White House
13. Faculty, Center for Homeland Defense and Security, Naval Postgraduate School
ACRONYMS

AQAP  Al-Qaida in the Arabian Peninsula
AQIM  Al-Qaida in the Islamic Maghreb
BESTs Border Enforcement Security Task Forces
BUR  Bottom-Up Review
CBRN Chemical, Biological, Radiological, Nuclear
CSI  Container Security Initiative
CTAB Counterterrorism Advisory Board
DNDO Domestic Nuclear Detection Office
DOD  Department of Defense
DOJ  Department of Justice
DOS  Department of State
ECTF Electronic Crimes Task Force
EXBS Export Control and Related Border Security programs
FEMA Federal Emergency Management Agency
I&A Office of Intelligence and Analysis
IBETS Integrated Border Enforcement Teams
ICE U.S. Immigration and Customs Enforcement
NCTC National Counterterrorism Center
NPPD National Protection and Programs Directorate
OPS Office of Operations Coordination and Planning
QHSR Quadrennial Homeland Security Review
RAIO Refugee, Asylum, and International Operations Directorate
SAVE Systematic Alien Verification for Entitlements
TPS Temporary Protected Status
TSA Transportation Security Administration
TSARs Transportation Security Administration Representatives
UNHCR United Nations High Commissioner for Refugees
USAID U.S. Agency for International Development
U.S.-CERT U.S. Computer Emergency Readiness Team
USCG U.S. Coast Guard
USCIS U.S. Citizenship and Immigration Service
USSS U.S. Secret Service
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