CHAPTER 1
UNDERSTANDING A NEW GLOBAL PRIORITY
Terrorism, Homeland Security, and Emergency Management

Do You Already Know?

- Why we should be concerned about terrorism
- If terrorist attacks are becoming more frequent
- Why 9/11 changed the world
- How to define homeland security
- Why many professions, including emergency management, can help deal with terrorist attacks

For additional questions to assess your current knowledge of terrorism and homeland security, go to www.wiley.com/go/mcentire/homelandsecurity2e

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INTRODUCTION
Welcome to the important field and profession of homeland security as well as the perplexing study of why violence is employed for ideological purposes! If you are interested or involved in dealing with the threat of terrorism, it is imperative that you understand the nature of this type of violence and why it occurs. The following book has the purpose of helping you achieve these goals as well as to comprehend the fundamental principles of homeland security. While reading this introductory chapter, you will gain an understanding of the growing threat of terrorism and the numerous reasons why this problem should be addressed now and in the future. You will learn how the terrorist attacks on 11 September 2001 changed the world and opened up a new era in global history. You will be able to discuss the mission and scope of homeland security along with the challenges it currently faces. The importance of approaching homeland security from a holistic perspective is then mentioned, enabling you to recognize why many professions including emergency management must form an integral part of efforts to deal with terrorism.

1.1 TERRORISM IS THE NEW NORMAL

In simple terms, terrorism is the use or threat of violence to support ideological purposes. Recent events might cause you to think that terrorist attacks are more frequent and deadly than in the past. Your instinct is certainly justified according to the London Institute for Economics and Peace (Cassidy 2015). Although some visible politicians have intentionally downplayed attacks to give the impression that they are effective leaders, terrorism is ever present and cannot be denied. Attacks are not only more common than the past, they are more consequential as well. Three cases illustrate the “new normal” we are facing today.

1.1.1 Boston Marathon Bombing
On 15 April 2013, Chechen brothers Tamerlan and Dzhokhar Tsarnaev detonated two homemade pressure cooker bombs at the Boston Marathon in Massachusetts. The bombs exploded in the late afternoon about 200 yards apart near the finish line of the race on Boylston Street. Three people died from the blasts and over 260 others were injured. The Marathon was suspended while athletes and bystanders were directed to safety with the help of the Boston Police Department. A massive manhunt was soon underway to find those involved in the attack. One of the brothers was killed during a confrontation with police. The other was caught and is now facing prosecution.

1.1.2 San Bernardino Regional Center Shooting
On 2 December 2015, a mass shooting took place in San Bernardino, California, at the Inland Regional Center. The perpetrators were Syed Rizwan Farook and his wife, Tashfeen Malik. The married couple killed
14 people and injured 22 when they opened fire at a holiday party for the city’s Department of Public Health. While already devastating, the incident could have been more consequential. Three pipe bombs found at the scene failed to explode. The terrorists were killed in a shootout with police a short time later.

1.1.3 Orlando Nightclub Shooting

On 12 June 2016, a security guard named Omar Mateen instigated one of the deadliest mass shootings in US history. With the use of a pistol and a semiautomatic rifle, he killed 49 people and wounded 53 others at the Pulse – a gay nightclub in Orlando, Florida. After a three-hour standoff, the terrorist was shot and killed by the Orlando Police Department. The carnage was one of the worst mass shooting in US history to date.

1.1.4 Other Notable Attacks

The above attacks are not isolated. The list of such events has increased over the past 15 years. For instance, Hesham Mohamed Hadayet opened fire at the El Al ticket counter at the Los Angeles Airport. His attack killed two people and injured four others on 4 July 2002. On 3 March 2006, Mohammed Reza Taheri-azar intentionally drove a vehicle into a crowd at the University of North Carolina at Chapel Hill. He injured nine people. In November of 2009, Nidal Malik murdered 14 people at the Fort Hood military base in Texas.

Figure 1-1

Mass shootings like the Orlando nightclub shooting reveal the significant impact a lone terrorist can have on innocent citizens.

A disgruntled man named Joseph Stack flew his private plane into an Internal Revenue Service building in Austin, Texas, on 18 February 2010. In the small town of Moore, Oklahoma, Alton Nolen beheaded a woman at a Vaughan Foods plant on 24 September 2014. Robert Lewis Dear killed three people at a Planned Parenthood clinic in Colorado Springs, CO, on 27 November 2015. In one of the worst police shootings in the United States, Micah Xavier Johnson killed five police officers on 7 July 2016. This sniper attack took place in Dallas, Texas, at a Black Lives Matter protest. It wounded nine others, including two civilians.

Unfortunately, the list of terrorism seems to be never ending. Ten other attacks illustrate the persistence of attacks along with a diversity of targets and methods:

1. Bruce Edwards Ivins mailed several letters containing anthrax spores to news outlets and two Democratic senators. Five people were killed and 17 others were injured from 18 September to 9 October 2001.
3. John Patrick Bedell injured two police officers at the entrance of the Pentagon on 4 March 2010.
8. Elton Simpson and Nadir Soofi opened fire at a conference that was hosting an exhibition of a cartoon of the prophet Muhammad in Garland, Texas, on 3 May 2015.
9. Muhammad Youssef Abdulazeez shot and killed four marines and a sailor at a military base in Chattanooga, Tennessee, on 16 July 2015.
10. Finally, Faisal Mohammad attacked students with a knife at a university in Merced, California, on 4 November 2015.

The terrorist attacks mentioned above were not the first to occur in the United States or around the world. Nor will they be the last ones to take place in our country or elsewhere. There have been many unsuccessful attacks in New York as well as in Arkansas, New Jersey, Illinois, Dallas, Michigan, Washington, D.C., Florida, Missouri, etc. This is to say nothing about terrorist attacks initiated in other nations.

One of the most consequential bouts of terrorism occurred on 13 November 2015 when terrorists carried out a number of coordinated attacks in France and Belgium. Six locations were targeted in the assaults, ranging from the Stade de France stadium to popular bars in and around Paris. The
bloodshed began when suicide bombers wearing explosives detonated them near a major soccer match being played between France and Germany. A few minutes later, gunmen began unleashing heavy gun fire at several restaurants in Paris. The most fatal of the attacks occurred in the Bataclan theater. Three gunmen entered the concert hall and fired assault rifles into the audience. Some members of the crowd were able to escape through exits, but 89 people lost their lives and many more were wounded. By the time all of the attacks concluded, 130 people were killed and 368 were injured in the coordinated massacres, which were claimed by the Islamic State of Iraq and the Levant (ISIL). Some of the gunmen were neutralized in the firefight with police, and others (including Abdelhamid Abaaoud) were arrested. Unfortunately, the same cell responsible for the attacks in November also launched additional suicide bombings in Belgium on 22 March 2016. They killed 32 innocent civilians and wounded over 300 others at the Brussels Airport and a Brussels’ metro station. A few of the terrorists died in the incident, and law enforcement was able to apprehend some of the other perpetrators. This series of events was one of the worst attacks in Europe. More attacks – whether successful and unsuccessful – will certainly follow here and elsewhere.
SELF-CHECK

1. Terrorism might be considered as the “new normal.” True or False?
2. Terrorist attacks have increased over the past few years. True or False?
3. Terrorist attacks have occurred at what locations?
   (a) Bars and restaurants
   (b) Military bases
   (c) Government buildings
   (d) Sports stadiums
   (e) All of the above
4. What is an example of a recent terrorist attack?

1.2 A GROWING THREAT

If you pick up a national or international newspaper on any given day or scan the Internet for news, you will probably find several articles discussing the rising menace of terrorism. Headlines frequently highlight possible threats and recent attacks:

- Terrorists Infiltrate the United States
- Man Attempts to Detonate Shoe on Plane
- Aviation Security Still Weak
- Oregon Professor Charged with Terrorism
- Sea-born Cargo a Likely Target
- Eco-terrorism Occurs in California
- Officials Detain Man after Filming Chicago Bridge
- Explosives Missing in Georgia
- Agro-terrorism a Real Possibility
- Industrial Security Still Lacking
- Pipelines Targeted in Possible Attack
- Cruise Ship Receives Threatening Letter
- Bombs Obliterate Spanish Resort
- Australia Weary about Potential Terrorists
- Plot Busted in Pakistan
- Bus Ripped Apart by Blast in London
- Children Taken Hostage in Russia
- Cartoon of Mohamed Inflames Terrorists in Europe
- Iran Seeks Nuclear Weapons
- Terrorists Set Sights on Olympics
In addition, the media will likely provide numerous reports about the **Islamic State of Iraq and Syria (ISIS)**. This particular group seeks to establish an Islamic government in the Middle East and is now the most feared and recognized terrorist organization in the world (Cockburn 2016; Weiss and Hassan 2016). Their actions show no mercy toward victims, and their methods involve the most brutal forms of violence imaginable. These terrorists have illustrated their willingness to kill hundreds and thousands of enemies through mass executions, with power saws, via drownings, and by dousing people with gasoline and lighting them on fire. ISIS members have thrown homosexuals off of rooftops and placed the severed heads of their victims on railings or posts. Their actions are not just atrocious, but intentional efforts to induce migration, conduct genocide, or force policy change.

Recognizing these observed threats and actual terrorist activity, many conclude that politically motivated acts of violence will be more common in the future. Several years ago Senator Richard Lugar, R-Ind, stated, “The bottom line is this: For the foreseeable future, the United States and other nations will face an existential threat from … terrorism.” In 2016, FBI Director James Comey reiterated this warning by stating that terrorists will infiltrate Western Europe and the United States and that future attacks will be on “an order magnitude greater” than those of the past.

### 1.2.1 Reasons to Anticipate More Attacks

There are numerous reasons why we may witness additional and more impactful attacks in the future. For instance, the promise of Western forms of economic development has not materialized in many nations, and poverty...
may be associated with increased terrorist activities. The poor nations 50 years ago are predominantly the poor countries today, and they are breeding grounds for terrorist organizations. In addition, the end of the Cold War resulted in the resurgence of deep-seated ethnic or political rivalries. Chechnya desires autonomy and independence from Russia. Furthermore, US military power and involvement in the Middle East has angered many Arabs. Many view American presence as a new form of colonialism. Also, there is fear that countries like Iran and North Korea will develop, use, or share nuclear weapons and materials with others. Some religious and social movements have become more extreme over time. Fundamentalist Muslims and other interest groups want change now and are willing to promote it through violent behavior. Furthermore, protecting all of the vulnerable locations that the terrorists could attack is virtually impossible. Government buildings, ports, shopping malls, and schools are all likely targets. Furthermore, training and preparedness for terrorism response could be inadequate. As an example, we do not know enough about how to deal with poisonous substances used by terrorists.

Five other factors may ultimately lead terrorists to enact their deadly craft in the years to come:

a. Prior military conflicts among nation-states persist, and patience to resolve them is growing thin (e.g. the creation of the state of Israel several decades ago has resulted in ongoing tensions in the Middle East).

b. Citizens are frustrated with the harsh conditions of dictatorship or the unresponsiveness of certain democratic governments (e.g. they desire political change and think that their needs are not being met in an expeditious manner).

c. It is extremely difficult for intelligence analysts to know who the “enemy” is (e.g. how can one pinpoint a terrorist when they often blend into the crowd?).

d. Technology and education will allow terrorists to develop and use more sophisticated weapons (e.g. even typical household chemicals can be combined in such a way as to make bombs).

e. The ideology of terrorists has become so radical that their brutality knows no boundaries.

Should more and worse terrorist attacks occur as predicted, the United States can expect increased loss of life, financial hardship, social disruption, dramatic political changes, and other negative consequences. As an example, it is not out of the possibility to have casualties in the thousands, hundreds of thousands, or even higher due to modern weapons that employ today’s advanced knowledge and technology. The economy will surely suffer after major attacks and financial losses can total in the millions or billions. Travel and shopping may be severely hampered as well, and impending attacks could be geared toward an alteration of people’s way of life. Terrorism could likewise result in a massive transformation of government and the introduction of new laws pertaining to security, travel, and
immigration. Further consequences and changes will certainly be undertaken when terrorists strike again in the United States and elsewhere. All of this is to say that terrorism is now recognized as a consistent feature of our time, and it cannot be discounted or ignored. In short, “terrorism has become the plague of the twenty first century” (Franks 2006, p. 1).

IN THE REAL WORLD

Bin Laden’s War Against the United States

Terrorists like the now-dead Osama bin Laden declare war against Western nations. He and his subsequent followers disapprove of the foreign policy of the United States in the Middle East, and they declare it is the responsibility of all Muslims to attack the “infidels.” Reports from intelligence analysts indicate that terrorist groups like Al-Qaeda and ISIS are working hard to launch new attacks in the United States and elsewhere around the world. Most experts believe that their efforts will be successful unless significant counterterrorism measures are undertaken in the future.

SELF-CHECK

1. There are very few reports of terrorist threats in newspapers. True or False?
2. Terrorist attacks create several negative consequences ranging from death and injuries to social and economic disruption. True or False?
3. Reasons to be concerned about terrorism include:
   (a) Resurgence of ethnic rivalries
   (b) Poverty in many nations around the world
   (c) More extreme religious attitudes
   (d) Availability of weapons
   (e) All of the above
4. Will we have more attacks in the future? If so, why?

1.3 9/11: A WAKE-UP CALL

9/11:
The terrorist attacks involving hijacked planes against the United States.

Al-Qaeda:
An extreme Islamic fundamentalist terrorist organization.

The most consequential attack up to the time of this publication occurred on 11 September 2001. 9/11, as it is known, will forever be remembered as the terrorist attacks involving hijacked planes against the United States. It ushered in a new era in world history and illustrates why terrorism has to be taken seriously.

After years of planning, 19 hijackers affiliated with Osama bin Laden and Al-Qaeda (an extreme Islamic fundamentalist organization) boarded four commercial planes to initiate a massive campaign of terror against the United States. American Airlines Flight 11, departing from Boston to Los Angeles,
was overtaken by men with box cutters or other sharp instruments. It was then deliberately flown into North Tower of World Trade Center in New York City. United Airlines Flight 175, also departing from Boston to Los Angeles, was diverted and used as a missile to kill people working in the South Tower of the World Trade Center. Within minutes, American Airlines Flight 77, departing from Dulles to Los Angeles, was crashed into the Pentagon in Arlington, Virginia. Another plane, United Airlines Flight 93, departing from Newark to San Francisco, was also hijacked. By this time, passengers on board became aware of other incidents and attempted to take back the aircraft. Unfortunately, the plane was deliberately flown into the ground a short time later in an empty field southeast of Pittsburgh.

The brave efforts of passengers on Flight 93 amounted to a symbolic victory for the United States. Nevertheless, the hijackers succeeded in their goal of bringing attention to their hatred of Western culture and disapproval of American foreign policy. At least 266 passengers and crew were killed in the orchestrated attacks. Over 2500 more people died in the subsequent collapses of the World Trade Center towers in New York and in the fire at the Pentagon in Virginia. In addition to the loss of life, America experienced fear near or on par of Pearl Harbor. Economic disruption occurred on an unprecedented scale, and damages alone totaled more than $40 billion. Terrorism had certainly captured the attention of the United States.

When informed of the situation, President Bush ordered any additional hijacked planes be shot down should they be encountered. He also requested the grounding of all other flights to prevent further loss of life and damage. In the meantime, firefighters, police officers, paramedics, hospital personnel,
and government officials immediately began to address the needs of the terrorists’ victims. Volunteers, businesses, and numerous local, state, and federal agencies also arrived to consider how they would address long-term rebuilding activities. When flights resumed a few days later, new measures were taken at US airports to minimize the probability of similar events in the future.

After determining who was responsible for these attacks, US troops were sent into Afghanistan to topple the Taliban. The Taliban is the name of the government that provided a safe haven for Al-Qaeda. Intelligence efforts were also augmented, and a successful manhunt was undertaken to find Osama bin Laden, the leader of the Al-Qaeda terrorist network. In time, Congress passed numerous laws to repel terrorist activity by improving border control, increasing public security, and promoting readiness for future terrorist plots. Elected officials, public servants, law enforcement agencies, corporations, and many others are now working together to prevent further terrorist attacks or react effectively should they occur.

The above narrative describing 9/11 brings up three central questions that will be addressed in the remainder of this book:

• What is terrorism?
• Why and how does terrorism occur?
• What can and should be done to deal with it in an effective manner?

SELF-CHECK

1. Terrorism may be described as the pursuit of ideological purposes through violent means or the threat of violence. True or False?

2. 9/11 is the name given to the terrorist attacks on the World Trade Center and the Pentagon. True or False?

3. The attacks on 11 September 2001 involved:
   (a) Explosives
   (b) Guns
   (c) Hijacked airplanes
   (d) Hand grenades
   (e) None of the above

4. Why did 9/11 change the world?

1.4 THE NATURE OF HOMELAND SECURITY

The foregoing discussion indicates the need for what is now known as “homeland security.” Discussions about this field and emerging profession did not begin after 9/11. President Clinton acknowledged the threat of
terrorism after a number of attacks were initiated in the 1990s. Later on, President Bush created an office to assess the growing threat of terrorism after his election. However, homeland security did not move to the forefront of the policy agenda until after 9/11. The events of this day revealed the reality of what was heretofore unthinkable as well as the need to address it in a systematic fashion. Today, homeland security is now a “primary public policy area just like education, healthcare, environment, nation defense, and others” (Jones 2008, p. 95).

### 1.4.1 Definitions of Homeland Security

When **homeland security** was initially conceived by national leaders, it was defined as “a concerted national effort to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism, and recover from and minimize the damage of attacks that do occur” (Office of Homeland Security 2002, p. 2). While this definition captures the essence of current efforts to deal with terrorism, consensus on the term is not universal. For instance:

- **Citizens believe homeland security refers to the federal agency in charge of preventing terrorist attacks in the United States.** The Department of Homeland Security (DHS) was created, and this organization is composed of over 170,000 employees from 22 federal agencies. Its mission is to prevent terrorist attacks and react to those that may occur.

- **Elected officials view homeland security as a policy framework.** Its purpose is to organize “the activities of government and all sectors of society to detect, deter, protect against, and if necessary, respond to domestic attacks such as 9/11” (Kamien 2006, p. xli).

- **Scholars see homeland security as an area of study or emerging academic discipline.** It is considered a multi- or interdisciplinary research endeavor that involves academic fields such as international relations, criminal justice, public administration, and even medicine.

- **Practitioners regard it to be a function or functions performed in response to the terrorist threat.** In this sense, homeland security deals with intelligence gathering, border control, airport security, fire suppression, public health, and emergency medical care.

- **The military asserts that homeland security is the new priority in the post-Cold War era.** Since relations between the Cold War ended in the late 1980s, attention in national security has shifted to a significant degree toward individual terrorists, terrorist organizations, and the states that support terrorism.

### 1.4.2 Agreement About Homeland Security

Even though homeland security means different things to different people, there are several points of agreement. First, homeland security was created to counter the threat of terrorism in the United States and is consequently a
unique blend of national security and emergency management. According to the initial National Strategy for Homeland Security, there are six essential missions of homeland security. These include:

- **Mission Area 1: Intelligence and Warning.** One goal of homeland security is to identify possible terrorist attacks before they occur. This eliminates surprises and permits the implementation of protective measures if potential targets can be identified.

- **Mission Area 2: Border and Transportation Security.** Another purpose of homeland security is to prevent the infiltration of terrorists into the United States. Protecting our land, water, and air transportation systems from attack is also a major objective of homeland security.

- **Mission Area 3: Domestic Counterterrorism.** This aim focuses on interdicting terrorist activity and prosecuting those who fund or engage in terrorism. The goal here is to thwart terrorist plans and apprehend those involved in attacks against America.

- **Mission Area 4: Protecting Critical Infrastructures and Key Assets.** This strategy desires to defend vital buildings, roadways, utilities, technology, etc. Steps must also be taken to prevent attacks against important monuments, valued industries, and national symbols (e.g. the Statue of Liberty).

- **Mission Area 5: Defending against Catastrophic Threat.** The intention of this mission is to prevent the proliferation of dangerous weapons. Homeland security also wants to quickly detect and deal with the impact of major attacks.

- **Mission Area 6: Emergency Preparedness and Response.** The final priority of homeland security is to plan, train, and equip police, fire, and paramedics to react successfully to terrorism. There is also a need to promote recovery with the assistance of disaster specialists.

In the 2010 Quadrennial Homeland Security Review, the missions were revised slightly and reflect a more specific focus on the DHS (rather than the broad functions pertinent to the goals of homeland security). The mission areas now include (i) preventing terrorism and enhancing security, (ii) securing and managing our borders, (iii) enforcing and administering our immigration laws, (iv) safeguarding and securing cyberspace, (v) ensuring resilience to disasters, and (vi) maturing and strengthening the homeland security enterprise. Regardless of this shift in mission, it is clear that homeland security is a major undertaking. It definitely requires a comprehensive approach (Martin 2017).

A second and widely held view espoused in 2016 by the DHS is that this endeavor requires integrated efforts on the part of many people. According to Richard Falkenrath, an expert on international conflict,

Men and women from dozens of different disciplines – regional experts, terrorism analysts, law enforcement officials, intelligence officers, privacy specialists, diplomats, military officers, immigration specialists, customs inspectors, specific industry experts, regulatory lawyers,
doctors and epidemiologists, research scientists, chemists, nuclear physicists, information technologists, emergency managers, firefighters, communications specialists, and politicians, to name a few – are currently involved in homeland security (in Kamien 2006, p. xxvi).

In other words, there are a variety of participants in homeland security. Some may represent the government at local, state, and national levels. Many cities and states now have homeland security agencies like the DHS. Tribal governments are also involved in homeland security efforts. Others will assist in homeland security efforts from the business and nonprofit communities. Corporations play a huge role in transportation and shipping, while organizations like the American Red Cross help to educate the public about terrorism preparedness. Even citizens may fulfill homeland security functions by notifying officials of potential terrorist activity (e.g. “see something, say something” public education campaign). Although much of the activity in homeland security occurs within the domestic arena among individuals, businesses, and cities or states, the assistance of national and international organizations is also required. National intelligence agencies share information about terrorists operating abroad, and the United Nations has passed resolutions on how the international community should confront terrorism.

A third area of agreement is that tensions have reemerged or resulted at times from homeland security initiatives (Canton 2016). The most visible examples concern the problems homeland security initially produced for those responsible for dealing with disasters. For example, the Federal Emergency Management Agency (FEMA) – the national entity in charge of disaster management – lost much of its budget and autonomy when it was integrated into the newly created DHS. A significant portion of the operating funds from FEMA’s small budget (at least by federal standards) were poured into the DHS to cover start-up costs, and the ability of this disaster organization to influence the direction of policy was severely hampered. FEMA, which had cabinet-level status in a prior administration, saw its direct ties to the President severed when its Director was placed under DHS. Furthermore, FEMA’s interest in all types of hazards, disaster mitigation programs, and even certain preparedness functions were overlooked. Under the DHS, terrorism seemed to take precedence over all other concerns, and efforts to address other types of disasters were neglected. The heavy military and law enforcement approach to homeland security also had an impact upon interagency collaboration. Information sensitivities as well as command and control/top-down communication structures hindered coordination across organizations horizontally and among governments vertically. Morale at FEMA started to deteriorate under these conditions, and many knowledgeable disaster professionals retired or switched careers as a result. Such problems were in part responsible for the slow and disjointed response to Hurricane Katrina in fall 2005. Neither FEMA nor DHS officials could effectively coordinate important post-disaster functions such as mass care, sheltering, and evacuation. After several congressional investigations into these failures, efforts have been made to correct them. In particular, there is growing recognition that homeland security cannot focus on the threat of terrorism alone or without the help of organizations like

Federal Emergency Management Agency (FEMA): The national entity in charge of disaster management.
FEMA. In fact, the mission of DHS was adapted in 2007 to include a greater emphasis on all types of disasters along with a recognition of the importance of preparedness.

Finally, individuals like Representative Jeff Duncan (R-SC) have recently argued that homeland security has had mixed results during its short existence. On the one hand, the United States has been successful in preventing major terrorist attacks like 9/11 against the homeland. Efforts in this area are to be commended because several terrorist plots against Americans have been foiled. This, probably more than any other factor, is a major achievement against terrorism. On the other hand, the DHS has gone through several growing pains because of its hasty creation and the enormous challenges it faces pertaining to its mission. For instance, there have been numerous allegations that the start-up funding devoted to homeland security lacked careful controls to prevent fraud, waste, and abuse. At least some of the money designated for homeland security has not gone to legitimate purposes. Stories abound of communities using homeland security money to buy dump trucks, polo shirts, and other items that seem at first glance to be unrelated to terrorism. Other problems, like border control, are yet to be resolved due to the politics relating to illegal immigration. For these reasons, the impact of homeland security is somewhat inconclusive. Of course, it is necessary to recognize that it is not easy to assess what success means in the context of homeland security. This is because you cannot always publicize threats or evaluate responses to attacks that have been thwarted. Regardless of these concerns, homeland security remains a vital function for national interests.
IN THE REAL WORLD

The National Plans to Deal with Disasters and Terrorism

After 9/11, the government developed a new strategy for dealing with terrorist attacks. Rather than building upon or altering the prior Federal Response Plan (FRP), a new plan was created. The National Response Plan (NRP) added layers of bureaucracy to federal response operations and obfuscated responsibility for numerous disaster functions. The plan was criticized as it was being created and especially after it failed dramatically in Hurricane Katrina. Part of the problem was a result of placing too much attention on terrorism and downplaying other types of hazards. The Director of FEMA also lost direct ties to the President, which hindered communication. The challenges that have resulted indicate why the Federal Emergency Management Agency (FEMA) should be more involved in homeland security policies. This is because FEMA plays a lead role in preparing for and coordinating post-disaster responses. Fortunately, efforts are being made to clarify agency tasks in all types of disasters. The National Response Framework (NRF) is a new document that was created to correct the weaknesses of the NRP.

SELF-CHECK

1. Homeland security is defined as efforts to prevent terrorist activity, reduce vulnerability, and recover from attacks. True or False?
2. Everyone views homeland security in the same way. True or False?
3. The goals of homeland security are to:
   (a) Gather intelligence
   (b) Protect borders and infrastructure
   (c) Prepare for major catastrophes
   (d) Answers a and b only
   (e) Answers a, b, and c
4. Why is it important to take a broad view of homeland security?
5. Has homeland security been effective thus far? Why or why not?

1.5 DISCIPLINES INVOLVED IN HOMELAND SECURITY AND THE EMERGENCY MANAGEMENT PROFESSION

If you are to work in the important field of homeland security, you must be aware of its academic underpinnings and the disciplines that contribute to its knowledge base. It is true that some question if homeland
Security is an academic discipline (Falkow 2013). The argument is that homeland security is still emerging and does not yet have an agreed-upon set of concepts and theories. However, others assert that homeland security is a “meta” discipline. This suggests that homeland security is a combination of many areas of study including international relations, criminal justice, public administration, and public health, among others. These fields and others offer important insights into terrorism and for homeland security:

- **International relations** focuses on the conflicts among nation-states and nonstate actors. It identifies why terrorism occurs and what governments are doing about it.
- **Criminal justice** is interested in intelligence gathering, terrorist investigation, prosecution, border control, and other security measures.
- **Public administration** directs attention on the formation and implementation of policy. It also helps to identify the best form of organization to deal with difficult societal problems.
- **Public health** concentrates on understanding diseases and how to treat them. It plays an important role in preparing for terrorists’ use of nuclear, biological, chemical, or radiological weapons.

Other academic disciplines are also important to the study of homeland security. National security and military studies explore intelligence gathering and lessons from counterterrorism operations. Anthropology enables an understanding of the culture of terrorism. Sociology facilitates comprehension of human behavior in crisis situations. Political science and law address policy making and human rights issues, which are vital as democratic governments fight terrorism. Journalism permits comprehension of terrorists’ use of the media for increased publicity. Engineering provides valuable advice on protecting buildings and critical infrastructure from possible attacks. The physical sciences permit discussion of nuclear material, chemical reactions, and biological processes. As these and other fields are vital to homeland security, this book will approach the subject of terrorism from a holistic perspective. However, the book focuses to a great extent on the discipline and profession of emergency management. As will be seen, emergency management plays an especially important role in homeland security.

### 1.5.1 The Role of Emergency Management

**Emergency management** is a profession that specifies how to prevent or react successfully to various types of disasters (McEntire 2014). It includes four functional phases described as the life cycle of disaster: mitigation, preparedness, response, and recovery. Each of these concepts is important for the study of terrorism and the homeland security profession.
Mitigation: Activity that attempts to avoid disasters or minimize negative consequences. Mitigation is also closely associated with two terms that are frequently discussed in homeland security:

- **Prevention** includes counterterrorism operations (such as intelligence gathering and covert military activities) or other functions like border control.
- **Protection** incorporates antiterrorism operations such as infrastructure protection and increased security surveillance at locations like airports and sporting events.

There are three other important phases in emergency management. **Preparedness** includes readiness measures in anticipation of a disaster. Planning, training, and exercises are examples of preparedness initiatives. **Response** is the immediate reaction to an emergency situation like a terrorist attack. In homeland security, response refers most often to evidence collection and emergency medical care functions. **Recovery** refers to long-term activities to rebound after disasters or terrorist attacks. It includes emotional recovery as well as rebuilding with future hazards and threats in mind.

Since its inception, homeland security has focused most of its attention on prevention, protection, and prosecution activities. These activities have been labeled as **crisis management**. However, homeland security initially downplayed the need for preparedness, response, and recovery operations. These undertakings are known as **consequence management**. While it is imperative to perform both crisis and consequence management functions, there is growing realization that they should not be treated as isolated actions. Doing so only leads to coordination difficulties. In addition, while it is crucial to stress prevention, protection, and prosecution measures, the assumption that this will be possible 100% of the time must be avoided. For these reasons, emergency management is an increasingly vital component of homeland security.

Emergency management has a long history of dealing with a plethora of natural, technological, and man-made disasters. It has generated important recommendations for dealing with conflict and collective stress situations (Drabek 1986). What is more, scholars such as Bill Waugh (2001) and McEntire et al. (2001) indicate the close relation between terrorism and emergency management. Others also see unique ties among emergency management and homeland security (Bullock et al. 2005).

In spite of this close relation, homeland security did not draw sufficiently from the research and practice of emergency management when it was created. There is definitely a need to integrate emergency management and homeland security (Kiltz 2012). The failure to adequately integrate these efforts has created many challenges pertaining to terrorism. Some of today’s problems are reminiscent of those during the civil defense era (Alexander 2002). **Civil defense** is the name given to the government’s initiative to prepare communities and citizens to react effectively to nuclear war against the Soviet Union. The primary focus of the Cold War was on responding to nuclear weapons with a top-down, military, command, and control approach. During this period, natural and technological hazards as well as collaboration with nonmilitary organizations were not given serious consideration.
EMERGENCY MANAGEMENT

Definition, Vision, Mission, Principles

Definition

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

Vision

Emergency management seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.

Mission

Emergency management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

Principles

Emergency management must be:

1. **Comprehensive** – Emergency managers consider and take into account all hazards, all phases, all stakeholders, and all impacts relevant to disasters.
2. **Progressive** – Emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.
3. **Risk driven** – Emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.
4. **Integrated** – Emergency managers ensure unity of effort among all levels of government and all elements of a community.
5. **Collaborative** – Emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
6. **Coordinated** – Emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.
7. **Flexible** – Emergency managers use creative and innovative approaches in solving disaster challenges.
8. **Professional** – Emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship, and continuous improvement.

Homeland security officials have made similar mistakes in recent years. Those in charge of policy focused initially and almost exclusively on terrorism and favored a law enforcement or paramilitary approach. Leaders failed to recognize that the United States is prone to many different types of hazards (Mileti 1999). Homeland security also ignored to its own peril the research that suggests that coordination with others is of paramount importance if responses to disasters are to be successful (Auf der Heide 1987).
The most vivid example of these mistakes was the creation of the **Homeland Security Advisory System (HSAS)**. The HSAS was the nation’s method for warning the population of potential and actual terrorist attacks. It illustrated a failure to consult with the emergency management community or incorporate its lessons learned from prior disasters. For instance, research on disasters and emergency management provides solid advice for improved warning functions (McEntire 2014). Evidence from decades of research illustrates that warnings have to be clear, consistent, and credible. They must also help communities and citizens understand exactly what they are supposed to do when disasters and terrorist attacks occur.

In contrast to these recommendations, many argue that HSAS lacked clarity as well as specific and useful information for citizens (Aguirre 2004; Knight 2005). For example, what is implied when the threat level was raised from yellow to orange? Did it mean an attack has occurred? How should citizens react? Why would a change in color status help promote successful responses? Since the HSAS was not based on emergency management research, it had difficulty in successfully providing answers to these questions. The HSAS therefore became the focus of many jokes on late night television and has since been replaced with a different warning system. This situation and others reveal that emergency management is an important discipline for homeland security.

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**Homeland Security Advisory System (HSAS):**
The nation’s method for warning the population of potential and actual terrorist attacks.

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**Figure 1-5**

1.5.2 Important Terminology

While emergency management knowledge can help in many areas, one of the greatest potential contributions to homeland security is in reference to this profession’s views about hazards, vulnerability, and risk. The term hazard was introduced by geographers, and it almost always refers to physical or other agents that may trigger or initiate disaster events and processes (Alexander 2002, p. 29). While hazards such as an earthquake, industrial plant explosion, or terrorist attack are real and menacing, focusing on them excessively can create many problems for those involved in homeland security and emergency management. For instance, giving priority to certain hazards often leads to dramatic and detrimental shifts in policies as we have recently seen with the almost exclusive emphasis on terrorism (Waugh 2004). Placing ultimate priority on hazards likewise downplays human role and responsibility in all types of disasters (McEntire 2004). What is more, since we cannot eliminate or control all extreme events, there is growing recognition that vulnerability is a stronger determinant of disaster than the hazards themselves (Alexander 2006, p. 2; Cutter 2005, p. 39). For these and other reasons, many recommend moving from an “agent-centered approach” to one that gives greater attention to a broad conceptualization of vulnerability (Perry 2006, p. 9; Weichselgartner 2001).

As defined in the research literature, vulnerability implies a high degree of disaster proneness and/or limited disaster management capabilities. One school of thought suggests that vulnerability is the likelihood of a disaster occurring and that individuals or the community as a whole will experience negative impacts from hazards (e.g. injuries, death, property damage, financial losses, social disruption, etc.). There are several scholars that accept this viewpoint (Anderson 1995, p. 41; Bolin and Stanford, 1998, p. 9; Boulle et al., 1997, p. 179; Maskrey, 1989, p. 1; Mitchell, 1999, p. 296; Salter, 1997/98, p. 28; Wisner et al., 2004, p. 11).

Another perspective on vulnerability relates to capacity or capability. This line of thought centers on the ability or inability of people and social systems to anticipate, prevent, prepare for, cope with, respond to, or recover from the impact of a hazard. It is also supported by many researchers (Schroeder 1987, p. 33; Vasta 2004, pp. 10–11; Warmington 1995, p. 1; Wisner et al. 2004, p. 11). Vulnerability is thus regarded as a multifaceted concept that the literature almost always conveys it in terms of proneness and capabilities (Chambers 1989; Comfort et al. 1999; Pelling and Uitto 2001; Watts and Bohle 1993).

Hazards and vulnerability are closely associated with the concept of risk. Some scholars assert that hazards and vulnerability are determinants of risk, or the likelihood of occurrence (Mileti 1999). Others assert that risk deals with exposure to disaster agents or possible losses (Alexander 2002). The truth of the matter is that risk is determined by both of these types of variables. Risk is therefore a measure of probability and consequences alike. The concept of risk permits an understanding of what can happen and how bad it could be. Although it is difficult to know how much weight to give to probability versus consequences, the notion of risk is valuable to the emergency management community.
Interestingly, this same framework of risk can also be applied to terrorism and homeland security. For instance, limited intelligence, porous borders, and weak security are factors that must be corrected if the probability of attacks is to be minimized. Furthermore, inadequate prevention and preparedness abilities will likely increase the consequences of attacks during response and recovery operations. Probabilities and consequences thus seem to be extremely important concepts for both the homeland security and emergency management professions. Consequently, this book will approach terrorism by discussing many themes that relate to and determine both probability and consequences.

**IN THE REAL WORLD**

**Risk and 9/11**

The attacks on 9/11 clearly illustrated the risk facing the United States. Terrorists managed to enter the United States in virtually an unnoticed manner. They trained for their attacks in American flight schools and were able to smuggle box cutters onto planes. Once the hijackings were underway, a system was not fully in place to interdict the hijacked aircraft. After the planes were flown into the World Trade Center, firefighters and police had a difficult time communicating with each other. Many died in part because information could not be shared among agencies. After the buildings collapsed, it took some time before different pieces of intelligence could be utilized to determine who was responsible for the attacks and how they were funded. Recovery also took time and taxed many government agencies and the businesses that were impacted. 9/11 showed that a variety of efforts are needed to minimize the probability of attack and successfully deal with their consequences.

**SELF-CHECK**

1. International relations and criminal justice are related to homeland security. True or False?

2. Homeland security and emergency management have no relationship whatsoever. True or False?

3. Vulnerability implies:
   - (a) An ability to deal with terrorism effectively
   - (b) A high degree of proneness and limited capabilities
   - (c) A low degree of proneness and enhanced capabilities
   - (d) That terrorism will not occur
   - (e) That we can respond successfully

4. What is meant by the terms “liability reduction” and “capacity building?”
In this chapter, you have learned about recent terrorist attacks that have plagued the United States. You have been exposed to evidence that suggests that further attacks will take place in the future. The enormous impact of the terrorist attacks on 9/11 in relation to world history was discussed. The chapter defined homeland security – a concerted national effort to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism, and recover from and minimize the damage of attacks that do occur. It also discussed the mission of homeland security and the need for a holistic framework. Emergency management was noted as an important component of homeland security. By supplementing homeland security with an emergency management perspective, you will be better able to deal with the threat and impacts of terrorist attacks.
SUMMARY QUESTIONS

1. The United States has not had a number of terrorist attacks in the past 10 years. True or False?

2. Terrorism is not an important topic in today’s world. True or False?

3. Osama bin Laden and Al-Qaeda were responsible for the 9/11 terrorist attacks. True or False?

4. The 9/11 hijackers flew two of the four hijacked planes into the World Trade Center buildings. True or False?

5. Scholars, elected officials, military personnel, practitioners, and citizens have a common view of homeland security. True or False?

6. Corporations and nonprofits do not play an important role in homeland security. True or False?

7. Emergency management addresses the prevention of and reaction to different types of disasters. True or False?

8. The Homeland Security Advisory System does a good job of informing citizens on how to take action in a crisis period. True or False?

9. There is or should be an important relationship between emergency management and homeland security. True or False?

10. A community that has a low degree of disaster proneness and sufficient access to resources has a high degree of vulnerability. True or False?

11. What government organization was responsible for supporting the 9/11 attacks?
   (a) Hamas
   (b) The Taliban
   (c) Hezbollah
   (d) China

12. Included in the National Strategy for Homeland Security’s six missions are:
    (a) Border and Transportation Security
    (b) Extensive Academic Research on Terrorism
    (c) Defending against Catastrophic Threat
    (d) a and c

13. Since the formation of the Department of Homeland Security:
    (a) There have been no terrorist attacks whatsoever.
    (b) There have been allegations that money devoted to homeland security lacks controls to prevent fraud, waste, and abuse.
The Department of Homeland Security has positively impacted FEMA's ability to perform effectively.

All of the above

14. Emergency management deals with:
(a) Natural disasters
(b) Technological disasters only
(c) All types of disasters
(d) Terrorist attacks only

15. Homeland security involves which of the following disciplines?
(a) International relations
(b) Criminal justice
(c) Public administration
(d) All of the above

16. Which of the following increase vulnerability to terrorism?
(a) Secure borders
(b) Limited intelligence
(e) Preparedness
(d) Both b and c

APPLYING THIS CHAPTER

1. Why were the terrorist attacks on 9/11 so significant? Explain how this event has had an impact on American way of life.

2. In this chapter, there is list of reasons why we may witness a greater number of more violent attacks in the future. Pick a terrorist attack found in recent events and explain it in terms of one or more of the reasons listed earlier.

3. Discuss what the response to a terrorist attack could look like with successful collaboration between citizens, cities, states, nonprofits, businesses, and the federal government. How would it be different if there was no collaboration?

4. State the importance of “liability reduction” and “capacity building” in homeland security. How do these ideas tie back into the concept of vulnerability?
BE A HOMELAND SECURITY PROFESSIONAL

Explaining Homeland Security
You work for the Department of Homeland Security as a public information officer. During an interview, you noticed that the press is struggling to understand what homeland security is. How would you define it for them? What is the mission of homeland security? How could you describe it as a function or agency? What else could you say to help them understand this concept?

Educating the State Legislators
As the lead member of the New York Division of Homeland Security and Emergency Management, you have been assigned to speak in front of the legislators to defend your budget. You must clearly state why it is important to have lots of resources at your disposal. Make a case as to why terrorism is a significant threat and why the state needs to take it seriously.

Tensions in Homeland Security
Homeland security illustrates some tensions between a law enforcement and emergency management perspective. Explain why both viewpoints are needed and how their goals may complement one another.

KEY TERMS

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Al-Qaeda</td>
<td>An extreme Islamic fundamentalist terrorist organization</td>
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<td>9/11</td>
<td>The terrorist attacks involving hijacked planes against the United States</td>
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<td>Civil defense</td>
<td>The government’s initiative to prepare communities and citizens to react effectively to a nuclear exchange during the Cold War</td>
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<tr>
<td>Consequence management</td>
<td>An emergency management function that stresses planning, emergency medical response and public health, disaster relief, and restoration of communities</td>
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<tr>
<td>Criminal justice</td>
<td>A discipline and profession interested in intelligence gathering, terrorist investigation, prosecution, border control, and other security measures</td>
</tr>
<tr>
<td>Crisis management</td>
<td>A law enforcement function that concentrates on identifying, anticipating, preventing, and prosecuting those involved in terrorism</td>
</tr>
<tr>
<td>Department of Homeland Security (DHS)</td>
<td>A newly created organization that desires to prevent terrorist attacks or react effectively</td>
</tr>
<tr>
<td><strong>Key Terms</strong></td>
<td><strong>Definition</strong></td>
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<tr>
<td>Emergency management</td>
<td>A discipline and profession that addresses how to prevent or react successfully to various types of disasters</td>
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<tr>
<td>Federal Emergency Management Agency (FEMA)</td>
<td>The national entity in charge of disaster management</td>
</tr>
<tr>
<td>Hazard(s)</td>
<td>The physical or other agent(s) that may trigger or initiate disaster events and processes</td>
</tr>
<tr>
<td>Homeland security</td>
<td>A concerted national effort to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism, and recover from and minimize the damage of attacks that do occur</td>
</tr>
<tr>
<td>Homeland Security Advisory System (HSAS)</td>
<td>The nation’s method for warning the population of potential and actual terrorist attacks</td>
</tr>
<tr>
<td>International relations</td>
<td>A discipline and profession that deals with the conflicts among nation-states and nonstate actors (e.g. why terrorism occurs and what governments are doing about it)</td>
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<tr>
<td>Mitigation</td>
<td>Activity that attempts to avoid disasters or minimize negative consequences</td>
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<tr>
<td>Prevention</td>
<td>Counterterrorism operations such as intelligence gathering and preventive strike activity</td>
</tr>
<tr>
<td>Preparedness</td>
<td>Readiness measures in anticipation of a disaster</td>
</tr>
<tr>
<td>Protection</td>
<td>Antiterrorism operations such as border control and infrastructure protection</td>
</tr>
<tr>
<td>Public administration</td>
<td>A discipline and profession that directs attention to the formation policy and the best organization to deal with difficult societal problems</td>
</tr>
<tr>
<td>Public health</td>
<td>A discipline and profession that concentrates on understanding diseases and how to treat them (e.g. identifying how to react from a medical standpoint to the use of nuclear, biological, chemical, or radiological weapons)</td>
</tr>
<tr>
<td>Recovery</td>
<td>Long-term activities to rebound after disasters or terrorist attacks</td>
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<tr>
<td>Response</td>
<td>The immediate reaction to an emergency situation, like a terrorist attack</td>
</tr>
<tr>
<td>Risk</td>
<td>A measure of probability and consequences</td>
</tr>
<tr>
<td>Taliban</td>
<td>The name of the government that provided a safe haven for Al-Qaeda</td>
</tr>
<tr>
<td>Terrorism</td>
<td>The use or threat of violence to support ideological purposes</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>A high degree of disaster proneness and/or limited disaster management capabilities</td>
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REFERENCES


Chapter 1: Understanding a New Global Priority

