

## CHAPTER 11

# INTEGRATED EMERGENCY MANAGEMENT: THE ROLES OF FEDERAL, STATE, AND LOCAL GOVERNMENT WITH IMPLICATIONS FOR HOMELAND SECURITY

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The events of September 11, 2001, ushered in a new era of threats to Americans. Terrorists struck without warning, and brought disaster to U.S. shores in their wake. The destruction of the World Trade Center, significant damage to the Pentagon, and introduction of anthrax into the U.S. Postal System demonstrated that Americans can quickly find themselves on the front lines of a war against terrorism. Beyond the physical damage, Americans have experienced the considerable economic and psychological impact of those terrorist actions.

How can America meet this new challenge and restore confidence in the ability of government to provide for the safety and welfare of its citizens? The war against terrorism will occur across the globe. The U.S. Government has already mobilized military, diplomatic, financial, and information resources to bring the perpetrators of 9/11 to justice and to establish a global security framework to prevent a reoccurrence of such attacks. A concurrent effort needs to occur within the United States to establish new relationships between the levels of government in order to bring available resources to bear. No doubt more resources are required. How can the collective efforts of the federal, state, and local governments across the United States work together effectively and efficiently to meet this new threat?

Integrated Emergency Management would provide the framework to allow government and nongovernment organizations to work together to prepare for, combat, and recover from terrorist attacks as well as other disasters. This concept allows for the unique competencies of each level of government to come to bear to respond effectively to disasters.<sup>1</sup> The federal government's role is to provide resources, expertise, and training to lower levels of government. The

states will perform such critical tasks as coordinating immediate action and providing consistent and quality response in their jurisdictions. The local governments know their citizens and immediate localities the best and can most effectively direct action and resources to those most directly affected. This lowest level of government has the most credibility with citizens and is key to effective response and recovery.

Since September 11, the federal government has taken two major steps to improve its ability to provide effective response to disasters. It has established the Department of Homeland Security (DHS) to provide a single, unified security structure that can provide protection against current threats, while providing sufficient flexibility to meet the unknown threats of the future.<sup>2</sup> Specified tasks for this new organization include managing federal response activities and helping to train and equip first responders. The establishment of the DHS is the largest reorganization of the federal government in over 50 years. This action consolidates the efforts of over 100 different government organizations under one cabinet-level secretary in order to provide optimum prevention, response, recovery, and mitigation of disasters in the continental United States. The second major federal initiative has been the establishment of the Northern Command of the Department of Defense (DoD). This new organization will provide military assistance to civil authorities when directed by the President, and the framework to coordinate making available the resources and technical knowledge of the defense establishment to local level communities when circumstances require. The challenge at every level of government has been to integrate and coordinate the efforts of those tasked with handling and responding to disasters. To be effective, each level of government must understand the unique roles and responsibilities of those charged with taking action or providing resources to deal with domestic disasters.

### **Integrated Emergency Management Definition and Framework.**

Americans and their forefathers have been performing the functions of emergency management since before the founding of their nation. The passing of the Civil Defense Act of 1950 gave the federal government a central role in disaster management due

to the threat raised by nuclear war. The federal government terms the current concept of emergency management “comprehensive emergency management.” As its name implies, this concept includes preparation, mitigation, response, and recovery from all types of hazards and emergencies. This represents an increased emphasis in making the entire nation’s emergency infrastructure more responsive to major emergencies or catastrophes.

Comprehensive Emergency Management comprises three interrelated components<sup>3</sup>:

1. Targets all types of hazards. The nature of natural hazards and technological threats strongly suggests many of the same management strategies, techniques, and methods will be effective in responding to a wide range of situations.
2. Uses an emergency management partnership. The complex nature and potentially wide scope of modern disaster management requires a close partnership among every level of government and nongovernmental organizations, including the private sector and the public.
3. Features an “emergency lifecycle.” Disasters require management actions over time. Management actions must match a lifecycle of occurrence. They include strategies to mitigate hazards, prepare for and respond to emergencies, and recover from their impact.

The characteristic of the last component of “comprehensive emergency management” suggests the time phasing of actions to deal with hazards. These four phases are mitigation, preparedness, response, and recovery. In every phase, governmental actions need to ensure the best possible posture to deal with the emergency. Mitigation includes those activities which serve to eliminate or reduce the chance of an emergency from occurring, or if it occurs, reducing its effects. Building codes, which mandate hurricane or tornado strength resistant materials and construction practices, represent an example of mitigation. Preparedness includes planning responses and allocating resources in case an emergency occurs. An

example would be the notification of an affected population and the provision of knowledge of those actions people need to take in order to deal with a prospective event. Response activities take place during or immediately after a disaster. These activities aim at the saving of lives and property, the provision of emergency assistance, and the reduction of the likelihood of secondary or follow-on casualties or damage. The final phase is recovery. It continues until life returns to normal. Restoring public services and providing financial aid would be examples of such actions. In large disasters, the recovery phase may extend for a considerable length of time, years perhaps.

Whereas “comprehensive emergency management” widens the scope of government at every level to include a range of potential emergencies, “integrated emergency management” represents a capstone concept involving each level of government with specific roles in disasters. The creation of the Federal Emergency Management Agency (FEMA) in 1979 consolidated five federal agencies and initiated the movement to develop an integrated approach at maximizing disaster preparedness and response across government levels and agencies. Of note, since the creation of FEMA, many states have followed suit and have created similar organizations to coordinate and consolidate disaster efforts. The goals of the “integrated emergency management system” are:

- Fostering a full federal, state and local government partnership with provisions for flexibility at the several levels of government in order to achieve common national goals.
- Emphasizing the implementation of emergency management measures which are known to be effective.
- Achieving more complete integration of emergency management planning into mainstream state and local policy-making and operational systems.
- Building on the foundation of existing emergency management plans, systems and capabilities to broaden their applicability to the full spectrum of emergencies.<sup>4</sup>

A key to the “integrated emergency management system” will be the synchronization of effort among governmental and nongovernmental agencies across the country with a role in emergency management. The concept allows for tailoring of efforts by each agency. Every locale in the United States has some capability to deal with disasters. Those in Florida, for example, may focus on the threat of hurricanes; those in California on earthquakes; those in the Midwest on tornados and, if in a floodplain, flooding. Large cities may have to consider the threat of civil unrest. In each case, local measures need to be a part of an overarching plan. The “integrated emergency management system” builds on existing local capabilities and efforts, while providing incentives to improve and integrate them into a national system. Communities will have to develop or integrate their plans consistent with national guidelines, which provide consistency across the nation but which are sufficiently flexible to allow a focus on those areas communities believe most critical.

The “integrated emergency management system” process begins with a comprehensive hazard assessment prepared by the local community. If required or requested, state and federal assistance may assist in formulating such an assessment. Once completed, the local authorities will analyze their capabilities to deal with hazards and shortfalls. They then will develop operations plans with annexes for emergency management functions and appendices for the unique aspects of different emergencies. These appendices will include mitigation measures, resources required, the execution of emergency operations, and methods for evaluation. Finally, local authorities will develop a long range plan (with yearly updates).<sup>5</sup>

Emergencies come in all shapes and sizes. One can characterize disasters as well as the types of responses. Domestic emergencies come in two basic categories: major disasters and civil emergencies. Major disasters are events such as tornados, hurricanes, wildfires, earthquakes, floods, and similar natural or man-made events, the extent of which can overwhelm the capability of local or state governments. In such cases, state and federal assistance is necessary. Civil emergencies represent events such as civil disturbances, critical worker strikes, environmental incidents, and mass immigration.

They endanger life and property and may disrupt the normal functioning of government.

### **The Role of the Federal Government.**

The federal government occupies a unique position in the hierarchy of emergency management. As a resource provider, it can make up shortfalls in resources, conduct training at every governmental level, and alleviate hardship in effected communities. It plays important roles throughout the disaster lifecycle. It can create and maintain a database of lessons learned from national and international disasters, as well as provide best practices for mitigation. By funding agencies and providing grants, it also assists in the preparation for disasters. Examples of this include the National Weather Service and the National Oceanographic and Atmospheric Administration, which provide critical warning of possible destructive weather. In the response phase, the federal government maintains unique capabilities for assisting state and local governments. The Center for Disease Control and the Chemical/Biological Incident Response Force are two examples. Perhaps the most well-known and critical capability of the federal government lies in the funding it provides for recovery. Assistance is available through grants or loans to state and local governments to offset recovery costs. In addition, identical programs are available for businesses and individuals to get back on their feet after a disaster.

Two agencies of the federal government, FEMA and the Federal Bureau of Investigation (FBI), play particular roles in assisting state and local authorities. These roles depend on the nature of the emergency and types of response required. There are three broad types of response. Consequence management occurs under the jurisdiction of the state and local governments. In the classic case of natural or man-made disasters, FEMA is the federal agency tasked with the responsibility for primary coordination for assistance to local authorities. Consequence management involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It also includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses and individuals. Crisis

management occurs under the jurisdiction of the federal government when an attack by terrorists or suspected terrorists is imminent or has taken place. In addition to its preventive role, the FBI has the responsibility of coordinating with local and state agencies to resolve hostile situations and investigate and prepare cases for federal prosecution. A third type of emergency response called technical operations occurs when an incident happens where suspected nuclear, radiological, biological, or chemical agents are in play. In this instance, federal technical assistance provides national-level expertise to the authority with jurisdiction—either the FBI in crisis management, or the local and state authorities in coordination with FEMA in consequence management. This assistance will determine the nature of the specific agent and provide aid in the response and recovery processes. The Department of Energy, Nuclear Regulatory Commission, and the Environmental Protection Agency are among the federal agencies which can provide assistance during technical operations.<sup>6</sup>

The Stafford Act governs the federal role and response to disasters.<sup>7</sup> When the affected state governor officially declares a state of emergency, he requests that the President declare an emergency or major disaster for the affected region. At the same time, the governor's director of emergency management informs the FEMA regional director who reports to his or her director in Washington. Once the President declares an emergency, he appoints a federal coordinating officer to join with the state coordinating officer and establish a disaster field office. This office will support the emergency response team, consisting of representatives of 26 federal agencies and the American Red Cross. This team provides 12 emergency support functions and works closely with the state and local authorities for the duration of the response and recovery. If enough lead time exists before the disaster strikes, the FEMA regional operations center may establish an emergency response team advance office.<sup>8</sup>

There are four steps in the declaration process when the President declares a state of emergency:

- (1) A joint state/FEMA preliminary damage assessment occurs. It consists of an inspection of the affected area to establish a

financial figure for subsequent planning, aid, and recovery efforts. This provides the basis for the governor's request for assistance to the federal government.

- (2) The Governor's request for assistance then takes place. This request, by law, must declare that local and state resources are inadequate to deal with the emergency. The request includes an estimate of the damage, statement of state resources committed and description of assistance being requested.
- (3) FEMA submits its recommendation to the President regarding the request. The request by the governor is routed through the FEMA regional office, which endorses the request and sends it on to its headquarters. The FEMA Director checks for applicability under the Stafford Act and recommends a course of action for the President's approval. The request then goes to the White House.
- (4) The Presidential declaration. After review, the President will decide whether or not to declare a state of emergency and make assistance available. If approved, the president appoints a federal coordinating officer.<sup>9</sup>

Although the process may appear time consuming, in exceptional circumstances, the approval time may only be hours instead of days. After the President declares a disaster, the state and FEMA draw up an agreement which establishes the duration and types of assistance, lists the areas eligible, states the cost sharing provisions, and other terms and conditions.

In "integrated emergency management," the federal government provides resources for dealing with emergencies and disasters beyond state and local capabilities. The primary resource is financial assistance to pay for response and recovery efforts. Other critical resources are personnel and equipment too scarce or expensive for local governmental agencies to stockpile. An obvious example are the specialized resources needed for response to a terrorist attack—especially if the attack consists of weapons of mass destruction.

Although not a part of response, emergency management training is an important resource provided by the federal government. FEMA runs the National Emergency Training Center located in Emmitsburg, MD, which provides a variety of resident, correspondence, and on-line courses. FEMA can also check the completeness of state and local emergency action plans by using the emergency management accreditation program.

### **The Role of the State Government.**

State officials occupy the most critical positions in the integrated emergency management system. The federal tradition of the United States gives primacy of place to states when dealing with emergencies within their borders. By law the federal government has no role unless and until the governor asks for assistance. The governors and state agencies have the responsibility to organize, plan for, and respond to emergencies and disasters on their territory. The state occupies a critical juncture. Those associated with state level emergency management must be intimately familiar with the capabilities of the federal government and the resources, plans, and actions of their local governments. They must be master coordinators of plans and actions to execute effectively and efficiently the demands of disaster management. The state is the linchpin between the locals in need and the massive resources of the federal government. As the state chief executive, the governor is the focus of state preparedness, response, and recovery. He or she must ensure the state and local governments are ready for the demands of emergency management by establishing the organization, reporting responsibilities, and standards of performance for agencies dealing with emergency management. Most importantly, the governor has the power to declare and terminate a state of emergency and thereby request federal assistance.

During emergencies, the governor assumes extraordinary powers and responsibilities. When a governor declares a state emergency, he or she can mobilize state resources to provide assistance. Although individual states vary, the governor can usually:

- Activate the National Guard and reassign state agency personnel.
- Direct the evacuation of the population directly affected by a disaster.
- Prohibit certain activities within the disaster area.
- Commandeer private property.
- Suspend state statutes when required.
- Authorize expenditure of emergency funds.
- Enter mutual aid arrangements with other states.

Also, the governor can sometimes impose economic controls to provide affordable food, shelter, and other necessities.

To assist the governor in the supervision and execution of disaster supervision, every state maintains an Office of Emergency Response. In accordance with state law, this agency coordinates the emergency response program and publishes the state emergency response plan. State emergency managers control the coordination and dispatch of state assets to localities as needed to respond to and recover from disasters. The states vary in the selection and reporting responsibilities of the director of emergency management. Virtually all are appointed positions, either directly by the governor or a cabinet-level official. Some states have the director reporting directly to the governor, as a member of the cabinet or in the executive office of the governor. In other states the director reports to a cabinet official. The governor usually empowers the director of emergency management to take action in preparation for and response to emergencies. He or she is likely the point of contact with federal and local authorities in emergency situations.

The state performs the coordinating function in every serious emergency or disaster. Each develops and maintains a state emergency response plan—similar to the federal emergency response plan—which dictates the dispatch of resources to local areas. This

plan sets forth the roles of the state agencies and the responsibilities of the local governments. In addition, it provides the relationships and linkages between state and local authorities and those of the federal government. Given the comprehensive and integrated nature of general disaster response, teamwork is essential, and every state agency and department may assist in an emergency or disaster. The state's emergency response plan specifies the formal roles of departments. The following are samples of the state organizations that are likely to be involved in disaster management: the Adjutant General's Office, the Department of Public Safety, the State Energy Office, the State Department of Environmental Protection, the Transportation Department, the Attorney General's office, the Comptroller, the Health and Welfare Agency, the Department of Labor, and the State Emergency Response Commission.

The National Guard occupies a special place in state organizations which deal with disasters. The National Guard is state-based and consists of federally trained and equipped troops available for federal service in times of emergency or when activated by the President. Normally, the National Guard is under the command of the governor of its parent state, and he or she exercises command through the state adjutant general. The governor calls up the National Guard when the state and local civilian agencies need additional resources to deal with natural or man-made disasters. The governor may also use the National Guard to support law enforcement. The cost associated with the use of the National Guard is borne by the state until the National Guard is federalized or other specific federal funding arrangements are made. When an emergency occurs, every level of government—local, state and federal—as well as a variety of volunteer organizations, will immediately respond. Legislation and lessons learned have shaped those immediate actions.

### **The Role of the Local Government.**

The first line of defense in virtually every case is the local authority; it is primarily responsible for managing the response to emergencies and disasters. The local elected officials such as the mayor, city councils, and boards of commissioners are the leading actors in responding to emergencies. Ideally, other levels of

government will serve to provide technical assistance, coordination, and additional resources to the local representatives. Especially important are those agreements between local governments which provide for mutual assistance. In rare cases, higher-level governmental representatives may play a greater role when the magnitude of the disaster renders the local authorities ineffective or the disaster overlaps jurisdictions.

In the response phase, the local authority will receive and issue warnings to the population which may be affected by the disaster. In addition, the local government will carry out mitigating actions and preparations, and if necessary, order an evacuation. A good example is the action taken in coastal communities when a hurricane threatens. Upon onset of the disaster, the local first responders will proceed to the emergency site and begin to provide aid on scene. Fire and police departments, emergency medical personnel, rescue units, and possibly utility workers are the best known of the local initial response personnel. The local authorities may call upon state and national organizations for assistance. The state may call up the National Guard, and units of the American Red Cross and U.S. Coast Guard may be involved from the start. The local government will attempt to ensure order and safety, provide medical services and, if required, rescue victims. Utility companies will restore vital services such as water, power, shelter, transportation, and communications. Finally, the local jurisdiction will coordinate with voluntary agencies to provide assistance for those in need.

The following factors govern the response of local authorities: speed of onset of the disaster; need for evacuation; magnitude; duration; and extent of the threat to the citizenry. Local governments are responsible for responding to threats in a fashion that will contain the emergency, protect people and property, and minimize damage. They are also responsible for overall management and coordination of an effective response and of conducting initial assessments of the damage. Lastly, they are responsible for communicating to the next higher level in the hierarchy and requesting assistance in a timely enough manner to allow those assets to respond effectively.

A comprehensive emergency operations plan is central to effective local emergency response. This document sets forth roles and responsibilities for the various agencies of local government

when planning for and combating disasters. It is a one-stop-shopping directive which addresses the disaster lifecycle of mitigation, preparedness, response and recovery. In accordance with the comprehensive nature of integrated emergency management, it should be consistent with the state emergency management plan and cover all types of natural and man-made hazards. Although every emergency and disaster will be unique, this plan will form the foundation of local actions when dealing with disasters. An effective local emergency operations plan includes sections for administration and information dissemination, and references applicable state plan sections.<sup>10</sup> The emergency operations plan starts with a comprehensive self-assessment addressing the capabilities of the local authorities to deal with emergencies. A valuable by-product of this assessment is a list of additional resources required to handle disasters; this aids in requests for state or federal funding and serves as the basis for cooperative or collaborative local planning among jurisdictions.

Local elected officials and appointed public administration managers like police, fire, health care, and utility personnel play important roles in the locality. These individuals are most knowledgeable with the local area and have the most influence with the affected population. These key members of the community must be aware of the contents of the emergency operations plan and ready to provide information to assisting state and federal authorities.

### **The Department of Homeland Security (DHS).**

President George W. Bush signed into law the DHS on November 25, 2002. An analysis of the events of September 11, 2001, and the immediate aftermath, highlighted the requirement to consolidate the efforts of the federal government to protect and defend the United States against new security threats. The DHS combines the efforts of over 100 different government organizations into a unified security structure charged with defending the United States against threats now and in the future.<sup>11</sup>

Five primary directorates make up the core of the new department.

- The Border and Transportation Security Directorate unifies agencies dealing with the borders of the United States, waterways and transportation. The following agencies are included:
  - The U.S. Customs Service;
  - The Immigration and Naturalization Service;
  - The Federal Protective Service;
  - The Transportation Security Administration;
  - The Federal Law Enforcement Training Center;
  - The Animal and Plant Health Inspection Service; and,
  - The Office for Domestic Preparedness.
- The Emergency Preparedness and Response Directorate oversees the federal response to domestic emergencies and disasters and the federal assistance provided to state and local governments, including that to first responders. The following make up this directorate:
  - FEMA;
  - The Strategic National Stockpile and the National Disaster Medical System;
  - The Nuclear Incident Response Team;
  - Domestic Emergency Support Teams; and,
  - The National Domestic Preparedness Office.
- The Science and Technology Directorate coordinates the scientific and technological resources required and available to keep the U.S. secure. It is composed of:
  - Chemical, Biological, Radiological, and Nuclear Countermeasures Programs;
  - The Environmental Measurements Laboratory;
  - The National Biological Warfare Defense Analysis Center; and,
  - The Plum Island Animal Disease Center.

- The Information Analysis and Infrastructure Protection Directorate analyzes information and intelligence from other agencies that involve threats to the United States, and evaluates dangers to the nation's infrastructure. It includes:
  - The Critical Infrastructure Assurance Office;
  - The Federal Computer Incident Response Center;
  - The National Communications System;
  - The National Infrastructure Protection Center; and,
  - The Energy Security and Assurance Program.
- The Management Directorate controls the overall administration of the department including budget and resource expenditure, human resources and personnel, and associated infrastructure and facilities management.

In addition to the five directorates, the U.S. Coast Guard and the United States Secret Service report directly to the Secretary. Other important offices include a Bureau of Citizenship and Immigration Services, an Office of State and Local Government Coordination, and an Office of Private Sector Liaison.<sup>12</sup> The Directorate for Emergency Preparedness and Response is the DHS's agency for dealing with integrated emergency management. FEMA remains the foundation for federal disaster response and its core functions remain unchanged.

President Jimmy Carter created FEMA in 1979 to consolidate the efforts of five federal agencies, each of which had responsibility for disaster assistance. Its headquarters is in Washington, DC, with ten regional offices that help plan, coordinate, and manage disaster assistance operations, including the four phases of mitigation, preparedness, response, and recovery. Reporting to the DHS's Under Secretary of Emergency Preparedness and Response, FEMA manages the President's disaster relief fund, the source of most of the federal financial resources in the wake of a disaster. The agency's mission is to reduce the loss of life and property and protect institutions from all hazards by leading and supporting the nation in a comprehensive, risk based emergency management program

of mitigation, preparedness, response, and recovery. The following goals drive its priorities:

- To create an emergency management partnership with other federal agencies, state and local governments, volunteer organizations and the private sector.
- To establish, in concert with its partners, a national emergency management system that is comprehensive, risk based, and all-hazards in approach.
- To make mitigation the foundation of the national emergency management system.
- To provide a rapid and effective response to any disaster.
- To strengthen state and local emergency management.<sup>13</sup>

FEMA uses the federal response plan to coordinate the federal response to disaster or emergency situations. This is an umbrella plan which provides the framework and guidelines for federal support to state and local authorities. The director may activate the plan fully or partially, depending on the scope of the disaster and the needs. It consists of the basic plan which lays out procedures and planning considerations; emergency support functions annexes which describe the functions of the agencies tasked to support state and local activities in 12 specified areas; the recovery function annex describes the planning considerations and necessary assistance to allow for victims and communities to return to normal. Support annexes describe ancillary functions of logistics and financial management, community and public relations, donation management, and the like. Incident annexes describe considerations requiring a unified response with other agencies in situations which may fall outside the provisions of the Stafford Act. The first incident annex deals with terrorist incidents. Lastly, appendices cover terms, definitions, and abbreviations.<sup>14</sup>

Regional supplements developed by FEMA and other federal agency regional offices implement the federal response plan. That plan addresses region specific issues and situations. The system allows the development of specific operations supplements to

support special events such as the Olympics or Presidential inaugurations. Federal emergency managers implement the federal response plan through specific agency instructions, directives, regulations, or manuals.<sup>15</sup>

Managers coordinate federal assistance at national and local levels. At the national level, FEMA headquarters in Washington forms a catastrophic disaster response group. Chaired by the agency's associate director for response and recovery, it includes representatives from those agencies with responsibilities under the federal response plan. Supporting the catastrophic disaster response group at the agency's headquarters is the emergency support team which consists of representatives from the primary and support agencies and the headquarters staff. Its job is to support the federal coordinating officer in the field and serves as the central source of information at the national level regarding the status of federal response activities. In addition, it coordinates the offers of donations and unsolicited contributions and, if required, adjudicates disputes between Emergency Support Function agencies.

At the regional level, the FEMA regional director establishes a regional operations center which serves to initiate federal response activity and coordinate actions until the establishment of a disaster field office. The emergency response team advance element is the spearhead for federal assistance. The leader is a region team leader and has support staff and emergency support function agency representatives. The team will deploy early to the state emergency operations center and, among other duties, will assist in drafting the initial needs assessment. The emergency response team supports the federal coordinating officer who heads the team. Agency staff and emergency support function agency representatives make up the team. It provides coordination to supporting agencies in the field. In addition, it serves as an information disseminating source to work with local and regional media.

The President appoints the federal coordinating officer and serves as the presidential representative to state and local authorities. He or she coordinates federal assistance with the state governor's representative, the state coordinating officer; and can task federal agencies to perform additional missions, which the federal response plan may not address. The federal coordinating officer coordinates

with the catastrophic disaster response group for reporting and requesting additional resources. The disaster field office acts as an operations center and command post to support the federal coordinating officer, state coordinating officer, and supporting staffs, and will have adequate security and communications to carry out their functions.<sup>16</sup>

In certain circumstances, the use of DoD assets may be necessary to provide required federal assistance in a disaster or emergency. In this case, the President and the Secretary of Defense will establish priorities and determine the extent of assistance. National leadership considers requests on the basis of legality, lethality, risk, cost, appropriateness, and readiness.<sup>17</sup> Beyond the National Guard, two types of assistance are typically available to the state and local authorities: military assistance to civil authorities, and military assistance for civil disturbance. The Assistant Secretary of Defense for Homeland Defense is the DoD's executive agent for state and local assistance.

On October 1, 2002, the Secretary of Defense created the Commander, Northern Command, as a unified commander to deal with natural disasters, attacks on U.S. soil, or other civil emergencies. He has the specific task of providing for a more coordinated military support to civil authorities such as the FBI, FEMA, and state and local governments. Northern Command has planning responsibility for domestic disaster relief, civil disturbance, support to the DHS for mass immigration, response to a radiological accident, and for an integrated medical operations plan for the continental United States. When required, military forces will move to Northern Command control.

Northern Command possesses three standing headquarters to accomplish its assigned missions.<sup>18</sup>

- Joint Force Headquarters—Homeland Security (JFHQ-HLS). Headquartered in Norfolk, Virginia, it is the homeland security organization that coordinates the land and maritime defense of the United States. It also coordinates military assistance to civil authorities and plans and integrates the full spectrum of homeland defense and civil support to lead federal agencies.

- Joint Task Force—Civil Support (JTF-CS). Headquartered at Fort Monroe in Hampton, Virginia, it is under the operational control of Joint Force Headquarters Homeland Security. The mission of JTF-CS is to provide command and control for DoD forces supporting the management of the consequences of a chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) incident in the United States, its territories, and its possessions.
- Joint Task Force—6 (JTF-6). Headquartered at Biggs Army Airfield, Fort Bliss, Texas, it provides DoD counterdrug support to federal, regional, state, and local law enforcement agencies throughout the continental United States.

### **Implications for the DHS.**

The terrorist attacks on the World Trade Center and the Pentagon on September 11, 2001, changed the face of Integrated Emergency Management in fundamental ways. Before then, those concerned with dealing with disasters focused primarily on relatively familiar natural or environmental disasters. Perhaps the magnitude or location would differ, but there was a history of national and community resiliency in dealing with such situations. The nation had become comfortable with its ability to deal with disasters. In the wake of 9/11, Americans can no longer take for granted their security, invulnerability, health, and safety within the borders of the United States.

Terrorist organizations have demonstrated their ability to strike U.S. shores, using innovative techniques and weapons. This unique threat to public safety has the capability to counter U.S. preparations and strike at weak points with not only mass loss of life, but also with a loss of confidence of the American people in their public servants and institutions. The potential use of weapons of mass destruction by terrorists with global reach poses a new threat that is orders of magnitude greater than ever before faced by the American people and those charged with their protection.

National leaders and emergency managers must combat this new threat on two levels. First, the federal government must provide

resources to develop the national technical competence to handle the new weapons of mass destruction. Second, local governments with the assistance of state and federal agencies must increase local resiliency by building capability at local jurisdictions. Emergency managers must integrate comprehensive capabilities at every level through training and exercises.

The strengthening of the technical capability is the responsibility of the federal government. The design of the DHS with its Directorate of Science and Technology indicates that agencies associated with the development of technical countermeasures will have a close working partnership under a common superior. Congress must adequately fund this directorate. The experts must quickly integrate the results of their research and development effort into the basic techniques and procedures at the federal, state, and local levels of government for disaster mitigation, preparation, response, and recovery. In addition, the DHS must inform the American people of the results and products of its research and development effort. The psychological effects of weapons of mass destruction may far outstrip the physical effects. An aggressive information campaign by the federal government will help educate the American people and mitigate the psychological effects by taking the terror out of terrorist acts.

Local emergency management organizations are already resilient. These organizations have a proud history and reputation for public service by protecting their fellow citizens in emergency situations. The new challenge is to build on that heritage and increase local capabilities to deal with the emergent threat of weapons of mass destruction. Congress and state legislatures must fund improvements to the capability of local authorities. Examples of local level required capabilities are a robust communication system, first responder protective clothing, agent detectors, and medicines. Not every capability need be resident in every locality. A mix of national resources and local capability will strike a balance between costs and availability. Disaster professionals can stage Federal and possibly state level, high cost assets needed only in exceptional cases for rapid transfer when and where needed. Not every locality is equally threatened. Analysis of the threat may indicate that targets are likely to be national landmarks or concentrated in large cities. It

is incumbent on national political leaders to allocate resources in the most effective manner.

Effective training backed by realistic exercises will tie together the federal, state, and local emergency management system. The DHS Office of State and Local Government Coordination represents a signal by senior federal leaders that this is a legitimate concern and recognized requirement. FEMA has created an extensive list of courses for state and local emergency managers, and the integration of the latest technology and recommended procedures is relatively straightforward. The challenge lies in keeping course graduates current with recent developments in the field. The state level emergency managers must play a central role in the continuing education of their constituent emergency professionals. Beyond training, exercises are the most effective method to gain experience and, perhaps more importantly, find lessons learned and develop best practices. Exercises may span the range from local-only limited emergencies to national level senior leader strategic simulation. An example of the latter is the Booz, Allen, Hamilton Port Security wargame conducted in October 2002. Most critical are exercises that involve every level of government. The comprehensive and integrated nature of today's emergency management systems must be mirrored in exercises to be truly effective.

## **Conclusion.**

History, tradition, and necessity have established the roles of the federal, state, and local governments in Integrated Emergency Management. Disasters and emergencies have frequently tested the system in real world situations. Whether battling wildfires, dealing with threatening hurricanes or violent storms, or protecting the environment from hazardous material, the emergency management professionals and volunteers at every level of government and in nongovernment organizations have an enviable record of achievement. The system is proven and resilient. However, new challenges will demand even greater levels of performance. The threat of terrorist attack using weapons of mass destruction is a real possibility and, some would say, an eventuality. Mitigating this risk through preparedness is the single toughest challenge for national,

state, and local emergency management professionals.

The federal government has taken a large step with the creation of the DHS. However, simply eliminating redundant capability and creating a cleaner organization chart will not, by itself, add to the security of Americans. Only through creation of a common culture of dedication, trust, and initiative, based on current technical knowledge, fueled by sufficient resources and seasoned by realistic exercises, will the security preparations of the United States adequately address the challenge. Maintaining public confidence in the system in the face of an actual attack is critical. There will not be enough resources to prevent risk. Only through constant education of the general public and effective training of those responding to the disaster will government effectively deal with this new and insidious threat.

## ENDNOTES - CHAPTER 11

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5. *Ibid.*, p. 1-11.

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