Chapter 1
Introduction to Homeland Security

Historic Overview of the Terrorist Threat

Emergency Management in the United States

- At different times, emergency management (EM) concepts have been applied in different ways
- The field of EM has expanded and contracted in response to:
  - Events
  - Congressional desires
  - Leadership styles

Emergency Management

- It is the discipline dealing with risk and risk avoidance
- It is integral to the security of our daily lives and should be integrated into our daily decisions—not just called upon in times of disaster
- It must be recognized as an essential role of government
Early History: 1800-1950

- 1803 – A Congressional Act was passed to provide financial assistance to Portsmouth, NH after a devastating fire
- 1930s
  - Reconstruction Finance Corporation and the Bureau of Public Roads given authority to make disaster loans after disasters
  - Tennessee Valley Authority (TVA) created to produce hydroelectric power and reduce flooding
  - The Flood Control Act of 1934

1950s: The Cold War and the Rise of Civil Defense

- The potential for nuclear war and nuclear fallout seen as the principal disaster risk
- Civil Defense programs proliferated
  - Most communities had a civil defense director
- People encouraged to build bomb shelters
- Quiet time for natural disasters

1950s (cont.)

- Federal emergency management activities were vested in the Federal Civil Defense Administration (FCDA)
- Office of Defense Mobilization (ODM) established in the Department of Defense (DOD)
  - Primary function was to allow for quick mobilization of materials and production and stockpiling of critical materials in the event of a war
- In 1958, these two offices were merged into the Office of Civil and Defense Mobilization (OCDM)
1950s (cont.)
- Local and state civil defense directors became the first recognized face of emergency management in the U.S.

1950s (cont.)
- Congressional response to disasters continued to be ad hoc
- Primarily involved financial assistance to affected areas

1960s: Natural Disasters Bring Changes to EM
- 1960
  - Hebgen Lake earthquake, Montana
    - 7.3 quake
  - Hurricane Donna, Florida
    - 364 killed
    - $22.48 billion in damage (2006 USD)
- 1961: Hurricane Carla, Texas
  - 43 killed
  - $2.19 billion in damage (2006 USD)
1960s: Natural Disasters Bring Changes to EM (cont.)

- In response, Kennedy administration created the **Office of Emergency Preparedness** w/in the White House

1960s: Natural Disasters Bring Changes to EM (cont.)

- 1962: Ash Wednesday Storm (Eastern US)
  - 620 miles of coastline damaged
  - $1.3 billion in damage (2000 USD)
- 1964: Prince William Sound earthquake (Alaska)
  - 9.2 quake
  - 123 people killed

1960s: Natural Disasters Bring Changes to EM (cont.)

- 1965: Hurricane Betsy, New Orleans
  - 76 people killed
  - $9.1 billion in damage (2006 USD)
- 1969: Hurricane Camille, AL/MS/LA
  - 259 people killed
  - $7.8 billion in damage (2006 USD)
1960s (cont.)

- Disaster response was the same—primarily in the form of passing ad hoc legislation for funds.
- **However**, financial losses from Hurricane Betsy started a discussion about insurance.
  - Led to the National Flood Insurance Act (NFIA) of 1968 and the National Flood Insurance Program (NFIP).
  - NFIP responsibilities given to local planning dept’s and state dept’s of natural resources, not civil defense dept’s.

1970s: *The Call for a National Focus to EM*

- During the 1970s, EM responsibilities were spread out among more than five federal departments and agencies.
  - Dept. of Commerce
    - Weather, warning, and fire protection
  - Govt. Service Administration (GSA)
    - Continuity of govt., stockpiling, federal preparedness
  - Treasury Dept.
    - Import investigation
  - Nuclear Regulatory Commission (NRC)
    - Power plants
  - Dept. of Housing and Urban Development (HUD)
    - Flood insurance and disaster relief

1970s: *The Call for a National Focus to EM* (cont.)

- Disaster Relief Act of 1974
  - Prompted by previous hurricanes and San Fernando earthquake
  - Gave HUD the most significant authority for natural disaster response and recovery
  - **However**, more than 100 other federal agencies were still involved in some aspect of risk and disasters.
1970s: The Call for a National Focus to EM (cont.)

- Same situation existed down to the state and local level
- Caused confusion and turf wars, especially during disasters
- National Gov.’s Assoc. and state directors lobbied for federal EM activity consolidation

1970s: The Creation of FEMA

- Pres. Carter pushed for EM consolidation
- 3-Mile Island highlighted EM disconnects
- June 19, 1978
  - President Carter sent Congress his Reorganization Plan Number 3
  - Congress approved plan
- March 31, 1979
  - Federal Emergency Management Agency (FEMA) officially established by Executive Order 12127

FEMA Consolidations – Agencies and Functions

- National Fire Prevention Control Administration
- Federal Insurance Administration
- Federal Broadcast System
- Defense Civil Preparedness Agency
- Federal Disaster Assistance Administration
- Federal Preparedness Agency
FEMA Consolidations – Preparedness and Mitigation functions

- Oversight of the Earthquake Hazards Reduction Program
- Coordination of dam safety
- Assistance to communities in the development of readiness plans for severe weather-related emergencies
- Coordination of natural and nuclear disaster warning systems
- Coordination of preparedness and planning to reduce the consequences of major terrorist incidents

FEMA Consolidations

- Made sense, but was not without problems
  - Integration of diverse programs, operations, policies, and people
  - Would now have to answer to 23 Congressional committees and sub-committees
  - No organic legislation to support operations
  - No clear support during appropriations process

John Macy

- First FEMA Director
- Tasked with unifying an organization both physically and philosophically separated
- Emphasized the similarities between natural hazards preparedness and civil defense by developing the Integrated Emergency Management System (IEMS)
  - All hazards approach
1980s: FEMA—The Early Years

- FEMA dept.'s continued to operate as individual entities
- No significant natural disasters to bring attention to FEMA's lack of cohesion

1980s: Civil Defense Reappears as Nuclear Attack Planning

- 1982 – Louis Giuffrida named FEMA Director
- Top priority was placed on government preparedness for a nuclear attack
- Agency resources realigned to enhance and elevate National Security
- States saw funding and authority decline
- Investigations lead to resignation


- FEMA suffered from morale problems, disparate leadership and conflicts with its partners at state and local levels
- Several natural disasters began to expose FEMA's weaknesses
  - 1989: Hurricane Hugo (NC, SC) – FEMA slow to respond
  - 1989: Loma Prieta Earthquake (CA) – FEMA not prepared to respond, but state and local agencies were

- 1992: Hurricanes Andrew (FL, LA) and Iniki (HI) - FEMA not ready; neither were state agencies
- Failures became widely publicized
- Calls were made to abolish the agency altogether
- Investigations revealed need for major reforms


- Pres. Clinton appointed James Lee Witt to head FEMA
  - First FEMA director with prior EM experience
- Witt initiated sweeping reforms
  - Reached out to employees
  - Implemented customer service training
  - Reorganized to reduce “stovepipes”
  - Utilized new technologies re: delivery of disaster services
  - Strengthened partnerships with state/local agencies
  - Built new relationships with Congress

1993-2001: The Witt Revolution (cont.‘d)

- FEMA/State/Local agencies faced wide variety of natural hazards
  - Tornadoes/Hurricanes
  - Ice storms
  - Drought
  - Floods
  - Wildfires
- Clinton elevated the position of FEMA Director to the Presidential Cabinet
1993-2001: The Witt Revolution (cont.’d) - Terrorism prompts New Phase of EM

- 1993 WTC bombing and 1995 OK City bombing prompted a raised awareness of and exposed problems of terrorism preparedness
- Nunn-Lugar legislation of 1995 left open the question of which agency would be lead in terrorism
- Inter-agency squabbles following OK City bombing
- FEMA failed to step up and take lead despite its “all hazards” approach to EM
- FEMA also did not have the needed resources and technologies to deal with terrorism issues


- FEMA and others moved to improve disaster mitigation
  - FEMA launched Project Impact: Building Disaster Resistant Communities
  - FEMA emulated around the world
  - Private-sector and business continuity programs were flourishing
  - EM became more professionalized

2001: Terrorism Becomes Major Focus

- Before 2001, several agencies had counter-terrorism and terror preparedness functions, and all jockeyed for leadership
  - Caused agencies to pursue their own agendas
  - Inefficiencies exposed in 1999 TOPOFF exercise
  - 2001: Pres. Bush nominated Joe Allbaugh to head FEMA
  - Allbaugh recreated the Office of National Preparedness (to focus on terrorism)
2001: Terrorism Becomes Major Focus

- September 11th terror attacks led to the reconsideration of all aspects of EM in the U.S.


- Sep. 2001: President Bush created the Office of Homeland Security
  - Gov. Tom Ridge sworn in
  - Criticized for its small staff and budget
- Mar. 2002: Bush signed HSPD-3
  - Created the HS Advisory System
  - Created Dept. of Homeland Security (DHS)


- DHS mission:
  - Protect US from further attacks
  - Reduce US vulnerability to terrorism
  - Minimize damage from potential terrorist attacks and natural disasters

- Jan. 24, 2003: DHS officially opened its doors
- Largest federal reorganization since DOD
- Combined:
  - 179,000 federal employees
  - 22 existing agencies
- Mar. 1, 2003: Absorbed agencies begin move to DHS
- Nov. 30, 2004: Ridge left, Michael Chertoff begins

Hurricane Katrina and Its Aftermath: 2005-2006

- DHS was criticized during its first few years for focusing on terrorism and not on an “all hazards approach”
- Aug. 2005: Hurricane Katrina hits LA, MS, and AL
  - 1,836 killed
  - 705 missing
  - $81.2 billion in damage (2008 dollars)

Hurricane Katrina and Its Aftermath: 2005-2006 (cont.)

- The failed response to the disaster exposed the weaknesses of the EM System at all levels
- Recovery effort equally plagued with problems
Hurricane Katrina and Its Aftermath: 2005-2006 (cont.)

- Prompted the Post Katrina Emergency Reform Act – 4 Oct. 2006
- Reconfigured DHS leadership hierarchy
- Returned many functions back to FEMA
- FEMA returned to independent agency status

The Future - 2008 and Beyond

- DHS charged with expanding the nation’s EM system
- Billions of dollars going towards funding improvements in first-response capabilities
  - State and local level
- Hurricane Katrina showed that the shift in focus towards terrorism, away from all-hazards approach had a negative impact on mitigation and preparedness for natural hazards
- EM skill base still expanding and improving