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Terrorism: Threat, Reality and Response

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works while it focuses sharply on the problems of command, logistics, hazards to ships and men, and relations among officials, American and foreign, and with other naval forces in the region. As the author notes in his introduction, the focus and, indeed, "the real heroines of this narrative" are "the vessels themselves—the majestic *Columbus* and the workhorse *Vincennes*, the famous *Olympia* and the plodding *Palos*, together with all of their sisters." Those who share the author's interest will be fascinated and appalled by the relation of what seems, by today's standards, to be an extraordinary number of collisions and groundings. More astonishing still is the apparent absence of the onus that such incidents cause today.

As a narrative of the formation and changing kaleidoscope of American ships and admirals in the Far East, Johnson's work is an essential reference. His annotated bibliography of sources for each chapter provides a useful guide as well as a basis for evaluation. Unfortunately, this volume lacks the summary list of "Officers Commanding U.S. Naval Forces" on the station and the "annual composition of forces" that made the appendixes of his first book such indispensable tools. In terms of the historical literature on this subject, *Far China Station* supersedes the relevant portions of C. O. Paullin's standard works: *American Voyages to the Orient 1690-1865* (1919-11) and *Diplomatic Negotiations of American Naval Officers 1778-1883* (1912). It provides the missing prelude to W.R. Braisted's two-volume study of *The U.S. Navy in the Pacific, 1897-1922* (1958, 1971), and it adds a fascinating counterpoint in detail to Gerald S. Graham's brilliant study of the Royal Navy in the same waters: *China Station: War and Diplomacy, 1830-1860* (1978).

JOHN B. HATTENDORF

Jones, David R., ed. *The Military-Naval Encyclopedia of Russia and the Soviet Union*, Volume 2. Gulf Breeze, Fla.: Academic International Press, 1980. 243pp.

The first volume of this series was reviewed in these pages early last year. The review described the scheme of the series and opined that the *Encyclopedia* promised to become the leader in its field. That promise still seems valid. One wishes, however, that the publication period could be reduced in order that researchers might sooner have the benefit of this single source *summa* whose thoroughness and excellence are previewed in these first two volumes.

The publisher and editor have chosen, no doubt not only for good commercial reasons but to ensure the scholarly integrity of the work, to publish only two or three volumes a year. Even this schedule is no light undertaking. For example, fully 166 pages of Volume 2 are devoted to the two essay-entries on "Administrative System and Policy-Making Process, Central Military." History, personalities, organization charts—all are here. All are valuable—clear, complete, well-written. But we are now, alphabetically, only through "Adm." Think how long we must wait to read the entries on "Strategy" or "War."

The quality to date assures me that the wait will be worth it.

W.R. PETTYJOHN
Commander, U.S. Navy

Kupperman, Robert and Trent, Darrell. *Terrorism: Threat, Reality and Response*. Stanford, Calif.: Hoover Institute Press, 1979. 450pp.

Over the past decade there has been a lively debate over the likelihood of nuclear terrorism. Anyone who has inspected the drugstore paperback bookrack in his neighborhood has no doubt noted that the combination of

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atomic bombs and terrorists has provided the grist for many novels. In fiction and in nonfiction we have been warned that terrorists might somehow acquire nuclear weapons and hold a society or a portion of a society hostage. Perhaps all of this concern has been no less than an unhealthy diversion, a diversion that has clouded our perspective on the problem of terrorism. It may well be that the real macroterror threat lies not with nuclear weapons at all.

In the present book, the authors do not dismiss the threat of nuclear terrorism—after all, the consequences of an albeit unlikely act are too serious to be dismissed cavalierly—but they find that the really serious dangers rest elsewhere. In their own words: "Although mass destruction is quite unlikely, other far less violent acts of national disruption are not." It is not all unlikely that a small, relatively sophisticated group of terrorists (or nuts) might exploit the vulnerabilities inherent in the domestic electric, petroleum or chemical industry and cause great disruption, economic turmoil and confusion.

To cite a relatively minor example, the *accidental* derailment of a train loaded with liquified chlorine has necessitated the evacuation of some 40,000 people. Imagine the cascading costs if such incidents were a commonplace. Nuclear weapons may be relatively difficult to design and fabricate, but there remains a panoply of nasty things that even the sidewalk psychotic might carry off. Kupperman (formerly Chief Scientist of the U.S. Arms Control and Disarmament Agency) and Trent (who is affiliated with the Hoover Institution) are concerned with such threats, and the ability of the government to cope with them in the event that (sometimes frail) defenses fail. Unfortunately, the authors find considerable cause for concern. There are plenty of potential

macroterror threats lurking in the terrorists' netherland; however, Kupperman and Trent find that the United States is only poorly prepared to deal with such acts.

As of today, we are poorly prepared to deal with nationally disruptive acts of terrorism. Our capability to manage terrorist crises is limited. Our state of preparedness is not adequately developed.

The beginning of a cure to our malady of unpreparedness is this responsible and well-prepared book. Nuclear terrorism makes great thrillers, but the real-life thrillers may turn out to be far more mundane and very serious indeed. Kupperman and Trent have served us all well by providing a cogent analysis of a very significant problem.

The authors also provide a selection of eight readings to supplement their 179-page text. Of particular note are discussions of the terrorist threat to the oil and gas industries, and the problem of the medical survival of the victims of terrorism.

AUGUSTUS RICHARD NORTON
Major, U.S. Army

Leighton, Margaret K. *The Soviet Threat to NATO's Northern Flank*. New York: National Strategy Information Center, 1979. 95pp.

Margaret Leighton's paper might well have been entitled "The Nordic Threat to NATO's Northern Flank." To a large degree one paragraph summarizes her views on the northern flank in rather ominous yet candid terms, "... the northern flank states are hampered not only by military weakness but by a variety of domestic political factors: inflation, political resistance to increased defense spending, difficulty in recruiting enough lower-ranking noncommissioned officers, a yen for Scandinavian neutrality, deep-rooted pacifism, anti-German sentiment, a sense of cultural