SUB-SECTION 4T.18

PUYALLUP TRIBE ALL HAZARD MITIGATION PLAN
TERRORISM HAZARD

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Identification Description

Definition

Figure 4.18-1 World Trade Center, 9/11/2001[1]

The FBI defines terrorism as "the unlawful use of force or violence against persons or property to intimidate or coerce a Government, the civilian population or any segment thereof, in furtherance of political or social objectives."[2] The threat of violence in the furtherance of those goals can also be considered an element of terrorism.

A terrorist incident is a violent act or an act dangerous to human life, in violation of the criminal laws of the United States, or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.[3]

These acts can vary considerably in their scope. They range from cross burnings and the spray painting of hate messages on houses to the destruction of civilian targets such as the World Trade Center in New York and the Murrah Federal Building in Oklahoma City. In some cases, violence in the schools has also been labeled as a form of terrorism.

Types

Traditionally terrorism has been broken down into either domestic or international, depending on the origin, base, and objectives of the terrorist organization.

- **Domestic Terrorism**. This involves groups or individuals who are based and operate entirely within the United States and Puerto Rico without foreign direction or support. Their actions are directed against a government (federal, state, county or local) and/or the civilian population to further their political or social objectives.[4] These can be individuals or groups who are sympathetic toward an extra-national cause and act independently, inside the US, without any direction or guidance from an international entity. An example would be a local group that blows up coal shipments in Seattle as an effort to reduce global warming. They can also be individuals or groups that subscribe to ideologies within the US that are generally considered to be "radical", ultra-conservative, ultra-liberal or conspiracy based. Blowing up the Federal Building in Oklahoma City would be an example of this form of domestic terrorism. It is important to that note the acceptance of these ideologies does not assume the individual or group is categorized as

terrorist. The defining factor is the use or direct threat of violent action to further social or political goals.

- **International Terrorism**. is the unlawful use of force or violence committed by a group or individual, who has some connection to a foreign power or whose activities transcend national boundaries, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.[5] These are individuals who identify themselves as "members" of or are acting under the direction of an international entity, such as Al-Qaeda to further that entity's social or political objectives. These individuals are not from or based in the US and strike at US interests worldwide. The attacks on the World Trade Center and Pentagon in 2001 are examples of international terrorism in the US.

Homegrown terrorists are receiving significant attention in recent times. These are individuals who are US citizens, legal residents or visitors who have become radicalized predominantly in the US.[6] They are essentially international terrorists that are recruited from the US population and to generally strike US targets. These individuals present a significant challenge for law enforcement as they can blend into society much easier and have the ability to cross cultural boundaries with little resistance.

In today's world, traditional modes of terrorism, used both by domestic and international terrorists are being supplemented by new methods. One of the latest is cyber-terrorism. Taking from the initial FBI definition of terrorism this latest method is defined as

"Premeditated, politically motivated attack against information, computer systems, computer programs, and data which results in violence against non-combatant targets by sub-national groups or clandestine agents."[7] Related to this definition is "unlawful attacks and threats of attack against computers, networks, and the information stored therein when done to intimidate or coerce a government or it people in furtherance of political or social objectives."[8]

The various forms of terrorism can be generally attributed to domestic or international terrorism. Whether the act is categorized as cyber terrorism, eco terrorism, bio terrorism, religious terrorism etc, the actors and their motivations will generally fall into one of the "types" listed above.

Profile

Location and Extent

Terrorist incidents can occur at any time or place where an individual or group can justify or rationalize their action. They have occurred in major metropolitan areas such as New York, Washington DC, Atlanta and Oklahoma City. They have also occurred in rural settings such as the forests of Washington and Oregon[9]. While incidents like the 9-11attacks, the Oklahoma City bombing, the D.C. Sniper, and the Fort Hood shooting catch the public's attention, there are dozens of incidents that happen on a local scale that are prevented either by good police work and aware/involved citizens. In 2012, the Heritage Foundation reported that fifty terror plots had

been interdicted by law enforcement across the United States since 9/11.[10] Most of the would-be attackers were categorized as homegrown terrorists.

Pierce County has areas of concentrated population and venues and events that draw large crowds. It also has significant infrastructure that is important locally as well as nationally. The county is a key component in the Pacific Northwest transportation network that supports extensive domestic and international commerce. There are key transportation nodes and routes that cannot be easily replaced or bypassed.

One of largest joint military bases in the Department of Defense resides in Pierce County. Joint Base Lewis-McChord (JBLM) is the jumping off point for the United States' military and strategic influence across the Pacific Rim. Additionally, there are multiple Reserve Component and military recruiting facilities throughout the county.

There are significant populations of military personnel and their families residing in the communities surrounding JBLM as well as a significant number of county residents who are employed on the base.

The rural areas of the county contain large swaths of private, state and national forests. Additionally, it contains the Mount Rainier National Park. These areas are sources of revenue and employment for Pierce County residents.

Occurrences

Throughout the history of Pierce County, incidents meeting our definition of terrorism have occurred. There have been church burnings, cross burnings, and the beating of individuals perceived as homosexual. Its early years included incidents directed at the Native American population including the Mashel Massacre of March 31, 1856 [11],[12] and later the forced eviction of the Chinese population and the burning of their homes and businesses in 1885.[13]

More recent incidents continue to plague Pierce County. In 1972 Tacoma's Model Cities and Human Rights offices were burned. In 1990 white supremacists were arrested just before starting their own reign of terror. They had planned to bomb a gay bar in Seattle and then move to Pierce County where they would bomb a number of bars with an African American clientele and Korean businesses. In 1993 an African American church was burned. In 1998, a series of hate crimes linked to a white supremacy group occurred. These incidents involved mainly the vandalism of property via spray-painting racial slurs and derogatory remarks on private and public property in Tacoma. Another incident occurred on June 11th 2001 the Westgate Family Medicine Clinic was bombed just after noon. The three employees inside at the time were able to walk away.[14]

Several events have occurred in western Washington, within the past 15 years, which have been attributed to "organized" terrorist groups. The first was the arrest of Ahmed Ressam on December 14, 1999, at the ferry terminal in Port Angeles with a car load of explosives. He later admitted he was going to attack the Los Angeles International Airport.[15] The initial suspicion

that he was headed for a Washington target, and that there could be co-conspirators, led to the cancellation of some millennium festivities at the Seattle Center on December 31st 1999.

In May of 2001, the University of Washington's Center for Urban Horticulture was firebombed by members of the Earth Liberation Front (ELF). This incident caused approximately $3,000,000 in damage and destroyed years of research by faculty and students.[16]

In July of 2006, Naveed Afzal Haq opened fire on six women at the Jewish Federation of Greater Seattle. One of the women died from her injuries. A witness later reported Haq "…stated that he was a Muslim, [and] this was his personal statement against Jews and the Bush administration for giving money to the Jews…"[17]

In June of 2011, Abu Khalid Abdul-Latif (aka Joseph Anthony Davis) and Walli Mujahidh (aka Frederick Domingue) were arrested by FBI agents while plotting to attack a Seattle military recruiting station with automatic weapons and explosives.[18]

Nationally, the past decade has seen a number of well publicized incidents and attempts on U.S. soil. (See Table 4.18-1)The most notorious is the 9-11 attack on the World Trade Center and the Pentagon.

Table 4.18-1 Select U.S. Terrorist Incidents

1978-1995	Letter bomb reign of Unibomber Ted Kaczynski
May,19, 1982	Villa Sin Miedo, Puerto Rico shooting by Ejercito Popular Boricua Macheteros
October 11, 1985	Santa Ana CA bombing by Jewish Defense League
September 29, 1986	4 bombings in Coeur d"Alene, ID, by the Aryan Nations
February 26, 1993	First World Trade Center bombing – Islamic Extremists
April 19, 1995	Alfred P. Murrah Federal Building bombing
1996-1997	Eric Rudolph's bombing of the Atlanta Olympics and southern abortion clinics
May 21, 2001	U. of Washington Center for Urban Horticulture fire bombing
September 11, 2001	9-11 attack on the World Trade Center and the Pentagon
September 18, 2001	Anthrax Mail Attacks begin and last 3 weeks.
December 22, 2001	Richard Reid the Shoe Bomber
August 1, 2003	Housing complex in San Diego burned down by ELF
July 26, 2006	Jewish Federation shooting by Naveed Afzal Haq
August 10, 2006	Plot to blow up ten airplanes en-route to the United States
November 5, 2009	Fort Hood Shooting by Army Maj. Malik Nadal Hasan
December 25, 2009	Attempted underwear bombing of NW flight 253 by Umar Farouk Abdulmutallab

Vulnerability

Recurrence Rate

Nationally incidents of terrorism, attempted incidents, or terrorist plots exposed or foiled have caught the attention of the media and public. Major incidents of the scale described have not happened in Pierce County or the Planning Area. However, smaller incidents of individuals, clinics, churches, or ethnic groups have happened for many years. Using the FBI definition above it can be shown that terrorist activities, albeit of a limited nature, happen in Pierce County probably annually. As of this time there has not been a major terrorist incident in Pierce County or the Planning Area for over 100 years. The Planning team has determined the vulnerability to terrorism to be low.

Impacts

For the purposes of this section we will be considering the damage done by a terrorist attack on infrastructure and/or a large group of individuals rather than an incident focusing on an individual, family, or small group like the Jewish Federation shooting in Seattle in 2006. Although these are still significant events, this assessment seeks to define the impacts to the greater county and its population. It must be noted that the scale, nature, methods and level of success of attacks are all variables that will directly affect the impacts.

Health and Safety of Persons in the Affected Area at the Time of the Incident

Terrorist incidents purposely attempt to impact the physical, mental and/or financial well-being of the target population. Small individual events like a cross burning in a victim's yard are meant to cause mental anguish and to force a reaction like moving. Large scale events like the Lockerbee bombing or the 9-11 attacks are meant to cause as much physical damage, death, injury and terror as possible. Those persons in the area attacked can be killed or injured. Survivors may develop psychological problems or contract long term physical ailments as happened to many of the survivors of the 9-11 attacks. Post incident medical and personal recovery costs could be financially devastating.

Impacts on the persons in the area impacted by a terrorist attack will vary depending on the type of incident. The most anticipated would be something involving an explosive device configured to create large amounts of flying debris or shrapnel. These events tend to cause the most casualties at the time of detonation or very shortly afterward. The second most anticipated method of attack would involve an attempted mass shooting or combination of an explosive device and a shooting. This type of complex attack can result in a significant number of dead and wounded at the attack site.

In the event that a chemical, radiological or nuclear component is introduced into the attack method, the initial death toll could be substantial. A significant number of additional deaths will likely occur in the weeks following the attack as a direct result of exposure.

A biological attack has significant implications beyond the attack site as victims will likely not be aware they are exposed until hours, days or even weeks after the incident. This exponentially increases the affected population once the initial victims become contagious. A biological attack has great potential to create a county-wide pandemic and could spread nationally and internationally before a problem is detected.
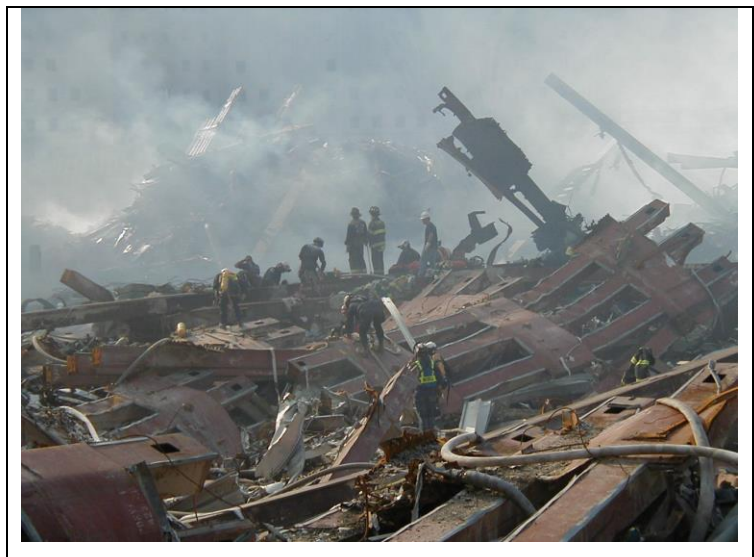
A cyber attack's impact will depend on the infrastructure or system targeted. Since each piece of vulnerable infrastructure has a different result if attacked, the consequences will be different. An attack that shuts down the traffic signals in Tacoma will have a different impact than will one that changes the switches on train tracks or on one that erases the bank balances of companies and individuals throughout the United States.

Vulnerable populations are at particular risk if caught within the attack site as their ability to recover is lower than much of the population. The elderly or ill may lack any ability to help themselves immediately following an attack and may require specialized resources to facilitate evacuation. The homeless become even more vulnerable and are easily unaccounted for after an incident has occurred.

Health and Safety of Personnel Responding to the Incident

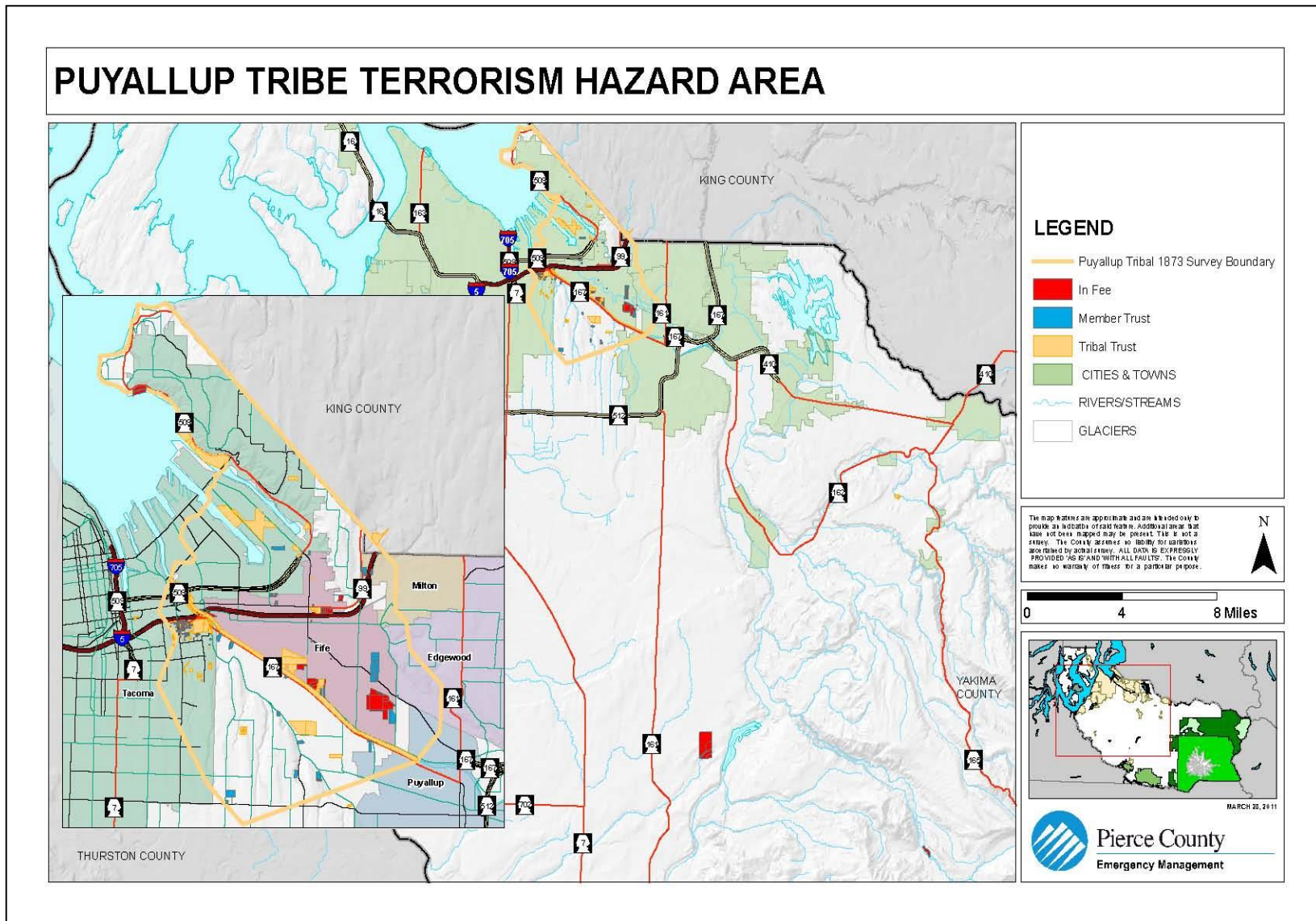Figure 4.18-3 Responders search the pile at the WTC

Personnel responding to the scene of a terrorist incident will be exposed to the same environmental factors as those who survived the initial attack. In many cases the exposure could be for a much longer period of time possibly leading to a high rate of either physical or mental illness. This was the case for those responding to the World Trade Center attack who then worked on the pile of debris for weeks. Notice in Figure 4.18-3 that a number of responders are not wearing self-contained breathing apparatus (SCBA). To date breathing the toxic fumes from the pile has resulted in a number of deaths and illnesses. As early as 2004, screening of 1,000 responders to the World Trade Center showed that more than 50 percent had new and persistent respiratory problems. In addition, over 50 percent had continuing psychological problems.[19]

Another concern for first responders arriving at the scene of a terrorist incident is the possibility of a secondary device. In many cases terrorists set up a secondary device for the sole purpose of killing and wounding those who come to the rescue of the injured. In response many organizations now train their responders not to enter the scene until the all clear is given by those trained to evaluate it for secondary devices.

Map 4.18-1 Puyallup Tribe Terrorist Hazard

PUYALLUP TRIBE TERRORISM HAZARD AREA

LEGEND

— Puyallup Tribal 1873 Survey Boundary
In Fee
Member Trust
Tribal Trust
CITIES & TOWNS
RIVERS/STREAMS
GLACIERS

Detection of these devices following a large attack can be nearly impossible, making responders more vulnerable.

Attacks on infrastructure may directly affect responders' ability to get to the attack site, especially if the incident is of a complex nature that targets critical transportation infrastructure. Debris, destroyed bridges or roads, downed and live power lines and contamination may all prevent immediate access to victims.

Attacks on infrastructure also put responders at risk from the damaged infrastructure itself. Collapse, falling debris and fire are all significant hazards at attack sites that first responders will have to negotiate to assist victims and secure the area.

Continuity of Operations and Delivery of Services

Continuity of operations and the delivery of services to the public, largely depends on the type of attack and its consequences. If it is directly focused on one portion of the infrastructure and is successful in destroying or hobbling it, whether governmental, private utility, hospital or other, then the delivery of services could be extremely impacted. Examples include: destruction of the Narrows bridges; blowing up Tacoma's water pipeline from the Green River; destroying one or more of the hydroelectric dams supplying electricity to thousands of customers; and, from the realm of cyber terrorism, electronically destroying or stealing the tax monies collected that fund County operations.

Besides the obvious destruction caused by either a physical or cyber incident, it may take days to weeks or even in some cases years to overcome the damage. In some cases, like an attack using anthrax, a radioactive isotope or a nuclear weapon, the impact on the County's continuity of operations and delivery of services will be dramatic. Any of those could hamper County operations for a period ranging from days to weeks or longer.

Property, Facilities, and Infrastructure

The damage to facilities and the infrastructure is frequently the goal of many terrorist incidents. The more damage, the bigger the press coverage, yielding a bigger payoff. While many of today's terrorist incidents aim at maximum human casualties, much of this can be obtained by destroying the facilities or infrastructure being used by those citizens.

Transportation systems, government facilities, or other buildings form a core set of targets that most terrorist focus on. However, other infrastructure and property cannot be ruled out. Gas pipelines in British Columbia were the focus of a homegrown terrorist in 2008,[20] and in the Philippines power line towers were bombed by Muslim extremists in 2009.[21]

The impact on property, facilities and infrastructure is strongly correlated with the focus of the attack, the material used in the attack, and any protective measures the facility has taken ahead of time. A chemical bomb next to a government building (See Figure 4.18-2 Alfred P. Murrah Building, Oklahoma City.) will have a very different impact than a cyber attack that shuts down

an air traffic control tower at a major airport, or the detonation of a small nuclear device in a major port.

Environment

The degree of environmental damage will be dependent on the type, scale and method of attack. Comparatively little environmental damage will result from traditional explosives in public places or individual lone-wolf attacks on people or organizations. On the other end of the scale, those incidents that release some kind of contaminant can cause a great deal of lasting environmental damage. Train derailments carrying hazardous cargo, pipeline destruction, sinking of the oil barges in Puget Sound and blowing up one of the large petroleum storage tanks in the Port of Tacoma are all incidents that could adversely impact the environment for years. The same could be said for contamination from a radiological or nuclear device or the destruction of one of the large dams in the County.

Traditionally most terrorists have not focused on damage to the environment as one of their goals. That could change with time. For example, poisoning of water supplies either through contaminating the headwaters or the aquifer would cause environmental damage. The stream damage could eventually be mitigated, and species, killed off by the contamination, replaced. The aquifer contamination would be harder to fix, taking years or even decades to correct. Environmental damage can last for years and can impact the local population greatly. Confidence in elected leaders can drop if the public is affected for extended periods of time. Additionally, environmental cleanup and recovery can be enormously expensive. This will tie up tax payer money that cannot be used for other purposes. Bankrupting a government is one of the commonly stated goals of terrorist groups, making the idea of creating significant environmental damage an appealing one for them

Economic and Financial Condition

One of the key things, that many terrorists focus on, in the twenty-first century, is the financial impact their operations have on the target organization or country. They have become aware that not only can they hurt a society or group by a direct attack on its members, but that striking at the economic underpinnings of a society or organization can destroy it just as effectively.

Depending on the type of incident, the overall economic impact could be very limited, even though the damage done may be immense for the agency attacked. For example, the damage to the University of Washington's Center for Urban Horticulture, in research lost, as well as building damage, impacted their programs, but did not impact a large portion of the public directly. Economically, it impacted the university, but had little effect on the larger community. In a similar vein the blowing up of an abortion clinic or burning a church will have very little impact on the financial condition of the larger community.

In contrast, a bomb, sinking a container ship in the entrance to the Blair waterway, would have immediate economic impact on the Pierce County community. The Blair is the main artery for the Port of Tacoma. Until such time as the waterway could be reopened, goods that normally

pass through the Blair's many shippers, would have to be routed elsewhere. Some of them may decide to move permanently, further impacting the economic viability of the County.

A radiological or biological device placed in a container at the port has the potential to cause a massive regional or national impact. Depending on how this is done, it could shut down port operations across the entire west coast or even across the US and potentially force containers being transported over land to be quarantined until they can be searched for contaminants. Although this is an extreme example, some scale of this response would be likely under this scenario.

In today's society, a successful cyber-attack on financial institutions and government systems has the potential to cause the most significant economic and financial impacts. Nearly all financial transactions and economic systems are electronic. Without redundant systems, agencies and members of the public are vulnerable to significant loss of fiscal resources.

Public Confidence in the Jurisdiction's Governance

An initial public support for the local, state, or federal government in the aftermath of a large scale terrorist attack is likely. As time goes on, they may begin to question whether enough was done to prevent or mitigate the attack, how the response was handled, and what is being done to prevent a repeat. If these questions are adequately answered, the public's confidence in the various levels of governance should continue. If they are not, the public's confidence could be strained or in some cases shattered.

Resource Directory

Regional

- o **Pierce County Department of Emergency Management**
  http://www.co.pierce.wa.us/PC/Abtus/ourorg/dem/abtusdem.htm
- o **Washington State Patrol, Homeland Security Division**
  http://www.wsp.wa.gov/crime/homeland.htm
- o **Pierce County Sheriff's Department**
  http://www.co.pierce.wa.us/pc/abtus/ourorg/sheriff/default.htm

National

- o **Federal Bureau of Investigation** http://www.fbi.gov/homepage.htm

- o **Homeland Security Presidential Directives, Federation of American Scientists,** http://www.fas.org/main/home.jsp

- o **Memorial Institute for the Prevention of Terrorism**
  http://www.mipt.org/Patterns-of-Global-Terrorism.asp

- o **Terrorism Research Center** http://www.terrorism.com

- o **U.S. Code of Federal Regulations Chapter 28 [28 CFR, Section 0.85(l)]**

- o **US Department of Homeland Security**
  http://www.dhs.gov/index.shtm

- o **Worldwide Incidents Tracking System** https://wits.nctc.gov

Endnotes

[1] Photos in this section are from the collection of Thomas Miner, Pierce County Department of Emergency Management, and FEMA's Washington Urban Search and Rescue Task Force 1.

[2] Initial listing is in 28 C.F.R. Section 0.85 (l) which can be found at http://edocket.access.gpo.gov/cfr_2009/julqtr/pdf/28cfr0.85.pdf .The Federal Bureau of Investigation has incorporated this directly into their definition, http://www.fbi.gov/publications/terror/terror2000_2001.htm

[3] U.S. Department of Justice, Federal Bureau of Investigation, Terrorism 2002-2005, page V, http://www.fbi.gov/stats-service/publications/terrorism-2002-2005/terror02_05.pdf

[4] Terrorism 2002-2005, page V

[5] Federal Bureau of Investigation, http://www.fbi.gov/publications/terror/terror2000_2001.htm

[6] The Heritage Foundation, Fifty Terror Plots Foiled Since 9/11: The Homegrown Threat and the Long War on Terrorism, April 2012, http://heritage.org/research/reports/2012/04/fifty-terror-plots-foiled-since-9-11-the-homegrown-threat-and-the-long-war-on-terrorism, page 1

[7] FBI definition reported at SearchSecurity.com http://searchsecurity.techtarget.com/sDefinition/0,,sid14_gci771061,00.html

[8] Dorothy Denning, "Cyberterrorism" Testimony before the Special Oversight Panel on Terrorism, Committee on Armed Services, U.S. House of Representatives, May 23, 2000, as reported at html://www.cs.georgetown.edu/~denning/infosec/cyberterror.html

[9] Terrorism in the forests of Washington and Oregon has consisted of spiking trees (driving spikes into them so that when a saw of any type hits the spike it is destroyed) or destroying logging equipment.

[10] The Heritage Foundation, page 1

[11] Students uncover 1856 massacre, The News Tribune May 30, 2007, p. B3

[12] Sicade, Henry, The Mashel Massacre in the Indian War of 1855-56." from the Washington State Historical Society. Building A State, 1889-1939, Tacoma: Washington State Historical Society, 1940.

[13] Tacoma expels the entire Chinese community on November 3, 1885, HistoryLink.org: The Free Online Encyclopedia of Washington State History, "On November 3, 1885, a mob, including many of Tacoma's leading citizens, … forces everyone out of their houses and out of town. … The community was given a deadline to get out by November 3. In reaction to the threats, about 150 frightened Chinese persons left Tacoma before the deadline. The mob herded another 200 out on November 3. They lost their homes and most of their possessions, and they never returned. http://www.historylink.org/index.cfm?DisplayPage=output.cfm&file_id=5063 .

[14] Pierce County Hazard Identification and Vulnerability Analysis, September 2002, p. 94.

[15] The Port Angeles U.S.-Canadian Border Arrest, Frontline World, http://www.pbs.org/frontlineworld/stories/canada602/timeline.html

[16] Terrorism 2000/2001, Department of Justice, Federal Bureau of Investigation, US GPO 2004-306-694, p. 13.

[17] Dean C. Alexander (2011) *Al Qaeda and al Qaeda in the Arabian Peninsula: Inspired, Homegrown Terrorism in the United States,* Journal of Applied Security Research, 6:4, 467-482, DOI: 10.1080/19361610.2011.604071 and Cable News Network (CNN). (July 29, 2006). *Suspect ticketed before Jewish Center Shootings*. Retrieved March 18, 2015 from http://www.cnn.com/2006/US/07/29/seattle.shooting/index.html

[18] William Robert Johnston, Johnston's Archive, Terrorist Attacks and Related Incidents in the United States, page 23, http://www.johnstonsarchive.net/terrorism/wrjp255a.html

[19] First Reports of Health Effects in World Trade Center Rescue and Recovery Workers Find high Rates of Respiratory and Mental health Problems, National Institute for Occupational Safety and Health, Centers for Disease Control and Prevention (CDC), Department of Health and Human Services, http://www.cdc.gov/niosh/updates/upd-09-9-04.html

[20] Second bomb attack hits northern B.C. natural gas pipeline, from Ottowa citizen.com as reported on Canada.com, October 17, 2008, http://www.canada.com/ottawacitizen/news/story.html?id=7536c750-8a4a-4d23-a069-b92512955396

[21] Power cut in southern Philippines after blasts, Free Press International, reprinted from Reuters AlertNet Jan 10, 2009, http://freepressinternational.com/2009/01/power-cut-in-southern-philippines-after-blasts/