## Contents

*Preface*  
xix  
*Acknowledgments*  
xxi  

### PART I
**THE CONSTITUTIONAL FRAMEWORK**  
1  

#### CHAPTER 1  
**Lessons of History**  
3  

- **NOTES AND QUESTIONS**  
6  

**I. Is the Enemy “New” and Does It Matter?**  
6  

- **NOTES AND QUESTIONS**  
12  

**II. There Is Nothing New Under the Sun**  
13  

- **A. Case Study: The Road to U.S. Involvement in World War I**  
15  
  - **1. The Road to War**  
15  
  - **2. Wartime Legislation**  
18  

- **NOTES AND QUESTIONS**  
22  

- **B. The Red Scare**  
22  

- **NOTES AND QUESTIONS**  
24  

**III. Comparisons Across History: The Cold War and the Post-9/11 Era**  
25  

- **NOTES AND QUESTIONS**  
29  

- **A. Case Study: Colonel Rudolf Abel of the KGB**  
30  

- **B. Conclusion**  
34  

- **NOTES AND QUESTIONS**  
34  

#### CHAPTER 2  
**Governmental Frictions**  
35  

- **I. The Theory of Separation of Powers: Friction**  
36  

- **NOTES AND QUESTIONS**  
41  

- **II. Frictions Between Branches of the Federal Government**  
41  

- **A. Congressional Powers and Limits**  
42  
  - **1. Powers**  
42  

- **NOTES AND QUESTIONS**  
49
2. Limits

United States v. Lovett

NOTES AND QUESTIONS

B. Presidential Powers and Limits

Goldwater v. Carter

El-Masri v. Tenet

NOTES AND QUESTIONS

C. Judicial Powers and Limits

Ex parte Merryman

United States v. Richardson

NOTE AND QUESTION

III. Frictions Within Branches of the Federal Government

Friction Point: Getting to Yes

Friction Point: The Intelligence Community

Friction Point: The Armed Forces and the CIA

IV. Frictions Between Federal and State Authorities

Crosby v. National Foreign Trade Council

NOTES AND QUESTIONS

Arver v. United States (The Selective Draft Law Cases)

NOTES AND QUESTIONS

V. Comparative Separation of Powers

ASSESSMENT QUESTIONS

Assessment Answers

CHAPTER 3

Government Interaction

I. Introduction

II. A Broad Conception of Executive Foreign Affairs Powers

United States v. Curtiss-Wright Export Corp.

NOTES AND QUESTIONS

III. War, Steel, and the Significance of Constitutional Turf

Youngstown Sheet & Tube Co. v. Sawyer (The Steel Seizure Case)

NOTES AND QUESTIONS

IV. Iran, Hostages, and Another Taking: The Evolution of Three Tiers

Dames & Moore v. Regan

NOTES AND QUESTIONS

V. Terrorism, Military Trials, and the National Security Framework in Action

Hamdan v. Rumsfeld

NOTES AND QUESTIONS

ASSESSMENT QUESTIONS

Assessment Answers
CHAPTER 4
International Law and National Security

I. Treaty Formation

A. Making, Ratifying, and Implementing

NOTES AND QUESTIONS

Medellin v. Texas
Diggs v. Shultz
Murray v. The Schooner Charming Betsy
NOTES AND QUESTIONS
Reid v. Covert

B. Treaty Interpretation: The Role of Courts

Hamdan v. Rumsfeld
Goldwater v. Carter, 617 F.2d 697 (D.C. Cir. 1979)
NOTES AND QUESTIONS

C. Role of Custom

The Paquete Habana
Committee of U.S. Citizens Living in Nicaragua v. Reagan
Al Bihani v. Obama
NOTES AND QUESTIONS

D. Executive Agreements

United States v. Pink
NOTES AND QUESTIONS

ASSESSMENT QUESTIONS

PART II
WAR POWERS AND MILITARY FORCE

CHAPTER 5
War Powers

I. War Powers: Intertwined National Security Powers

A. Congress’s War Authorization Powers

Bas v. Tingy
NOTES AND QUESTIONS

Little v. Barreme
NOTES AND QUESTIONS

B. Responsive Military Action

The Prize Cases
NOTES AND QUESTIONS

C. Protecting Americans Abroad

In re Neagle
NOTES AND QUESTIONS
II. War and Implied Consent 229
   Orlando v. Laird 231
   NOTES AND QUESTIONS 235
   Holtzman v. Schlesinger 238
   NOTES AND QUESTIONS 242

III. Enter the War Powers Resolution 242
   NOTES AND QUESTIONS 246

IV. War Powers and Justiciability 247
   Dellums v. Bush 247
   NOTES AND QUESTIONS 258
   Campbell v. Clinton 259
   NOTES AND QUESTIONS 263
   ASSESSMENT QUESTIONS 264
   Assessment Answers 264

CHAPTER 6
Military Force and International Law 267

I. Authority to Use Military Force: The United Nations Charter Paradigm 267
   Resolution 678 (1990) 269
   NOTES AND QUESTIONS 271
   NOTES AND QUESTIONS 272
   Negroponte, September 11, 2001: Attack on America 274
   NOTES AND QUESTIONS 277
   Congressional Research Service Memorandum, Legal Issues Related to 279
   the Lethal Targeting of U.S. Citizens Suspected of Terrorist Activities

II. The Legal Regulation of Armed Conflict 287
   Prosecutor v. Dusko Tadic 290
   New York Times Co. v. United States 293
   Selection from the Department of Defense Law of War Manual 297
   A. Regulating the Conduct of Hostilities: “Targeting” Law 299
      Corn & Blank, National Security Law in the News: A Guide 300
      for Journalists, Scholars, and Policymakers
      New York Times Co. v. United States 308
   B. Status and Treatment of Captured Enemy Operatives 309
      Corn & Blank, National Security Law in the News: A Guide 310
      for Journalists, Scholars, and Policymakers
      United States v. Lindh 311
      NOTES AND QUESTIONS 318
      Detainee Treatment 320
      Corn et al., The Law of Armed Conflict: An Operational Approach 321
      NOTES AND QUESTIONS 331
   ASSESSMENT QUESTIONS 333
   Assessment Answers 333
CHAPTER 7

The Preventive Detention Alternative 335

I. Sources of Authority for Detention 335

II. Preventive Detention in Historical Perspective 337

Korematsu v. United States 338
NOTES AND QUESTIONS 352

III. The Dichotomy Between Punitive and Preventive Detention 357

United States v. Salerno 358
NOTES AND QUESTIONS 364
Ashcroft v. al-Kidd 368
NOTE 373

IV. Detention in Wartime: The Post-9/11 Choice Between Military and Civilian Detention Regimes 373

A. Debating the Choice Between War and Crime 375

Ackerman, The Emergency Constitution 376
Taft, War Not Crime 380
NOTES AND QUESTIONS 383

B. Military Detention Under LOAC and the Constitution 384

1. Citizens 386

a. Capture Outside the United States: Lindh and Hamdi 386

Hamdi v. Rumsfeld 393
NOTES AND QUESTIONS 414

b. Capture Inside the United States: Padilla 415

Padilla v. Hanft 416
NOTES AND QUESTIONS 418

2. Non-Citizens 420

a. Capture Inside the United States: al-Marri 420

b. Capture Outside the United States: Rasul, Hamdan, Boumediene, and Beyond 422

V. Concluding Thoughts 425

ASSESSMENT QUESTIONS 428
Assessment Answers 428

PART III

CRIME AND NATIONAL SECURITY 429

CHAPTER 8

Criminal Investigations and National Security 431

I. Introduction 431

II. Extending U.S. Criminal Jurisdiction Beyond U.S. Borders 431

United States v. Yousef, 327 F.3d 56 (2d Cir. 2003) 432
NOTES AND QUESTIONS 443

United States v. Yousef, 750 F.3d 254 (2d Cir. 2014) 444
NOTES AND QUESTIONS 450
III. The Bill of Rights—The “Where, When, and Who” of Protection 450
   Reid v. Covert 451
   NOTES AND QUESTIONS 458
   United States v. Verdugo-Urquidez 461
   NOTES AND QUESTIONS 465

IV. National Security and the Bill of Rights 466
   A. The Fourth Amendment’s Reasonableness Requirement 466
      United States v. Jones 467
      NOTES AND QUESTIONS 471
      United States v. Jones (Sotomayor, concurring) 472
   B. National Security Surveillance and the Warrant Requirement 474
      United States v. United States District Court 475
      NOTES AND QUESTIONS 484
      Counter-Terrorism and Checkpoint Searches 484
      MacWade v. Kelly 485
      NOTES AND QUESTIONS 494
   C. Interrogations and Use of Statements at Trial 494
      United States v. Abu Ali 494
      NOTES AND QUESTIONS 501
   D. Miranda and the Public Safety Exception 502
      United States v. Abdulmutallab 502
      NOTES AND QUESTIONS 506
   ASSESSMENT QUESTIONS 507
   Assessment Answers 508

CHAPTER 9
Prosecuting National Security Crimes 509
I. General Overview 509
II. National Security Crimes 510
   A. Treason 510
      Cramer v. United States 511
      NOTES AND QUESTIONS 520
      Kawakita v. United States 521
      NOTES AND QUESTIONS 530
   B. Seditious Conspiracy 530
      United States v. Rodriguez 531
      United States v. Rahman 533
      NOTES AND QUESTIONS 543
   C. Espionage 543
   D. Economic Sanctions 543
   E. Terrorism 544
      Providing Material Support or Resources to Foreign Terrorists 544
      a. The Designation of Foreign Terrorist Organizations 545
         United States v. Afshari 545
         NOTES AND QUESTIONS 548
b. Legal Challenges 549
   
   Holder v. Humanitarian Law Project 549
   
   NOTES AND QUESTIONS 559

   United States v. Mehanna 561
   
   NOTES AND QUESTIONS 569

   c. Attempt to Provide Material Support to a Foreign Terrorist Organization 571
   
   United States v. Farhane 571
   
   NOTES AND QUESTIONS 580

III. The Military Tribunal Prosecution Option 582
    
    Hamdan v. Rumsfeld 585
    
    NOTES AND QUESTIONS 598

    Al Bahlul v. United States 601
    
    NOTES AND QUESTIONS 608

ASSESSMENT QUESTIONS 610
    
    Assessment Answers 611

PART IV

INFORMATION AND NATIONAL SECURITY 613

CHAPTER 10

Intelligence Exploitation 615

I. General Overview 615

II. Foreign Intelligence Surveillance Act, 50 U.S.C. §§ 1801 et seq. 617
   
   A. Statutory Framework 617
   
   B. Legal Challenges to FISA 620
     
     1. Standing 620
        
        Clapper v. Amnesty International, USA 621
        
        NOTES AND QUESTIONS 630
     
     2. Fourth Amendment Challenges 632
        
        a. The Third-Party Records Doctrine 634
           
           Smith v. Maryland 634
           
           American Civil Liberties Union v. Clapper 639
           
           NOTES AND QUESTIONS 648
        
        b. Satisfying the Warrant Clause and “Reasonableness”
           
           Requirements 650
           
           In re Sealed Case 650
           
           NOTES AND QUESTIONS 658
        
        c. Fifth Amendment Due Process—Disclosure of FISA Materials 660
           
           United States v. Warsame 660
           
           NOTES AND QUESTIONS 665
   
   III. National Security Letters 666
       
       NOTES AND QUESTIONS 668
       
       ASSESSMENT QUESTIONS 669
       
       Assessment Answers 669
CHAPTER 11
Protecting Sensitive Information 671
I. Overview 671
II. The U.S. Government Classification System—Executive Order 13526 672
III. Criminal Prosecution for Disclosure of National Defense Information 674
A. The Espionage Act 674
   1. Materials Related to or Connected with "National Defense" 676
      Gorin v. United States 676
      NOTES AND QUESTIONS 680
   2. Espionage Violations Under Section 793(d) and (e) 680
      United States v. Morison 680
      NOTES AND QUESTIONS 691
   3. Preventing the Disclosure of National Security Information in Civil Litigation 693
      a. The Totten Bar 693
         Totten v. United States 693
         Tenet v. Doe 694
         NOTES AND QUESTIONS 698
      b. The State-Secrets Privilege 699
         United States v. Reynolds 699
         NOTES AND QUESTIONS 702
         Mohamed v. Jeppesen Dataplan, Inc. 702
         NOTES AND QUESTIONS 709
   B. Preventing Disclosure in Criminal Litigation 710
      Classified Information Procedures Act 710
      United States v. Aref 711
      NOTES AND QUESTIONS 715
      United States v. Sedaghaty 716
      NOTES AND QUESTIONS 720
      United States v. Sterling 721
      NOTES AND QUESTIONS 725
ASSESSMENT QUESTIONS 727
Assessment Answers 727

CHAPTER 12
National Security and the Press 729
I. A Brief American History of Prior Restraints and Seditious Libel 730
   NOTES AND QUESTIONS 734
II. Litigating Press Freedoms in National Security Cases 735
   A. Prior Restraint 735
      New York Times Co. v. United States 735
      NOTES AND QUESTIONS 747
   B. Access to Courts 747
      Detroit Free Press v. Ashcroft 748
PART V
OTHER NATIONAL SECURITY RESPONSES

CHAPTER 13
Economic Powers and National Security

I. Introduction

II. International Emergency Economic Powers Act (IEEPA)
   A. General Overview
   B. Legal Challenges
      United States v. Amirnazmi
      NOTES AND QUESTIONS
      United States v. Zhi Yong Guo
      NOTES AND QUESTIONS
      United States v. Homa International Trading Corp.
      NOTES AND QUESTIONS

III. Terrorist Financing—Executive Order 13224
      Global Relief Foundation, Inc. v. O’Neill
      NOTES AND QUESTIONS
      Humanitarian Relief Project v. United States Dep’t of Treasury
      NOTES AND QUESTIONS
      Al Haramain Islamic Foundation, Inc. v. United States Dep’t of Treasury
      NOTES AND QUESTIONS
      Islamic American Relief Agency v. Gonzales
      NOTES AND QUESTIONS

ASSESSMENT QUESTIONS
Assessment Answers

CHAPTER 14
National Security and the Homeland

I. Introduction

II. The General Police Power
   Jacobson v. Massachusetts
   NOTES AND QUESTIONS
   Kansas v. Hendricks
   NOTES AND QUESTIONS
   A. Humanitarian Assistance and Damage Mitigation
B. Military Support to Civil Authorities 865
   Bissonette v. Haig 866
   NOTES AND QUESTIONS 872
   Laird v. Tatum 873
   NOTES AND QUESTIONS 879
C. Statutory Authority for Use of Federal Forces in a Law Enforcement Role 879
D. Martial Law 882
   Duncan v. Kahanamoku 884
   NOTES AND QUESTIONS 893
ASSESSMENT QUESTIONS 894
Assessment Answers 894

Table of Cases 897
Table of Statutes 901
Index 907