

Introduction to
Homeland Security

Chapter 1

Historic Overview of the
Terrorist Threat

The slide features a dark background with a collage of images: a portrait of Osama bin Laden, a person in a white protective suit, a group of people, a multi-story building, and a large fire.

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
 - Defense Civil Preparedness Agency and US Army Corps of Engineers retained military EM responsibilities
 - **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



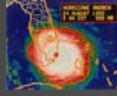
1989-1992: An Agency in Trouble

- 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



1989-1992: An Agency in Trouble

- 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



1993-2001: The Witt Revolution – Open Communication

- 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

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

- 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.



2001-04: The Creation of the Dept. of Homeland Security (DHS)

- 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
- Nov. 25, 2002: **Homeland Security Act of 2002**
 - Created Dept. of Homeland Security (DHS)



2001-04: The Creation of the 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



2001-04: The Creation of the Dept. of Homeland Security (DHS)

- 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
