



Panel V

Commentary—The Road Ahead

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Jim Terry spoke about pursuing regional cooperation in the fight against terrorism, about the effective exchange of information, about intelligence gathering and sharing. I too shall touch on a few of those points momentarily, as well as a new framework within the structure of the US Pacific Command that is being used to promote such cooperation.

There is quite clearly, a pervasive global threat when you talk about addressing international terrorism. As the twenty-first century progresses, it is marked by increased interdependence and an increasingly multilateral response to these threats. Interagency coordination is currently a buzzword within the US Government but this term is somewhat lacking as it misses a vital part of what is necessary in this global war on terrorism. Interagency coordination is simply part of the solution. It must be coupled with intergovernment coordination on a scale never seen before. With this must come cooperative efforts with nongovernmental organizations as well.

A framework that I would suggest as a potential starting point for promoting regional cooperation on terrorism is that used by the Pacific Command's

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joint interagency coordination group for counter-terrorism. This particular organization was formed at Pacific Command in Honolulu immediately after the events of September 11th. It was formed in Pacific Command's Operations Directorate and it is a permanent part of that organization.

Generally, we know that terrorists have and will continue to exploit legal seams between nations, such as nations where passports are easily obtained, as well as the inherent seams between law enforcement agencies and immigration agencies. Indeed as we now know, the perpetrators of the September 11th attacks were using legally obtained US visas. Acknowledging that some of these seams may never be closed, there is still much that can be done. As with many other aspects of this War on Terrorism, the effort to close the seams will not be the domain of any single agency, department or ministry. Accordingly, new forms of governmental and international cooperation are required.

The new counter-terrorism group at Pacific Command is designed to emphasize capabilities. While coordination is imperative, it is not the means to defeat terrorism—improved capabilities are. Actionable intelligence is pivotal and a collaborative interagency team is the optimum tool to obtain such intelligence. Once this intelligence is obtained, interagency options include theater security cooperation with allies in the Pacific, information operations, public affairs or public diplomacy initiatives, and finally, military options. The point to leave you with on this is that as terrorist cells become more adaptable and flexible, so too must governments in their methods of responding. The starting point is great intelligence collection and analysis followed by coordination across multiple agencies, multiple governments, and nongovernmental organizations.

Still another area highlighted by the events of September 11th is the difficulty in synchronizing a response plan that not only cuts across multiple agencies but multiple time zones and countries. There was a real need after 9/11 to ensure security not only in the immediate area of Hawaii but also across our area of responsibility including Japan, Korea, Alaska and Guam. To facilitate this, the Pacific Command uses a Joint Rear Area Coordinator (JRAC) organization. The Joint Rear Coordinator Organization is the central hub for antiterrorism efforts in the Pacific Command regarding homeland defense. This organization coordinates the contributions of approximately thirty thousand law enforcement officials (local, state, and federal first responders) to a terrorist incident. These officials include fire fighters, paramedics, civil defense officials, public utility officials, and others. This organization provides the framework for coordinated information sharing and planning to protect not only Department of Defense installations but also critical civilian

infrastructure within our area. With homeland defense preparations have come a number of very unique legal issues dealing with the use of Department of Defense personnel in response to terrorist attacks—that arena being the primary area of responsibility of civilian law enforcement agencies such as the FBI and others. Here Pacific Command must be careful not to run afoul of the Posse Comitatus Act which, as you know, limits the ability of the Department of Defense to undertake certain actions in the United States.²

Jim Terry also spoke of a phased approach to regional cooperation. In the Pacific Command, we use and believe in this phased approach, much like any developmental process. Initially, we might begin furthering cooperation with a certain country through workshops, seminars, and war games. Thereafter, we might build practical modules into existing exercises—such as our annual Cobra Gold exercise. Finally, we might transition to a Team Challenge series of exercises.

In closing, the scope of cooperation in the current war on terrorism, as you know, is truly remarkable worldwide. Many of the security challenges we face not only in the Pacific but throughout the world will require new partnerships, relationships and agreements to begin our effective coordination. There is a lot more to be done but I believe that our initial efforts have proven fruitful and we are moving in the right direction.

2. 18 U.S.C. § 1385 (2003).