


Introduction to
Homeland Security

Chapter 2

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
 - 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
- 19 Jun 1978
 - President Carter sent Congress his Reorganization Plan Number 3
 - Congress approved plan
- 31 Mar 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

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
- FEMA suffered from:
 - Conflicts with its partners at state and local levels
 - Morale problems
 - Disparate leadership

1989-1992: An Agency in Trouble

- 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



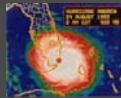
1989-1992: An Agency in Trouble

- 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)*

- 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

WTC and Oklahoma City Bombings

- WTC – 23 February 1993
 - First large-scale terrorist attack on US soil
 - 6 adults and one unborn child killed; 1000 injured
 - Damaged seven floors (six below ground)
- Murrah Federal Building OKC – 19 April 1995
 - 168 killed; 674 injured
 - Murrah building destroyed; 25 additional nearby buildings damaged



WTC and Oklahoma City Bombings (cont.)

- 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

Khobar Towers Bombing

- Khobar Towers, Riyadh, Saudi Arabia – 25 June 1996
 - Large truck bomb detonated outside of US forces housing complex
 - 20 killed; 372 injured
 - US military and intelligence officials were criticized for lack of preparation for such an event



The Three Commissions 1) Hart-Rudman Commission)

- 1998: U.S. Commission on National Security/21st Century (USCNS/21) – (aka the Hart-Rudman Commission)
 - Goal: Design a national security strategy for domestic terrorism
 - Recommendation: Create a National Homeland Security Agency responsible for planning, coordinating, and integrating federal activities
 - Responsible for safety of American people
 - Oversee protection of **critical infrastructure** (to include information technology)
 - Commission's recommendations largely ignored

The Three Commissions

2) Gilmore Commission

- The Gilmore Commission
 - Produced series of annual reports between 1999 and 2003
 - Presented a growing base of knowledge concerning the Weapons of Mass Destruction (WMD) risk
 - Recommended a course of action to counter that risk

The Three Commissions

3) Bremer Commission

- The Bremer Commission (*aka – National Commission on Terrorism*)
 - Addressed international terrorist threat
 - Evaluated laws, policies, and practices for:
 - Preventing terrorism
 - Punishing terrorists
 - Produced “Countering the Changing Threat of International Terrorism” report in 2000

The Three Commissions

3) Bremer Commission (cont.)

- “Countering the Changing Threat of International Terrorism” report concluded the following:
 - International terrorism poses an increasing threat to US
 - Countering that threat required significantly stepping up US efforts
 - #1 priority was to prevent terrorist attacks
 - US policies must firmly target states that support terrorists.
 - Private and logistical support must be prosecuted
 - Terrorist attacks involving WMD could profoundly affect the entire nation
 - President and Congress should review system for reviewing and funding CT programs

The Three Commissions

- Despite each commission's conclusions and recommendations, no major programs were initiated to combat the growing risk
 - Lack of recognition of a terrorist threat within the country's borders contributed to inaction

Presidential Decision Directive (PDD) 62 – May 1998

- PDD-62: "Combating Terrorism"
 - Called for the establishment of the **Office of the National Coordinator for Security, Infrastructure Protection, and Counterterrorism**
 - **Goal:** create systematic approach to fighting terrorism
 - Tasked with overseeing a broad variety of policies and programs to include:
 - Counter-terrorism (CT)
 - Critical infrastructure protection
 - WMD preparedness
 - Consequence management

Presidential Decision Directive (PDD) 63

- PDD-63: "Protecting America's Critical Infrastructure"
 - Tasked all federal departments with:
 - Assessing the vulnerabilities of their cyber and physical infrastructures, and;
 - To work to reduce their exposure to new and existing threats

Attorney General's 5-Year Interagency Plan

- December 1998: DOJ project to develop the Attorney General's Five-Year Interagency Counterterrorism and Technology Crime Plan.
 - FBI emerged as the principal counter-terror agency for response and investigation
- Plan represented a substantial inter-agency effort
 - Recommended specific agency action to help resolve interagency issues
 - **But**, plan failed to tear down the walls that prevented interagency sharing of information

Govt. Accounting Office (GAO) Findings

- GAO reviewed PPDs and AG 5-yr Plan and concluded that a comprehensive national security strategy was lacking
 - No measurable outcomes
 - Lacked goals for improvement of state/local responsibilities
 - No single entity acting as top federal official accountable to both the POTUS and Congress for terrorism hazard
 - No coordination in domestic preparedness programs and the development of a national strategy

GAO Findings (cont.)

- Federal Government ill-equipped and unprepared to counter a major terrorist attack
- From sharing intelligence to coordinating a response, the government had failed to put in place an effective critical infrastructure system

GAO Findings (cont.)

- To prevent terrorist attacks the GAO recommended:
 - A national strategy to combat terrorism and computer-based attacks
 - Better protection for the nation's infrastructure
 - A single focal point to oversee coordination of federal programs

GAO Findings (cont.)

- To prevent terrorist attacks the GAO recommended (cont.):
 - Completion of a threat assessment of likely WMD and other weapons that might be used by terrorists
 - Revision of the AG's 5-Year Interagency Counterterrorism and Technology Crime Plan to better serve a national strategy
 - Coordination of research and development to combat terrorism

USS Cole Bombing

- USS Cole, Aden, Yemen – 12 Oct 2000
 - Suicide bomber in a boat loaded with explosives detonated next to a US Navy destroyer
 - 17 killed; 39 injured
 - Al Qaeda suspected
 - As a result, the US Navy changed its force protection measures



9/11 Attacks

- WTC and Pentagon – 11 Sep 2001
 - 2,974 killed; 2,337 injured
 - Al Qaeda responsible
- Attacks led to the reconsideration of all aspects of EM in the U.S.
 - Resulted in the creation of the Dept. of Homeland Security (DHS)



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

- 20 Sep 2001 – President Bush announced that an **Office of Homeland Security** would be established in the White House
 - Also established a **Homeland Security Council**,
 - PA Governor Ridge Tom Ridge named as director
 - Criticized for its small staff and budget



The Creation of (DHS): 2001-2001 (cont.)

- 24 Sep 2001 – President Bush announced that he will be seeking passage of the “*Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act*” (**USA PATRIOT Act of 2001**)
- 8 Oct 2001 – President Bush signed executive order creating **Office of Homeland Security**

The Creation of (DHS): 2001-2001 (cont.)

- 26 Oct 2001 – President Bush signed **USA PATRIOT Act** into law
- 29 Oct 2001– President Bush issued first of many **Homeland Security Directives (HSDs)**
 - Designed to “record and communicate presidential decisions about the homeland security policies of the US”

The “USA PATRIOT” Act

- Introduced to deter and punish terrorist acts and to enhance law enforcement (LE) investigatory tools
- Principle focus is:
 - To provide LE authorities with the proper legal authority to collect information on suspected terrorists
 - To detain those suspected of being or aiding terrorists
 - To deter terrorists from entering and operating within the US
 - To limit terrorist money laundering

The “USA PATRIOT” Act (cont.)

- Major provisions:
 - Relaxed restrictions on info sharing between LE and intelligence agencies
 - Made it illegal to knowingly harbor a terrorist
 - Authorized roving wiretaps
 - Allowed US govt. to detain non-citizens suspected of terrorism for up to 7 days w/o specific charges
 - Allowed greater govt. access to e-mail records
 - Tripled number of border patrol, customs inspectors, and INS inspectors at the northern US border
 - Eliminated statute of limitations for the most serious terrorist acts

The "USA PATRIOT" Act (cont.)

- Act passed with little deliberation
- Sparked concern over the protection of civil rights
 - Govt. powers have been expanded without corresponding appropriate checks and balances
- DOJ countered that authority was necessary to effectively track and detain terrorists
- Numerous communities have passed resolutions opposing part or all of the act's contents

Homeland Security Act of 2002

- Signed into law by President George W. Bush on 25 Nov 2002
- Provided authorization for the establishment of the **Department of Homeland Security (DHS)**
- Established DHS as an executive branch agency
 - DHS Secretary reports directly to the President
- Outlined the DHS management structure

Homeland Security Act of 2002 (cont.)

- Identified those agencies and programs to be migrated to DHS
 - Secret Service
 - Coast Guard
- Called for the transfer of Bureau of Alcohol, Tobacco, Firearms, and Explosives (BATFE) from Treasury Dept. to DOJ
- Detailed the roles and responsibilities of the five directorates that comprise DHS
 - Information Analysis and Infrastructure Protection
 - Science and Technology
 - Border and Transportation Security
 - Emergency Preparedness and Response
 - Management

Homeland Security Act of 2002 (cont.)

- Also established the:
 - **Homeland Security Council**
 - Advises the president on homeland security matters
 - **Office for State and Local Coordination and Preparedness**
 - Reports to the DHS secretary

Homeland Security Act of 2002 (cont.)



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

DHS Tasks



- Prevent terrorist attacks within the United States
- Reduce the vulnerability of the U.S. to terrorism
- Minimize the damage, and assist in the recovery, from terrorist attacks that occur within the U.S.
- Carry out all functions of transferred entities
- Ensure that the agencies' functions that are not related directly to homeland security are not diminished/neglected
- Ensure that the overall economic security of the U.S. is not diminished by efforts, activities, and programs aimed at securing the homeland
- Monitor connections between illegal drug trafficking and terrorism, coordinate efforts to sever such connections

9/11 Commission

- Created by Pres. Bush to:
 - Allow for a full investigation into the 9/11 attacks
 - Make recommendations as to how such attacks can be prevented in the future
- Released on 22 July 2004
 - Found government failures in diplomacy, the intel community, and the FBI
 - Permeable borders
 - Problems with aviation security
 - Also faulted Congress for its failure to financially support counterterrorism programs and confusion over oversight

9/11 Commission (cont.)

- Recommendations
 - 1) Attack terrorists and their organizations
 - 2) Prevent the growth of Islamic terrorism
 - 3) Protect against and preparing for terrorist attacks
 - 4) Establish a **National Counterterrorism Center**
 - 5) Appoint a **National Intelligence Director**
 - 6) Encourage info sharing among govt. agencies and with state and local officials

Full report available at <http://www.9-11commission.gov/report/911report.pdf>

Hurricane Katrina and Its Aftermath

- 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
- Prompted Congress to address the problems

Post-Katrina Emergency Management Reform Act (PKEMRA) 2006

- Established several new leadership positions w/in DHS
- Moved additional functions into or back to FEMA
- Created and reallocated functions to other DHS components
- Amended the Homeland Security Act in ways that directly/indirectly affected the organization and functions of the various entities w/in DHS

Obama Administration



- Many expected Obama would make dramatic changes relative to homeland security issues
- In recognition of border security importance, Obama nominated Janet Napolitano, the AZ Governor, to be Secretary of DHS
- "Underwear Bomb" highlighted ongoing challenges
- 2011 DHS report highlighted accomplishments in meeting the 9/11 Commission recommendations
- 2 May 2011 – Osama bin Laden killed
