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ARTICLES

NATIONAL SECURITY FEDERALISM IN THE AGE OF TERROR

Matthew C. Waxman*

National security law scholarship tends to focus on the balancing of security and liberty, and the overwhelming bulk of that scholarship is about such balancing on the horizontal axis among branches at the federal level. This Article challenges that standard focus by supplementing it with an account of the vertical axis and the emergent, post-9/11 role of state and local government in American national security law and policy. It argues for a federalism frame that emphasizes vertical intergovernmental arrangements for promoting and mediating a dense array of policy values over the long term. This federalism frame helps in understanding the cooperation and tension between the federal and local governments with respect to counterterrorism and national security intelligence, and also yields insights to guide reform of those relationships. The Article emphasizes two important values that have been neglected in the sparse scholarship on local government and national security functions: (1) accountability and the ways vertical intergovernmental arrangements enhance or degrade it, and (2) efficiency and the ways those arrangements promote public policy effectiveness. This Article reveals the important policy benefits of our shared federal-local national security system, and it suggests ways to better capture these benefits, especially if terrorism threats evolve to include a greater domestic component.

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INTRODUCTION

National security law scholarship tends to focus on the balancing of security and liberty, and the overwhelming bulk of that scholarship is about such balancing at the federal level. That is, scholarship about national security institutional architecture focuses almost entirely on horizontal allocations, or relations among coordinate branches of the federal government, with an eye ultimately toward how those horizontal arrangements strike and enforce substantive liberty-security balances.¹

This Article challenges that common focus by supplementing it with an account of the vertical axis: “national security federalism.” It shows that the near-

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exclusive concentration of contemporary national security law scholarship on horizontal relationships among the federal branches is too limited because significant, tangible effects of security policies on liberty and many other interests today take place at the local level as a result of actions by local government actors. Consider, for example, intelligence gathering related to combating terrorism. There are more than 700,000 local police officers from about 17,000 state and local law enforcement agencies who may conduct relevant activities such as surveillance, profiling-based investigation, and data collection and sharing. If an individual is being watched as a potential terrorism threat because of his appearance, it may be a local officer watching. If a government agent is looking around a mosque and asking questions of members, it may be a local cop. If data are being mined for suspicious patterns, local officials may have collected and passed on some of that data. Most of this activity is done in the service of broad local law enforcement and policing mandates. Critically, however, it also contributes to a national security policy principally led by the federal government.

These activities, moreover, are governed by a complex web of law: not just federal law, but also state statutes and state constitutional doctrine, municipal legislation and regulations, judicial consent decrees, and state and local administrative guidelines. For example, some municipal police departments' investigatory powers are limited by state law and some by locally set administrative guidelines. Those investigatory powers are overseen by a variety of institutional mechanisms, including state and local legislatures, agency oversight boards, external audits, and courts. Local law enforcement agencies vary in

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5. See Nick Madigan, Spying Uncovered, BALTIMORE SUN, July 18, 2008, at 1A.
how they codify and apply guidelines to regulate collection, use, dissemination, and retention of data related to counterterrorism.11 Most, but not all, states have electronic surveillance statutes, covering different types of communications and regulated by different standards and processes.12 And racial and ethnic profiling is regulated by states and many local governments through a combination of legislation, court decisions, and administrative guidelines.13

This is not by any means to deny the predominance of federal national security law and policy, on account of the massive resources and capabilities of the federal government and the primacy of federal law in this context. Rather, it is to point out that subfederal law and institutions in many cases affect daily lives of individuals more directly and in different ways across jurisdictions. The result is an uneven, textured legal and policy landscape with regard to national security.

The federalism frame emphasizes vertical relations and institutional arrangements between federal and state or local governments for promoting and mediating policy values over the long term, and produces the uneven, textured legal and policy landscape. I argue that this frame yields insights to guide refinement of the emergent national security intelligence architecture. I emphasize two important values that have been neglected or undertheorized in existing scholarship with respect to local national security functions: (1) accountability and the way vertical intergovernmental arrangements enhance or degrade it, and (2) efficiency and the way those arrangements promote public policy effectiveness. In those respects my account reveals important potential benefits of our shared federal-local national security system, and offers ways to enhance these values, especially if terrorism threats evolve to include a greater domestic component.

I assume throughout this Article that state and local governments will continue to play a significant role in national security intelligence. Not only is this a political, practical, and historically contingent reality, but harnessing state and local institutions for national security is needed to address parts of the national security challenge for which those institutions are much better suited than the federal government could ever be.

A major theme running through the Article, however, is that to the extent state and local governments continue playing a major role in the emergent national security architecture, such that some national security intelligence will be

11. See K. Jack Riley et al., State and Local Intelligence in the War on Terrorism 31 (2005).
decentralized, there remains a large question as to what degree these functions will be localized. By “decentralized” I mean a managerial concept, whereby policy is set at the top but executed at a local level with some limited discretion about how best to do so. Even countries with powerful national police forces like France and Israel may delegate implementation of some counterterrorism intelligence or investigation functions to lower levels of command.14 By “localized,” I emphasize instead an agenda-setting role in law and policy, whereby state or local entities need not accept the federal policy entirely but are allowed some room to vary that policy as they choose. To some extent, distinctions between decentralization and localization15 blur in the national security intelligence context, because so much of the policy is implementation discretion: we care a lot—from both a legal and policy perspective—about the details of how, to what extent, and with what sort of oversight government agencies and agents collect, analyze, and share information. Nevertheless, the analytic distinction is useful in thinking about those important legal and policy decisions that could be taken at several levels of government—such as how widely to cast the government’s authority to collect and compile information on individuals or groups, or how tightly to constrain and monitor the government’s authority to comb through and retain data on individuals.

In that light, a descriptive goal of this Article is to show that significant national security localism continues to exist in the United States, despite some countervailing pressures, and to help explain why and how it operates. A prescriptive goal is to better understand in what specific contexts such localism should be celebrated, and how vertical intergovernmental relations might better be structured to harness it in advancing simultaneously a range of policy priorities. This Article does not focus on the first-order question of whether national security federalism or localism would be optimal compared to sweepingly different constitutional structures if we were drafting from scratch, such as radically centralizing police powers related to national security. Instead, this Article accepts some vertical division of power as given in the United States—as historically determined to a large degree by foundational constitutional compro-

14. David H. Bayley & David Weisburd, Cops and Spooks: The Role of the Police in Counterterrorism, in TO PROTECT AND TO SERVE: POLICING IN AN AGE OF TERRORISM 81, 86 (David Weisburd et al. eds., 2009).

15. I borrow and modify here the definitions used by Edward Rubin and Malcolm Feeley. See Edward L. Rubin & Malcolm Feeley, Federalism: Some Notes on a National Neurosis, 41 UCLA L. REV. 903, 910-14 (1994). As they explain, “[F]ederalism allows the states to vary as they choose, pursuing their own policies instead of the national one. This can be justified only by arguments favoring a variety of policies, not by arguments favoring the implementation of a single policy by a variety of methods.” Id. at 914. I use here the term “localism” rather than their “federalism” because I am primarily interested in actions at the municipal level. Roderick Hills draws a similar distinction between “managerial decentralization” and “democratic decentralization.” See Roderick M. Hills, Jr., Is Federalism Good for Localism? The Localist Case for Federal Regimes, 21 J.L. & POL. 187, 192 (2005).
mises, even if also driven by some contemporary policy imperatives—and asks how we can make the most of that basic structure. Much more empirical research in this area is needed, so the specific policy conclusions are necessarily tentative, but this Article can help guide further work.

In terms of substantive focus, this Article homes in on intelligence issues, which are just one element of national security policy, and puts aside some other significant elements such as disaster response. Intelligence is an area in which federal and state or local governments have significant resources and legal powers that raise especially salient civil liberties concerns and that overlap with other core local government responsibilities. While those factors make intelligence a fruitful case study of national security federalism generally, they also give rise to some distinct intergovernmental dynamics. Moreover, whereas most federalism discussion focuses on federal-state relations, this Article focuses largely on federal-local relations and mostly groups state and local governments together. This is not to deny important differences in the way state and local governments may view national security matters or the public functions that affect security and liberty, or the role state governments play in managing federal-local programs. Rather, the focus here is on the relationship between federal and subfederal governments, especially law enforcement agencies, to highlight the vertical dimension of national security law as an important axis.

Part I of this Article argues that it no longer makes sense, if it ever did, to think of national security intelligence as an exclusive federal responsibility. It describes how contemporary terrorism threats have pushed some responsibility for particular national security functions—especially information collection, analysis, and sharing—down to state and local levels, and it situates those changes in historical context to highlight some relevant features of constitutional design as well as some risks posed by post-9/11 reforms. The federalist macrostructure of our national security system has changed dramatically during the course of our history, and it will continue to evolve.

16. See Bayley & Weisburd, supra note 14, at 86 (citing dearth of systematic assessments of post-9/11 police departments and activities).
Part II analyzes the leading scholarly accounts of how state and local governments today form part of the larger national security institutional configuration. Many accounts of the vertical dimension of national security intergovernmental relations see legal and policy decisionmaking as top-down, with state and local governments largely taking cues from the federal government. A counternarrative among some scholars holds, however, that state and local governments can and do also push back against federal inclinations—sometimes successfully, sometimes not—and that the vertical relationship among national security institutions at various levels creates space for diversity of legal and policy balances across jurisdictions in ways that may protect liberty. This Part argues that those leading accounts, while each having some explanatory value, are limited in their capacity to account for emergent intergovernmental relations and also in the normative criteria by which they assess those relations and their specific arrangements.

To sketch a more complete picture and offer lessons to guide institutional development into the future, Part III builds on the leading accounts by analyzing vertical intergovernmental relations regarding national security intelligence in some familiar federalism terms, including the ways allocation of government responsibility affects accountability and the economics of national security as a form of regulation. Examining accountability mechanisms in the national security context highlights the risk that state and local participation in federal programs will undermine the public’s ability to influence government policy at those levels. However, this Part suggests ways that any such deficit should be offset by improvements in other types of accountability—reasoned decisionmaking and compliance oversight—by structuring cooperation to bolster joint federal-local policymaking and by creating a mix of centralized and localized monitoring. Examination of national security intelligence in terms of regulation economics helps distinguish which national security intelligence policies (such as information sharing) are probably best dictated at the federal level, because uniformity is important or because states and localities might otherwise externalize too many costs, and which policies (such as information gathering) are probably best set or heavily influenced at more local levels, because of the need to tailor intelligence policy to local contexts and to learn from processes of innovation and adaptation.

Part III then concludes with examples to illustrate application of the federalism frames developed throughout this Article to several pressing counterterrorism policy questions. Even if one remains convinced by standard narratives about intergovernmental relations in the national security domain, the federalism frames presented here and the insights they yield provide a richer account of how national security federalism operates, how its operation should be judged, and how we should think about improving it—especially as terrorism threats continue to evolve.
I. NATIONAL SECURITY FEDERALISM BEFORE AND AFTER 9/11

In modern times it is natural to think of national security as primarily, if not exclusively, a centralized federal responsibility. That is, national security is seen as a policy waged mostly by the President—as commander-in-chief and chief executive—controlling massive federal defense and security departments and agencies, which are created, funded, and overseen by Congress and scrutinized by federal courts. In that light, the dramatic post-9/11 expansion of subfederal roles in combating contemporary national security threats of terrorism seems not only like a reversal of pre-9/11 federal centralization of national security functions, but one that is potentially subversive of constitutional order. It is important, however, to understand recent institutional developments within an American constitutional structure that distributes governmental security powers vertically as well as horizontally.

A. National Security Federalism and Domestic Intelligence in Historical Context

Situating post-9/11 national security federalism in historical context reveals structural features of the original constitutional design that were intended to check or influence the federal national security powers and that are now reemerging after lying dormant for a long period. However, it also highlights some contemporary risks of local government involvement in national security, not only based on past experience but also because local oversight institutions are weak or atrophied. Understanding those features and risks is important in Part II, which follows, for explaining and assessing post-9/11 institutional realignments, and in Part III, below, for proposing ways to improve them.

1. Vertical arrangement of national defense powers and the centralization of national security

It is well known that the Founders generally viewed vertical separation or shared authority between the federal and state governments, in addition to horizontal separation of authority among federal branches, as a check on governmental power. As James Madison famously explained in The Federalist No. 51: “In the compound republic of America, the power surrendered by the people is first divided between two distinct governments, and then the portion allotted to each subdivided among distinct and separate departments. Hence a double security arises to the rights of the people.”20 It is less well remembered, however, that even as they sought to remedy deficiencies of the Articles of Confederation by strengthening central government defense and foreign affairs powers, the

20. THE FEDERALIST NO. 51, at 323 (James Madison) (Clinton Rossiter ed., 1961); see also THE FEDERALIST NO. 28 (Alexander Hamilton), supra (discussing mutual checks between federal and state governments).
Founders also specifically checked those powers by leaving some responsibilities with the states.21

The Constitution institutionalized a dual-army system, for example, preserving the historic state militias while providing the new federal government with authority to establish a regular army and to provide for the common defense.22 Federalism in the sphere of national defense offered another safeguard against security-driven tyranny, especially at a time when major security threats had internal components (including rebellions and conflicts with Native Americans) or lay just beyond the new republic’s tenuous borders.23

The modern expansion and consolidation of national security resources and institutions at the federal level resulted from two major transformations starting in the mid-nineteenth century, both linked to dire national security threats and strategic necessity. The first was the Civil War, in which the requirements of mass mobilization and industrializing warfare produced a vast federal army and attendant centralized administrative structures.24 The United States’s aims in the Civil War—to preserve the Union from secessions and, later, to combat slavery—also publicly cast strong federal government national security powers as a vital check against liberty deprivation by states.25

The second transformation was the creation of the major, standing federal national security agencies during and after World War II, which followed on the footsteps of the ascending modern administrative state.26 That war required federal mobilization of national security resources on an unprecedented scale. Superpower status and the Cold War then required that the United States retain rather than demobilize that massive national security apparatus. The National Security Act of 1947 created and consolidated much of the vast federal national security bureaucracy that exists today.27

2. Twentieth-century domestic intelligence abuses and oversight reform

The focus of twentieth-century American national security policy was overwhelmingly external and abroad, so state and local institutions were naturally not viewed as part of the security apparatus in any serious or sustained way. There was, however, an internal component to the threat as well, in the form of perceived subversion. The United States government feared that anarchists, communists, and other militant radicals with ties to foreign ideological movements posed a significant national security threat—and this internal dimension necessitated an expanding domestic intelligence effort.

In pursuing domestic intelligence programs, the federal government sometimes (including during some of the most notorious episodes) procured the support of local police agencies. For example, in the years following World War I—a period now remembered for overblown alarm, expansive targeting, and disgraceful security measures in response to radical leftist activity—J. Edgar Hoover’s Bureau of Investigation (the forerunner of the FBI) enlisted local police agencies to conduct a series of raids directed by Attorney General A. Mitchell Palmer on suspected radicals. In the 1950s and 1960s, the FBI requested local police agencies’ assistance in its infamous Counter-Intelligence Program (COINTELPRO) efforts to monitor allegedly subversive political groups. Those Cold War programs included extensive surveillance, disruption, and smear campaigns against civil rights organizations and anti-Vietnam War groups.

Disclosure of such intelligence abuses eventually spurred oversight reform. In the mid-1970s, the United States Senate Select Committee to Study Governmental Operations with Respect to Intelligence Activities, better known as the Church Committee, as well as other major investigations, uncovered widespread excesses and illegalities among government intelligence agencies, especially at the federal level, including within the FBI and CIA. Most relevant here, these investigations also exposed federal efforts to enlist local police in

31. For a history of these episodes, see generally Richard E. Morgan, Domestic Intelligence: Monitoring Dissent in America (1980).
inappropriate or illicit domestic intelligence efforts, including infiltration of political groups and large-scale compilation of dossiers on citizens and local community groups by so-called “red squads,” special intelligence units formed to target suspected subversives. As shown below, these past collaborations between federal intelligence agencies and local police continue to reverberate as examples of how domestic intelligence can run amok.

The Church Committee found, for example, that during the 1964-76 period, “[i]n contrast to previous policies for centralizing domestic intelligence investigations, the Federal Government encouraged local police to establish intelligence programs both for their own use and to feed into the Federal intelligence-gathering process. This greatly expanded the domestic intelligence apparatus, making it harder to control.”33 “These Federal policies,” the Committee further concluded, “contributed to the proliferation of local police intelligence activities, often without adequate controls. One result was that still more persons were subjected to investigation who neither engaged in unlawful activity, nor belonged to groups which might be violent.”34

Investigation of intelligence abuses also revealed efforts by federal agencies to avoid accountability for activities delegated to local agencies: “Local police intelligence provided a convenient manner for the FBI to acquire information it wanted while avoiding criticism for using covert techniques such as developing campus informants. . . . Instead of recruiting student informants itself, the FBI would rely on local police to do so.”35

At the federal level, intelligence abuse investigations of the 1970s eventually produced a constellation of formal oversight mechanisms and checks on domestic intelligence activities arrayed across all three branches of government.36 Designing oversight mechanisms suited to practices necessarily shrouded in high degrees of secrecy was a challenge; public scrutiny would not provide a natural check, and meaningfully monitoring intelligence activities requires sophisticated expertise among the overseers that is difficult to acquire.37 Congress therefore created permanent congressional intelligence oversight committees,38 which were expected to develop stronger expertise and deploy it with greater vigor than the informal and loose congressional oversight mechan-

34. Id. at 78. On the role of the CIA in recruiting local agency partners, see id. at 103.
35. Id. at 78.
isms that preceded them. A few years later, Congress passed the Foreign Intelligence Surveillance Act (FISA), which regulated foreign intelligence surveillance inside the United States or by U.S. persons and created the Foreign Intelligence Surveillance Court (FISC) to oversee special warrants for that purpose. Internal executive branch reforms included executive orders limiting some intelligence activities, Justice Department guidelines on national security-related investigations, new institutions like inspectors general for national security agencies, and executive branch oversight boards to monitor intelligence activities and their compliance with federal law and policy. Debate continues to rage over whether those oversight mechanisms are sufficiently robust, but the point here is that together these layers of oversight constrained continuing federal domestic intelligence efforts from multiple directions and helped distribute intelligence expertise beyond the agencies or subagencies conducting it.

In contrast to reforms at the federal level following the intelligence abuses of the 1970s, many state and local agencies dismantled their national security intelligence apparatuses altogether or adopted tight restrictions—including judicial consent decrees—on their ability to function at all. “In some cities and towns the [political intelligence] operation was simply ended without formal action. In larger cities restrictive guidelines were adopted to avoid more drastic, embarrassing, and expensive measures.” Chicago’s “red squad” operations, which had especially tight links with federal national security agencies

39. See Johnson, supra note 32, at 5-12.
41. See Banks & Bowman, supra note 29, at 35, 68-70.
43. These executive oversight mechanisms included the Intelligence Oversight Board created by President Ford in Executive Order No. 11,905, 3 C.F.R. 90 (1976), reprinting 41 Fed. Reg. 7703 (Feb. 19, 1976).
44. See, e.g., Frederick M. Kaiser, Congressional Oversight of the Presidency, 499 ANNALS AM. ACAD. POL. & SOC. SCI. 75 (1988). This debate has also continued regarding post-9/11 oversight. See, e.g., Amy B. Zegart, EYES ON SPIES: CONGRESS AND THE UNITED STATES INTELLIGENCE COMMUNITY 1-11 (2011); Christopher M. Ford, Intelligence Demands in a Democratic State: Congressional Intelligence Oversight, 81 TUL. L. REV. 721 (2007).
and involved extensive surveillance and intimidation campaigns against political organizations, were curtailed as a result of federal litigation and a settlement that severely restricted intelligence activities.\(^{47}\) To deal with abuses such as police infiltration and monitoring of civil rights organizations in Baltimore, the Maryland state government restricted information collection by agencies and granted wide public access to file data.\(^{48}\) The Detroit city government, whose police intelligence units had spied on student and antiwar groups as well as individual political activists, dismantled its “red squads” and prohibited investigations of persons or organizations except when sufficiently linked to suspected criminal violations.\(^{49}\)

Because the federal government still served as the ultimate national security backstop, states and cities could afford to pull back from national security intelligence activities in ways that the federal government could not. From the 1970s until 2001, intelligence oversight reform at the federal level generally proceeded in parallel with intelligence atrophy at the local level. As explained later in Part III, these divergent historical paths of reform have important implications for designing effective oversight architecture going forward.

B. Post-9/11 National Security and Domestic Intelligence

Following the September 11, 2001 attacks, the federal government underwent structural realignment and expanded resources and legal authorities directed toward domestic intelligence.\(^{50}\) The USA PATRIOT Act brought down the “wall” that had previously stood between federal law enforcement and intelligence.\(^{51}\) The FBI shifted its priorities and allocation of personnel toward intelligence and terrorism prevention,\(^{52}\) and it expanded its guidelines for initiating inquiries and conducting investigations.\(^{53}\) The new Department of Homeland Security, which Congress created in 2003, has an Office of Intelligence and Analysis responsible for collection, analysis, and dissemination of domes-

\(^{47}\) See id. at 90-145, 353.

\(^{48}\) See id. at 300-05.

\(^{49}\) See id. at 296-98.


tic security threat information. The President directed the National Security Agency to conduct expanded electronic surveillance of individuals or communications inside the United States, first pursuant to his asserted executive powers and then pursuant to amendments to the 1978 Foreign Intelligence Surveillance Act. And the Intelligence Reform and Terrorism Prevention Act of 2004 created the Office of the Director of National Intelligence and the National Counterterrorism Center to coordinate intelligence activities among government agencies.

The September 2001 terrorist attacks briefly produced calls among some lawmakers and experts for the United States to centralize domestic intelligence much further by creating a new agency dedicated solely to that function, perhaps modeled on the United Kingdom’s MI-5. Such proposals were quickly shelved, however, in part due to likely political backlash over civil liberty concerns. The 9/11 Commission rejected the idea of creating a large stand-alone domestic intelligence agency, proposing instead measures and coordination bodies to improve capabilities within and among existing agencies.

This post-9/11 emphasis on intelligence coordination included a significant role for state and local governments, where so much intelligence capacity resides. “To meet this new threat and to prevent future attacks,” Attorney General John Ashcroft wrote to all U.S. Attorneys in November 2001, “law enforcement officials at all levels of government—federal, state, and local—must work together, sharing information and resources needed both to arrest and prosecute the individuals responsible and to detect and destroy terrorist cells before they can strike again.” The 9/11 Commission concluded that state and local law enforcement agencies needed more intelligence training and needed to work

more closely with federal authorities in identifying terrorism suspects. Many of the informational “dots” comprising the 9/11 plot sequence had been detected by someone, somewhere, at some level of government in the United States; others should have been seen and passed on but were missed. Perhaps, the argument ran, the attacks could have been averted with better systems and policies to discern, analyze, assemble, and act on such “dots” throughout the country, ultimately uncovering patterns and the plot.

The post-9/11 policy emphasis on integrating local security and law enforcement agencies within the national security architecture was heightened by the perception that future terrorism threats might already lie within U.S. borders, so-called sleeper cells waiting to strike. Terrorism was by no means an entirely new problem for the United States in 2001, nor were state and local governments uninvolved in the counterterrorism effort before then. A broad survey, however, found that “terrorism prevention never appeared to be a high priority for state and local law enforcement agencies before Sept. 11.” After 9/11, consensus emerged across levels of government that preventing and investigating terrorism threats would require mobilizing and linking local governments.

63. 9/11 COMMISSION REPORT, supra note 61, at 390; see also id. at 401 (“A ‘smart’ government would integrate all sources of information to see the enemy as a whole.”).

64. See id. at 215-41, 416-18. The influential Markle Foundation Task Force on National Security in the Information Age likewise concluded that a new nationwide intelligence architecture was needed to link information horizontally among agencies and vertically among levels of government. See MARKLE FOUND. TASK FORCE ON NAT’L SEC. IN THE INFO. AGE, PROTECTING AMERICA’S FREEDOM IN THE INFORMATION AGE 48 (2002).


67. COUNCIL OF STATE GOV’TS & E. KY. UNIV., THE IMPACT OF TERRORISM ON STATE LAW ENFORCEMENT: ADJUSTING TO NEW ROLES AND CHANGING CONDITIONS 9 (2006). One major survey in the mid-1990s found that only about thirty-eight percent of state and local governments had contingency plans for dealing with terrorist threats; another forty percent reported never having had contact with federal agencies regarding terrorism issues. See KEVIN JACK RILEY & BRUCE HOFFMAN, DOMESTIC TERRORISM: A NATIONAL ASSESSMENT OF STATE AND LOCAL PREPAREDNESS 26, 31 (1995).

68. See COUNCIL OF STATE GOV’TS & E. KY. UNIV., supra note 67, at 24 (citing survey results that ninety-two percent of state law enforcement agencies reported allocating more or many more resources for intelligence gathering, analysis, and sharing since September 2001). For views from the local government level, see, for example, INT’L ASS’N OF CHIEFS OF POLICE, INTELLIGENCE-LED POLICING: THE NEW INTELLIGENCE ARCHITECTURE 23 (2005). But see RILEY ET AL., supra note 11, at 27 (discussing survey findings suggesting that counterterrorism intelligence is not as pervasive a function among local law enforcement agencies as some believe); Cynthia Lum et al., POLICE ACTIVITIES TO COUNTER TERRORISM: WHAT WE KNOW AND WHAT WE NEED TO KNOW, in TO PROTECT AND TO SERVE: POLICING IN AN AGE OF TERRORISM, supra note 14, at 101, 115 (citing survey showing that very few police forces
Integration of local agencies into national security intelligence functions after 9/11 was driven not only by this imperative for tighter coordination among government components and levels, but also the widespread view that local agencies had some unique intelligence capabilities to offer. Local police are often believed to be better suited to perform certain counterterrorism functions because of their superior familiarity with their local communities and their rich networks of relations with other local governmental and nongovernmental actors. Whereas federal law enforcement officials are tasked with investigating specific federal crimes, local police functions include preventing and investigating crime as well as maintaining order, patrolling, and providing services—and these are not always distinct from national security functions in the counterterrorism context. Modern policing strategy trends also call for wide and deep engagement within the community. It is often argued, then, that because local police are armed with this familiarity and these sets of community and institutional relationships, they are naturally positioned to detect and analyze suspicious irregularities and to cultivate sources of information—thus contributing to national security, often just in the course of their everyday activities.

Efforts to harness local governments into national security functions, particularly into intelligence related to terrorism threats, have not abated over the past decade. The Intelligence Reform and Terrorism Prevention Act, as amended in 2007 by the 9/11 Commission Act, specifically requires the Presi-

have specialized intelligence analysts or intelligence units dedicated to terrorism, and that these features are virtually nonexistent in small agencies).


70. See RILEY ET AL., supra note 11, at 1.

71. The term has many different meanings, but generally “community policing” is “a partnership philosophy that increases collaboration (or at least consultation) between the community and the police, decentralises police organisational hierarchy, gives greater discretion to lower ranks, places greater influence in the hands of the community in determining police priorities, and promotes a social service ethos.” JERRY RATCLIFFE, INTELLIGENCE-LED POLICING 3 (2008).

72. See Badi Hasisi et al., The Impacts of Policing Terrorism on Society: Lessons from Israel and the US, in TO PROTECT AND TO SERVE: POLICING IN AN AGE OF TERRORISM, supra note 14, at 177, 181-87. As discussed later in this Article, however, there is a danger that perceptions of police spying and biases against minority communities could erode police-community trust and therefore render police involvement in counterterrorism intelligence counterproductive. See FAIZA PATEL, BRENNAN CTR. FOR JUSTICE, RETHINKING RADICALIZATION 23-25 (2011). See generally Tom R. Tyler et al., Legitimacy and Deterrence Effects in Counterterrorism Policing: A Study of Muslim Americans, 44 LAW & SOC’Y REV. 365 (2010) (arguing, based on empirical studies, that perceptions of procedural fairness promotes communities’ cooperation with police).

dent to take action to facilitate sharing of terrorism-related information among federal, state, and local entities.\textsuperscript{74} In 2008 the Office of the Director of National Intelligence published its information-sharing strategy, declaring “the imperative need of moving beyond considering State and local government to be only ‘first responders,’ preferring instead to thinking [sic] of them as the first line of defense in a very deep line of information assets.”\textsuperscript{75}

Indeed, as elaborated further below, recent incidents of domestic (often called “homegrown”) terrorism or the involvement of U.S. persons with foreign terrorist organizations abroad has heightened attention to local intelligence and counterterrorism efforts.\textsuperscript{76} In the past few years, for example, federal agencies working with local partners arrested and charged Najibullah Zazi, an Afghan immigrant who allegedly trained in an al Qaeda camp in Pakistan and planned to detonate bombs within the United States,\textsuperscript{77} and Faisal Shahzad, who allegedly trained with the Pakistani Taliban and tried to detonate a bomb in Times Square.\textsuperscript{78}

Once a major component of the national security threat was seen as residing or operating within U.S. borders, local police agencies were an obvious resource for the federal government to turn to given the vastness of the intelligence challenge. Despite the expansion and creation of new federal bureaucracies, much of the country’s domestic security and intelligence capacity resides below the federal level.

C. National Security and Local Police After 9/11

Unlike democracies such as Israel with national police forces,\textsuperscript{79} or Britain and Germany with regional police forces but high degrees of uniformity among just a few dozen such agencies,\textsuperscript{80} the United States has a system of policing—


\textsuperscript{75} OFFICE OF THE DIR. OF NAT’L INTELLIGENCE, UNITED STATES INTELLIGENCE COMMUNITY INFORMATION SHARING STRATEGY 18 (2008).


\textsuperscript{79} See Jack R. Greene & Sergio Herzog, The Implications of Terrorism on the Formal and Social Organization of Policing in the US and Israel: Some Concerns and Opportunities, in TO PROTECT AND TO SERVE: POLICING IN AN AGE OF TERRORISM, supra note 14, at 143, 150.

\textsuperscript{80} See Bayley & Weisburd, supra note 14, at 86 (describing the British organizational structure); Jacqueline E. Ross, The Place of Covert Surveillance in Democratic Societies: A
along with its domestic intelligence resources—that is highly localized and heterogeneous. Police scholars generally regard the U.S. system as the most fragmented in the industrialized world, and historically the U.S. system of localized policing has been very resistant to any calls for centralization or consolidation. The new national security intelligence architecture has been built on this landscape.

1. The context

Numbers and counting methods vary, but most sources estimate that there are about 17,000 state and local law enforcement agencies throughout the United States, comprised of about 700,000 officers. The FBI (the federal agency charged with lead responsibility for domestic counterterrorism intelligence) by contrast has about 12,000 agents, though its responsibilities are more narrowly focused.

Policing in the United States is notable for its local variation along many dimensions. Police jurisdictions differ greatly in features such as population size and density, ethnic composition, geography, urbanization, location of high-profile targets, civic culture, and political orientation. Forces vary in terms of size, resources, capability, operating procedures, equipment, and day-to-day priorities, not to mention variations in local laws, including those regulating police conduct. In terms of size, for example, the forty-six largest metropolitan


84. See REAVES, supra note 83, at 2 (citing more than 17,000 state and local law enforcement agencies with more than 700,000 full-time sworn officers); David Thacher, The Local Role in Homeland Security, 39 LAW & SOC’Y REV. 635, 635 (2005).

85. See Bayley & Weisburd, supra note 14, at 91.

86. For a description of contrasting approaches to counterterrorism policing in New York City and Los Angeles, see Judith Miller, On the Front Line in the War on Terrorism, CITY J., Summer 2007, at 28.

police forces account for over a third of all police officers nationwide, while there are also nearly eight hundred local police agencies that have just a single sworn officer.88

Consider also the unique threats faced by New York City, which has the largest dedicated counterterrorism police force at the municipal level, as a densely populated, ethnically diverse home to much of the U.S. and global private financial system.89 Some of its features contrast significantly even with other major cities, like Los Angeles, which not only differs in size, ethnic composition, and resources, but also in its local political system and civic cultural orientation especially suspicious of police.90

In short, harnessing local law enforcement agencies for national security means not simply linking and coordinating among a vast number of units but also among vastly different capabilities and local community-government relationships.

2. Federal efforts to promote local national security activities

Recognizing the post-9/11 need for better collection and coordination of information among government entities at all levels, the federal government promoted a multitude of initiatives aimed at bolstering state and local intelligence efforts and linking them with federal ones. These included intelligence initiatives focused on collection, analysis, and sharing of information related to terrorism and national security.

With regard to information collection, the federal government provides resources and training to state and local police forces to help them establish intelligence units, build databases, and develop standards for intelligence gathering.91 Most states and many local law enforcement agencies have expanded intelligence programs since 9/11, including by adding specialized training in terrorism prevention. In some cases, they have developed dedicated counterterrorism units or capabilities,92 all of which are then governed by a complex patchwork of federal, state, and local laws and guidelines.93

88. NAT’L RESEARCH COUNCIL, supra note 82, at 49.
90. See Miller, supra note 86, at 35.
91. See Kaplan, supra note 9, at 42-49. For criticism of counterterrorism training programs at the local level, especially concerning anti-Muslim stereotyping, see NEUMANN, supra note 76, at 44; Shaun Waterman, Anti-Terrorism Training Draws Scrutiny, WASH. TIMES, Mar. 30, 2011, at A4.
92. See COUNCIL OF STATE GOV’TS & E. KY. UNIV., supra note 67, at 24.
93. For some examples, see supra notes 9-13 and accompanying text.
Much of the federal-local collaborative intelligence gathering on terrorism threats occurs through FBI-led Joint Terrorism Task Forces, to which other federal, state, and local agencies assign officers to help coordinate intelligence and law enforcement operations across bureaucratic lines. Such efforts resemble previous federal efforts to confront other law enforcement issues, like narcotics trafficking and gang or organized crime activity, that have national and international dimensions and that require coordination among federal and local police agencies. In essence, those state and local personnel work day-to-day on behalf of the federal government. There were about three dozen such task forces before September 2001, compared with more than 100 today.

With regard to information analysis, the federal government has worked with state and local governments to develop systems for synthesizing information collected within and across jurisdictions. For example, the Department of Homeland Security funds state-operated “fusion centers” to compile, analyze, and route electronically stored law enforcement and investigative information, including public as well as private sector data. The federal government provides grants and intelligence personnel to these centers, which now number more than seventy, and the 9/11 Commission Act of 2007 called for expanded federal efforts to “support efforts to include State, local, and regional fusion centers into efforts to establish an information sharing environment.” Some programs to bring state and local government into the intelligence analysis process are motivated not only by a desire to produce and share more information, but also because expanded information collection efforts can create a problem of overload or too many “dots,” and state and local analytical


96. See JOHN ROLLINS, CONG. RESEARCH SERV., RL34070, FUSION CENTERS: ISSUES AND OPTIONS FOR CONGRESS 1 (2008); U.S. GOV’T ACCOUNTABILITY OFFICE, GAO-08-35, FEDERAL EFFORTS ARE HELPING TO ALLEVIATE SOME CHALLENGES ENCOUNTERED BY STATE AND LOCAL INFORMATION FUSION CENTERS 2, 23 (2007); O’Harrow, supra note 7.

97. See RANDOL, supra note 3, at 2.

98. See RANDOL, supra note 3, at 2.

processes can help sift through and improve the quality of data like tips and reports of suspicious activities coming into the system.100

As to information sharing, key issues include ensuring that disparate but related bits of information get pieced together and that intelligence products are delivered to those who need to act. Data are therefore increasingly exchanged via initiatives among federal, state, and local law enforcement agencies. In addition to fusion centers, these data-sharing initiatives include classified networks that circulate information between federal agencies and state fusion centers.101 Fusion centers select and analyze information, sending it up to federal agencies that then produce classified intelligence by a series of processes, including pattern analysis and data mining.102 Other networks transmit sensitive but unclassified information to and among federal, state, and local agencies.103 As mentioned earlier, state laws on information collection and sharing vary,104 reflecting local policy preferences.

*   *   *

It is tempting to think of national security policy as inherently national under our constitutional scheme.105 The federal government’s primacy in foreign affairs is often defended as instrumentally necessary for effective diplomacy,106 yet it also rests on understandings of national sovereignty and inherent centralized powers in the federal government as aspects of that sovereignty.107 After 9/11, the rhetoric—as well as the law—of a “war” against terrorism also cast counterterrorism naturally as a federal responsibility.108 Meanwhile, basic law and order and criminal justice remain stridently protected as a local domain.109

102. See id. at 2.
103. See id. at 20.
104. See supra notes 11-12 and accompanying text.
105. Cf. Richard J. Riordan & Amy B. Zegart, City Hall Goes to War, N.Y. TIMES, July 5, 2002, at A19 (“Americans have always looked to the federal government for protection from enemies abroad.”).
109. As the Supreme Court wrote in United States v. Morrison: “[W]e can think of no better example of the police power, which the Founders denied the National Government and reposed in the States, than the suppression of violent crime and vindication of its victims.” 529 U.S. 598, 618 (2000).
As is probably clear by now, however, contemporary terrorism challenges have attributes of a police and law enforcement problem as well as attributes of a national defense and foreign affairs problem. They do not fall neatly into either of these familiar categories. Moreover, the brief historical account presented above reveals that national security and defense have never been such exclusive federal spheres as one might easily suppose. Is contemporary terrorism a national and international problem with some local dimensions to it, or is it a local problem that has national and international implications? As a matter of basic constitutional allocation of responsibility, where does national security intelligence—especially counterterrorism work—fit?

Post-9/11 institutional innovations related to information collection, analysis, and sharing have pushed some national security intelligence responsibilities down to state and local levels, though this intelligence architecture is very much a work in progress and continues to evolve. Although the federal government wields vast influence with law, politics, and resources, state and local governments have reemerged as significant players in the national security arena.

II. VERTICAL RELATIONS AND NATIONAL SECURITY POWERS: LEADING ACCOUNTS AND THEIR LIMITS

What happens to state and local law and policy when it is coordinated or overlaid with federal initiatives to expand governmental national security powers? How should we understand and evaluate the vertical relationships among the levels of government in the national security arena? This Part explores the leading answers to those questions in contemporary counterterrorism law debates, and the limits of those answers.

One set of leading narratives of vertical national security relationships is what I call “top-down.” In describing state and local actions mostly in familiar terms of liberty versus security, it views major rebalancing as struck at the top, at the federal level, with state and local governments following that lead. A

110. The Supreme Court considered and rejected a version of this exclusive sphere argument in the case Gilbert v. Minnesota, 254 U.S. 325 (1920), better known as a free speech case. Minnesota had passed a statute during World War I making it unlawful to interfere with or discourage military enlistment. Id. at 326. In challenging it, a criminal defendant argued that “Congress alone can under the Constitution ‘provide for the common defence.’” Id. at 328 (quoting U.S. CONSTITUTION art. I, § 8, cl. 1). Rejecting this claim that any individual state has no interest or power in protecting the United States from its enemies, the Supreme Court explained that “this country is one composed of many . . . [and] the constituted and constituting sovereignties must have power of coöperation against the enemies of all.” Id. at 329.

second set—“pushback accounts”—emphasizes the way in which state and local governments sometimes resist federal efforts. It posits a bottom-up role for state and local governments in shaping national security policy, again usually emphasizing liberty-security balances as the key metric. Although both sets of accounts help explain some important post-9/11 phenomena, neither adequately captures the complexities of the emergent domestic intelligence architecture and of some of the most pressing or salient policy questions going forward.

A. Top-Down Accounts

Proponents of federal efforts to promote state and local national security intelligence activities generally see the programs discussed in Part I as a way of promoting sound security policies and sound privacy protections downward. To many observers and scholars, however, these efforts are dangerous because aggressive security policies and legal rebalancing at the federal level distort local policy functions and legal balances in ways that corrode liberty down through the state and local level.112

1. Hierarchical or principal-agent accounts

One common set of accounts holds that the vertical coordination of national security and law enforcement institutions effectively puts local governmental powers in the hands of the federal government—that state and local institutions and officials essentially become agents of the federal government. This “hierarchical” or “principal-agent” view of federal-local coordination sees the federal government as controlling local entities and their national security-related resources, and therefore sees local actions as often reflecting legal and policy balances set at the federal level.113

This vision of top-down control generally assumes a functional, not a formal, agency relationship, because constitutionally the federal government may not “commandeer” state and local legislators or executive officials.114 In Printz v. United States,115 the Supreme Court held unconstitutional the Brady Handgun Violence Prevention Act’s provision requiring that local law enforcement officers conduct background checks.116 Writing for the Court, Justice Scalia explained: “The Federal Government may neither issue directives requiring the States to address particular problems, nor command the States’ officers, or

112. For a discussion of both views, see Harris, supra note 87.
116. Id. at 933.
those of their political subdivisions, to administer or enforce a federal regulato-
ry program. . . . [S]uch commands are fundamentally incompatible with our
constitutional system of dual sovereignty.117

Whether because of Printz or other concerns, the federal government uses
other tools to exert heavy influence over state and local police and other agen-
cies and to induce alignment of their activities with federal initiatives.118 Some
of these tools were described earlier, including information-sharing arrange-
ments, financial grants, and training programs designed to help bolster and uni-
fy local capabilities.119

Sometimes federal control of local government intelligence resources can
be quite strong and direct, as in the Joint Terrorism Task Forces, to which state
and local governments voluntarily provide resources and personnel under the
operational control of the FBI. In many cases, the federal government controls
state and local entities by conditioning its grants and funding on federal guide-
lines, such as information-sharing protocols to promote uniformity as well as
privacy standards.120 And in other cases, the federal government may request
specific local assistance in carrying out federal initiatives. For example, as dis-
cussed in greater detail below, the Justice Department requested in November
2001 that local police departments assist in locating and interviewing several
thousand foreign men of Middle Eastern origin residing in their communities to
determine whether any of them posed a terrorist threat or had useful informa-
tion about possible terrorists.121

The notion of local police agencies or other state and local institutions be-
ing recruited into a national security function often conjures up images of past
aggressive snooping and overbroad sweeps of political dissidents.122 Oppo-
nents of federal efforts to enlist local governments in national security intelli-
gence efforts often emphasize the experience of COINTELPRO and other past
abuses involving federal-local intelligence partnerships, arguing that history

117. Id. at 935. Justice Stevens suggested in dissent that the doctrine should be more
flexible in national security or emergency contexts. See id. at 940 (Stevens, J., dissenting).

118. As Justice O’Connor explained in her concurrence in Printz: “Congress is . . . free
to amend the interim program to provide for its continuance on a contractual basis with the
States if it wishes, as it does with a number of other federal programs.” Id. at 936
(O’Connor, J., concurring); see also Lynn A. Baker, Conditional Federal Spending and
States’ Rights, 574 ANNALS AM. ACAD. POL. & SOC. SCI. 104, 106-11 (2001) (arguing that
federal conditional spending practices threaten state autonomy).

119. See supra Part I.C.2.

120. See, e.g., U.S. GOV’T ACCOUNTABILITY OFFICE, supra note 97, at 3 (describing
standards promulgated by the federal government for state fusion centers receiving grants).

121. See infra notes 201-03 and accompanying text.

122. For examples of such historical arguments, see Protecting National Security and
Civil Liberties: Strategies for Terrorism Information Sharing: Hearing Before the Subcomm.
on Terrorism and Homeland Sec. of the S. Comm. on the Judiciary, 111th Cong. 13 (2009)
(statement of Caroline Fredrickson, Director, Washington Office, ACLU); FBI Joint Terror-
ism Task Force (JTF), BILL RTS. DEF. COMMITTEE (Apr. 3, 2009, 1:08 PM EDT), http://
might repeat itself—to the detriment of liberty and without corresponding security benefits.\textsuperscript{123}

Anecdotal examples and some survey data seem to support such accounts. From 2005 to 2006, for example, the Maryland State Police allegedly collaborated with the Department of Homeland Security in carrying out surveillance of nonviolent political protest groups.\textsuperscript{124} To critics of state and local cooperation with federal intelligence programs, such joint efforts and their attendant dangers seem eerily similar to Cold War abuses uncovered in the 1960s and 1970s.\textsuperscript{125} And while state and local governments have been eager to receive federal funding, in recent years they have also complained that the strings attached to federal grants and programs are insufficiently attuned to local needs and priorities,\textsuperscript{126} and that national security intelligence law and policy continue to be set at the federal level without adequate input from the other levels of government charged with implementing them.\textsuperscript{127}

2. \textit{Trickle-down accounts}

Another common account of federal-local national security relations focuses not on the direct role of state and local agents in federally directed national security programs, but on the effects that recalibrating liberty-security balances at the federal level would then have at state and local levels—what might be termed a “trickle-down” account.

Shortly after 9/11, William Stuntz predicted that expanded counterterrorism powers at the federal level would erode protections of privacy and other freedoms at state and local levels.\textsuperscript{128} As federal agencies like the FBI asserted more powers, so would state and local agencies. Federal courts would likely

\textsuperscript{123} See, e.g., Robert Dreyfuss, \textit{The Cops Are Watching You}, \textsc{Nation}, June 3, 2002, at 12, 14; see also Danielle Keats Citron & Frank Pasquale, \textit{Network Accountability for the Domestic Intelligence Apparatus}, 62 \textit{Hastings L.J.} 1441, 1455-65 (2011); Juliette Kayyem, \textit{A Waste of Time}, \textit{Bos. Rev.}, Dec. 2004-Jan. 2005, at 16, 16 (“[T]here is simply no reason to believe that the terrorist threat we face today is so pervasive that our entire local and state police apparatus must be complicit in the federal government’s overarching efforts.”).


\textsuperscript{127} See \textit{Homeland Sec. Comm., Major Cities Chiefs Ass’n, Twelve Tenets to Prevent Crime and Terrorism} 9 (2008), available at http://www.majorcitieschiefs.org/pdf/MCC_12TenetFinal52108.pdf (“Since 9/11, a key question has been repeatedly posed: Who should be responsible for creating homeland security policies, doctrines, objectives and requirements? One default answer has emerged: The federal government should create those policies and the states should execute them.”).

\textsuperscript{128} See Stuntz, \textit{supra} note 2, at 2160-91.
give the FBI more leeway, and state courts would follow that lead. Moreover, these doctrinal shifts would be transsubstantive, so that adjustments to liberty or privacy protection in the national security context would expand to other areas of criminal justice or public order.

Plenty of empirical and anecdotal data are consistent with the trickle-down account. Examining state surveillance law, for example, shows that after 9/11, as the federal government expanded governmental powers through legislation like the USA PATRIOT Act, state governments followed suit and often modeled their statutory reforms on the federal legislation.

In the wake of 9/11, some major municipal police agencies succeeded in petitioning courts for greater surveillance leeway of the sort enjoyed by federal agencies, including the shedding of judicially managed consent decrees that had been put in place following investigative abuses during earlier eras. In 2002, for instance, the New York Police Department (NYPD) moved to modify an agreement that had emerged in the 1980s out of allegations that its intelligence unit had engaged in constitutionally improper surveillance and infiltration practices, including improper compilation of vast dossiers on individuals. The NYPD argued to the district court that the resulting restrictions on intelligence practices now prevented it from using its surveillance powers before it was too late to stop an attack. The district court agreed, finding that “the events of 9/11 and subsequent revelations about international terrorism [represent] a significant change in facts mandating modification of the Guidelines.”

B. Pushback Accounts

Common to top-down accounts is the idea that national security law and policy choices are generally set at the federal level, and that state and local in-

129. See id. at 2139.
133. On the public law litigation that followed disclosure of 1960s and 1970s police intelligence abuses in New York City, Chicago, Los Angeles, Seattle, Memphis, Detroit, New Jersey, and Michigan, see generally Chevigny, supra note 9, at 744-82. Even before 9/11, the Seventh Circuit modified in 2001 a consent decree emplaced decades before to combat abuses by Chicago’s infamous “red squads” by restricting police investigations of groups. See Alliance to End Repression v. City of Chicago, 237 F.3d 799, 801-02 (7th Cir. 2001).
135. See id.
stitutions—the political branches, enforcement agencies, and courts—take their cues in this area from the federal government. In other words, involvement of state and local institutions in national security policy results in some decentralized execution of that policy, but it tends to suppress localization, or the extent to which states and localities set their own legal and policy agendas. These top-down accounts are limited, however, insofar as they fail to explain some behavior of states and localities in pushing back against federal national security agendas. A counternarrative holds that top-down accounts neglect the checks that vertical coordination may impose on federal liberty-security rebalancing, perhaps even with trickle-up effects of local political preferences on federal law and policy.

State and local involvement can affect national security law and policy in several ways, including through their expressive powers and through the leverage exerted by their control of resources residing in local agencies.¹³⁷ Although neither this local political voice nor operational leverage is likely to be as strong and concentrated as federal influence in the national security arena, both can affect how law and policy function at the local level and sometimes also in subtle ways at the national level.

In flexing their expressive powers, many local governments have criticized aggressive post-9/11 federal national security programs or statutes. For instance, more than four hundred state, county, and city legislatures have passed resolutions or laws opposing the USA PATRIOT Act as unduly burdening civil liberties and constitutional rights, and in some cases have declared their intention not to participate in enforcing parts of the Act.¹³⁸

There are reasons to be skeptical that such expressive efforts alone have any significant practical impact on federal lawmaking; after all, Congress reauthorized the PATRIOT Act largely intact in 2005, despite those local expressions of opposition.¹³⁹ Moreover, so long as state and local governments can depend on the federal government to provide a floor of security and can expect the federal government to bear political responsibility for security lapses—issues I take up in more detail below¹⁴⁰—state and local legislatures bear little political cost and may have much to gain politically by staking out these strident public positions. That said, civil liberty advocacy groups view local politi-

¹⁴⁰. See infra Part III.B.1.
cal efforts as an important vector of legal reform, sometimes accompanying litigation or regulatory actions mobilized at local levels, especially when faced with unfavorable odds at the federal level.141

Beyond expressive efforts, some local governments have pushed back more directly—including through their operational policy and practices—against federal national security efforts they view as too aggressive.142 As mentioned above, in the immediate aftermath of 9/11, for example, the Justice Department requested assistance from local police agencies in locating and questioning thousands of men holding nonimmigrant visas from countries where al Qaeda was thought to be active.143 Many local police departments declined to participate in the questioning, not wanting to jeopardize relationships with immigrant communities.144 In other jurisdictions, local government pressure encouraged federal agents to modify their techniques and protocols in carrying out the interview program.145

In 2005, Portland, Oregon, became the first city to remove its law enforcement agencies from the FBI-led Joint Terrorism Task Force, as friction between the federal and city government escalated: soon after 9/11, Portland officials were widely criticized for refusing federal government requests to question resident foreigners,146 and in 2003 the city council passed a resolution criticizing the PATRIOT Act.147 Key members of the city government worried that the Task Force’s surveillance activities, while complying with federal law, might not meet more stringent state law standards despite FBI assurances.148 Nor, due to secrecy rules, could city government leaders oversee whether city police officers participating in the Task Force were abiding by agreed-upon guidelines.149 The city therefore pulled its participation.150 (Since then, howev-

145. See infra notes 202-03 and accompanying text.
149. See id. at 952-54.
er, the attempted bombing of a Portland festival in late 2010, thwarted by an FBI sting, has prompted Portland officials to reconsider\textsuperscript{151} and decide to rejoin the task force—but under revised terms that create greater disclosure of police participation and impose tighter rules regulating task force activities.\textsuperscript{152)}

These are among the most well-documented and visible examples of local government pushback against federal national security efforts. While more difficult to study and to assess in the negative, it is also worth considering policies or programs that slowed or terminated due to state and local resistance. For example, contrary to what the hierarchical or trickle-down accounts would predict,\textsuperscript{153} since 9/11 local police have generally refused greater terrorism-related immigration authority despite federal efforts to delegate it.\textsuperscript{154} State governments have also resisted some federally supported data-sharing initiatives that they viewed as too invasive of privacy or otherwise costly.\textsuperscript{155}

One might dismiss these various examples as merely outliers against an overwhelming alignment of local institutions with federal national security efforts. But some scholars argue that they illustrate how state and local governments can operate as checks on federal policy.

Somewhat counterintuitively for those used to seeing the federal government historically step in to protect civil liberties against state excesses, Ann Althouse has suggested that the anticommandeering doctrine announced in Printz\textsuperscript{156} can work as a safeguard or circuit breaker to protect individual rights in national security rebalancing.\textsuperscript{156}By denying the federal government comman-
deering power, “the courts have created an incentive [for Congress] to adopt policies that inspire [rather than demand] compliance, thus preserving a beneficial structural safeguard for individual rights.”157 Jessica Bulman-Pozen and Heather Gerken argue that these expressions of disagreement or disobedience not only shape liberty-security balances within local jurisdictions but also shape legal and policy debate at the national level.158 Ernest Young agrees that “[f]ederalism best protects liberty over time, through the day-to-day operations of a government in which nothing much can get done without the cooperation of multiple actors at multiple levels,”159 and that this principle could apply in the national security context.160 In other words, the federal government may exert some legal and policy tugs on local institutions, but those local institutions may exert their own tugs by responding to local politics in ways that favor civil liberties.161

These perspectives and data points offer a competing narrative to the more common top-down accounts, or at least caveats to those accounts. Rather than seeing state and local entities as passive players that take their liberty-security balancing cues from the federal government, pushback accounts posit a role for states and local entities in influencing national legal and policy agendas.

C. Limits of Leading Accounts

In top-down accounts, state and local governments are generally susceptible—perhaps too susceptible—to federal power and influence in the national security arena. In pushback accounts, state and local governments retain some independent voice and leverage to oppose federal policy and initiatives that stray too far from local liberty preferences. Each of these accounts is helpful in understanding some of the trends, bureaucratic innovations, and events since the 9/11 terrorist attacks. Individually and together, however, they are limited in their capacity to explain and assess the complex intergovernmental relations that have emerged and continue to evolve.

Descriptively, these leading accounts are most useful in explaining the state and local effects of and reaction to the massive post-9/11 pendulum swing of federal policy favoring aggressive counterterrorism efforts. Born of a particular moment of rapid and dramatic expansion of federal counterterrorism powers, current narratives often reflect their authors’ policy views that the Bush

157. Id. at 1272. As Susan Herman explains, this turns some political debates on their heads, as liberals now see the virtues of federalism. Susan N. Herman, Introduction, 69 BROOK. L. REV. 1201, 1205-06 (2004).
158. See Bulman-Pozen & Gerken, supra note 138, at 1278-84.
159. Young, supra note 137, at 1290.
160. See id. at 1290, 1311.
Administration’s efforts unduly threatened individual rights. As a result, these accounts focus heavily on liberty-versus-security metrics, neglecting other policy values. They also pay little attention to how vertical intergovernmental dynamics might function in the national security arena over the long term as the liberty-security pendulum continues to swing back and forth.

Normatively, both top-down and pushback accounts are too narrow in the way they assess vertical intergovernmental relations, especially if—as I believe they will—state and local roles in national security intelligence become further institutionalized. To some subscribers of top-down accounts, the appropriate institutional relationship is one of separation: the federal government should handle national security intelligence on its own, and mostly leave state and local governments unencumbered in meeting their own local policy responsibilities. 162 To subscribers of pushback accounts, involvement of state and local governments in federal national security efforts is fine, and maybe even beneficial, so long as those governments and agencies retain sufficient autonomy to dissent. 163 Both of these prescriptive orientations assume that national security remains largely the province of federal policy; neither offers much of an affirmative role for local governments in contributing to national security law and policy formulation or agenda setting in a sustained way. Likewise, neither accounts for the special characteristics—the comparative advantages as well as weak spots—of local institutions in that realm.

In that regard, the leading accounts tend to assume a natural allocation of responsibility based on a priori constitutional categories: national security policy is the domain of the federal government, while local law and order is the domain of the states and their components. As Part I concluded, however, this neat and tidy division is no longer workable. Moreover, even the way we might presumptively allocate government national security duties based on traditional constitutional categories or conceptual divisions of responsibility depends on how wide a lens we cast on that public policy issue. If we see the national security problem as one of finding and neutralizing extremely dangerous individuals

162. See, e.g., Herman, supra note 148, at 943 (“These joint federal and state/local enterprises might be viewed as weakening the vertical structures of the United States Constitution by collapsing previously autonomous spheres.”); Kayyem, supra note 123, at 16 (“[B]etter to keep the locals out of . . . federal [national security] politics—better to stay on the sidelines, to critique and undermine, to refuse and create legal loopholes—than to be part of it at all.”); Robin, supra note 130 (warning against liberty dangers of collaboration between federal and local governments).

163. See, e.g., Althouse, supra note 156, at 1261 (“[T]he ability of state and local government to resist being commandeered creates pressure on the federal government not to go too far, not to put too low a value on individual liberty . . . .”); Bulman-Pozen & Gerken, supra note 138, at 1280 (arguing that states “use their policymaking authority to thwart the Patriot Act’s provisions, something that is possible only because the federal government relies on the states for enforcement assistance”); Young, supra note 137, at 1288 (“[A]nti-commandeering doctrine . . . creates the constitutional space for state and local governments to vindicate their own, possibly broader understandings of these rights by refusing to participate in federal enforcement efforts they consider suspect.”).
or groups violently opposed to the government, and therefore the key tasks as collecting and analyzing information about those individuals or groups, then it is easy to look to the federal government as the major locus of responsibility. If, however, we step back and view the problem not only as collecting, sharing, and analyzing information but also cultivating the relationships with communities likely to provide information to the government, then responsibility is more naturally situated at various levels of government, including the local level. If we step back even further and view the problem as including how to identify and address social alienation and other factors that may contribute to terrorism and other forms of violent extremism, then responsibility might naturally fit even more comfortably at the local level of governance, which has significant responsibility for basic social policy and services including education, community relations, and public welfare.

Immigration federalism offers some useful parallels in that regard, because until recently immigration law and policy were viewed so strongly as exclusively federal domains, a view that also has roots in the idea that immigration is linked inextricably with foreign policy and national defense. In challenging Arizona’s aggressive immigration enforcement laws passed in 2010 as preempted by federal law, for example, the federal government argued that to permit varying state immigration policies would impermissibly interfere with its balance of “uniquely national interests and priorities.” Recently some scholars have called into question such hard, bright-line constitutional dividing lines of responsibility, though, because effective immigration policy and enforcement depends heavily on state and local government participation—and that state and local participation draws on uniquely local capabilities and is shaped by diverse local politics and institutional pressures.

Besides viewing too narrowly the roles that local governments might play in setting and implementing national security policy, the leading accounts are generally based on a narrow and static view of the terrorism threat. The threat itself is evolving, which is one reason why it is difficult to characterize terrorism as either a national problem with local dimensions or a local problem with national and international dimensions—the threat is in fact some combination of both. That evolution will affect the way we think about which public in-

167. Cristina Rodríguez argues that “immigration control occurs through a de facto multi-sovereign regime” in which state and local governments’ participation is inevitably shaped by local conditions and competing policy demands. Cristina M. Rodríguez, The Significance of the Local in Immigration Regulation, 106 MICH. L. REV. 567, 609-10 (2008).
168. See Peter Bergen & Bruce Hoffman, Assessing the Terrorist Threat: A Report of the Bipartisan Policy Center’s National Security Preparedness Group 1,
stitions should take the lead and about the balance of influence between federal and state or local institutions.

As alluded to above, the dramatic legal, policy, and bureaucratic changes following the 9/11 attacks were driven by a transnational terrorist network primarily based, operating, and sustained abroad. Since those attacks, however, there have been indications of a possible growing domestic terrorism threat within the United States that may be inspired ideologically from abroad but not controlled or even directly supported by foreign terrorist organizations. This assessment is hotly debated among terrorism experts, though recent terrorism attempts seem to confirm the prospect that indigenous activities could form a significant part of the future terrorism threat.

The more that terrorism threats include domestic, and perhaps homegrown, elements, the stronger reliance on local government intelligence will likely become. This is a different point from the familiar refrain that local governments play a critical role in preventing terrorism generally; rather, it is a point about the specific type and character of emergent terrorism threats and the ways the structure and nature of that threat could and should influence the distribution of responsibilities among levels of government. As a 2007 U.S. government intelligence assessment put it: “The ability to detect broader and more diverse terrorist plotting in this environment will challenge... the tools we use to detect and disrupt plots” and “will... require greater understanding of how suspect activities at the local level relate to strategic threat information and how best to identify indicators of terrorist activity in the midst of legitimate interactions.” For example, because local police are better versed in the activities of their communities and often have better networks of relationships with other


172. According to Brian Michael Jenkins of the RAND Corporation, “As [terrorism] metastasizes, cops are it. We're going to win this at the local level.” William Finnegan, The Terrorism Beat: How Is the N.Y.P.D. Defending the City?, NEW YORKER, July 25, 2005, at 58, 61; see also The Next 5 Years, supra note 89, at 19 (“In combating 'homegrown' threats, the burden shifts... almost entirely to local law enforcement.”).

local institutions and actors than do federal agents, some purely domestic threats are more likely to be uncovered through observations by local law enforcement agents and programs or tips originating from relevant neighborhoods. By contrast, international terrorist networks—especially those, like al Qaeda, that are controlled or supported by a central core—are more detectable by federal communications monitoring and through centralized analysis that assembles disparate pieces of information.

At the same time that we may see evolution of the terrorism threat, government counterterrorism strategy may adjust, too, and in ways that shift responsibility to local levels. For example, to the extent that counterterrorism strategies adapt to include addressing social alienation and other factors that may give rise to violent extremism, responsibility naturally fits more comfortably at the local level of governance, which has significant responsibility for social policy and, therefore, the instruments for managing it. As explained at the conclusion of Part III, an emphasis on “counter-radicalization”—or efforts to stop the social processes that give rise to terrorism—would likely involve local institutions, which have better visibility of and access to relevant communities and influential actors within them.

In other words, harnessing state and local institutions for national security may be needed not merely to bolster efforts otherwise naturally in the domain of the federal government, but to address parts of the national security challenge for which state and local institutions are better suited than the federal government could ever be. The leading accounts of federal-local relations and national security do not adequately incorporate these features into their analyses.

* * *

Many leading accounts of the vertical dimension of national security intergovernmental relations see legal and policy decisionmaking as top-down, with state and local governments largely taking their cues about balancing liberty and security from the federal government. Other leading accounts emphasize that state and local governments can and do sometimes push back against fed-

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174. See Nat’l Research Council, Protecting Individual Privacy in the Struggle Against Terrorists 16 (2008). Rascoff argues, for example, that local agencies “see” terrorism threats differently than federal ones do, and together they may develop a more complete and accurate assessment. Rascoff, supra note 161, at 1725-31.


176. See Bergen & Hoffman, supra note 168, at 30 (“Who in fact has responsibility in the U.S. government to identify radicalization when it is occurring and then to interdict attempts at recruitment? Is this best done by federal law enforcement . . . or state and local jurisdictions working closely with federal authorities? What is the role of state and local governments?”).

177. See infra Part III.C.
eral policy. While each has some explanatory value, however, those leading accounts are limited in their capacity to describe emergent intergovernmental relations and to guide reforms.

How should federal-local relations be structured and managed for the long term, in which threats and political responses to them will continue to evolve? What other values besides liberty-security balances are at stake in structuring vertical intergovernmental relations with respect to national security intelligence? The next Part takes up these questions.

III. NATIONAL SECURITY FEDERALISM IN THE AGE OF TERROR

This Part addresses gaps in leading accounts of vertical national security relations and builds on Part II’s observations about the nature of contemporary terrorism threats by turning to some familiar arguments about federalism. The leading accounts already draw on federalism tropes in thinking about how to safeguard liberty: both top-down and pushback accounts see state autonomy as important to preserving rights or as a counterweight to federal power. This Part takes the federalism analysis further.

Specifically, this Part focuses on how governmental building blocks should be structured vertically to set appropriate policy balances and better ensure that those policy balances are carried out effectively. Such a focus on institutional structure and arrangements is important because liberty and security are only two among many policy values to be defended and balanced, and these balances require recalibration over time in an environment fraught with uncertainties. It is also important because actors at each level have particular characteristics—including some competencies and advantages as well as some shortcomings—relevant to these policy challenges. Given the deeply rooted vertical division and localization of American policing powers and the nature of terrorism challenges, this Part accepts that a significant degree of national security federalism will likely endure, and asks how we can make the most of it.

Among many federalism proponents, state and local authority—or devolved and distributed rather than national authority—is widely held to carry a range of virtues besides serving as a check on expansive federal power. Delegating policy authority to states is often thought, for example, to enhance political accountability by linking policy more closely to affected populations and to improve policy effectiveness by tailoring policies to local conditions and promoting experimentation.178 These values are also often ascribed to local gover-

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178. As Justice O’Connor explained in *Gregory v. Ashcroft*, “the federalist system is a check on abuses of government power”; it helps ensure that government “will be more sensitive to the diverse needs of a heterogeneous society; it increases opportunity for citizen involvement in democratic processes; it allows for more innovation and experimentation in government; and it makes government more responsive by putting the States in competition for a mobile citizenry.” 501 U.S. 452, 458 (1991). On the virtues of federalism and counte-
nance. “Indeed,” Richard Briffault observes, “it would seem that the characteristics of the states and of federalism that promote these values are even more pronounced at the local level.”

There is something almost oxymoronic about the notion of “national security federalism.” Besides the vision of distributed authority as a check on governmental power that runs through so many of the leading accounts discussed in Part II, however, two other visions of federalism merit close attention in this context. One vision focuses on accountability, or political responsiveness, both as a means toward achieving appropriate balances among policy values (including, but not limited to, liberty and security) and also as an independent normative value in itself. A second vision is concerned with the economics of public policy allocations, and how the distribution of decisionmaking between units of government relates to policy costs and benefits (including who bears what and the effects of scale on those tradeoffs).

These are not the only alternative frames to the standard narratives and counternarratives emphasizing liberty-versus-security balancing and strong-versus-weak checks on federal power. But together with these leading narratives, these alternative frames help illuminate special features of national security federalism and offer new ways for understanding, assessing, and improving emergent intelligence structures.

A. Accountability and National Security Intelligence

One common view of federalism holds that authority should be allocated and arranged among levels of government to promote responsiveness to the governed or to promote clarity for the public about whom (including what level of government) to hold responsible for actions or inactions. In the national security context, this view prompts questions over whether integration of state and local institutions into intelligence programs and functions enhances or degrades the public’s ability to participate meaningfully in self-government through the political process.


179. Briffault, supra note 17, at 1312; see also Gerald E. Frug, The City as a Legal Concept, 93 Harv. L. Rev. 1057, 1067-73 (1980) (discussing local autonomy as important to public participation).

Comparing national security intelligence to other public policy areas in which devolution of political authority is thought to improve political responsiveness of government highlights the specific challenges attendant to secrecy and uncertainty in the national security context. More importantly, though, there are other types of accountability that are especially salient in this context, including promoting reasoned deliberation and monitoring compliance with law and policy to prevent abuses or misuses of power, and there will sometimes be tradeoffs among these types of accountability. While vertical intergovernmental arrangements in the national security intelligence context should be sensitive to the values and risks of political responsiveness, they should also be especially geared to enhance those other forms of accountability. This Subpart proposes some ways to do so.

1. Accountability and political processes

In thinking about the accountability values of federalism and national security, a good place to start is the familiar debate about criminal justice federalism. That debate provides not just an analogy, but also some empirical insights, because there is so much substantive and institutional overlap between criminal justice and national security intelligence. Both involve law enforcement agencies combating threats to public order and safety—indeed, many states have their own criminal statutes against terrorism offenses—though “national security” functions might be distinguished on account of features including the high magnitude, political purpose, and national and international consequences of the threat involved.

Proponents of criminal justice federalism usually regard local political dynamics as critical to a normative vision of law enforcement and policing that is responsive and tailored to local preferences and citizen demands. This emphasis fits especially comfortably with anticommandeering doctrine and the Supreme Court’s rhetorical accent that the federal and state governments should be organized as acoustically distinct entities—separately accountable,

182. See id. at 132, 154.
183. See Thomas E. Feucht et al., Policing, Terrorism, and Beyond, in TO PROTECT AND TO SERVE: POLICING IN THE AGE OF TERRORISM, supra note 14, at 203, 204.
therefore, to the citizenry for the benefits and burdens of criminal justice policies.186

Legal scholars frequently question political accountability arguments for federalism in general as overstating empirically the way citizens assign credit or blame for decisionmaking.187 However, in the criminal justice context specifically, many policing scholars believe that local politics plays a significant role in shaping policy and constraining police behavior (though recent scholarship also emphasizes professionalization and institutional pressures that play out at local levels).188 “It has long been accepted,” according to one major treatise on law enforcement and democracy, “that the best way to maintain the accountability of the police is to keep the lines between the local community and the police department as short as possible.”189 “The main consequence of America’s decentralized system,” writes James Q. Wilson, “is that public opinion closely watches and deeply influences law enforcement.”190 Most police agencies are locally financed and controlled, and are subject to direction and oversight by officials elected by and responsible to the communities they serve.191 Combined with the institutional pressures and professional orientations of modern community policing trends, which emphasize partnership with local communities,192 these political arrangements are often believed to make police agencies and their policies responsive to local demands and preferences.193

189. See Brewer et al., supra note 82, at 115; see also Herman Goldstein, Policing a Free Society 131-43 (1977) (discussing localized political control of American policing). But see Richard T. Ford, Police Don’t Fight Wars, Bos. Rev., Dec. 2004-Jan. 2005, at 19, 19 (“True, local police are more likely to be more accountable to local constituencies than federal agents, but local police also tend to be most responsive to the local communities that are least likely to be victims of police abuse and most likely to fear the effects of violent crime.”).
191. See Wilson, supra note 190, at 476.
192. See Lewis & Ramakrishnan, supra note 188, at 881.
193. See Brewer et al., supra note 82, at 115; Nat’l Research Council, supra note 82, at 51. This is not to minimize the dangers of racial or ethnic biases in local policing, nor
Applying a normative vision of devolved political accountability and recognizing that the localization of policing in the United States is widely credited with enhancing the accountability of state and local law enforcement agencies, there are several reasons to be concerned about the emergent national security architecture. First, current efforts to incorporate state and local governments into national security programs could cloud the information necessary for effective public accountability from the federal level down to the local. Some critics of joint federal-local counterterrorism programs and overlapping federal and local responsibilities for national security intelligence worry that citizens can no longer be so certain whom to credit or blame for invasive counterterrorism policies and programs. Even if vigilant members of the public or civic groups tried to untangle complex lines of authority, they might find the necessary information delineating federal and local government roles inaccessible. For example, with few exceptions, the memoranda of understanding that spell out the terms of cooperation for Joint Terrorism Task Forces are not publicly available. Moreover, as discussed further below, the details of many national security intelligence programs are often secret. This opacity runs in obvious tension with local accountability premised on informed citizenries.

Second, current efforts to incorporate state and local governments into national security programs may undermine the public’s capacity to exercise political clout by distorting the costs and benefits of government decisions in the political marketplace. Because federal-local national security cooperation entails opportunities for state and local governments to gain resources, information, stature, and other goods in return for collaboration, the pull of public demand on law enforcement decisionmaking at the local level is diluted.

the fact that in the past federal intervention and enforcement has been needed to combat state and local discrimination, which has sometimes been defended under the banner of “states’ rights.” See Young, supra note 137, at 1277.

Community policing also has its skeptics and detractors, and much controversy exists over how effective these strategies are, especially with respect to perceived legitimacy among communities. See Nat’l Research Council, supra note 82, at 329 (calling for more research in this area); Sklansky, supra note 188, at 1810-14 (critically analyzing community policing and its democratic legitimacy).

194. Cf. Bulman-Pozen & Gerken, supra note 138, at 1291 (“[A]ccountability is not simply about knowing who is responsible, but also being able to appeal to them.”).

195. See Herman, supra note 148, at 942-43.

196. See Citron & Pasquale, supra note 123, at 1453-55 (arguing that fusion centers undermine accountability by blurring lines of authority).

197. See Herman, supra note 148, at 951 (explaining that the terms of Joint Terrorism Task Force agreements are usually kept secret); Alasdair Roberts, Big Brother Keeps Secrets Under Wraps, POST-STANDARD (Syracuse), Dec. 19, 2004, at C1 (discussing unsuccessful efforts by civil liberties advocates to obtain agreement documents under the Freedom of Information Act).

198. See infra notes 211-13 and accompanying text.

199. See Waxman, supra note 8, at 393-95 (arguing that some federal intervention in state and local counterterrorism efforts might be viewed as correcting a distorted political market).
Neither of these accountability concerns is new or unique to national security. In many other areas of criminal justice policy, such as violent crime and narcotics, the federal government has intervened with its own law enforcement resources, grants, training programs, and joint operational activities. But, the argument might go, vertical national security arrangements exacerbate political accountability challenges in degree (greater distortion of the political marketplace) and kind (greater secrecy or obscuring of important information).

While there are several reasons to be concerned about the emergent national security architecture, however, shared federal-local responsibility also carries opportunities to enhance accountability. Rather than federal-local collaboration blurring lines of responsibility or spoiling local government responsiveness, perhaps local accountability mechanisms are sufficiently robust that they can boost accountability from the local to the national level.

As an example of how this might work, consider the handling of the Justice Department’s immigrant interview requests after 9/11 by the police department of Dearborn, Michigan, a city near Detroit that contains a high concentration of Arab-Americans. Investigation of that episode reveals that concerns about community trust influenced the way the city government participated in the interviews: local police declined to conduct interviews themselves, worked hard to explain their participation in a qualified way, and ultimately adopted a role of representing community concerns and monitoring the activities of federal agents. The role of local police in Dearborn and elsewhere was shaped by their interest in setting boundaries on intelligence- and information-gathering efforts that threatened to undermine relationships with elements of the Arab community they had worked hard to develop, whereas federal agencies (with a narrower mandate toward that community) had less at stake in protecting those relationships.

The ensuing resistance from local institutions favoring a less aggressive approach at least affected policy execution in that jurisdiction, and over time similar federal-local contestation in many other jurisdictions might have contributed to shifts in federal practices and policy with regard to intelligence collection and Muslim communities. Such shifts in federal policy and practice

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204. See Karen DeYoung, *Distrust Hinders FBI in Outreach to Muslims: Effort Aimed at Homegrown Terrorism*, WASH. POST, Feb. 8, 2007, at A1 (discussing FBI outreach efforts to Muslim communities and noting that “[a]s the FBI and Muslims wrestle toward accom-
prompted by local pressure would represent a “trickle-up” phenomenon that bolsters accountability, tying policy and practice more tightly to local preferences and countering the trickle-down effect predicted by some leading accounts discussed earlier.205

This more sanguine scenario for accountability relies on local governments as important entry points for public political participation. Even if new vertical arrangements inhibit the public’s ability to discern exactly which level of government is ultimately responsible for policies, that informational deficit, the argument might go, is offset by greater and more direct public voice in shaping those policies and the way they are carried out.206

In part this debate comes down to empirical judgments, the data for which is sorely lacking. The answer is also likely to vary from locale to locale because, among other reasons, populations that may be especially burdened by intelligence efforts (such as Muslim communities) will be better represented or subjected to more intense prejudices in some places than others, and because states and localities are governed by diverse institutional arrangements and politics. However, this debate also raises deeper questions of what sort of accountability we expect and desire when national security is at stake, and what is the appropriate political unit or units for that accounting.

As described above, federalism discussions usually emphasize a particular type of accountability: responsiveness to the demands of the governed, defined in terms of a given political unit (a city, a state, a nation). With respect to national security and intelligence, however, there are several reasons why a simple model of government actors responding to public preferences is particularly unlikely to function effectively. Alternative modes of accountability therefore take on additional urgency.

First, the costs and benefits of national security programs are especially difficult for the public to discern.207 With respect to most other police functions, local political pressures shape or constrain local policing because government actions and the problems at which they are directed are often observable and sometimes easily measurable.208 Police patrols and stops or arrests, for example, are visible to the public eye and affect local communities in direct and modulation, local law enforcement officials have come to occupy a safe middle ground for both”).

205. See supra Part II.A.2.
206. See Richman, supra note 200, at 419.
207. Moreover, this is a policy area in which public pressures and political incentives are especially likely to result in overreactions to perceived threats. See John Mueller, Overblown: How Politicians and the Terrorism Industry Inflate National Security Threats, and Why We Believe Them 33-43 (2006); Cass R. Sunstein, Worst-Case Scenarios 42-44 (2007). Therefore, it may be advantageous to arrange institutions in ways that buffer or insulate policy from public opinion swings.
tangible ways; crime rates and disorder are measurable and subject to comparison over time.\textsuperscript{209} By contrast, national security benefits, such as effectively deterring or disrupting terrorist planning, lack good publicly observable metrics or baselines other than defining “success” in terms of nonevents.\textsuperscript{210}

Second, a significant part of the government’s work in this area is secret. By nature and design, much intelligence work is often clandestine or opaque, shielded from public (and, more importantly, enemy) view.\textsuperscript{211} Even when the general policy is transparent, the operational details—which sometimes go to such critical and controversial questions as how and against whom intelligence is collected—may not be.\textsuperscript{212} With respect to secretive activities, it is impossible to rely on standard mechanisms of direct political accountability that assume an informed citizenry.\textsuperscript{213}

Third, with respect to domestic security and intelligence, many costs of government action are likely to be concentrated locally to provide benefits elsewhere or benefits that are very broadly distributed. For example, expensive efforts to disrupt terrorist activities through surveillance (in terms of resources, liberty, disruption of relations with immigrant or minority communities, etc.) in one locale may produce security elsewhere or for the entire nation\textsuperscript{214}—an issue developed further in the next Subpart.\textsuperscript{215} Alternatively, the costs of providing a benefit to one locale can spill over into other locales. Whether one thinks about national security in terms of a community’s physical and psychological safety or as a nationwide public good, costs and benefits are not borne or distributed evenly. And, much more so than with respect to routine criminal justice, states and localities have to invest in activities that generate little easily visible benefit to any particular community.\textsuperscript{216}

\textsuperscript{209} See Richman, supra note 200, at 378.

\textsuperscript{210} See Bureau of Justice Assistance, supra note 45, at 21 (“One reason why intelligence operations are not always understood or appreciated is because they cannot be evaluated by traditional measures of law enforcement success . . . .”); Skolnick, supra note 125, at 203 (“Unlike crime, which is the familiar, inevitable, and measurable part of the police assignment, there are no measures of success against terrorism except the absence of attack.”).

\textsuperscript{211} See Banks & Bowman, supra note 29, at 5.

\textsuperscript{212} See, e.g., In re City of New York, 607 F.3d 923, 928 (2d Cir. 2010) (granting the city’s petition for a writ of mandamus overturning the district court’s order compelling production of confidential intelligence reports prepared prior to the 2004 Republican National Convention).

\textsuperscript{213} See Bruce Russett, Controlling the Sword: The Democratic Governance of National Security 147-48 (1990); Deborah N. Pearlstein, Form and Function in the National Security Constitution, 41 Conn. L. Rev. 1549, 1578 (2009).

\textsuperscript{214} See Richman, supra note 200, at 410-11; Thacher, supra note 84, at 637-38.

\textsuperscript{215} See infra Part III.B.

\textsuperscript{216} Cf. Robert O. Keohane et al., Democracy-Enhancing Multilateralism, 63 Int’l Org. 1, 7 (2009) (“In situations involving a public good that no individual group has an incentive to provide on its own, the resulting policy may be more representative of diffuse general interests and majority preference that pass the test of public deliberation . . . .”).
2. National security accountability as reasoned deliberation

None of these factors is entirely unique to national security law and policy, but they are all intensified in that area. It is therefore not surprising that “accountability” in other national security law contexts (such as war powers or foreign intelligence operations) is usually defined and emphasized in ways besides subjection to public scrutiny, including processes to ensure effective deliberation.²¹⁷ This is certainly not to deny that public responsiveness is also an important component of accountability in national security policymaking.²¹⁸ But scholars who study structural design or allocation of authority in the national security context often stress a deliberative component of accountability, or the desirability of checking the natural tendency of security institutions toward excesses or ill-advised policies—with processes and structural arrangements that require persuasive justifications for actions—especially when high degrees of secrecy preclude direct public appraisal.²¹⁹

In this light, accountability analysis of national security federalism takes on a new dimension. Besides the degree to which governmental agents are responsive to public preferences—indeed, in some tension with that responsiveness—much of the potential accountability value of integrating local institutions into the national security architecture lies in processes of interlevel policy deliberation and validation.

With regard to horizontal arrangements among the executive, Congress, and courts, interbranch participation not only helps ensure broad-based political support for policies but also subjects executive action to scrutiny and assessment by other branches with shared responsibilities but distinct institutional perspectives and incentives. Similar arguments have been made recently in the administrative law context regarding the value of internal executive branch checks.²²⁰ These sorts of deliberative processes within the governmental architecture are especially important when, due to secrecy or other difficulties in public appraisal or scrutiny, electoral politics or public pressures function poorly as a check.


²¹⁸. See Koh, supra note 217, at 111-12.


²²⁰. See, e.g., Katyal, supra note 219, at 2317 (arguing that overlapping mandates of executive branch national security bureaucracies leads to better decisionmaking through discussion and debate); Gillian E. Metzger, The Interdependent Relationship Between Internal and External Separation of Powers, 59 Emory L.J. 423, 429-30 (2009) (arguing that internal executive branch checks are important to ensuring depoliticization, harnessing expertise, and fostering consideration of different perspectives in administrative decisionmaking).
In similar ways, vertical, interlevel participation among federal, state, and local governments—while perhaps even cutting against a vision of direct public accountability by blurring lines of responsibility or spreading political risk—could subject collaborative policies to mutual review and validation by institutions with overlapping responsibilities but differing political pressures, as each level works to build and maintain the support of the others for its programs. Here, scholars of national security institutions and scholars of federalism each have something important to offer, insofar as the former often study structures for policymaking when secrecy or low measurability trumps transparency, and the latter often study cooperative arrangements among levels of government amid robust political marketplaces.

By way of illustration, consider the differing responsibilities of the FBI and local police agencies, both of which are law enforcement institutions also charged with an intelligence function, and consider the way each level devises guidelines on the appropriate scope of investigations. In some respects, the FBI’s mandate is broader than that of local police, as it includes combating threats like foreign espionage and foreign computer intrusion that lie outside the scope of local responsibility or the technical capacity of local governments to confront. With that mandate in mind, federal investigatory guidelines, which are subject to periodic revision to expand or contract the government’s authority to monitor individuals or groups perceived as threats, are generally thought of primarily in terms of national security tradeoffs with privacy and free expression. In other respects, however, local police mandates are much broader than those of federal law enforcement agencies, because in addition to investigating specific crimes, local police functions also include maintaining order, patrolling, and directly providing community services that federal agencies do not. Legal or policy decisions that might easily be framed at the federal level in terms of balancing security and liberty might, at the local level, involve balancing a more dense and heterogeneous array of policy imperatives and political and institutional pressures.

221. Ernest Young makes a similar point in noting that “[r]equiring the consent of multiple actors before the government can act is a pervasive institutional strategy in the Constitution; it is most familiar, obviously, in separation of powers.” Young, supra note 137, at 1289. He goes on to suggest that counterterrorism might be an area of public policy in which the federal government, notwithstanding its powerful levers of influence, “must still persuade state authorities that federal policy is sufficiently legitimate, wise, and fair to warrant their participation.” Id. at 1289-90.


224. See Waxman, supra note 8, at 386.

225. See Ratcliffe, supra note 71, at 229.
to be shaped by such locally diverse issues as resource allocation priorities and community relations.226

When these sets of interests are overlaid by processes of interlevel collaboration and mutual review, the need for officials at one level of government to persuade officials at the other can therefore serve a checking function. Although it may carry costly inefficiencies in the short term, some friction between intelligence agencies at various levels of government resulting from these distinctive institutional perspectives may be useful for combating the “groupthink” and politicization of intelligence that can occur within entirely unified structures.227 And it is not just when state or local institutions resist federal efforts that their joint participation enhances such accountability: even when they cooperate, they provide localized feedback based on contextualized experience and community reactions to federal initiatives, including through dialogue among officials and by validating federal policy with continued or additional local government contributions and support. Further consideration of institutional design should focus on the effects of vertical national security arrangements on interlevel deliberative processes, with an eye toward how state and local involvement can provide genuine opportunities for joint planning and policy formulation and scrutiny—instead of states and localities merely following the federal lead, as top-down accounts would predict, or occasionally working to block it, as pushback accounts would suggest.

As discussed above, for instance, the emergent intelligence architecture includes mechanisms for collaborative investigation among federal and local agencies (for example, Joint Terrorism Task Forces) and efforts to involve state and local governments in intelligence sharing and analysis (including state or local fusion centers and interjurisdictional data-sharing initiatives).228 The federal government has recently been supplementing these programs with efforts to integrate state and local representatives into its intelligence planning, though it is too early to judge the results. For instance, the Interagency Threat Assessment and Coordination Group at the National Counterterrorism Center, within the Office of the Director of National Intelligence, works specifically to provide advice and counsel to federal intelligence agencies about counterterrorism operations at the state and local levels.229 The Department of Homeland Security has also set up an advisory council to help incorporate the views of state and

226. See Richman, supra note 200, at 411-18.
228. See supra Part I.C.2.
local agencies into information-sharing efforts. Evaluation of these programs should look beyond whether they adequately resource counterterrorism efforts or break down barriers to necessary information flows—the priority questions that most naturally and urgently followed from assessments of pre-9/11 bureaucratic defects in “connecting dots” to whether they promote meaningful opportunities for joint deliberation or mutual review between levels of government involved in counterterrorism policy.

Limited studies to date suggest, for example, that many joint task forces do not actually provide opportunities for serious intergovernmental deliberation because their decisionmaking tends to be dominated by their federal leadership, and participating state and local agents often become disconnected from their home agencies while not fully integrated with federal ones. That is, as currently configured the joint task forces neither adequately integrate local agencies’ competencies nor allow sufficient feedback between local agencies and the federal ones that draw on their resources. Recent efforts by the Office of the Director of National Intelligence to involve state and local government representatives in counterterrorism planning at the national level may prove better able to harness and integrate different perspectives in challenging assumptions and shaping policy. However, their impact is not yet clear, and it will be difficult for a small number of state and local representatives to help account for the diversity of concerns and experiences at that level.

It is likely that for these jointly reasoned deliberation mechanisms to work effectively over time, both local and federal agencies would have to commit to major cultural shifts as a matter of long-term strategy. For their part, state and local governments would need to purchase more clout by devoting substantial resources and senior-level attention to collaborative national security programs. It might require, for example, greater involvement of state and local personnel in joint task forces, and a restructuring of that participation to include more active and high-level dialogue between participating agents and their local home agencies, along with a weightier voice in managing investigations and joint intelligence activities. For their part, and to make those investments worthwhile, federal agencies like the FBI would have to view local agencies as essential players and demonstrate that commitment with greater information


231. See supra note 64 and accompanying text.


234. See Richman, supra note 200, at 419.
sharing and greater deference to local policy priorities.\footnote{235} Whereas local police culture will need to evolve over time to see their activities as part of a broader national security system, the FBI culture will need to evolve away from seeing local police as second-class partners.\footnote{236}

Any such tighter partnership creates some tension between direct political accountability and deliberative accountability, since greater integration of state and local efforts with federal ones may cause further blurring of lines of policy and even bureaucratic responsibility.\footnote{237} Some top-down accounts critical of federal-local collaboration advocate strict separation of state and local agencies from federal national security efforts, fearing that overlap and integration of activities results in local cooptation.\footnote{238} Such strict separation is increasingly impractical, though, after a decade of investment in state and local counterterrorism programs and the federal government’s reliance on intelligence capacity at the state and local level—all of which could deepen if domestic terrorism threats grow. This analysis suggests instead that a more fruitful avenue to preserving and harnessing the values of local deliberative input may be through expanded local participation in joint intelligence planning and deliberative decisionmaking.

3. Accountability oversight

The danger to liberty, security, and other policy values in the national security arena comes not only from where official policy and legal lines are drawn, but also from the likelihood that some government agencies or agents will cross or fail to meet those official lines.\footnote{239} Because this is an area in which government powers historically have been prone to abuse, and in which standard political accountability mechanisms associated with federalism are undermined, oversight and monitoring mechanisms—another way to think about accountability—take on added import.\footnote{240}

\footnote{235. See Maguire & King, supra note 232, at 346-49.}
\footnote{236. See George L. Kelling & William J. Bratton, Policing Terrorism, CIVIC BULL., Sept. 2006, at 6-7.}
\footnote{237. Cf. Heather K. Gerken, The Supreme Court, 2009 Term—Foreword: Federalism All the Way Down, 124 HARV. L. REV. 4, 9 (2010) (“At the national level, we have two competing accounts of how to check a government: (1) separation of powers, which depends on separation and independence, and (2) checks and balances, which depends on integration and interdependence.”).}
\footnote{238. See supra Part II.A.1.}
\footnote{239. In addition to thinking about national security oversight architecture in both the horizontal and vertical dimensions, there is a need to focus on the public-private axis, especially as the government becomes more reliant on the private sector to support intelligence efforts. See Jon D. Michaels, All the President’s Spies: Private-Public Intelligence Partnerships in the War on Terror, 96 CALIF. L. REV. 901, 904 (2008).}
\footnote{240. “Accountability” is also often used in the national security context to mean monitored compliance with the law. See, e.g., Stephen Dycus, The Role of Military Intelligence in Homeland Security, 64 LA. L. REV. 779, 807 (2004) (calling for “reliable controls and meas-
There are reasons to be especially worried about oversight of national security intelligence activities at the local level, where significant activities will continue to take place. First, recall from Part I the divergent histories of federal and local governments with respect to Cold War intelligence abuses and subsequent reform: whereas the federal government still had to bear responsibility for combating domestic national security threats, and so developed a set of formal checks, local governments could and did largely retreat from national security intelligence activities during the late Cold War reform period. As a result, governmental intelligence oversight mechanisms are considerably less mature and developed at the state and local level, and they are very patchy and uneven across jurisdictions.

A second reason to worry especially about local oversight of national security activities is that even policing oversight mechanisms that do exist and may generally operate well at the local level are often poorly adapted to government activities with very low public transparency. Recall also from the previous Subpart that visibility of police behavior and programs normally plays a major role in regulating coercive or invasive government conduct at the local level, but that intelligence activities are often not widely or easily detectable. (Many traditional police functions also include surreptitious activities, such as criminal wiretapping, but those—much more so than intelligence programs and practices—are often overseen by courts or governed by well-honed internal guidelines.) With respect to surveillance of potential national security threats and other publicly imperceptible intelligence activities, some states have developed or are developing specialized audits and oversight boards. However, many state and local governments lack sophisticated internal controls, and legislatures and courts at those levels generally lack expertise and resources to conduct rigorous investigation or monitoring. If top-down accounts are correct that federal law and policy have mimetic effects at the state and local level, there is particular reason to worry that national security laws and policies developed at the federal level with federal oversight mechanisms in mind might be ill-suited for local governance, at least without added or improved checks.

241. See Rascoff, supra note 161, at 1742 (“[L]ocal intelligence increasingly operates in a formal governance vacuum.”).
242. See supra notes 45-49 and accompanying text.
243. See Bureau of Justice Assistance, supra note 45, at 19-20.
244. See supra notes 207-10 and accompanying text.
245. See Riley et al., supra note 11, at 34, 45-49.
given that local oversight mechanisms vary considerably across jurisdictions.247

Informal oversight mechanisms—such as investigative journalism and civil liberty watchdog groups—play a role in monitoring compliance with intelligence law and policy at all levels of government as well, though reliance on informal oversight raises its own set of questions with respect to vertical allocation of governmental responsibilities. Although it is widely believed that these actors have played a growing role in recent decades as a check on government national security powers, there tends to be little research or systematic study of whether such checks operate more or less strongly at the federal level versus the state and local level, or in what types of jurisdictions these checks are likely to be especially strong or weak.248

If intelligence oversight is indeed underdeveloped or insufficiently robust at the state and local level—or within particular states and localities—how might vertical national security architecture help address those gaps? Several institutional structures are possible, and the appropriate choice among them depends on a number of local factors, such as the degree to which informal checks operate, as well as the specific intelligence functions at issue.

One approach is to rely on decentralized, or even localized, intelligence oversight. That is, state or local jurisdictions would be expected to develop, supplement, and retool their own oversight mechanisms—including internal agency review processes, legislative monitoring, and external audits—tailored to their particular interests, circumstances, and laws or guidelines. Some individual states, for example, are in the process of developing and formalizing governance boards or other oversight bodies to monitor intelligence fusion center activities, and some cities have independent auditing processes to monitor intelligence activities.249 An obvious downside of this approach is cost, as each jurisdiction would have to spend resources and develop the necessary expertise and experience. This approach therefore fits most naturally with a vision of lo-

247. In some cases, existing local oversight mechanisms can exercise strong checks. Mary Cheh studied the District of Columbia City Council’s investigation of tactics used by the D.C. police to disrupt mass protests in 2000-03 by, among other things, preemptively arresting large numbers of suspicious individuals. This local legislative oversight led to D.C. legislation imposing strict standards on police practices that threatened First Amendment rights. See Cheh, supra note 10, at 20-21. By contrast, a series of investigative journalist accounts in 2011 of controversial NYPD surveillance practices pointed to weak formal oversight checks. See Samantha Gross & Matt Apuzzo, NYPD Grilled on Anti-Terror Efforts, Newark Star-Ledger, Oct. 7, 2011, at 2.

248. Jerome Skolnick argues that a strong civil rights bar and free press are important checks on surveillance powers at the local level and that these checks are stronger or weaker in some jurisdictions than others. See Skolnick, supra note 125, at 210-12. Kennedy and Swire argue that, in general, the press and civil liberties organizations pose a stronger check at the federal level than at the state or local level. See Kennedy & Swire, supra note 132, at 984. Intuitively I agree, but the federal government is also probably stronger in its ability to contest those forces.

249. See Riley et al., supra note 11, at 34; Rollins, supra note 97, at 12.
calism, in which state and local governments play a strong role in setting law and policy within their jurisdiction, and with national security functions in which some state and local governments might be willing to invest and engage heavily. For example, the approach is well-suited for activities like police investigations and threat monitoring, which are—as noted above and discussed further in the next Subpart—often context-specific, subject to diverse laws and guidelines, and difficult to oversee from afar because they do not produce metrics that are easy to assess or compare across jurisdictions.250 These are also intelligence activities that are not neatly separable from regular policing functions.

Another approach is to rely on the federal government to provide some centralized oversight. Whereas a decentralized or localized approach would accommodate or even encourage variation of monitoring mechanisms, this approach would do the opposite, concentrating oversight in existing mechanisms at the federal level (such as agency inspectors general) or promoting adherence to federal oversight standards through reporting and federal auditing. As mentioned earlier, many federal programs that build intelligence analysis and sharing capacity at the state and local level condition receipt of federal funds and resources on compliance with federal regulations and guidelines251 though the federal government does not generally take on complete responsibility for monitoring compliance. This centralized approach is probably best suited for programs like intelligence fusion centers that are administered mostly at the state level (to reduce the number of government units to be monitored) and that generate products or data, such as intelligence assessments or compiled data-sharing records, which could be audited from Washington on a periodic basis.

These are just a few among many factors that should shape intelligence oversight structures. Other combinations of centralized or decentralized and federal or local controls also exist. For example, the 1970s and 1980s federal court consent decrees limiting some major cities’ intelligence programs, mentioned earlier, were a form of federal but decentralized control.252 At the most general level, an important implication is that possible roles for local agencies in national security intelligence cannot be meaningfully assessed in terms of liberty, security, and other policy values independent of the institutional-oversight context in which they will take place. The result is that intelligence oversight, like the functions it monitors, should remain a combination of federal top-down and local bottom-up efforts, requiring some disaggregation of intelligence functions based in part on concerns about costs. The next Subpart takes a closer look at some of these economics.

251. See, e.g., Riley et al., supra note 11, at 62.
252. See supra note 45 and accompanying text.
B. The Economics of National Security as Regulation

Besides a focus on accountability, another common federalism perspective emphasizes efficiency and the distribution of costs, and the economics of regulatory federalism provide an additional analytic lens through which to examine institutional design of intelligence architecture. This view holds that authority should be allocated among levels of government to maximize welfare, often focusing on questions of externalities and the costs and benefits of uniformity versus variation. Such analysis is especially helpful when disaggregating national security intelligence into its component functions (such as collection, analysis, and sharing) and thinking about which should be set and regulated with strong top-down federal influence versus bottom-up localism.

1. Intelligence law and policy as regulation

Consider, by way of analogy, pollution regulation. Federal policymaking may be seen as necessary because states have an incentive to underspend on environmental protection, especially if the deleterious effects of environmental damage are felt elsewhere across borders, as “spillover effects.” Those who favor localized environmental regulation often respond that interjurisdictional competition could pressure governments to regulate efficiently. There are also policy advantages to uniformity to be weighed against efficiencies generated through localized tailoring and experimentation with practices and laws.

Intelligence efforts, including collecting and sharing information, can be thought of as a form of regulation of harmful activity (terrorism-related activities that threaten national security), in which the level or intensity of regulation comes at a cost (for example, privacy or other liberties, resources, and so forth). With regard to the economics of national security intelligence, there is probably no realistic, comparable danger of a “race to the bottom” in which states are discouraged from adopting optimal environmental protection levels due to commercial competition with other states. Even the most privacy-protective state or city would not want to risk becoming a terrorist refuge, though that is not to say that some states or cities would not pride themselves publicly on their strong commitment to certain rights or as privacy beacons. Nor is there

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255. See Revesz, supra note 254, at 535-36.
256. See Stewart, supra note 254, at 1212.
evidence that suggests terrorists or their supporters locate themselves or their activities based on assessments of locally varying security law and policy.257

No doubt, too, some state and local governments have been eager to invest in many counterterrorism activities and programs, especially those that carry visible cachet or power.258 Furthermore, many state and local jurisdictions that likely face low risk of terrorism have probably overinvested in counterterrorism programs, and federal programs to promote or support state and local counterterrorism efforts have been criticized as needlessly overspending in many low-risk locales.259 Like other federal spending programs, homeland security and counterterrorism include their share of wasteful pork projects.260

However, it is also likely that some states and localities would be inclined absent federal intervention to spend too little (in terms of resources, liberties, etc.) on intelligence or other national security functions—or at least on some types of intelligence and national security functions—because of the way costs and benefits are distributed.261 Much of the risk from states or localities underinvesting in counterterrorism intelligence is externalized for several reasons. First, the political fallout of terrorist attacks is likely to land heavily on the federal government, because (for now, at least) it is widely viewed as primarily—even if not exclusively—responsible for stopping any terrorist attack.262 Second, some of the high costs of intelligence are borne locally, in forms like added surveillance and processing of information, and with little visible and measurable benefit.263 Yet much of the benefits of local intelligence accrues elsewhere, because terrorist attacks may take place far away (maybe even in a different country) from where they are planned, coordinated, funded, and so forth.264 A terrorist attack anywhere then carries tremendous costs for the entire country in terms of fear, economic dislocation, and other reverberating effects.
of terroristic violence. Third, some cities are likely to see themselves as facing an especially low risk of terrorism, and this view could affect their willingness to bear costs of shared or interlinked programs. Taking the earlier example of Portland, that city might have decided to spend little on intelligence (in terms of resources as well as liberty and privacy) because it assessed that any threats emanating from its area were unlikely, and was therefore unwilling to invest in the federally led joint task force.\(^{265}\)

Importantly, the legal and policy decisions taken by state and local governments do not entirely set the level of liberty, security, and other values felt in a given jurisdiction. However much a state or local government might withdraw from counterterrorism activities or collaboration, the federal government still operates within local jurisdictions—perhaps even more so to compensate for state or local inaction. This points to a weakness in arguments that state and local governments should separate themselves from national security activities and programs to better protect their public policy domain from federal distortions. It is also similar to a point made by Justice Stevens in his Printz dissent: “By limiting the ability of the Federal Government to enlist state officials in the implementation of its programs, the Court creates incentives for the National Government to aggrandize itself [through] . . . vast national bureaucracies to implement its policies.”\(^{266}\) In other words, a strategy by local governments of distancing themselves from federal efforts may be successful in assuring that local government actions reflect their own policy choices about liberty, security, and other priorities. But such a strategy may not necessarily reflect how those choices are ultimately felt by their citizenry or how national security efforts affect other policies. This is because the federal government can step in where local governments insist on leaving off, and impacted communities may not discern which level of government is responsible. Indeed, as argued above, local withdrawal from federal efforts may forfeit opportunities to influence federal activities conducted there.\(^{267}\)

Although many incentives point toward the possibility that—absent federal intervention—some states and localities would underspend on national security, the opposite is also possible, especially in areas that perceive themselves as especially threatened. New York City, for example, might decide to spend very heavily on intelligence—perhaps even more heavily in some respects than the federal government would prefer—because it remains a prime target and because attacks there are likely to carry immense local costs.\(^{268}\) In 2008, New

\(^{265}\) See Herman, supra note 148 and accompanying text.


\(^{267}\) See supra Part III.A.2.

\(^{268}\) Courts recognize that New York City faces unique terrorism challenges and dangers. Besides the case involving its investigatory guidelines, see supra notes 134-36 and accompanying text, a good illustration is the NYPD’s random search policy for subway riders, which the Second Circuit upheld based in part on New York’s “continued desirability as a target.” MacWade v. Kelly, 460 F.3d 260, 272 (2d Cir. 2006).
York City Police Commissioner Ray Kelly complained vigorously to U.S. Attorney General Michael Mukasey that the Justice Department was using too strict a legal standard in considering intelligence wiretaps and other electronic surveillance.269 This might be viewed as a rare example of local pushback aimed at federal counterterrorism policy deemed too protective of liberty. In response to New York City’s urging the federal government to be more aggressive in seeking foreign intelligence wiretaps in its area, the U.S. Attorney General retorted that doing so might undermine security in other parts of the country (as well as New York) by eroding the Foreign Intelligence Surveillance Court’s confidence in executive controls for wiretap applications.270 In other words, the federal government argued, New York City’s preferred policies would produce high costs widely dispersed elsewhere.

Viewed in this light, one way to think about federal programs to promote, support, or link state and local intelligence efforts is that the federal government has an interest—and should play a role—in ensuring that states and localities provide at least a minimum threshold of both security and liberty.271 In terms of security, the federal government should work to ensure that states and localities prevent national security threats from acting or growing within their jurisdictions. It should help avoid what might crudely be thought of as “domestic safe havens” for terrorists or terrorist supporters in particular locales, because even if a state or locality were to discount heavily the harms that might result, those harms may have national-level effects, or even spillover effects across borders.272 In terms of liberty, the federal government should work to ensure that states and localities protect civil liberties at least as much as required by the Federal Constitution or federal law, not only as an interest in itself but also because even localized violations of rights by states and localities in the name of national security could undermine political support for nationwide federal national security policies.

Working to assure minimum floors of security and liberty in each subfederal jurisdiction, however, still probably leaves a lot of room for localism in between. There will still be a zone in which states or localities should appropriately have discretion to set balances according to their own assessments of costs, including costs to other policy priorities. As an example of how this op-


272. Cf. Mazzone, supra note 22, at 39-47 (arguing that federal powers over national defense were designed to solve collective action problems among the newly independent states).
erates in practice with regard to information collection and sharing: The federal government has promulgated minimum privacy standards for compiling, recording, and accessing in a common database “suspicious activity reports” on certain types of observed activities that might fit terrorism profiles. However, the federal government has left participating local jurisdictions with substantial room to adjust policies and procedures for such reporting based on local conditions and state and local law.\(^{273}\)

With regard to information analysis, too, some state fusion center activities are governed by federal regulations requiring compliance with federally mandated operating principles and standards,\(^{274}\) and the Department of Justice also publishes fusion center guidelines for operational issues as well as privacy and civil liberty protection.\(^{275}\) Yet fusion centers have taken a variety of forms in different states based on local assessment of needs and policy priorities, and they are also governed by a variety of state laws.\(^{276}\) As the Department of Homeland Security reported in its 2008 Privacy Impact Assessment: “No two fusion centers define or carry out their missions in exactly the same way or are subject to the same authorities or regulations. Notions of comity and federalism, moreover, prohibit the Department from placing certain requirements on fusion centers.”\(^{277}\) Federal guidelines, though, encourage states to appoint a chief privacy officer for each fusion center. These privacy officers help ensure compliance with federal standards as well as state law and policy standards, and they also serve as liaisons with civil liberties and other community organizations to help mold policies and practices to local priorities.\(^{278}\)

2. Uniformity and variation of intelligence law and policy

Such unevenness across jurisdictions in calibrating policy raises another set of federalism economics concerns, though: the balance of uniformity and variation. It is well remembered that Justice Brandeis touted “the happy incident[] of

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\(^{274}\) See Rollins, supra note 97, at 13-14.


\(^{278}\) See Leggiere, supra note 273.
the federal system that a single courageous State may, if its citizens choose, serve as a laboratory.”279 but it is less well remembered that he spoke only of doing so “without risk to the rest of the country.”280 Institutional macrostructure should account for the risks and rewards, both locally and nationally, of local variation.

In the regulatory context, the efficiency advantages of uniformity are usually thought to include predictability and reduced costs for regulated actors that operate across jurisdictional borders.281 In the national security intelligence context, top-down influences and pressures might similarly be defended in terms of promoting cross-jurisdictional cooperation or investigations that could be slowed or inhibited by conflicting rules, standards, and procedures. Such concerns are probably especially salient with respect to, for example, information-sharing law, such as rules regulating contribution to and access to law enforcement and intelligence databases. The costs to government agencies in ensuring compliance with a complex web of varying state and local data laws could be quite high, and experience to date suggests that states are unlikely on their own to coordinate effectively harmonized standards.282 Government-wide standards with respect to minimum security and privacy practices also help facilitate information sharing by promoting trust among different agencies that might otherwise lack confidence about others’ practices. Moreover, disparate standards on data sharing are especially likely to involve externalized costs (state A’s decision to withhold data from information-exchange networks to protect its residents’ privacy might increase security costs to neighboring state B) that will be unequally distributed depending on whether a state is particularly likely to be targeted or particularly likely to include communities in which terrorism-related activities occur.

Variation, however, may also offer short-term advantages in other aspects of national security intelligence, insofar as intelligence regulation can be tailored to local conditions,283 and long-term advantages can be gained through experimentation and resulting adaptation of regulation.284 Consider the earlier

280. Id.
example of federal programs to support state and local compilation, sharing, and analysis of suspicious activity reports. 285 There, participating state and local agencies have taken various approaches to improve public transparency and community outreach in developing their privacy-protection policies, including in some cases the direct involvement of local civil liberties advocacy groups. 286 The lessons learned and best practices drawn from these varied efforts are then fed back into federal programs to provide technical support and to periodically review state and local efforts, and they are also exchanged directly between states and localities through their own institutional networks. 287 Although it is too early to judge results, over time these adaptation and reappraisal processes may be beneficial not only in improving policy effectiveness within federally set parameters, but also in readjusting those parameters (the federally set minimum floors of liberty, security, and protection of other interests). 288

The long-term benefits of experimentation and adaptation are probably especially likely to arise with respect to some information collection activities, because the effectiveness of investigation practices and information-gathering strategies tends to be context-specific to different types of communities and local government capabilities. The federal government has certain exclusive capabilities—such as technical capacities to monitor great quantities of electronic communications and vast networks of foreign contacts and counterparts arrayed across the globe—that are well suited to investigating transnational terrorist networks. But, as discussed earlier, local agencies have comparative advantages of their own: because of their continual presence and deep knowledge of local communities, local police are often better versed in local activities than are federal agents, and they have extensive networks of community relationships. 289 Some terrorist planning or supporting activities conducted inside the United States are therefore likely to be uncovered through resulting observations by local law enforcement and tips originating from relevant neighborhoods, or through innovative partnerships between the federal government and local agencies best positioned to design coherent information-gathering strategies attuned to particular community conditions, available resources, and other polic-

285. See supra note 273 and accompanying text.
288. Cf. Buzbee, supra note 271, at 113-14 (arguing that federal floors may promote effective experimentalism in areas of risk regulation).
289. See supra notes 69-72 and accompanying text. Some experts worry, however, that counterterrorism and national security intelligence responsibilities will crowd out other traditional police functions or will undermine police-community relations. See Ellen Schilder, The Impact of September 11 on Community Policing, in COMMUNITY POLICING: THE PAST, PRESENT, AND FUTURE 183, 186-88 (Lorie Fridell & Mary Ann Wycoff eds., 2004).
ing and local government activities. These comparative advantages can seed long-term, bottom-up learning.

C. The Future of National Security Federalism and Counterterrorism Intelligence

In sum, applying some common analytic frameworks of federalism to national security intelligence brings to the foreground issues otherwise obscured or neglected by the standard narratives of liberty versus security and by narratives of states as following versus checking federal power. Thinking about vertical national security architecture in terms of accountability mechanisms and efficiencies—and considering those federalism frameworks in terms of the unique features of national security intelligence—does not settle debates about security architecture. It does, however, inform them and open up new avenues of inquiry that should guide decisions about federal-local collaboration and structural design.

Returning to a concluding point of Part II, counterterrorism strategy—and therefore macrostructural design—will need to evolve as the threat does, especially if that threat includes a growing domestic component. To be sure, a vast proportion of the terrorism threat will continue to have foreign dimensions and origins, and many aspects of counterterrorism intelligence will require centralized federal control and high degrees of uniformity—even if they also necessarily involve coordination with local agencies. Take, for example, government decisions to intervene and arrest suspected members of terrorist networks or cells that have plotted attacks but are not yet ready to carry them out, versus continuing to monitor the plotters and their communications to glean more intelligence about their ideology, contacts, travel, and recruitment. Besides tapping into local agencies for operational support, these decisions may require notification and coordination with local governments. Such coordination is needed to ensure that local law enforcement agents do not inadvertently tip off suspects prematurely, and also because local governments have a strong interest in public safety among communities in which plotters may be residing or traveling. Generally these decisions require strong top-down control, though, because the federal government is best positioned to assess interlinkages to


291. See BERGEN & HOFFMAN, supra note 168, at 1-3. For contrary assessments about this threat, see supra note 170.

292. See Waxman, supra note 8, at 400-01.
other investigations and foreign intelligence operations, as well as intelligence
gains and risks that may be long-term and widely distributed.

Especially if the terrorist threat becomes more decentralized and frag-
mented, however, some institutional arrangements for combating it will also
need to become more localized and adaptive. Consider by way of concluding
examples two looming and interrelated sets of issues, each alluded to earlier,
for which the analytic frames of this Part will be useful in understanding and
designing vertical institutional relationships: government efforts to detect and
address patterns of violent radicalization, and the use of certain information-
gathering techniques such as confidential informants. Both have long-term stra-
tegic policy and day-to-day operational import, and both cut across intelligence
collection, analysis, and sharing.

As to addressing violent radicalization, a burgeoning school of thought
holds that if domestic terrorism threats grow, then deep engagement of police
and other government agencies with local publics could become even more im-
portant. Such engagement could help not just in developing relationships of
trust needed to acquire information about potential threats from community
members, but also in directing resources and efforts against the problems that
contribute to violent extremism or terrorist recruitment by religious communi-
ties and others. To address these issues, the federal government is working
to expand its outreach efforts toward some Muslim and Middle Eastern immi-
grant communities, and to develop a stronger knowledge base about radicaliza-
tion and counter-radicalization processes. Meanwhile, some city police de-
partments are also working to build ties with local religious, ethnic, and
immigrant communities to better understand their activities and identify pock-
et of extremism within them.

Lessons from European countries more experienced in dealing with domes-
tic terrorism threats and pockets of violent extremism among certain minority
communities suggest that local governments are often better positioned than
national ones to design and implement strategies for countering violent-
estremist ideology and recruitment, but that counter-radicalization and national
security intelligence efforts are difficult to meld because perceptions about the
latter may erode trust among communities who see themselves as targeted.

Given their broader community protection and service mandate, in many places
local police—as well as other local government agencies and institutions—can

293. See Rascoff, supra note 161, at 1716-20, 1728-31; cf. Marc Sageman,
294. See Neumann, supra note 76, at 32-33.
296. See Neumann, supra note 76, at 22; see also Martin Innes, Policing Uncertainty:
Countering Terror Through Community Intelligence and Democratic Policing, 605 Annals
rientation toward neighborhood policing strategies).
probably serve as a better bridge between counter-radicalization and national security intelligence activities than could their federal counterparts,\textsuperscript{297} though skeptics argue that where local law enforcement agencies are poorly informed and harbor ethnic or religious biases their efforts to identify and intervene to address radicalization processes are especially likely to backfire and infringe rights.\textsuperscript{298}

Rather than taking a lead role or pushing for top-down standardization, when it comes to efforts to counter violent radicalization, the federal government’s most effective role may be in funding local initiatives, facilitating the spread of programs bred from diverse local experience, and sharing information about best practices developed by state and municipal governments for building relationships with community actors (educational, religious, and others) to yield information about threats and address their incipient formation.\textsuperscript{299} Local accountability mechanisms based on transparency and informal checks, including scrutiny from civil liberties organizations and open dialogue with religious and ethnic minority groups, will therefore be especially important to check overstepping and to bolster rigorous deliberation informed both by federal expertise and by local understanding of complex community relationships.

As to the closely related issue of intelligence-gathering methods, such as recruiting and running confidential informants—say, sending a recruited community member into a local mosque to observe activities within it—decisions about whether and how to use these methods raise issues of prioritizing and balancing a range of interests, such as detecting terrorist threats and protecting spheres of association and expression.\textsuperscript{300} Those decisions also implicate some interests of particular and varying salience at a local level, such as cultivating and maintaining trust and cooperation between law enforcement agencies and minority communities—trust and cooperation that could be threatened by these tactics.\textsuperscript{301}

To the extent that local governments want to protect those relationships—not only from a counterterrorism perspective but perhaps more urgently for lo-

\textsuperscript{297} See generally Laurie Goodstein, Police in Los Angeles Step Up Efforts to Gain Muslims’ Trust, N.Y. TIMES, Mar. 10, 2011, at A17 (“In many ways, local law enforcement agencies play ‘good cop’ to the F.B.I.’s ‘bad cop.’”).

\textsuperscript{298} See Patel, supra note 72, at 14-18. Nevertheless, local efforts at engagement will often be more successful than federal outreach to such communities because of those communities’ negative perceptions of the FBI. See id. at 31.


\textsuperscript{300} See generally Ross, supra note 80 (discussing these issues in the American and German systems); Charlie Savage, F.B.I. Agents Get Leeway to Push Privacy Bounds, N.Y. TIMES, June 13, 2011, at A1 (discussing new FBI guidelines regarding sending informants to religious services).

\textsuperscript{301} See David A. Harris, Law Enforcement and Intelligence Gathering in Muslim and Immigrant Communities After 9/11, 34 N.Y.U. Rev. L. & Soc. Change 123, 158-65 (2010).
cal policing, as necessary to provide public order and services—simply opting out of using informants may be of little help if the federal government continues to use them. Targeted communities may not distinguish among which level of government is surveilling them. With regard to promoting accountability and protecting local interests from costly burdens of federal initiatives, then, institutional separation of federal and local policymaking in this context is of little value. Instead, the solution probably lies in joint policymaking within state and local jurisdictions and at the national level, recognizing that the federal government also has a significant long-term interest in winning and maintaining the support of local agencies and thereby gaining their knowledge of communities and sources of information within them. Promising approaches include expanded local roles in joint task forces at the state and major urban area levels, which would still be federally led but would include a more substantial state and local role, and expanded local representative input to federal investigatory guidelines of the sort discussed in Part III.A.2.

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Domestic counterterrorism architecture is still very much a work in progress, even if the major post-9/11 structures—federal bureaucratic reorganization, collaborative arrangements and grant programs linking federal agencies with state and local partners, etc.—are now in place. The policy choices mentioned above and the institutional arrangements for implementing them are just a few among many possible examples that together show that our federal national security system will remain a mix of centralization, decentralization, and localization, but that opportunities and challenges exist with respect to how they are combined, leveraged, and checked.

Although it has shown resilience so far, on account of the deep roots of American local policing and some of the advantages it brings to counterterrorism efforts, the localization of some features of American counterterrorism architecture could face intense centralization pressures in the future if the frequency of terrorist attacks within the United States increases—especially if future terrorist attacks were to expose major breakdowns in cooperation or communication between the federal and local governments or among local governments. The issues explored in this Article are therefore important not only for guiding the sorts of policy questions just discussed and the continued evolution and reform of the current post-9/11 institutional architecture—especially its vertical dimension—but also for informing possible future debate about radical alternatives.

CONCLUSION

The overwhelming focus on national security law scholarship centers on federal liberty-security balances and the horizontal relationships among federal branches of government. Events since 9/11, however, warrant attention to the uneven, textured national security law landscape formed by law and policy set at the state and local level, and also to the vertical relationships among the levels of government.

A federalism frame reveals how vertical intergovernmental structures could be reformed to enhance reasoned deliberation and oversight of intelligence and, especially when considering specific counterterrorism intelligence functions, to set policy-appropriate balances of centralization and localization. Such analysis is important because for the foreseeable future, state and local governments will play a significant role in counterterrorism intelligence, and that role may even grow. Harnessing state and local institutions for national security purposes will be essential to addressing parts of the national security challenge for which they are better suited than the federal government, especially if the terrorism threat evolves to include a greater domestic component.