Homeland Security

Historic Perspective
Homeland Security Evolution

COLD WAR ORIGINS OF THE TERM

• "National" security, not homeland security, was the only concern during the Cold War (1922-1993), and it was the National Security Act of 1947 which created the Defense Department, the National Security Council, and the CIA.

• National security, or "common defense" is a federal government responsibility, taken from the Preamble to the Constitution, as follows:

Preamble to the U.S. Constitution  "...to form a more perfect Union, establish justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity."
Homeland Security Evolution

The link between national security and homeland security is subtle but important.

Our enemies today use more secrecy and terrorism, and they are deliberately trying to undermine some of the symbolic things that our Constitution guarantees, like justice, tranquility, and liberty.

The very freedoms that national security has worked so hard to earn are the very same vulnerabilities that homeland security has to work hard to protect.
Homeland Security Evolution

• The Constitution entrusts the states with responsibility for public health and safety. Emergency management as well as law enforcement has always been a "local" responsibility; i.e, decentralized.

• **The 10th Amendment to the U.S. Constitution** "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people."

• That pattern of risk assurance with the federal government having a secondary, back-up role, and with local governments having a primary role continued throughout the 20th Century.
Homeland Security Evolution

There have been several instances where local and state entities did a good job of handling earthquake, hurricane, and storm disasters, but most people point to the big one -- nuclear attack -- as the context in which the field of emergency preparedness really came into its own.

Nuclear war preparations have always been the one thing uniting all levels of government in emergency management planning.
Homeland Security Evolution

1950s - most people had another name for homeland security, and that was CIVIL DEFENSE.

With CIVIL DEFENSE, the emphasis is on building shelters and outlasting the enemy attack through survival.

CIVIL DEFENSE experience did, however, involve many citizens in security awareness.
Homeland Security

• Goes beyond CIVIL DEFENSE

• Focuses less on ultimate survival and more upon preemptive mitigation of threat by actually preventing an attack in the first place.

• Involves policy analysis, reorganization, diplomacy, intelligence gathering, military build-up, or whatever it takes to proactively defend the homeland.
Homeland Security

• Means "tightening up" the institutions and processes (infrastructure) in a coordinated effort to make them "relatively invulnerable."

• Homeland security involves such "tightening up" (i.e., taking terrorism seriously) before anything is attacked or destroyed.
# Homeland Security

It is important to distinguish homeland security from related terms:

<table>
<thead>
<tr>
<th>National security</th>
<th>Crime prevention</th>
</tr>
</thead>
<tbody>
<tr>
<td>Anti-terrorism</td>
<td>Strategic coordination</td>
</tr>
<tr>
<td>Disaster preparedness</td>
<td>Threat mitigation</td>
</tr>
<tr>
<td>Hazard management</td>
<td>Risk assessment</td>
</tr>
<tr>
<td>Emergency services</td>
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</tbody>
</table>

Homeland security consists of all these things, and more.
Homeland Security

Is a broad concept relevant to safety and security, to be sure, but at its heart, the concept must include the idea of balance or balancing security and civil liberties.

Making citizens as safe as possible while at the same time maintaining the sovereign principles of liberty and freedom that citizens have come to enjoy.

Safety with freedom is the goal.
Homeland Security

To achieve the higher goal of relative invulnerability requires a higher degree of trust, cooperation and accurate awareness from citizens, and all this must be consistent.

It requires getting serious about terrorism as well as getting serious about fear, or in other words, homeland security from the citizen's perspective.
Homeland Security

Weak spots" or soft targets, and it's only private citizens or businesses who can watch those areas.

90% of critical infrastructure is owned and operated by the private sector.

A **government-only model** of homeland security would be a mistake.
Homeland Security

Homeland Security calls for doing some things differently, and that's why government is trying to restructure or reorganize itself, and more actively involve the private sector.

Anything that opens up the flow of information between government and non-government entities would assist with development of a coordinated government-plus model of Homeland Security.
Homeland Security

A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.

Two sides -- basically involving the states and the federal government -- have emerged on opposing sides of a debate over the "meaning" of homeland security, and the most important consequence of that debate has been controversy over funding and how money is spent.
Homeland Security

One side, sees homeland security as a local issue, as a matter of better equipping and training first responders, and as a matter of letting loose the emergency management planners who "know best."

Many states have looked upon homeland security as nothing more than incorporating counterterrorism or antiterrorism into existing emergency plans as part of an "all-hazard strategy."

Other states and municipalities have tied homeland security into some sort of "situational awareness" component of community policing, as if the "eyes and ears" aspect of community policing were the answer.

Emergency management planners reason that since industrial accidents and terrorist bombs can both cause widespread damage, building capacity for the former can help solve the latter.

This exemplifies the **bottom-up approach** to homeland security.
Homeland Security

The other side are federal officials and centralization advocates who say that what's needed is "a seamless, integrated system that protects all citizens."

Local politics and bureaucratic rivalries need to give way to new realities, such as the need for meaningful mutual assistance pacts that are a little more well-planned.

There is a real need for federal standards, mandates, and best practices, and we might call ideas along these lines the top-down approach to homeland security.
Emergency Management

Definition: The discipline that deals with risk and risk avoidance.

Expand and contracts in response to events, the desires of Congress, and leadership styles.

Emergency preparedness is that part of emergency management which attempts to minimize the loss of life and property by practicing hazard management.
Emergency Management

For several decades, the U.S. has had a national emergency management "system" consisting of thousands of organizations, large and small, that were engaged in disaster-related activities.

This network, or system, has always been multijurisdictional and multiorganizational, consisting of "first responders" who work for state or local government in public health and safety professions.

When a disaster exceeds the capabilities of these first responders, additional resources are brought to bear from adjacent jurisdictions, nearby regions, and the federal government.

Loosely structured, and dependent on trust and commitment
Homeland Security & Emergency Management

Central dilemma as a choice between "command" versus "coordination."

Coordination (from the bottom-up) has always been the more elegant and preferred solution for state and local emergency managers.

Homeland security, by contrast, is a command-and-control system (from the top-down).

Homeland security imposes certain requirements (e.g., secrecy, security clearances, formal partnerships, formal memoranda of understanding) that complicate, if not impede, the flexibility of an informal "system" which works on the basis of informal agreements, trust, cooperation, and sharing.
Who’s Responsibility

Constitution puts responsibility for public health and safety (public risk) on the states.

Federal Government plays a secondary role and steps in when the state or local entity is overwhelmed.
Early E.M. History

1803 – large fire in Portsmouth, NH lead to passage of financial assistance legislation by Congress.

1930s – President Roosevelt’s “New Deal” created new organizations to build infrastructure and control floods.

1934 – The Flood Control Act gave U.S. Army Corps of Engineers authority to build and design flood control projects. (Philosophy that man could control nature) (Example: Hurricane Katrina)
Pre-World War II Era

• No continuous Federal Government Role
• Congressional Disaster Relief Bills: ~100
• Civil Defense Councils created in WW I
• 1928 Lower MISS. Flood Control Act
• 1933 Earthquake Measure
• 1934 Highway Damage Repair
• 1936 National Flood Control Act
World War II Civil Defense

Department of War focused on:
• Air raid watch, warning, alert systems
• Rescue units
• Shelter management
• Public Information
• Volunteer Training
Cold War Era
Civil Defense Policy Changes

Federal Civil Defense Administration created
Focuses on Nuclear War and Nuclear Fallout
• Blast Shelter Program Proposals
• Evacuation Program Proposals
• Evacuation Policy Questioned
• Joint Federal-State/local Responsibility
• 50/50 Matching P&A Program
• Fallout Shelter Program

Several Natural Disasters lead to Ad Hoc legislation to provide disaster assistance
Kennedy Administration

1961 – Created Office of Emergency Preparedness inside White House to deal with Natural Disasters.

• Civil Defense remained responsibility of Office of Civil Defense under DOD
1960s Natural Disasters Bring Changes

National Flood Insurance Act of 1968 created the National Flood Insurance Program (NFIP)

Administered by local and state governments

(Fragmented approach to EM)
1970s Call for National Focus

E.M. responsibilities fell on 5 agencies:

**Department of Commerce** (weather, warning, fire protection)

**General Services Administration** (continuity of government, stockpiling, federal preparedness)

**Treasury Department** (import investigation)

**Nuclear Regulatory Commission** (power plants)

**Department of Housing and Urban Development** (flood insurance and disaster relief)
Disaster Relief Act of 1974

HUD – most significant E.M. responsibility under National Flood Insurance Program and Federal Insurance Administration, and the Federal Disaster Assistance Administration

Defense Civil Preparedness Agency (nuclear attack)

Army Corps of Engineers (flood control)
1970s

• More than 100 federal agencies were involved in some aspect of risk and disasters

• State and Local parallel organizations and programs added to confusion and turf wars
1978

• National Governs Association – pushed to consolidate federal E.M. activities into one agency.

• Three Mile Island Nuclear Power Plant

Lead to development of FEMA
Governor’s Association Rpt

- Consolidate Federal Programs
- Greater State/Local Fund Discretion
- Adopt Comprehensive Emergency Mgmt.
- Mitigation & Recovery--Greater Attention
1979 - FEMA Created

- Consolidating emergency preparedness, mitigation, and response activities into one agency.

- Prime Role in Federal Disaster Policy

- Coordinator of Federal Disaster Response

Political Problems (oversight by 23 committees and subcommittees, no legislation to support operations or budget)

Combining programs that had wide range of responsibilities i.e. Nuclear War to Flood Control
John Macy

• 1st FEMA Director

• Emphasized similarities between natural hazard and civil defense

• Integrated Emergency Management
  – All Hazards Approach

  – Includes direction, control, and warning as functions common to all emergencies.


Disaster Response Era

• 1988 Robert T. Stafford Disaster Relief Act
• 1989: Hurricane Hugo Criticism
• 1990: Federal Response Plan Draft
• 1992: Hurricane Andrew Criticism
1980s Civil Defense

- Lack of Natural Disasters allowed FEMA to exit as an organization of many parts.

- Regan Administration focused on Nuclear Attack preparedness. National Security became the priority

- Reduced state’s role, authority and funding

- FEMA was ill prepared to respond to several natural disasters.

- Appeared incapable of performing its E.M. function

- Lead to General Accounting Office investigation
1990s - James Lee Witt Era

• Mitigation to the Forefront

• Strengthened partnerships with state and local E.M. agencies.

• Reforms Disaster Relief Apparatus

• Customer Service Becomes FEMA Priority

• Project Impact – mainstream E.M. and mitigation practices into every community
World Trade Center Bombing (1993)  
Oklahoma City Bombing (1995)

• FEMA responded as part of its All-Hazards approach

• Disagreements over who would be in charge of terrorism

• Nun-Luggar legislation provided the primary authority for terrorism.

Responsible Agencies Included:
  FEMA  
  DOJ  
  HHS  
  DOD  
  National Guard

No lead agency identified. (Disparities in levels of funding. State and Local Government unprepared and confused)
2000 - Joe Allbaugh

Office of National Preparedness
Focus on Terrorism

Focuses on Firefighters, Disaster Mitigation and Catastrophic Preparedness

September 11th – Federal Response Plan activated
Post 9/11
Terrorism is a forefront of E.M.

• New set of hazards (WMD, etc.)

• Will the focus on Terrorism reduce the system’s ability to mitigate, prepare for, respond to, and recover from natural disasters?
Emergency Management

“Organized analysis, planning, decision-making, and assignment of available resources to mitigate (lessen the effect of or prevent), prepare for, respond to, and recover from the effects of all hazards. The goal of emergency management is to save lives, prevent injuries, and protect property and the environment if an emergency occurs.” (FEMA, Intro. To EM, 1995, I-6)
Community-Wide Networking

• Local Government Personnel
• Business and Industry
• Volunteer/Community-Based Groups
• Religious Community
• Media
• Academia
• Citizenry
Intergovernmental & Partnership
Nature of U.S. Emergency Mgmt.

• Locals not left to fend for themselves

• A joint State/Local and Fed Responsibility

• Each level has contributions to make

• Improvisation and Flexibility Required

• Teamwork
On “Intergovernmentalism”

• Improvisation and Flexibility
• Mutual Respect and Understanding
• Team Approach/Networking and Coordination
  – Sharing Resources and Information
  – Joint Planning, Programming, Excercises
  – Fiscal Linkages, e.g. Joint Budgets
Teamwork and Partnership Prerequisites

- Mutual Trust
- Mutual Support
- Genuine Communication
- Commitment to Work Out Conflicts
- Mutual Respect
All-Hazards (Comprehensive) Emergency Management

• Minimizes Planning Chaos
• Requires Functional Approach
• Allows Hazard Specificity
• Cost Efficient
• Helps Avoid Duplication and Gaps
Typical Emergency Management Functions

- Capability Assessment (or profile)
- Capability Building and Maintenance
- Continuity of Government
- Direction and Control
- Essential Public Services Delivery
- Evacuation and Sheltering
- Hazard, Vulnerability, Risk Assessment
- Planning and Resource Management
- Public Safety
- Warning, Communications, EPI
Integrated Emergency Management

• “IEMS…seeks to achieve a more complete integration of emergency management planning into mainstream state and local policy-making and operational systems.”

• (FEMA, The Emergency Program Manager, 1993, p. 1-9)
Four Phases
Disaster Life Cycle

Mitigation
Preparedness
Recovery
Response
Mitigation

“Mitigation is any action of a long-term, permanent nature that reduces the actual or potential risk of loss of life or property from a hazardous event.”

(FEMA. 1998. FEMA Professional Session 4, p. 9-25)
Mitigation Examples

- Building Codes, Standards, Enforcement
- Building and Facility Design
- Critical & Public Facilities Policies/Projects
- Land-Use Planning, Zoning, Regulation
- Acquisition or Relocation of Structures
- Hazards Control Measures
- Hazards Regulation Measures
- Real Estate Disclosure Provisions
- Public Education, Awareness, Outreach
Preparedness

Preparedness is planning now on how to respond in case of emergency or disaster in order to protect human lives and property, and developing capabilities and programs that contribute to a more effective response.
Preparedness Examples

• Establishing Emergency Laws/Authorities
• Planning
• Capability Development
• Training and Education
• Tests and Exercises
• Insurance Purchase
Response

“Emergency response activities are conducted during the time period that begins with the detection of the event and ends with the stabilization of the situation following impact.” (Lindell and Perry 1992, 13)
Response Examples

• Implement Preparedness Measures

• Provide or Enable Emergency Assistance

• Confront Hazard Effects & Reduce Damage

• Enhance Recovery Potential
Recovery

Recovery refers to those non-emergency measures following disaster whose purpose is to return all systems, both formal and informal, to as normal as possible.

FEMA. 1995. Introduction to Emergency Mgmt., II-2)
Recovery Examples

• Crisis Counseling
• Debris Clearance (non-critical)
• Develop Recovery Strategy
• Temporary Housing
• Disaster Assistance
• Reconstruction
• Radiation Exposure Control
Building Disaster Resilient Communities

- Sustainable Development Philosophy
- Unconstrained Development = Disaster
- Strategic Community Planning (**Smart Growth**)
- Respect and Defend the Environment
- Network and Partner
Building Disaster Resilient Communities (Con’t)

• Reduce Vulnerability of People
• Seek Inter & Intra-Governmental Equity
• Smart & Long-Term Structural Mitigation
• BDRC Public Education Needed
• The Future of Emergency Management
• Four-Phases Disaster Life Cycle