

CHAPTER 1

Understanding a Global Priority

Diverse Threats, Terrorism, Homeland Security, and Emergency Management

DO YOU ALREADY KNOW?

- Why we should be concerned about threats to our security
 - 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 us deal more effectively with terrorist attacks
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For additional questions to assess your current knowledge of terrorism and homeland security, go to www.wiley.com/go/mcentire/homelandsecurity3e

WHAT YOU WILL LEARN

- 1.1 Threats facing the United States**
- 1.2 The probability of additional attacks in the future**
- 1.3 The far-reaching effects of 9/11**
- 1.4 Definitions of homeland security**
- 1.5 The breadth of organizations involved in homeland security**

WHAT YOU WILL BE ABLE TO DO

- List terrorist activity in recent years
- Evaluate the consequences of terrorism
- Convey how the world changed after the 9/11 hijackings
- Describe the mission of the homeland security profession
- Assess how various disciplines can help practitioners deal with terrorism

Introduction

Welcome to the important discipline and profession of homeland security! If you are interested in this important field of study and desire to work in this area of practice, it is imperative that you comprehend the variety of threats facing the United States and what can be done to deal with them in an effective manner. This book has the purpose of helping you achieve these goals by exploring the fundamental concepts and principles of the homeland security profession. While reading this introductory chapter, you will gain a basic understanding of numerous security concerns in general and the perplexing problem of terrorism in particular. You will learn how the terrorist attacks on September 11, 2001, changed the world and initiated a new era in global history. You will acquire knowledge about 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 terrorist attacks and other threats.

1.1 Diverse Threats and Terrorism are the New Normal

Anytime you watch the news, search the Internet, or scroll through social media, you will likely see several stories depicting threats to the security, safety, and well-being of people, organizations, and nations around the world. For instance:

- Mass shootings are all too frequently witnessed at school, in the workplace, or any location where many people congregate. Individuals and families are worried about their safety in the mall, at church, or while attending a sporting event. This concern appears to be warranted due to the fact that there were 689 mass shootings in 2021, 645 in 2022, and over 500 at the time of this writing in 2023 (Nazzaro 2023).
- The commission of crimes—including physical assaults and property theft—rose dramatically from 2020 to 2022 (Grawert and Kim 2023). People feel unsafe at home or in the streets, and businesses are worried about their profitability and future viability under these disturbing conditions.
- The manufacturing and distribution of illegal drugs in the United States have risen to epic proportions. Government reports reveal that more than 100,000 persons die annually from illicit substances like fentanyl (National Institute on Drug Abuse 2023).
- Human trafficking is enslaving thousands of people in the United States and elsewhere. Exploited sex workers and other forced laborers suffer as a result of this, the most significant human rights violation of our time. For instance, since the inception of the National Human Trafficking Hotline in 2007, more than 82,000 cases have been reported in the United States, which have involved over 164,000 victims (see <https://humantraffickinghotline.org/en/statistics>).

- Social demonstrations have become increasingly common in recent years, and this has caused Verisk Maplecroft (a strategic consulting firm) to place the United States within the high-risk category for social unrest (Campbell and Hribernik 2020). Some of the recent protests over the death of George Floyd and the 2020 election results exploded into riot behavior, which resulted in the loss of life, hundreds of injuries, and the destruction of property valued at billions of dollars.
- Public health emergencies have been seen repeatedly over the past few decades. Our recent experience with the Covid-19 pandemic illustrates the significant impact contagious diseases can have on lives and livelihoods. There is evidence that our public health institutions are inadequately prepared for deadly outbreaks that may occur in the future (Baker and Ivory 2021).
- Global warming and climate change are frequently discussed by politicians and environmental activists. Concerns about the possibility of further environmental disasters appear to be warranted and suggest a future of additional and aggravated risks (see <https://www.usgs.gov/faqs/how-can-climate-change-affect-natural-disasters>).

As can be seen, each of these threats may result in injuries, death, and/or physical, economic, emotional, and other types of harm. While these problems are typically addressed by law enforcement personnel, public health organizations, and environmental agencies, they have not always been the focus of a holistic, concerted, or systematic effort. This is changing, however, because local, state, and federal governments recognize that more must be done to prevent such occurrences and react to them in a more effective manner.



Source: TapTheForwardAssist/Wikimedia Commons

In The Real World

Disasters on the Rise?

According to the National Oceanic and Atmospheric Administration, the United States experienced 18 weather and climate-related disasters in 2022, which caused more than \$1 billion in damage each (Smith 2023). This included one winter storm, one wildfire, one heatwave/drought, one flood, two tornadoes, three tropical cyclones, and nine severe weather/hail events. Taken together, these disasters killed 474 people and totaled over \$165 billion in losses in a single year. Evidence seems to suggest that the risk of disasters is increasing at alarming rates. Disasters are just one of many different threats facing the United States today and into the future.

Although there are grave concerns about criminal activity, social disturbances, public health emergencies, and climate-related disasters, another threat has garnered significant attention from policy makers than those mentioned earlier. This issue has transformed the nature of government in the United States over the past two decades. That concern is known as terrorism.

In simple terms, **terrorism** is the use or threat of violence to support ideological purposes. Individuals, groups, and even nation-states participate in terrorism to achieve social, political, economic, and other objectives. Recent events might cause you to think that these terrorist attacks are more frequent and deadly than in prior decades. Your instinct is certainly justified according to the London Institute for Economics and Peace (Cassidy 2015). Although there are a whole host of problems that must be addressed by politicians and public safety personnel, terrorism appears to be ever present and its impacts cannot be denied. Attacks are not only more common than in the past—they are also more consequential. Five cases illustrate the “new normal” we are facing today.

1.1.1 Boston Marathon Bombing

On April 15, 2013, Tamerlan and Dzhokhar Tsarnaev—Chechen brothers who were residing in the United States—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 and treated by law enforcement and emergency medical personnel. 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 apprehended and is now incarcerated in a maximum-security prison in Florence, Colorado.

1.1.2 San Bernardino Regional Center Shooting

On December 2, 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. This married couple killed 14 people and injured 22 when they opened fire at a holiday party being held by the county’s Department of Public Health.

While this was clearly devastating, the incident could have been more consequential. Three pipe bombs found at the scene failed to explode. The terrorists were killed in a shoot-out with police a short time later.

1.1.3 Orlando Nightclub Shooting

On June 12, 2016, a security guard named Omar Mateen instigated one of the most despicable acts of violence in U.S. history (see Figure 1-1). 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 3-h standoff, the terrorist was shot and killed by the officers from the Orlando Police Department. The carnage was the result of one of the worst mass shootings in the United States to date.

1.1.4 Bombings in New York and New Jersey

From September 17 to September 19, 2016, several bombs were detonated and found unexploded in New York and New Jersey. One pipe bomb was placed in a trash can and exploded during a 5K race in the community of Seaside Park. No one was injured in the incident, but additional bombs were discovered in the area and disposed of. That same day, another bomb exploded in a dumpster in New York City near a construction site. Thirty-one people were injured as a result of this pressure cooker bomb that was filled with metal bearings. Another bomb was identified nearby and reported to the authorities. The following day, additional bombs were discovered in Elizabeth, New Jersey. Ahmed Khan Rahimi, an Islamic extremist, was captured after fingerprints, a mobile phone, DNA evidence, and purchase receipts revealed who the culprit was.



FIGURE 1-1 Mass shootings like the Orlando nightclub shooting reveal the significant impact a lone terrorist can have on innocent citizens. *Source: Orlando Police Department/Wikimedia Commons/Public Domain.*

1.1.5 Hudson River Bike Path Attack

On October 31, 2017, a man named Sayfullo Habibullaevic Saipov used a rented pickup truck as a weapon on a bike path in a park near the Hudson River. Over a 1-mile stretch, Saipov ran into and over cyclists and joggers, killing 8 people and injuring 11 others. He eventually crashed the vehicle into a bus and then engaged in a shoot-out with police. Saipov was shot and arrested. During the investigation, it was determined that Saipov launched the attack in support of the Islamic State of Iraq and the Levant (ISIL). This terrorist was convicted of murder and is incarcerated for life.

1.1.6 Other Notable Attacks

The aforementioned attacks are not isolated. The list of such events has increased over the past 25 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 July 4, 2002. On March 3, 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 2009, Nidal Malik Hasan murdered 14 people at the Fort Hood military base in Texas.

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

A Short List of Attacks

The list of terrorist attacks seems to be never ending. Fifteen incidents illustrate the prevalence of attacks along with a diversity of targets and divergent methods:

1. Bruce Edwards Ivins mailed several letters containing anthrax spores to news outlets and two Democratic senators. Five people were killed, and seventeen others were injured from September 18 to October 9, 2001.
2. John Allen Williams and Lee Boyd Malvo (the “Beltway Snipers”) murdered 10 people and injured 3 others in Washington, D.C., Maryland, and Virginia over a three-week period in October 2002.
3. John Patrick Bedell injured two police officers at the entrance of the Pentagon on March 4, 2010.
4. Wade Michael Page gunned down six people at a Sikh Temple in Wisconsin on August 5, 2012.
5. Ali Muhammad Brown killed three civilians in Seattle, Washington, during a period from April 27, 2014, to June 1, 2014.
6. Zale Thompson attacked two police officers with a hatchet in Queens, New York, on October 23, 2014.
7. Ismaaiyl Brinsley killed two police officers in an ambush in Brooklyn, New York, on December 20, 2014.

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8. Elton Simpson and Nadir Soofi opened fire at a conference that was hosting an exhibition of a cartoon of Prophet Muhammad in Garland, Texas, on May 3, 2015.
9. Muhammad Youssef Abdulazeed shot and killed four marines and a sailor at a military base in Chattanooga, Tennessee, on July 16, 2015.
10. Faisal Mohammad attacked students with a knife at a university in Merced, California, on November 4, 2015.
11. Samuel Woodward, a member of a far-right/neo-Nazi group named the Atomwaffen Division, stabbed a gay Jewish University of Pennsylvania student on January 2, 2018.
12. John T. Earnest, a 19-year-old young man who was sympathetic to alt-right and anti-Semitic thought, set the Dar-ul-Arqam Mosque on fire in Escondido, California, on March 24, 2019.
13. Mohammed Saeed Alshamrani, a Saudi Air Force Second Lieutenant who was being trained in the United States, shot and killed three U.S. Navy sailors and injured eight others in a classroom at the Naval Air Station in Pensacola, Florida, on December 6, 2019.
14. Anderson Lee Aldrich, a 22-year-old man with anti-LGBT sentiment, killed five people and injured twenty-five others in a shooting at the Club Q bar in Colorado Springs, Colorado, on November 19, 2022.
15. Audrey Hale, a 28-year old transgender man, used a firearm to kill three adults and three children at the Covenant Christian School in Nashville, Tennessee, on March 27, 2023.

The terrorist attacks mentioned earlier 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 this country or elsewhere. There have been many unsuccessful attacks in New York as well as in Arkansas, Dallas, Florida, Illinois, Michigan, Missouri, New Jersey, Washington, D.C., and so on. This is to say nothing about terrorist attacks initiated in other nations, which are even more prevalent and deadly.

One of the most consequential bouts of terrorism occurred on November 13, 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 explosive devices detonated them near a major soccer match being played between France and Germany. A few minutes later, gunmen began unleashing heavy gunfire at several restaurants in Paris. The most fatal of the attacks occurred in the Bataclan theater. Three perpetrators 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 each of the individual but coordinated attacks concluded, 130 people were killed and 368 were injured.

Some of the gunmen, who were affiliated with ISIL, 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 March 22, 2016. On this particular day, these terrorists killed 32 innocent civilians and wounded over 300 others at the Brussels Airport and a Brussels metro station. A few of the perpetrators died in the incident, and law enforcement personnel were able to apprehend some of the other

participants. This series of events was one of the worst attacks in Europe. More attacks—whether successful or unsuccessful—will certainly be undertaken in the United States and elsewhere.

In The Real World

Failed Attacks

A number of attacks have been thwarted since the start of the new millennium. Seven are particularly noteworthy:

- On December 22, 2001, Richard Colvin Reid (also known as the “shoe bomber”) attempted to detonate explosives hidden in his shoes on an American Airlines Flight from Paris, France, to Miami, Florida. Fortunately, Reid was subdued by other passengers and flight attendants before he could successfully light the fuse.
- A terrorist plot involving homemade liquid explosives (disguised as sports drinks) was thwarted before it could be carried out on several commercial airline flights in 2006. Over 20 suspects were arrested after British police uncovered the scheme.
- On May 1, 2010, Faisal Shahzad (also known as the “Times Square Bomber”) attempted to detonate a car bomb in New York City. Fortunately, the explosives failed to detonate, and security was notified when people noticed smoke coming from a car.
- Robert Lorenzo Hester, Jr., aka Mohammed Junaid Al Amreeki, was charged for his attempt to provide material support to a foreign terrorist organization on February 17, 2017. Hester believed he was helping Islamic State of Iraq and Syria to launch an attack, but, in reality, he was communicating with undercover FBI agents. This federal law enforcement agency became aware of Hester’s intentions and investigated the matter further after he posted several statements regarding his desire to attack the United States.
- In 2019, Christopher Paul Hasson, a lieutenant in the U.S. Coast Guard, was arrested for illegal possession of firearms. Hasson was a white nationalist who had stockpiled 15 weapons and more than 1,000 rounds of ammunition. He was arrested by the FBI before he was able to shoot left-leaning politicians, celebrities, and journalists.
- On April 29, 2019, Mark Domingo was captured before he could launch an attack against a white nationalist group in Southern California. Domingo was a U.S. Army Veteran who supported radical Islamic ideologies. He wanted to seek revenge for the mosque shootings in Christchurch, New Zealand.
- The Federal Bureau of Investigation arrested 13 members of the Wolverine Watchmen militia on October 8, 2020. These right-wing extremists planned to kidnap a politician named Gretchen Whitmer. The plot was foiled before these individuals were able to snatch the Governor of Michigan and hold her hostage.

Self-Check

1. There are a variety of threats facing the United States. True or false?
2. Terrorism is not considered the “new normal” in the United States or elsewhere. True or false?

3. Terrorist attacks have increased over the past few years. True or false?
4. Terrorist attacks have occurred at what locations in the past?
 - a. Bars and restaurants
 - b. Military bases
 - c. Government buildings
 - d. Sports stadiums
 - e. All of the above
5. What is an example of a recent terrorist attack?

1.2 A Growing Risk

If you browse the Internet for news, you will probably find several articles discussing the rising menace of terrorism (see Figure 1-2). 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 has provided numerous reports about the **Islamic State of Iraq and Syria (ISIS)**. This particular group sought and continues to establish an Islamic government in the Middle East and has been one of the most-feared and recognized terrorist organizations 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



FIGURE 1-2 The news is dominated by stories about terrorism and terrorist attacks. *Source: Neville Elder/Shutterstock.*

willingness to kill hundreds and thousands of enemies through mass executions with diverse means: using weapons, with power saws, via drowning, and by dousing people with gasoline and lighting them on fire. ISIS members have thrown homosexuals off rooftops and placed the severed heads of their victims on railings or posts. On January 4, 2024, ISIS detonated two bombs at the burial site of Iranian military commander Qasem Soleimani. The coordinated attacks killed nearly 100 people and injured 300 more. The actions of ISIS are regarded to be atrocious, intentional efforts to induce migration, conduct genocide, and force policy change.

Case Study

Hamas Attack on Israel

On October 7, 2023, the Palestinian terrorist group Hamas launched a sneak attack from the Gaza Strip against Israel. This quickly became the worst terrorist attack in Israeli history and the deadliest day in Jewish history since the Holocaust. And, unfortunately, the series of violent actions came without any advanced warning and took Israel by surprise.

To understand this case, it is important to know the context of the attack. Hamas was formed as an Islamic resistance movement in 1987 during the first intifada—a political uprising of the Palestinian people against Israeli occupation of the West Bank and the Gaza Strip. But this conflict in the Middle East started long before the late 1980s. For instance, Arabs and Jews have each claimed ownership of the territory in and around Jerusalem for centuries. This long-standing disagreement was aggravated in 1947 when the United Nations adopted Resolution 181, which divided British-controlled lands into a Jewish state and other Arab countries. Political leaders around the world felt sympathy

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Case Study *(Continued)*

for Jews after the Holocaust and wanted to find a location where this religious group could live in peace. Unfortunately, Arabs opposed the action of the United Nations, and groups like Hamas were created to eliminate the state of Israel. In fact, the charter of Hamas declares that Palestine is an Islamic land, and it mandates jihad (a holy war) to liberate this territory. Peaceful solutions are rejected in the charter, and Muslims are called upon to fight and kill Jews until liberation is achieved. Several skirmishes have therefore occurred between Hamas and Israel over time, and Iran has supported this terrorist organization financially and with small arms and other military-grade weapons.

After an unknown period of intensive planning, thousands of Hamas fighters launched a coordinated and multifaceted attack on Israel during their observance of Simchat Torah (a holiday to celebrate their reading of the Torah). Several members of this violent group entered Israel with motorized paragliders or by boat. They began to attack Israeli military personnel on bases near the border. Meanwhile, heavy equipment was used to breach the fence separating the Gaza Strip and Israel. Terrorists then entered Israel by ground with several vehicles and numerous motorcycles.

These Hamas fighters then began to attack armed guards and shot civilians wherever they were found—in cars, in the streets, while attending parties, and in designated safe rooms at home. During the military response and the subsequent investigation, ample forensic evidence of torture and rape was found, and there were allegations of beheadings (although there has been some debate about the accuracy of this latter assertion).

Nevertheless, the mass slaughter of men and women as well as the elderly and children was bloody and gruesome and turned out to be even more disturbing since Hamas fighters portrayed and celebrated their violent activities live on social media platforms. In addition, over 240 people were abducted and taken hostage by Hamas, including at least 10 Americans. While numerous hostages have been released at the time of this writing, the future well-being of the others is uncertain.

If the attack and abductions were not bad enough, Hamas also fired off anywhere over 8,500 Iranian rockets, homemade missiles, and mortar shells against southern and central Israel. The Jewish people were notified of this air raid via public warning alarms and sought safety in designated bomb shelters throughout the country. Although many of these missiles were shot down by Israel's "Iron Dome," the series of batteries overwhelmed the mobile air defense system at times and many Hamas bombs struck buildings and caused unimaginable damage. Emergency measures were undertaken to care for those impacted by the attack.

When all was said and done, over 1,100 Israelis were killed and another 4,500 were injured. This caused Prime Minister Benjamin Netanyahu to confirm that a murderous surprise attack had occurred against the state of Israel and its citizens. He denounced Hamas and vowed to fight back against and destroy this terrorist organization so this type of attack would not occur again in the future.

After warning Palestinians to evacuate Gaza, Israel began to launch retaliatory missile strikes against Hamas leaders, their offices, and related strongholds. At the time of this writing, it is estimated that over 30,000 people have been killed in Gaza and another 69,000 have been injured. As many as 1.9 million have been displaced thus far due to the barrage of missiles being fired from Israel.

Israel also amassed troops for a ground assault, which encountered an elaborate tunnel system (with estimates of 1,300 tunnels spanning 500 kilometers in total). During the altercation with Hamas, Hezbollah—another anti-Israeli terrorist group—launched attacks from the north from their bases in Lebanon. In addition, Iran has threatened to become involved in the conflict, which could transform the terrorist attack and counter-terrorism operation into an all-out war in the Middle East.

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Case Study *(Continued)*

While most countries have expressed sympathy to Israel for the attacks, there have been demonstrations by Arabs and Muslims throughout the world to protest the retaliation against Hamas. Jewish embassies and synagogues were put on high alert. Some of the verbal animosity turned violent and antisemitic attacks have surged since October 7, 2023. As an example, a Jewish leader was found stabbed to death in Detroit, Michigan. Many other Jews have been assaulted and their property has been vandalized. This situation encouraged many people to denounce anyone who supported the actions of Hamas. University students and administrators have been harshly criticized for their verbal support of violence against the Jewish people on the part of these radical Palestinians. In fact, donors started to cut back funding of various academic institutions and some university presidents have been removed from their positions.

In response to the escalating problem, President Biden traveled to Israel to express support for Israel. He warned others not to intervene in the problem, and he also promised to send relief to the Palestinian people. Over the next several months, President Biden started to pressure Israel to leave the Gaza strip and halt hostilities. Republicans questioned Biden's loyalty to Israel and encouraged the president to reverse the aid he committed to Iran. Political opponents of the president even recommended that Biden reinstate Trump's economic sanctions against the Iranian regime for its support of Hamas.

This case brings up many questions that the Israeli government and others will need to consider as nations reflect on what has transpired. For instance:

- Was the Hamas attack a violent protest, terrorism, or war?
- What factors led to this attack, and can they be minimized?
- Who is Hamas, and how did they plan and carry out this attack?
- Why did Hamas use the media to portray the attack in real time?
- What can Israel do to protect the security of its people?
- Why was there no advanced intelligence about this planned attack?
- How can Israel protect itself from the violence perpetrated by Hamas?
- What can Israel do to prepare for future attacks?
- How could response and recovery operations be improved going forward?
- Should Israel anticipate other attacks from Hamas that involve other types of weapons of mass destruction?
- What additional challenges and opportunities does Israel and other nations need to consider for the future?

As you read this book, you should consider these types of questions and how they might relate to other terrorists and the potential threats they pose.

Recognizing issued 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. Today, and in light of the attack on the U.S. Capitol on January 6, 2021, there is rising concern about home-grown radicals—particularly right-wing terrorist groups—who engage in violence (Byman 2022).

1.2.1 Reasons to Anticipate More Attacks

There are numerous reasons why we may witness additional and more consequential 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. Put differently, 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 and current political realities have resulted in the resurgence of deep-seated ethnic or political rivalries. Chechnya desires autonomy and independence from Russia, while China is worried about extremist activities from the Uyghur and other Turkic Muslims. Furthermore, U.S. military power and involvement in the Middle East has angered many Arabs. Many Palestinians and others view the American presence in their region as a form of colonialism. Also, there is fear that countries like Iran and North Korea will develop, use, or share nuclear weapons and radioactive materials with terrorist organizations. Furthermore, some religious and social movements have become more extreme over time. Fundamentalist Muslims and right-wing interest groups want change now and are willing to promote it through violent behavior. What is more, the divisions separating republicans and democrats in the United States have expanded recently, and conflict is increasingly seen as the legitimate means to achieving political objectives. Furthermore, protecting each of the vulnerable locations that 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 biological weapons and hazardous materials used by terrorists.

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

1. 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).
2. Citizens are frustrated with the harsh conditions of dictatorship in many countries or the unresponsiveness of certain democratic governments around the world (e.g., they desire political change and think that their needs are not being met in an expeditious manner).
3. 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?).
4. 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).
5. The ideology of terrorists has become so radical that their acceptance of brutality knows no boundaries.

Should more and worse terrorist attacks occur as predicted, the United States can expect an increased loss of life, financial hardship, social disruption, political change, 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 terrorists who seek modern weapons that employ today’s advanced knowledge and technology. The economy will surely suffer after major attacks, and financial losses could total millions or billions. Travel and shopping may be severely hampered as well when people worry about their safety, and impending attacks could be geared toward altering people’s daily lives.

Terrorism could likewise result in a massive transformation of the 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, such as the now-deceased Osama bin Laden, often declare war against Western nations. In the case of Al-Qaeda, bin Laden and his followers disapproved of the foreign policy of the United States in the Middle East, and they stated it is the responsibility of all Muslims to attack the “infidels.” Reports from intelligence analysts indicate that terrorist groups like ISIS have worked hard to launch attacks in the United States and elsewhere around the world. Most experts believe that the efforts of terrorists 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 the future of 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

The most consequential attack up to the time of this publication occurred on September 11, 2001. **9/11**, as it is known, will forever be remembered as the terrorist attacks involving four hijacked planes against the United States. It ushered in a new era in world history and illustrates why terrorism must 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 (see Figure 1-3). 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 the North Tower of the 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



FIGURE 1-3 Terrorists used passenger jets to attack the United States on September 11, 2001.
Source: © FEMA.

Airlines Flight 77, departing from Dulles to Los Angeles, struck the Pentagon in Arlington, Virginia. Another plane, United Airlines Flight 93, departing from Newark to San Francisco, was also hijacked. However, by this time, passengers on board became aware of other incidents and attempted to take back the aircraft. Unfortunately, the plane crashed 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 2,500 other people died in the subsequent collapses of the World Trade Center towers in New York, in the fire at the Pentagon in Virginia, and at the crash site near Shanksville, Pennsylvania. In addition to the loss of life, America experienced fear near or on par with that witnessed during the attack on 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 requested the grounding of all flights to prevent further loss of life and damage. He also had to make the difficult decision to issue an order to the Air Force to shoot down any other hijacked planes, although none were fortunately encountered. Almost immediately, firefighters, police officers, paramedics, hospital personnel, and government officials began to evacuate the World Trade Center and address the needs of the victims of the attacks. When flights resumed a few days later, new measures were taken at U.S. airports to minimize the probability of similar events in the future. Volunteers, businesses, and numerous local, state, and federal agencies also arrived in New York, Virginia, and Pennsylvania to consider how they would address long-term rebuilding activities and memorialize the deceased.

In the meantime, and after determining who was responsible for these attacks, U.S. troops were sent into Afghanistan to topple the Taliban. The **Taliban** is the name of the government that provided safe haven for Al-Qaeda. Intelligence efforts were also augmented, and a successful manhunt was undertaken to find Osama bin Laden,

CAREER OPPORTUNITY | Central Intelligence Agency Analyst

The information that pointed to the culpability of Al-Qaeda and led to the demise of Osama bin Laden was collected by employees of the Central Intelligence Agency (CIA). The CIA does not fall under the Department of Homeland Security. However, this agency fulfills vital homeland security functions relating to intelligence and counterterrorism operations.

There are a variety of employment opportunities with the CIA, and one of the most essential positions is given the title of analyst. CIA analysts gather information from individual interviews, group communications, government documents, media reports, and satellite imagery among other international sources. Analysts then determine if the information is accurate, cross-check it with other knowledge, make sense of the implications, write up policy memos, and share the findings with supervisors and other decision makers in oral briefings.

Not all analysts are the same, however. There are analysts that specialize in information pertaining to regional history, political leaders, terrorism threat analysis, military operations, financial tracking, weapons proliferation, and many other topics.

Analysts can make around \$60,000 to start off, and salaries may reach over \$150,000 and beyond. Because of the rise of diverse threats, growth in this profession is anticipated to expand slowly but steadily in the coming decade.

Requirements to become a CIA analyst are similar to other jobs in homeland security: age (at least 18 years old), American citizenship, completion of application, passing of polygraph tests, background investigations, psychological examinations, and physical and medical evaluations. Desired qualifications for applicants include critical thinking, solid communication skills, graduate degrees, foreign language proficiency, and a willingness to live in Washington, D.C., or abroad.

For further information, see Adapted from <https://www.cia.gov/careers/cia-requirements>.

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 narrative describing 9/11 and its aftermath 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 that occurred in New York, Washington, D.C., and Pennsylvania. True or false?

3. The attacks on September 11, 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?

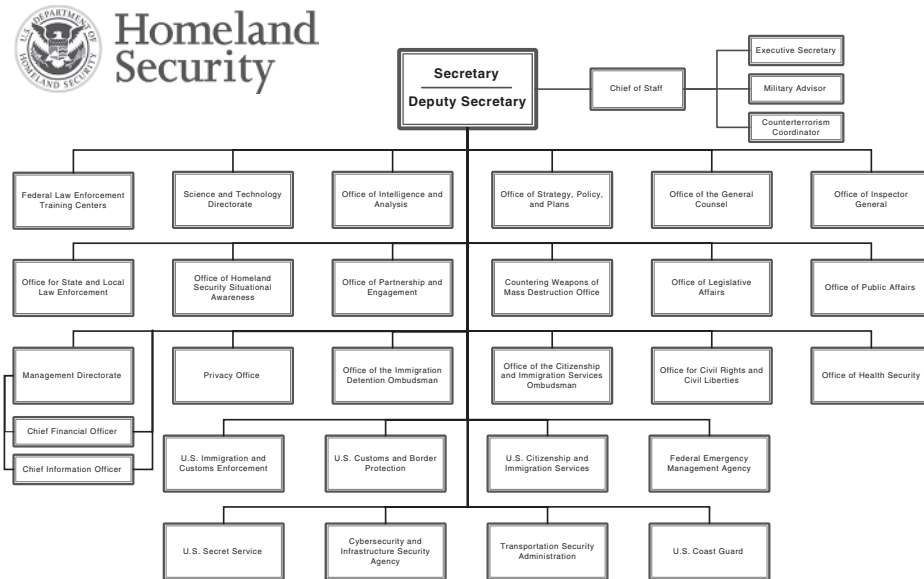
1.4 The Nature of Homeland Security

The foregoing discussion indicates the need for what is now known as “homeland security.” Interestingly, discussions about this field and emerging profession did not begin after 9/11. For instance, concerns about terrorism have been around for decades. President Clinton acknowledged the threat of terrorism after a number of attacks were initiated in the 1990s. Later on, President Bush created an office in the White House 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 and the need to address terrorism in a systematic fashion. Today, homeland security is 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 after 9/11, and this organization is now composed of over 260,000 employees from 22 federal agencies. Its mission is to prevent terrorist attacks and react effectively 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 and an emerging or even established 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 homeland security to be a function or collection of functions performed in response to the terrorist threat.* In this sense, homeland security



CAPTION: Even though DHS was initially created to address terrorism, this organizational chart illustrates the many complex responsibilities that fall under this large government department. DHS covers functions ranging from immigration and maritime rescues to the Secret Service and disaster recovery. *Source: DHS.*

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.* Because the Cold War ended in the late 1980s, attention given to national security has shifted in many ways toward individual terrorists, terrorist organizations, and the states that support terrorism. Of course, it is important to recognize that there are now growing anxieties about the belligerence of Russia and China in the Ukraine, Taiwan, and elsewhere around the world.

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 initially created to counter the threat of terrorism in the United States, and it is consequently a unique blend of national security and emergency management. According to the initial National Strategy for Homeland Security, there were six essential missions of homeland security when it was established. 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, and so on. 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 objective 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 of homeland security were revised slightly and reflected a more specific focus on the DHS (rather than the broad functions pertinent to the goals of homeland security). The mission at this time included: (a) preventing terrorism and enhancing security, (b) securing and managing our borders, (c) enforcing and administering our immigration laws, (d) safeguarding and securing cyberspace, (e) ensuring resilience to disasters, and (f) maturing and strengthening the homeland security enterprise.

Today, the DHS continues to give attention to these priorities with some additional variation. It seeks to counter terrorism and other threats that may impact the safety and security of Americans. The DHS also aims to protect U.S. borders, secure cyberspace and critical infrastructure, preserve and uphold the nation's prosperity and economic performance, strengthen preparedness and resilience, and champion its workforce and strengthen the department.

A second and widely held view espoused by the DHS is that this expanding endeavor requires integrated efforts on the part of many people. Homeland security is therefore a major undertaking and is more of a function and enterprise than a single government department. Put differently, homeland security undoubtedly requires a comprehensive approach (Martin 2017).

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, counties, and states now have homeland security agencies like the DHS. Tribal governments

are also involved in homeland security efforts. Others from the business and non-profit communities will assist in fulfilling homeland security responsibilities. 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 and partners 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.

In The Real World

National Plans to Deal with Disasters and Terrorism

After 9/11, the federal government developed a new strategy for dealing with terrorist attacks. Rather than building upon or altering the prior Federal Response Plan, a new strategy 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 while it was being created and especially after it failed to be implemented successfully in the aftermath of 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 after 9/11, which hindered communication. The challenges that resulted from the creation of the NRP indicate why the Federal Emergency Management Agency (FEMA) should be involved in the formation of homeland security policies. This is because FEMA plays a key role in preparing for and coordinating post-disaster response and recovery operations. Fortunately, efforts have been made to clarify the relationship between DHS and FEMA in all types of disasters. The National Response Framework is a new planning document that corrects many of the weaknesses of the NRP.

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 unintentionally created 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 was 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 on interagency collaboration. Information sensitivities as well as command and control/top-down communication structures hindered coordination across organizations horizontally and among governments vertically.



FIGURE 1-4 This shield illustrates that the Federal Emergency Management Agency is an organization within the Department of Homeland Security. *Source:* © FEMA.

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 like warning, evacuation, sheltering, and mass care. 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 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, it is important to point out that individuals like Representative Jeff Duncan (R-SC) have 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. Achievements 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 accomplishment in the war on terrorism. On the other hand, DHS has gone through several growing pains because of its hasty creation and the enormous challenges it has faced as the organization has tried to implement its broad 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 may have been spent on questionable purchases. 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 government leaders cannot always publicize threats or evaluate responses to attacks that have been thwarted. Regardless of these concerns, homeland security remains a vital function, and it is essential for national interests.

FEMA's Strategic Plan

In 2022, the Federal Emergency Management Agency created a new strategic plan to guide emergency management into the future. While these types of strategic plans change periodically and with new presidential administrations, the current focus is on three key priorities. Deanne Criswell, the FEMA administrator, shared these goals in a letter to all stakeholders who have an interest in reducing the impact of disasters. They include (a) instilling equity as a foundation of emergency management, (b) leading the whole community in climate resilience, and (c) promoting and sustaining a ready FEMA and a prepared nation. In other words, FEMA desires to better assist those who are most vulnerable, promote policies and actions to address global warming and ensure we have the capacity and capability to deal effectively with future disasters. Such measures are essential since the number of disasters FEMA is managing is now 311 annually as compared to 108 in the past. These disconcerting statistics underscore the need for strategic planning and forward thinking. For further information on FEMA's strategic plan, see Adapted from <https://www.fema.gov/about/strategic-plan>.

Self-Check

1. Homeland security was initially 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 have questioned 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. These fields and many others offer important insights into terrorism and 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, and prosecution. It also has a relation to border control and other security measures.
- **Public administration** directs attention to 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 terrorism and 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 the discussion of nuclear material, chemical reactions, and biological contagion. Computer scientists explore the threats posed by cyberattacks and the means to counter them. Environmental scientists study the degradation of our natural resources and its impact on the occurrence of disaster.

Because 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.

In The Real World

Resources to Help You Understand Terrorism

Learning about terrorism is essential if you are working in homeland security, and it should be a lifelong process. With this in mind, you may want to be aware of and tap into several resources that are available to you.

1. The Department of Homeland Security has funded several Centers of Excellence that are university-led research networks. Current Centers of Excellence include:
 - Center for Accelerating Operational Efficiency (Arizona State University)
 - Cross-Border Threat Screening and Supply Chain Defense (Texas A&M University)
 - Criminal Investigations and Network Analysis (George Mason University)

(continued)

In The Real World *(Continued)*

- Critical Infrastructure Resilience Institute (University of Illinois at Urbana-Champaign)
 - Coastal Resilience Center (University of North Carolina at Chapel Hill)
 - Master of Business Administration—Security Technology Transition (George Washington University)
 - National Counterterrorism Innovation, Technology and Education Center (University of Nebraska at Omaha)
 - Soft-Target Engineering to Neutralize the Threat Reality (Northeastern University)
2. There are also many emeritus Centers of Excellence, and they are listed on the Department of Homeland Security Website (see <https://www.dhs.gov/science-and-technology/centers-excellence>). One of the most helpful Centers of Excellence is the National Consortium for the Study of Terrorism and Responses to Terrorism. The website for this consortium (see <https://www.start.umd.edu>) provides information and publications on a variety of topics as well as a number of data sets and resources for education and training.
 3. Several academic and professional journals are available for you to read. A partial list of important examples is provided here:

Critical Studies on Terrorism

Disasters

Disaster Prevention and Management

Government Security

Homeland Defense Journal

Homeland Security Affairs

Homeland Security Professional

Homeland Security Today

Intelligence and National Security

Journal of Applied Security Research

Journal of Business Continuity & Emergency Planning

Journal of Counterterrorism & Homeland Security International

Journal of Emergency Management

Journal of Homeland Security

Journal of Homeland Security and Emergency Management

Journal of Homeland Security Education

Journal of Hazards, Crisis and Public Policy

Journal of Security, Intelligence, and Resilience Education

Journal of Terrorism Research

Natural Hazards Review

Security Journal

Studies in Conflict and Terrorism

Terrorism and Political Violence

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 2022). 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 they have unique relationships to the homeland security profession.

Mitigation is an 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 or a disaster. 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 and rebuilding with future hazards and threats in mind.

Since its inception, homeland security has focused most of its attention on preventing, protecting against, and prosecuting terrorist activities. These measures were initially labeled as **crisis management**. However, this concept did not necessarily encapsulate functions related to preparedness, response, and recovery operations. These undertakings were therefore called **consequence management**. While it is imperative to perform both crisis and consequence management functions, government leaders began to recognize that these two priorities should not be treated as isolated actions. Doing this only led to coordination difficulties. In addition, while it was crucial to stress prevention, protection, and prosecution measures, the assumption that this would be possible 100% of the time was questioned. For these reasons, emergency management is seen as an increasingly vital component of homeland security.

Emergency management has a long history of dealing with a plethora of natural, technological, and anthropogenic disasters. This discipline and profession have 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 between emergency management and homeland security (Bullock et al. 2005).

In spite of this close relation, homeland security policies did initially or sufficiently draw from the research and practice of emergency management. The failure to adequately integrate these efforts has created many challenges pertaining to terrorism (see Figure 1-5 or see option on p. 27). Some of today's problems are reminiscent of those that existed 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. Throughout this period, natural and technological hazards as well as collaboration with nonmilitary organizations were not always 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 heavy 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).



FIGURE 1-5 The Homeland Security Advisory System did not warn citizens about what to do if a terrorist attack should occur. *Source: US States Department of Homeland Security/Public Domain.*

The most vivid example of these mistakes was the creation of the **Homeland Security Advisory System (HSAS)** (see Figure 1-5). The HSAS was the nation's method for warning the population of potential and actual terrorist attacks. It illustrated the problems that result when the emergency management community was not consulted and lessons from prior disasters were not incorporated into new policies. For instance, research on disasters and emergency management has provided useful advice to improve warning messages for nearly 50 years (McEntire 2014). Evidence from decades of research illustrates that warnings should be clear, consistent, and credible.

Crisis communication messages 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). As a case in point, what was implied when the threat level was raised from yellow to orange? Did it mean an attack had occurred? How should citizens react? Why would a change in color status help promote successful responses? Since the HSAS was not based on existing 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. There is definitely a need to integrate the knowledge of emergency management into homeland security policy (Kiltz 2012).

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 the 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 on this matter 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). There are several scholars who accept this viewpoint (Anderson 1995, p. 41; Bolin and Stanford, 1998, p. 9; Boule 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, organizations, 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 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 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 those working in emergency management.

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 and other threats 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 of terrorism against the United States. Terrorists managed to enter the country 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 intelligence agencies as well as police and fire departments. After the buildings collapsed, it took some time before different sources of intelligence could be combined to determine who was responsible for the attacks and how they were funded. Efforts were undertaken to improve incident command at the scene of terrorist attacks. Recovery also took time and taxed many government agencies and the businesses that were impacted. The 9/11 attacks showed that a variety of efforts are needed to minimize the probability of attacks and successfully deal with their consequences.

1.5.3 A Preview of Subsequent Chapters

To meet the goals of this book that pertain to both homeland security and emergency management, the remaining chapters will proceed as follows.

Chapter 2, “Identifying Terrorism: Ideologically Motivated Acts of Violence and Their Relation to Disasters,” presents numerous definitions of terrorism and compares how these perspectives are both alike and dissimilar. This chapter also looks at the connections between terrorism and other types of disasters.

Chapter 3, “Recognizing the Causes of Terrorism: Differing Perspectives and the Role of Ideology,” explores what motivates people to participate in terrorism. It pays special attention to how historical conflict, mistakes in foreign policy, and extreme levels of poverty may impel some people to engage in this type of violence.

Chapter 4, “Comprehending Terrorists and Their Behavior: Who They Are and What They Do,” assesses the nature of individual terrorists and those associated with supporting groups and states. It identifies how these people and organizations finance operations, communicate with secret codes, and carry out attacks.

Chapter 5, “Uncovering the Dynamic Nature of Terrorism: The History of Violence and Change Over Time,” explores why terrorism initially emerged, how it evolved in other nations, and the ways it has been manifested in the United States.

Chapter 6, “Evaluating a Major Dilemma: Terrorism, the Media, and Censorship,” looks at the symbiotic relationship between terrorism and the media. It predicts how reporters view terrorism and mentions the drawbacks and limitations of censorship.

In Chapter 7, “Contemplating a Quandary: Terrorism, Security, and Liberty,” you will learn why, as a participant in homeland security, it is imperative that you assess the tradeoffs between security and rights and why terrorism exploits the tension between these two important values.

Chapter 8, “Preventing Terrorist Attacks: Root Causes, Law, Intelligence, and Counterterrorism,” tackles the reasons why terrorism occurs and explains ways to prevent attacks. It mentions laws that prohibit terrorism and punish those who support it. It discusses the need to rely on human and other sources of intelligence to neutralize or apprehend terrorists before they strike.

In Chapter 9, “Securing the Nation: Border Control and Sector Safety,” the permeability of the U.S. border is mentioned along with measures to prevent the infiltration of terrorists onto American soil. It also discusses the vulnerability of various economic sectors and describes ways to secure railways, air transportation, seaports, and chemical facilities.

Chapter 10, “Protecting Against Potential Attacks: Threat Assessment, Mitigation, and Other Measures,” looks at the benefits of proactive practices, such as working with others to evaluate threats posed to critical infrastructure, key assets, and soft targets. The chapter also differentiates between structural and nonstructural mitigation activities.

In Chapter 11, “Preparing for the Unthinkable: Efforts for Readiness,” you will learn that preparing for terrorism is one of the central responsibilities of homeland security. This chapter specifies how your community, state, and nation may prepare for possible terrorist attacks by becoming familiar with the executive orders and legislation issued by the president and Congress. This chapter also puts forward the foundation of preparedness through the creation of an advisory council, the passing of ordinances, the acquisition of monetary resources, and the establishment of an Emergency Operations Center.

Chapter 12, “Responding to Attacks: Important Functions and Coordination Mechanisms,” examines effective ways to react to terrorist attacks. This includes numerous functions such as investigation, the protection of first responders, and the care for victims of terrorist attacks.

Chapter 13, “Recovering from Impacts: Short-Term and Long-Term Actions to Promote Resilience,” addresses the variety of recovery activities that need to be performed after a terrorist attack takes place. Such measures include declaring a disaster or state of emergency, addressing mass fatality issues, disposing of debris, and providing emotional support to those who have been impacted by the event.

Chapter 14, “Assessing Significant Threats: WMD and Cyberterrorism,” evaluates the probability that terrorists will launch more unique and devastating attacks. It covers the risk of radiological, nuclear, biological, and chemical weapons with

numerous recommendations to counter such assaults. The chapter also describes the increasing prevalence of cyberterrorism and mentions the actions being taken to increase preparedness in this area.

In Chapter 15, “Evaluating Other Pressing Problems: Criminal Activity, Social Disturbances, Pandemics, and Climate Change,” you will gain a better understanding of various concerns including mass shootings, illegal drugs, human trafficking, protests, riots, contagious diseases, and global warming. Solutions to these problems are mentioned as well.

Finally, in Chapter 16, “Looking Toward the Future: Challenges and Opportunities,” the need for accountability in homeland security is mentioned. A discussion about policy strengths and weaknesses occurs, and recommendations are provided for both researchers and practitioners.

As you proceed through the remainder of this book, keep in mind the broad nature of the threats we face and the complexity of the homeland security enterprise. Consider what you can do now and, in the future, to help this vital profession be successful.

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?”
-

Summary

In this chapter, you have learned about the threats that may jeopardize our security. In addition, facts about terrorist attacks that have recently plagued the United States have been provided. You have been exposed to evidence and arguments which suggest 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 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. It also discussed the broader mission of homeland security and the need for a holistic framework. Various disciplines, including emergency management, were argued to be important components of homeland security. By supplementing homeland security with an emergency management perspective, you will be better able to deal with the threats and impacts of terrorist attacks.

Assess Your Understanding

Understand: What Have You Learned

Go to www.wiley.com/go/mcentire/homelandsecurity3e to assess your knowledge of terrorism and homeland security.

Summary Questions

1. The diversity of threats facing the United States includes mass shootings and rising crime but not global warming and disasters. True or false?
2. The United States has not had a number of terrorist attacks in the past 10 years. True or false?
3. Terrorism is not an important topic in today's world. True or false?
4. Osama bin Laden and Al-Qaeda were responsible for the 9/11 terrorist attacks. True or false?
5. The 9/11 hijackers flew two of the four hijacked planes into the World Trade Center buildings. True or false?
6. Scholars, elected officials, military personnel, practitioners, and citizens have a common view of homeland security. True or false?
7. The Department of Homeland Security performs all functions relating to the prevention of terrorism. True or false?
8. Corporations and nonprofits do not play an important role in homeland security. True or false?
9. Emergency management addresses the prevention of and reaction to different types of disasters. True or false?
10. The Homeland Security Advisory System did a good job of informing citizens on how to take action in a crisis period. True or false?
11. There is or should be an important relationship between emergency management and homeland security. True or false?
12. A community that has a low degree of disaster proneness and sufficient access to resources has a high degree of vulnerability. True or false?
13. Which of the following threats are of concern to law enforcement, public health, and environmental officials?
 - a. Illegal drugs
 - b. Disease outbreaks
 - c. Climate change
 - d. All of the above
14. What government organization was responsible for supporting the 9/11 attacks?
 - a. Hamas
 - b. The Taliban
 - c. Hezbollah
 - d. China

15. 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
 16. Which of the following increase(s) vulnerability to terrorism?
 - a. Secure borders
 - b. Limited intelligence
 - c. Preparedness
 - d. Both b and c
 17. 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.
 - c. The Department of Homeland Security has positively impacted FEMA's ability to perform effectively.
 - d. All of the above.
 18. Emergency management deals with:
 - a. Natural disasters
 - b. Technological disasters only
 - c. All types of disasters
 - d. Terrorist attacks only
 19. Homeland security involves which of the following disciplines?
 - a. International relations
 - b. Criminal justice
 - c. Public administration
 - d. All of the above
-

Applying This Chapter

1. What threats are confronting the United States, and how does this impact the safety and security of those residing in this country?
2. Why were the terrorist attacks on 9/11 so significant? Explain how this event has had an impact on the American way of life.
3. In this chapter, there is a 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.
4. In what ways is homeland security a specific government organization? In what ways is it a function that is performed by many government agencies and even others in the private and nonprofit sectors?
5. 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?
6. 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

Al-Qaeda An extreme Islamic fundamentalist terrorist organization

Civil defense The government's initiative to prepare communities and citizens to react effectively to a nuclear exchange during the Cold War

Consequence management An emergency management function that stresses planning, emergency medical response and public health, disaster relief, and restoration of communities

Criminal justice A discipline and profession interested in intelligence gathering, terrorist investigation, prosecution, border control, and other security measures

Crisis management A law enforcement function that concentrates on identifying, anticipating, preventing, and prosecuting those involved in terrorism

Department of Homeland Security (DHS) A government organization created to prevent terrorist attacks or react effectively

Emergency management A discipline and profession that addresses how to prevent or react successfully to various types of disasters

Federal Emergency Management Agency (FEMA) The national entity in charge of disaster management

Hazard(s) The physical or other agent(s) that may trigger or initiate disaster events and processes

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

- Homeland Security Advisory System (HSAS)** The nation's method for warning the population of potential and actual terrorist attacks
- International relations** 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)
- Islamic State of Iraq and Syria (ISIS)** A group that seeks to establish an Islamic government and is now the most-feared and well-known terrorist organization in the world
- Mitigation** Activity that attempts to avoid disasters or minimize negative consequences
- 9/11** The terrorist attacks involving hijacked planes against the United States
- Preparedness** Readiness measures in anticipation of a disaster
- Prevention** Counterterrorism operations such as intelligence gathering and preventive strike activity
- Protection** Antiterrorism operations such as border control and infrastructure protection
- Public administration** A discipline and profession that directs attention to the formation policy and the best organization to deal with difficult societal problems
- Public health** 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)
- Recovery** Long-term activities to rebound after disasters or terrorist attacks
- Response** The immediate reaction to an emergency situation, like a terrorist attack
- Risk** A measure of probability and consequences
- Taliban** The name of the government that provided a safe haven for Al-Qaeda
- Terrorism** The use or threat of violence to support ideological purposes
- Vulnerability** A high degree of disaster proneness and/or limited disaster management capabilities

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