

**Homeland-Hometown Security:
A Coherent National Strategy to Protect the Homeland**

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Abstract

Homeland security has proven to be an elusive concept. There are at least seven U.S. government definitions of homeland security that approach different threats with distinct policies. One claim about homeland security is that it is about hometown security. This case study sought to identify and examine the activities and perceptions of local security officials to determine if homeland security was synonymous with hometown security, and if so what are the implications for the field. The study analyzed the activities and perceptions of local security officials in one small town in the Northeast United States, and compared them to a synthesis of U.S. government homeland security definitions. The study found that homeland security is very much about hometown security, even as the federal government addresses broad national and international security issues and their implications for protecting the Nation. The Nation needs a coherent National Strategy for Homeland Security separate from the National Security Strategy that incorporates the dynamic interplay between homeland and hometown security.

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Introduction

Homeland security has proven to be an elusive concept. Since the September 11, 2001 terrorist attacks upon the United States, homeland security evolved from a national counterterrorism strategy to a “whole of community” affair that brought all elements of American society together to protect the Nation from all-hazards. Following the 9/11 terrorist attacks, disasters such as Hurricane Katrina in 2005, the H1N1 influenza pandemic in 2009, the Deepwater Horizon explosion and oil spill in 2010, and multiple cyber-based attacks/intrusions including the 2008 breach of the Department of Defense’s (DOD) classified computer network systems forced policy makers to focus their attention on natural and accidental disasters and cyber threats as well as terrorism. The result was at least seven different U.S. government definitions of homeland security that approached different threats with distinct policies. The Congressional Research Service advised Congress that the varied definitions impeded a coherent national homeland security strategy; homeland security mission and resource prioritization; and congressional oversight (Reese, 2013, 2014; Painter, 2015).

Homeland security academics and practitioners too provided varied definitions of homeland security that ranged from a National approach to combatting weapons of mass destruction, terrorism, or all-hazards to one of the most complex challenges ever undertaken by the U.S. government (Bellavita, 2006, 2008; Center for Homeland Defense and Security, 2009, 2013; Charting a Course for Homeland Security Studies Conference, 2004; Kettle, 2007; Kiltz and Ramsay, 2012; McIntyre, 2002; Pelfrey & Kelley, 2013; Rollins & Rowan, 2007; Treverton, 2008). Bellavita (2008) offered seven defensible definitions of homeland security. The definitions represented communities of interest in a continuously evolving homeland security ecosystem shaped by social processes. Emergency management and fire service officials

preferred the all-hazards conceptualization of homeland security. Law enforcement officials thought that homeland security was mostly about preventing terrorism. Federal officials thought homeland security was about terrorism and major disasters. Defense officials saw homeland security as something that civilians did. Others thought of homeland security in terms of national security, jurisdictional hazards, meta-hazards, and *uber alles* (justifying government efforts to curtail civil liberties in the name of security). Bellavita found that the distinct definitions impeded the evolution of the homeland security ecosystem. Members of the homeland security community should talk about and work through their singular definitions of homeland security. “Such conversations will contribute to the continued evolution of the homeland security ecosystem.” (p.21)

The most recent White House homeland security policy document, the 2015 National Security Strategy assumes a whole of community approach to homeland security that brings together “all elements of our society—individuals, local communities, the private and non-profit sectors, faith-based organizations, and all levels of government –to make sure America is resilient in the face of adversity.” (White House, 2015, p.8) A corollary to the whole of community approach is the proposition that homeland security is about hometown security. Local officials from America’s cities and towns play a vital role in protecting both their hometowns and the Nation. They understand their communities’ unique needs, risks, and vulnerabilities and are the first responders to disasters that actually do occur (Bach & Kaufman, 2009; Bates, 2011; Chertoff, 2005; DHS, 2010a, 2015a; Homeland Security Advisory Committee, 2011; International Association of Chiefs of Police, 2009; International Association of Fire Chiefs, 2004; Maloney, 2003; Mayer, 2016; National Governors, Association, 2010; National League of Cities, 2002; Ridge, 2004).

This qualitative case study sought to identify and examine the activities and perceptions of local security officials to determine if the claim that homeland security is about hometown security is valid, and if so what are the implications for the field. The study analyzed the activities and perceptions of security officials in one small town on the Northeast coast of the United States, (hereafter the town) and compared them to a synthesis of U.S. government homeland security definitions.¹ The study's findings suggest that the activities and perceptions of hometown security officials are an integral and vital component of homeland security. Homeland security is very much about hometown security, even as the federal government addresses broad national and international security issues and their implications for protecting the Nation.

Purpose of the Study

The purpose of this study was to identify and examine what local security officials actually do and what they think about when they protect their hometowns to determine how those actions and perceptions relate to homeland security. Specifically, might an understanding of hometown security help develop a coherent National homeland security strategy that effectively protects the Nation from all-hazards? The methodology used includes analyses of U.S. homeland security policy and the local security organizations that protect the town. Subsequent sections describe the study's conclusions and recommendations for the *homeland security enterprise*. The Department of Homeland Security (DHS) defined the homeland security enterprise as “the collective efforts and shared responsibilities of Federal, State, local, tribal, territorial, nongovernmental, and private-sector partners—as well as individuals, families and communities—to maintain critical homeland security capabilities” (Department of Homeland Security [DHS], 2010b, p.viii).

¹ The study's town is Avon by the Sea that is located in Monmouth County, New Jersey. One of at least 35,000 municipalities, towns, or townships in the United States. Avon by the Sea is a small, affluent, primarily white (97%) residential and recreational resort community located on the Northeast coast of the United States. The town is located alongside the Atlantic Ocean to the East with a river inlet to the South and a coastal lake to the North. Less than half a square mile in size with a population of 1,900 persons, the town is known as a family beach town adorned with Victorian styled homes, and a quiet beachfront that features a non-commercial boardwalk and scenic views. Avon by the Sea was incorporated in 1900 under New Jersey's Home Rule laws that afforded municipalities limited self-government (Avon-By-The-Sea, n.d; Gagen, 1927; Gensch, D, 2000; U.S. Census, 2015).

Methodology

Case studies are empirical inquiries that investigate contemporary phenomena in depth and within their real-life contexts especially when the phenomenal contexts are not clearly evident. They seek thick descriptions of circumstances –what the experiences themselves would convey (George & Bennet, 2005; Ragin & Becker, 2008; Stake, 1995; Yin, 2013). This study elucidated the degree to which small communities might be integrating U.S. government definitions of homeland security by using a qualitative case study methodology. The methodology allowed for comparisons to be made between the way the U.S. government interprets and defines homeland security functions and actions, and the way a small community is actually interpreting and executing homeland security functions and actions.

This study examined what the officials actually did as well as what they thought about when they protected their hometown. The study leveraged the disciplines of the human component of the *Emergency Services Sector* (ESS) to represent the town’s security officials. Nationally, the ESS is a community of over two and a half million career and volunteer personnel along with the physical and cyber resources that enable them to provide a wide range of prevention, preparedness, response, and recovery services during both steady-state and incident management operations. The mission of the ESS sector is to “save lives, protect property and the environment, assist communities impacted by disasters, and aid recovery during emergencies.” Five disciplines comprise the human component of the ESS: law enforcement, fire and emergency services, emergency management, emergency medical services, and public works as well as specialized capabilities such as search and rescue that may be found in other disciplines (DHS, 2015c, p.6).

The study focused on the activities and perceptions of the town's ESS. Their activities were observed through agency-approved "ride alongs," site visits, attendance at closed and public agency meetings, an examination of agency and media reports, and semi-structured life world interviews. Related government and private sector reports such as the North America Electric Reliability Corporation's Superstorm Sandy Event Analysis Report and DHS' 2011-2015 national preparedness reports were also examined (North America Electric Reliability Corporation, 2014; DHS, 2012, 2013a, 2014, 2015b). The study conducted semi-structured life world interviews of the research participants, members of the town's ESS. Semi-structured life world interviews seek to obtain descriptions of the *life world* of the interviewees. The life world "is the world as it is encountered in everyday life and given in direct and immediate experience, independent of and prior to scientific explanations." (Kvale and Brinkman, 2009, p.327) Research participants were asked open-ended introductory, follow-up, and specifying questions. Introductory questions such as: *Can you describe your town and town's security concerns to me? Can you describe your organization to me? and What is homeland security?* were used to help identify research participants perceptions of their organizations and the role of their organizations in the town's and the Nation's security. Follow-up and specifying questions such as: *Is _____ a normal business practice? Are other agencies involved and if so how? How does the process work? Can you say more about how the different agencies work together? Is the process formal or informal?* were used to help identify the purposes and interagency efforts of research participants' security activities.

To help ensure the methodology had an appropriate level of psychometric credibility, the reliability and validity of the qualitative data were evaluated and the researcher collected information from a diverse range of individuals and settings, and conducted multiple member

checks. Reliability is the repeatability of a research study's findings, that is, the ability to demonstrate that the operations of a study such as the data collection could be repeated with the same results (Creswell, 2009; Yin, 2013). Validity is the correctness or credibility of a description, conclusion, explanation, interpretation, or other kind of account. Member checks are systematic means of soliciting feedback from the people being studied (Maxwell, 1998). The bulk of the field observations began and ended on May 1, 2015 and October 1, 2015 respectively so as to provide the researcher with the opportunity to witness the coastal town's transition from the off-season to the summer season, and to return back to the off-season.

In Practice, “Homeland” Security May be (more) About “Hometown” Security

The inaugural Secretary of Homeland Security Thomas Ridge (2003-2005), as well as his successors, have recognized the role of hometown security in homeland security. At a November 4, 2004 press conference announcing the opening of the National Hometown Security Institute in Somerset Kentucky, Secretary Ridge said “You cannot secure the homeland from Washington, D.C. You can only secure it from the hometown. If every hometown is secure, then the homeland will be secure.” (Ridge, 2004) In a July 13, 2005 press conference that provided highlights of the then recently completed DHS Second Stage Review, former Secretary of Homeland Security Michael Chertoff (2005-2009) extolled the virtues of DHS' partnerships with state and local leadership, law enforcement, emergency management personnel, firefighters, the private sector, and the public. Addressing DHS' state and local partners, Chertoff said “you are the front line of defense.” (Chertoff, 2005)

During a 2010 “National Night Out” event, former Secretary of Homeland Security Janet Napolitano (2009-2013) remarked “homeland security begins with hometown security, and our efforts to confront threats in our communities are most effective when they are led by local law

enforcement and involve strong collaboration with the communities and citizens they serve.” (DHS, 2010b) National Night Out is an annual community-building campaign that promotes police-community partnerships and neighborhood camaraderie to make our neighborhoods safer and more caring places to live. The event is held on the first Tuesday in August in all fifty states, U.S. territories, Canadian cities, and military bases worldwide (National Association of Town Watch, 2016). In a March 2015 speech at the National League of Cities Conference Secretary of Homeland Security Jeh Johnson told attendees “given how the global terrorist threat has evolved in this country and in other countries, in Europe and elsewhere, the cop on the beat may be the first one to learn about the terrorist attack. In 2015, therefore, homeland security must also mean hometown security.”(DHS, 2015c) In addition, members of Congress, the Homeland Security Advisory Committee, the National Governor’s Association, the National League of Cities, the International Association of Chiefs of Police, the International Association of Fire Chiefs, and some academics have associated homeland security with hometown security (Bach & Kaufman, 2009; Homeland Security Advisory Committee, 2011; International Association of Chiefs of Police, 2009; International Association of Fire Chiefs, 2004; Maloney, 2003; Mayer, 2016; National Governors, Association, 2010; National League of Cities, 2002).

A brief history of post-9/11 homeland security in the United States

In the aftermath of the September 11, 2001 terrorist attacks upon the United States, the White House issued the 2002 National Strategy for Homeland Security. Homeland security was mostly a concerted National effort to counter terrorism (White House, 2002). Since that time, *focusing events* such as Hurricane Katrina in 2005, transformed homeland security policy, and therefore the practice of homeland security into a concerted National effort to protect the homeland from all-hazards. Focusing events are sudden, unpredictable, and harmful or

potentially harmful events that gain the attention of policy makers and the public simultaneously and drive national policy more so than other policy areas (Birkland, 1997).

Throughout its ascension to the top of the national policy agenda, counterterrorism has been the primary focus of homeland security. Terrorist attacks and plots, national terrorist alert systems, and heightened media attention were the new norm. Focusing events such as the 2008 breach of the Department of Defense's (DOD) classified network, the H1NI influenza pandemic in 2009, the Deepwater Horizon explosion and oil spill in 2010, and Superstorm Sandy in 2012 also demanded action. In response to the crises, policy makers adjusted their strategies and plans. The White House and DHS issued at least seven different definitions of homeland security that addressed different aspects of the field with distinct policies (Reese, 2013).

From 2013 to 2015, a series of Congressional Research Service reports analyzed White House and DHS homeland security policy documents, and found that while the policies provided common themes and missions, there was no consensus definition of homeland security nor was there an accepted list of prioritized missions. Homeland security was a very broad and complex network of related issues including counterterrorism; emergency management; preparedness and resilience; border security; critical infrastructure protection; and DHS management issues. Three common themes emerged from the policy documents: the homeland security enterprise must coordinate its activities; homeland security was about all-hazards; and homeland security activities do not imply total protections or complete threat reduction. Essentially, homeland security was about risk management and *contingent coordination*, which refers to the coordination of disparate stakeholders in order to more completely confront the full range of security based risks to the Nation (Reese, 2013, 2014; Painter, 2015).

In addition to the White House and DHS definitions of homeland security, the DOD defined homeland security as “a concerted effort to prevent terrorist attacks within the United States; reduce America’s vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage from attacks, major disasters, and other emergencies that do occur.” (Department of Defense, 2013). The definition mirrors the White House’s (2007) all-hazards approach to homeland security policy. Notably, DOD’s definition of homeland security was distinguished from *homeland defense*, which DOD defined as “the protection of the United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggressions or other threats as directed by the President.” (Department of Defense, 2013) The Congressional Research Service did not include DOD’s definition of homeland security or homeland defense in its analysis.

Building upon the Congressional Research Service’s conclusion that homeland security is essentially about risk management and contingent coordination, this study analyzed DHS’ risk-based National preparedness policies. The homeland security preparedness policies were found in Presidential Preparedness Directive-8; the Strategic National Risk Assessment in Support of PPD-8; and the 2011 and 2015 National Preparedness Goals. In 2011, the White House issued Presidential Policy Directive-8 the strategic goals of which included an integrated, all-of-Nation, capabilities-based approach to preparedness for the threats that posed the greatest risks to the Nation. The Directive mandated a National preparedness goal and an annual National preparedness report (DHS 2011a, 2011b, 2015d; White House, 2011).

In support of the 2011 National Preparedness Goal, DHS led a federal interagency group to conduct a strategic national risk assessment to identify the greatest threats to the homeland. The Strategic National Risk Assessment in Support of PPD-8 developed a list of 23 national-

level events that represented the known threats and hazards that have the potential to “significantly impact the Nation’s homeland security.” The events were grouped into three categories: (a) natural hazards; (b) technological/accidental hazards; and (c) adversarial/human caused hazards (DHS, 2011a). The 2015 National Preparedness Goal was “a secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” It identified five preparedness mission areas: prevention, protection, mitigation, response, and recovery and 32 core capabilities essential for the execution of the missions (DHS, 2015c). The Strategic National Risk Assessment in Support of PPD-8 and the 2015 National Preparedness Goal affirm the Congressional Research Service’s findings that homeland security is about: (a) all-hazards; (b) the coordination of disparate stakeholders to confront the full range of risks to the country; and (c) homeland security activities do not imply total protections or complete threat reduction.

This study’s analysis of homeland security is consistent with the Congressional Research Service’s findings; that, is homeland security is a very broad and complex network of related issues including counterterrorism, emergency management, preparedness and resilience, border security, and critical infrastructure protection. Homeland security failures can lead to significant human and financial costs. Focusing and current events drive homeland security policy. The policies, strategies, and definitions of homeland security are means to deal with a constantly evolving threat environment. Homeland security is about risk management, preparedness, resilience, and contingent coordination. For the purposes of this study homeland security refers to a coordinated *whole of community* effort to protect against, prevent, mitigate, respond to, and help the Nation recover from *all-hazards*.

- The whole of community includes all elements of American society –individuals, local communities, the private and non-profit sectors (volunteers), faith-based organizations, and all levels of government (White House, 2015).
- Whole of community is synonymous with homeland security enterprise.
- All-hazards include threats or incidents, natural or manmade that warrant action to protect life, property, the environment, and public health or safety, and to minimize disruptions of government, social, or economic activity (White House, 2013).

As the study will show, the whole of community approach to homeland security practice leverages the links between homeland and hometown security.

The town's emergency service sector

As discussed in the methodology section, this study used the Department of Homeland Security's ESS to represent the town's security officials. The town's ESS includes a police department service, fire department service, emergency medical service (EMS), an office of emergency management (OEM), a department of public works (DPW), a department of lifeguards, and a U.S. Coast Guard small boat station.

Police Service

One of the Nation's 12,000 plus local police agencies, the town's police department is responsible for the general safety and security of the town (Department of Justice, 2008). The police chief, a 24 year veteran of the department, a former town lifeguard, and life-long town resident described the study's town as an old-time American small town. For the most part, "we" have small town problems such as the occasional delinquent child or the rare theft or burglary. "Homeland security is something larger: it's all emergency response agencies coming together to

protect people and property locally and nationally.” The chief’s biggest concerns include summer seasons that quadruple the town’s population and stretch police and town resources (T.Mahon, personal communication, May 21, 2015).

The police department comprises 11 full-time paid officers (all male) and 20 part-time paid Special Law Enforcement Officers (15 male, 5 female). The 11 full-time officers include one chief, two lieutenants, one detective, and seven police officers. The police chief and his two lieutenants lead and administer the department. The detective assumes the department’s lead on major investigations and liaisons with outside agencies. Three of the seven police officers have special assignments. The first officer is a member of the county’s emergency response team, a tactically trained multi-agency team that responds to high-threat situations within the county. The second officer is a canine handler who conducts regular patrols with a specially trained patrol and narcotic detection police dog. The officer also responds to mutual aid requests from county police departments. The third officer is periodically assigned to the county’s narcotic task force for county-wide narcotics enforcement. The special law enforcement officers supplement the full-time force as needed and especially during the busy summer season.

The police patrol mostly in one-officer units. Routine patrol includes community policing, traffic enforcement, and responding to service calls. Community policing initiatives include visiting the town’s elementary school and houses of worship, attending town meetings, and participation in National Night Out events. The town’s police department responds to an average of 4,800 service calls annually that range from sick or injured persons to the occasional theft and complaints about suspicious persons and illegally parked cars. The department actively talks to other public safety agencies about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to conduct joint

operations and/or investigations, share information and resources, and as was often said in reference to neighboring police departments they agreed to “back each other up” (T. Mahon, personal communication, May 21, 2015; T. Armantrading, personal communication, May 9, 2015; J. Barry, personal communication, May 23, 2015).

Policing in the town begins with casual day-to-day conversations with residents about local happenings and problems. It is not uncommon for town residents and police officers to call each other by their first names. Many of town’s police officers commented that it was largely because of these initiatives that they were able to address small problems before they became big problems. The department’s community policing initiatives have largely proven to be effective. Crime is a rare occurrence and violent crime is even rarer, and the vast majority of citizen complaints are related to summer beach crowds such as parking, traffic, and loud house parties.

Notably and as was the case of most small local police departments in the United States, the events of September 11, 2001 had little impact on the town (Burruss, Giblin, & Schafer, 2010; T. Mahon, personal communication, May 21, 2015). The police chief, who was a detective at the time, recalled a heightened sense of terrorism awareness, an increase in interagency meetings, new counterterrorism training, and “see something –say something” campaigns. Hurricane Katrina in 2005 too had little impact on the department. While the department was accustomed to periodic coastal storms; major hurricanes and other natural disasters were thought to be hazards that other regions had to contend with. Superstorm Sandy in 2012, however, changed the department’s outlook, policies, strategies, and operations. Prior to the storm, the police department alerted town residents to the fast approaching storm, and recommended that residents in low-lying areas evacuate. In the aftermath of the storm, the department worked tirelessly to protect the town. They conducted numerous evacuations and rescue operations with

members of the town's ESS, and closed the town to other than residents and emergency officials to deter potential looters and disaster tourists who might interfere with emergency operations. Storm response activities stretched the department far beyond its capabilities. State and county police and State National Guard officers helped patrol the town for over a week. The police department learned to work closely with all members of the homeland security enterprise to restore the town to its pre-storm state, and to prepare for the next major storm.

A series of mass shooting events, cyber-attacks, and the Nation's heroine epidemic also changed the police department's outlook, policies, strategies, and operations. The Sandy Hook Elementary School shooting in 2012 and other mass shootings raised the specter of heavily armed gunmen shooting innocents without provocation. In police vernacular, the events are *active shooter* incidents –individuals actively engaged in killing or attempting to kill people in confined and populated areas. In most cases, there is no pattern or method to the shooter's selection of victims (Federal Bureau of Investigation [FBI], 2013a; DHS, 2008). In response to the active shooter events, the county prosecutor's office and the police chief's association entered into a number of mutual aid agreements including a county rapid emergency response team that responds to active shooters and other high-risk incidents. Exacerbating the active shooter threat is a new phenomenon known as *swatting*. First brought to the attention of the FBI in 2008, swatting attacks are hoax calls to 911 operators intended to draw a response from law enforcement, usually a SWAT (Special Weapons and Tactics) team. Swatters use sophisticated encryption technologies that are designed to mask their identities. Hoax crises include bomb threats and mass shootings at public venues (FBI, 2013b). In response to a number of swatting attacks directed at local schools, the county prosecutor's office and police chiefs association enlisted the help of the FBI to trace and prosecute swatters whose messages often cross State and

international lines (C. Gramiccioni personal communication June 26, 2015; T. Mahon, personal communication, May 21, 2015). Heroin use and heroine-related overdoses has increased exponentially nationwide. Since 2002 heroin related overdoses nearly quadrupled. Heroin-related overdoses for the town's State and county mirror the National rates. In response, the county's prosecutor's office and mental health department partnered to train and provide all local police departments in the county with Narcan a heroin antidote to stave off the increasing number of heroin overdoses (Center for Disease Control, 2016; New Jersey Department of Health, 2015). In addition, the county's prosecutors and sheriff's offices and local police conduct county-wide narcotics enforcement operations and drug abuse awareness and education programs.

The study also notes that the town's police department has benefited greatly from DHS' Homeland Security grant programs and other federal as well as State grant funding streams. The department has used the grant funds to purchase vehicles, bullet proof vests, cameras, and other equipment. In addition, as part of the Department of Defense' Law Enforcement Support Program; the police department acquired a Humvee military jeep that is being equipped for beach patrol and rescue operations.

Fire Service

One of the Nation's 19,807 all-volunteer fire services, the town's fire department is responsible for fire suppression and other emergency response activities in the town (National Fire Protection Association, 2016). The fire department chief, a 13 year veteran of the department and town native, described the study's town as a close-knit small town. Homeland security was about "keeping everyone in your town, adjoining towns, and the country safe." The chief's biggest concerns include keeping the town and "his" firefighters safe and recruiting new firefighters (A. Virgilio, personal communication, September 15, 2015).

The town's fire department comprises 25 active members, all of whom are male. The firefighters come from all walks of life. They are proud of their town and the work that they do to protect their community from fires and other emergencies. The firefighters also see themselves as part of a larger "brotherhood" of firefighters that helps protect their neighboring towns, county, and State in their time of need. For many of the department's members, firefighting is a family affair. The fire chief's father and two brothers are past or current members of the department. In addition, the chief and six other firefighters are town public works employees. The dual-hatted firemen-public works employees are intimately familiar with the town's critical infrastructure and are readily available to respond to emergencies during their normal work hours.

The town's fire department responds to an average of 135 service calls annually that range from structure fires and gas leaks to motor vehicle accidents and beach-related emergencies. Approximately 40 percent of all calls are mutual aid requests from neighboring towns. The department accomplishes its firefighting and emergency response missions through a series of fire prevention initiatives and partnerships with the town's ESS, neighboring fire departments, the county's fire marshal's office, and the public. The fire department actively talks to other public safety agencies about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to conduct joint training, share information and resources, and as was often said in reference to neighboring fire departments they agreed to "back each other up" (F. Gorman, personal communication, May 21, 2015; A. Virgilio, personal communication, September 15, 2015; J. Gentile, personal communication, January 15, 2016).

The town's fire department takes a preventive approach to firefighting. First, the department teaches fire safety courses at the fire house and the town's elementary school, and participates in the National Fire Protection Association's annual Fire Prevention Week smoke and carbon-monoxide detectors advocacy programs that are featured on the department's Facebook page. Second, the town's part-time code enforcement officer investigates all suspicious fires and possible code violations. The county's fire marshal's office investigates all cases of suspected arson. The code enforcement officer, who is also a full time member of a neighboring town's paid fire department and a county fire marshal, described his job as keeping firemen in the firehouse. Inspections and code enforcement are "preventive measures." They help ensure that alarms work, cluttered basements and obstacles are cleared, and landlords register multiple dwellings as required. As a result, there are fewer fires (A. Vecchio, personal communication, September 9, 2015).

The fire department works "hand in hand" with all members of the town's ESS, neighboring fire departments, and the Coast Guard (A. Virgilio, personal communication, September 15, 2015). Typically, the police are first on scene for all fire calls and update the fire department accordingly. The town's EMS, many of whose members are also firefighters, respond to fire calls involving possible injured persons. The county's Sheriff's Office's communications center automatically dispatches other fire departments and special services to town in the event of a major emergency by virtue of a county mutual aid agreement. Reciprocally, the town's fire department is obligated to respond to large fires and major emergencies within the county. The department conducts joint training and rescue operations at the Coast Guard's small boat station with members of the town's ESS, several emergency response agencies from neighboring towns, and a local interagency water rescue team. The water

rescue team was formed in the aftermath of Hurricane Felix in 1995 and a series of off-hour drownings that included drownings in the study's town and neighboring towns. Off-hour drownings incidents occur when life-guards are off-duty. The interagency water rescue team is a 24/7 year-round marine rescue team that includes emergency responders from neighboring towns and the Coast Guard. The fire department relies on the county's fire marshals and sheriff's offices, and public utility companies for certification, training, and communications, and receives federal grant funding that helps pay for its fire apparatus and equipment.

The study also found that the fire department is an integral part of the town's civic life and social culture. The department hosts many community events including an open-house, a town cookout, and holiday events. The fire department participates in the town's annual 5K race that is sponsored by EMS, and the Memorial Day and St. Patrick's Day parades held in neighboring towns. Town residents support the fire department by contributing to several fund raising drives some of which are sponsored by town restaurants. The department maintains an active social media presence on Facebook.

As was the case of the town's police department, the events of September 11, 2001 had little impact on the town's fire department. Members of the town's fire department recalled a new sense of terrorism awareness, the availability of new counterterrorism and hazardous material training, and an increase in grant funding opportunities. Hurricane Katrina in 2005 too had little impact on the department. While the department was accustomed to periodic coastal storms; major hurricanes and other natural disasters were thought to be hazards that other regions had to contend with. Superstorm Sandy in 2012, however, changed the department's outlook, policies, strategies, and operations. The fire department conducted numerous evacuation and rescue operations with members of the town's ESS in the immediate aftermath of the storm. For

the first time that anyone could remember, the volunteer fire department manned their fire house around the clock for over a week. The storm brought the department together as a unit, and renewed their commitment to protecting “their town.” The fire department also learned to work closely with all members of the homeland security enterprise to prepare for the next major storm.

Emergency Medical Service

One of the Nation’s 21,000 ambulance services, the town’s volunteer emergency medical service (EMS) provides the town with emergency medical care (Department of Transportation, 2011).² The department’s chief, a 30 year veteran of the emergency medical service and the town’s fire department as well as being the town’s water and sewer commissioner, described the study’s town as a small town where people take care of each other. “Homeland security was an organized way to keep the Nation safe.” The chief’s biggest concerns include ensuring that all of his personnel are properly trained and equipped (K. Klug, personal communication, May 21, 2015).

The town’s EMS comprises 30 active members (25 male, 5 female) all of whom are volunteers. Members of the service come from all works of life. They are proud of their service, and feel appreciated by the community. EMS members also see themselves as part of a larger emergency medical community that helps protect their neighboring towns, county, and State. The town’s EMS responds to an average of 350 service calls annually that range from minor injuries and motor vehicle accidents to cardiac arrests and beach-related emergencies.

Approximately 60 percent of all services calls are mutual aid requests from neighboring towns.

EMS accomplishes its missions through a series of partnerships with the town’s ESS,

² At least 21,000 emergency medical service (EMS) agencies operate in the United States. EMS agency organizations types include fire department based, government (non-fire department based), hospital-based, private non-hospital based, tribal, and emergency medical dispatch. In addition, EMS agencies include all-paid departments, a combination of paid and volunteer departments, and all-volunteer departments. The terms volunteer and volunteerism varies significantly across the Nation. Some States allow volunteer professional and volunteers to receive some financial compensation. As such it is difficult to accurately portray the EMS industry in terms of paid and volunteer services (Department of Transportation, 2011, 2014). Members of the study’s town’s EMS do not receive any financial compensation.

neighboring emergency medical services, the county's fire marshals, sheriffs, and public health offices, the Coast Guard, and the public. EMS actively talks to other public safety agencies about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to conduct joint training, share information and resources, and as was often said in reference to neighboring EMS departments they agreed to "back each other up" (K. Child, personal communication March 4, 2015; K. Klug, personal communication, May 21, 2015; K. Ryan, personal communication April 6, 2015).

EMS "works closely" with the town's ESS, neighboring town's emergency medical services, and the public. Typically, town police are first on scene for all emergency medical calls and update EMS accordingly. The fire department, many of whose members are also members of EMS, responds to medical calls that may require fire department services. EMS provides the town's lifeguards with emergency medical training and certification and responds to water rescues. The county's Sheriff's office's communications center automatically dispatches other EMS departments and special services to town in the event of critical medical emergencies, mass medical emergencies, and other special circumstances by virtue of a county mutual aid agreement. Reciprocally, the town's EMS is obligated to respond to similar events in neighboring towns. The town's EMS also provides medical support units for special events in the county, and is available for regional deployments as part of the State's emergency medical strike team. EMS conducts joint training and rescue operations at the Coast Guard's small boat station with members of the town's ESS, several emergency response agencies from neighboring towns, and the local water rescue team. Notably, members of the town's EMS have been ferried by the Coast Guard to underway fishing and pleasure craft as well as off-shore cargo vessels to provide

emergency medical aid. The town's EMS relies on the county's public health offices and hospitals for training and professional certification.

Like the fire service, the study found that EMS is also an integral part of the town's civic life and social culture. As several members of the service are also members of the fire department, EMS actively participates in near all of the fire department's civic functions that were discussed in the previous section. In addition, EMS hosts the town's annual 5K race that also serves as the unofficial start of the town's summer season. As was the case of the town's fire department, town residents support EMS by contributing to several fund raising drives some of which are sponsored by town restaurants.

As was the case of the town's police and fire department, the events of September 11, 2001 had little impact on the town's EMS. While members of the service recalled a new sense of terrorism awareness, the events of 9/11 had little impact on their day to day activities. Notably, members of the town's EMS responded to the World Trade Center as part of a county task force to provide emergency medical care to first responders in the aftermath of the September 11, 2001 terrorist attacks. While members of the service were confident that acts of terrorism were unlikely to directly impact their town, they were part of a regional emergency medical response team that would help their neighbors in their time of need. Hurricane Katrina in 2005 too had little impact on the department. While EMS was accustomed to periodic coastal storms; major hurricanes and other natural disasters were thought to be hazards that other regions had to contend with. Superstorm Sandy in 2012, however, changed the service's outlook, policies, strategies, and operations. EMS conducted numerous evacuation and rescue operations with members of the town's ESS in the immediate aftermath of the storm. As their headquarters was without power in the aftermath of the storm, members of EMS co-located with the town's fire

department. The storm brought EMS and the fire department together, and renewed their commitment to protecting “their town.” EMS learned to work closely with all members of the homeland security enterprise to respond to the immediate disaster and to prepare for the next major storm (K. Child, personal communication March 4, 2015; K. Klug, personal communication May 21, 2015; T. Gallagher personal communication, March 4, 2015).

Office of Emergency Management

One of as many as 90,000 local emergency management offices or their proxies in the United States, the town’s office of emergency management (OEM) is responsible for the planning and coordinating of the town’s disaster control operations.³ OEM serves as the town’s primary liaison with all government and private sector emergency response agencies. From coordinating interagency operations to facilitating grant requests, OEM’s two officials play a role in all of the town’s emergency service activities. The director is a part-time town employee who coordinates all disaster control operations. The deputy director is a full-time employee who manages the town’s disaster preparation and response projects. The director, who is a life-long town resident and member of the town’s fire department, EMS, and Board of Education, as well as a risk manager with a private sector firm, described the study’s town as a small town where “people do things for each other.” Homeland security was about “first responders doing what was necessary to protect people and property from manmade and natural disasters.” The director described his job as putting the right people together to do whatever needs to be done to protect the town (K. Child, personal communication, May 5, 2015). The deputy director, a town native and member of the town’s fire department described the town as a “tight community” where

³ The number of emergency management offices or their “proxies” identified here reflects the 90,106 local governments identified by the U.S. census (Hogue, 2013).

people look after one another. Homeland security was about “locals working with the federal government to protect the Nation.” (S. Kegelman, personal communication, May 21, 2015)

As was the case of the town’s police and fire departments and EMS, the events of September 11, 2001 and Hurricane Katrina had little impact on the town’s OEM. Terrorism and catastrophic disasters were thought to be hazards that other regions had to contend with. Superstorm Sandy in 2012, however, changed OEM’s outlook, policies, strategies, and operations. Their town was vulnerable to catastrophic disasters. The storm was the impetus for the creation of OEM’s full-time deputy director’s position. The deputy director helps the town administrator manage long-term recovery projects including the rebuilding of the boardwalk that was damaged beyond repair during Superstorm Sandy. The deputy director also maintains all databases related to the town’s participation in the Community Rating System, and helps eligible town residents apply for the Reconstruction, Rehabilitation, Elevation, and Mitigation Program grant funding. The Community Rating System is a Federal Emergency Management Administration flood insurance program that measures and recommends remedies for local government’s flood vulnerabilities. The Reconstruction, Rehabilitation, Elevation, and Mitigation Program is a U.S. Department of Housing and Urban Development program that provides funding for eligible storm impacted homeowners.

In the aftermath of Superstorm Sandy, OEM increased its outreach to county, State, and federal emergency management and private sector officials exponentially. The office “worked closely” with county, State, and federal government and private sector agencies and elected officials to restore the town to its pre-storm status (D. Rible, personal communication, August 10, 2015; R. Mahon, personal communication, August 12, 2015; T. Gallagher; personal communication, June 17, 2015). OEM worked with Jersey City Power and Light and county

officials to facilitate the restoration of power in the town, and to ensure that residents with critical medical needs either had temporary power or were evacuated to safe locations (J. Markey, personal communication, October 23, 2015; K. Child, personal communication, May 5, 2015).

OEM worked with FEMA and the Army Corp of Engineers to secure guidance and funding for the town's long-term recovery projects including the rebuilding of the beachfront and coastal lake management projects (D. Criestiello, personal communication, June 15, 2015). OEM also works with county and State officials and the National Oceanic and Atmospheric Administration and the Army Corps of Engineers on the State's Coastal Management Program that provides funding for State and local beach replenishment projects. The Coastal Management Program was instrumental in restoring the town's beaches to their pre-Superstorm Sandy levels.

The beachfront and other Superstorm Sandy recovery programs demonstrate how State and federal homeland security funding helps local governments prepare for and recover from disasters. The coastal lake management programs demonstrate how hazard mitigation projects can help protect the Nation's critical infrastructure. As part of their Superstorm Sandy long-term recovery plan, the town and a neighboring town sought to restore a coastal lake that bordered their towns to its pre-storm level to mitigate flooding and improve outfall (discharge to the Atlantic Ocean) that might damage nearby housing and critical infrastructure. Grant funding requests identified the following critical infrastructure that might be impacted by storm surge: a submarine cable landing station, a cell tower, a commuter rail line, county and state highways, and a neighboring towns' wastewater pump station. Each of these resources has local and/or National implications.

The submarine cable landing station and cell tower support National and international communications. Notably, the submarine cable is one of approximately 60 U.S. based submarine cables that support at least 95 percent of all U.S. international data transmissions (Federal Communications Commission, 2015). The commuter rail line and county and state highways support local and regional public transportation and commerce. The wastewater station provides a neighboring town with a critical wastewater management capability. The grant requests demonstrate, as characterized by the 2013 National Infrastructure Protection Plan, that local governments are key players in the protection of the Nation's critical infrastructure (DHS, 2013b).

Lifeguards

One of 126 lifeguard and open water rescue organizations certified by the U.S. Lifesaving Association, the town's lifeguard department operates seasonally and is responsible for the safety of all persons engaging in waterborne activities in the town's beach waters (United States Lifesaving Association, 2015).⁴ The head lifeguard, a 42 year veteran of the department, a life-long town resident, and a full-time professor at a local community college described the study's town as a friendly coastal town. He described homeland security as "securing the borders, and life and property within those borders." The head lifeguard's biggest concerns include summer visitors that are unfamiliar with local tides and other ocean hazards, and dangerous rip tides that can overwhelm even the most experienced swimmers (J. Levine, personal communication, June 2, 2015).

⁴ At least eight organizations certify/accredit lifeguards and lifeguard organizations in the United States including the United States Lifesaving Association (USLA), the American Red Cross, the American Lifeguard Association, the Young Men's Christian Association, the National Aquatic Safety Company, Jeff Ellis Associates, Starfish Aquatics Institute Starfish Program, and the Boy Scouts. Lifeguard organizational numbers for other than the USLA were not available. This study estimates that the eight life guard organizations certify/accredit over 1,000 lifeguard organizations in the United States that protect ocean beaches and their tributaries, rivers, and lakes as well as pools and waterparks.

The town's 27 lifeguards (18 male, 9 female) come from all walks of life. The vast majority of the lifeguards are town residents. They are proud of their town and the work that they do to protect residents and the town's many seasonal visitors from the perils of the sea. The town's lifeguards average 470 water rescues and 6,000 preventive actions annually. The department accomplishes its mission through a series of partnerships with the town's ESS, neighboring town's lifeguard departments, the local water rescue team, and the Coast Guard. They actively talk to each other about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to conduct joint training, share information and resources, and as was often said in reference to neighboring lifeguard services they agree to "back each other up" (T. Gallagher, personal communication May 21, 2015; J. Moore, personal communication, May 19, 2015; J. Levine, personal communication June 2, 2015).

Town police patrol the beach, and respond to service calls such as lost children, beach disturbances, and water rescues. The fire department and EMS respond to all water rescues incidents. Lifeguards from neighboring towns and the Coast Guard provide additional assistance when needed. The local water rescue team provides the lifeguards with training and marine threat advisories including weather and ocean conditions and dangerous marine wildlife. The team is available for water rescues during the lifeguard's off-hours and during the off-season (September to April), and for ocean rescues requiring additional personnel and equipment. The department of environmental protection, a State agency, monitors beach water quality, and issues public health advisories and beach closings if contaminants exceed safe levels.

As was the case of the town's police and fire department, and EMS, the events of September 11, 2001 had little impact on the town's lifeguards. While members of the service

recalled a new sense of terrorism and disaster awareness, the events of 9/11, Hurricane Katrina, and even Superstorm Sandy had little impact on their day to day activities. Superstorm Sandy occurred during the off season when the town's lifeguards were nonoperational. The storm made the town's lifeguards more aware of long-term weather forecasts that might impact their waters.

Department of Public Works

One of as many as 90,000 local public works departments or their proxies in the United States, the town's DPW is responsible for street repair and maintenance, beachfront maintenance, and garbage disposal.⁵ DPW's superintendent, a town native, has worked for the department for 32 years. He described the study's town as "a proud town." The townsfolk expect everything to be in order from regular trash pickups to a pristine beachfront. The department maintains all town property, and works with utility companies to ensure that electric, gas, and telephone services are maintained. Homeland security was about "securing vital infrastructure to protect people and property." (J. Bramhall, personal communication May 21, 2015)

The town's DPW comprises eight full-time (all male) and 20 part-time seasonal employees (16 male, 4 female). The vast majority of DPW's full-time employees are members of the town's fire department. The part-time employees are mostly local students that work during their summer break. The town's water and sewer department is a separate one person agency that is responsible for all of the town's water and sewer services. The water superintendent, who is also a member of the town's fire service, operates the town's water and sewer systems including inspecting and maintaining the town's 64 fire hydrants. DPW's members are proud of their town and the work that they do to ensure that the town maintains its reputation as a quaint coastal community. They also see the department as playing a supporting role in protecting the town.

⁵ The number of local department of public works or their proxies reflects the 90,106 local governments identified by the U.S. census (Hogue, 2013).

This was especially true of DPW's superintendent who routinely collaborates with town, county, and State government and private sector officials.

DPW helps protect the town through a series of partnerships with town officials, neighboring town's public works departments, public utility companies, and the public. They actively talk to other agencies about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to support each other's activities and share information and resources. The police and the public routinely report public works' problems including road hazards, malfunctioning street lights, and unsanitary conditions directly to DPW. Similarly, public works employees report police, fire, EMS, and lifeguard matters directly to the appropriate town agency. In most cases, the notifications amount to a passing word or telephone call or text. Moreover, DPW coordinates their construction projects with county and State public works departments, neighboring towns, and public utilities.

As was the case of the town's police and fire departments, EMS, and lifeguards the events of September 11, 2001 and Hurricane Katrina had little impact on DPW. While the department was accustomed to periodic coastal storms; major hurricanes and other natural disasters were thought to be hazards that other regions had to contend with. Superstorm Sandy in 2012, however, changed the department's outlook, policies, strategies, and operations. Their town was vulnerable to catastrophic disasters. In the aftermath of the storm, DPW worked tirelessly to clear roadways and remove debris. DPW's building and work yard flooded and were damaged extensively as was much of the department's equipment. The building was replaced and became fully operational in 2015. DPW learned to work closely with members of the homeland security enterprise to respond to the immediate disaster and to prepare for the next major storm.

United States Coast Guard

One of the U.S. Coast Guard's 188 small boat stations is located in the study's town (U.S. Coast Guard, 2016). The station is responsible primarily for search and rescue in the navigable waters of the United States that border the town and several adjoining towns. The Coast Guard small boat station is a substation of a nearby larger unit, and is operational during the summer season (May to September). The station is augmented by a Coast Guard auxiliary flotilla, an all-volunteer force that conducts safety patrols and recreational vessel inspections. The Coast Guard station's commanding officer, a twenty-five year veteran of the service, described the study's town as a friendly small town. Homeland security was about "first responders having an all-hazards mindset and working together." (C. Sparkman, personal communication May 21, 2015). The Coast Guard flotilla commander, a ten year veteran of the service as well as a member of the Civilian Air Patrol and a retired Sheriff's Office detective, described the town, as one of many shore towns that cater to beach lovers and sea farers. "Homeland security was mostly about terrorism." The biggest concerns of the commanding officer and auxiliary commander include keeping the boating community safe and ensuring the safety of their crews (P. Casalese, personal communication, May 12, 2015).

The Coast Guard small boat station comprises 34 active duty members (28 male, 6 female), 21 reserve members (20 male, 1 female), and 17 auxiliary members (14 male, 3 female). They are proud of the work that they do to protect the marine community from the many hazards of the sea. The active, reserve, and auxiliary members also see themselves as part of the multi-mission Coast Guard that serves National security interests. Notably, many of the station's reservists and auxiliaries are also members of local police, fire, and EMS in neighboring towns.

The small boat station responds to an average of 100 sea-air rescues annually that include disabled vessels, accidents, and medical emergencies. The station works with the study's town ESS and the local interagency water rescue team. The station actively talks to the agencies about their mutual concerns and activities to see if and how they might be connected. Depending on the circumstances, the agencies agree to conduct joint training, share information and resources, and "back each other up" (C. Sparkman, personal communication May 21, 2015; P. Casalese, personal communication, May 12, 2015). The town's police department has the access codes to the station and conducts regular patrols at the base, and especially during the off-season. The town's EMS treats and transports victims of water-related emergencies from the station's pier. The town's ESS and the interagency water rescue team use the station as a staging area for emergency operations and training. The auxiliary flotilla patrols area waters; responds to maritime distress calls, conduct voluntary recreational vessel safety checks and boater safety courses; and participate in America's Waterway Watch initiatives. America's Waterways Watch is a Coast Guard public outreach program that encourages participants and particularly those who frequent America's waterways to report suspicious activity to the Coast Guard.

The events of September 11, 2001 and Hurricane Katrina transformed the Coast Guard. In response to the 9/11 terrorist attacks, Congress passed the Homeland Security Act of 2002 that transferred the Coast Guard to the newly created DHS. The Coast Guard assumed a larger counter terrorism mission. In the aftermath of Hurricane Katrina, the Coast Guard improved upon its readiness posture to ensure optimal response capabilities (Government Accountability Office, 2006; U.S. Coast Guard, 2007). Superstorm Sandy directly impacted the small boat station in the study's town. Hurricane force winds and anticipated storm surge forced the evacuation of the station, and damaged the station's pier and administrative building extensively.

In the aftermath of the storm, the small boat station maintained regular operations from an adjoining small boat station. The station was rebuilt and returned to full operational status in 2015.

Conclusions

This study found that the activities and perceptions of the town's ESS corresponded fundamentally with each element of the study's operational definition of homeland security. The ESS, in coordinated fashion, "works with" the whole community to prevent, protect against, mitigate, respond to, and helps the town and, in effect, the Nation recover from all-hazards. The study notes here the regular and emphatic use of the terms "we work with ____", "we work closely with____", and "we back each other up" by virtually all research participants. Asked: *What do you mean when you say you "work with" and "work closely with" an agency or organization?* Research participants invariably said that they talked about the issues at hand and figured out how they would address the issues together. The study found that research participants' use of the terms "works with" and "work closely with" refer to coordinated/collaborative efforts between two or more organizations to achieve a common goal or objective. The term "back each other up" refers to aiding partner agencies during routine and emergency situations.

Since the town's incorporation as a municipality in 1900, the town's ESS understood the need to maintain law and order and to prevent/prepare for fires, medical emergencies, and other hazards that posed threats to the town. They were aided by officials from all levels of government and the private and non-profit sectors, and town residents. Reciprocally, the ESS helped protect neighboring towns, their State, and the Nation. They provided mutual aid and services including backing up neighboring police, fire, EMS, and lifeguard departments on

routine service calls, and aiding victims of natural disasters, mariners in distress, and terrorism in neighboring towns and States.

Throughout its history the town has been impacted, to varying degrees by world wars, major storms, structural fires, beach crowd crises, as well as the threat of violent crime, terrorism, active shooters, cyber-attacks, and drug abuse epidemics. Incrementally, the threats and hazards shaped the town's homeland-hometown security posture. Aided by the homeland security enterprise, the town's ESS will protect the town from all-hazards. Reciprocally, the ESS, where and when possible and practical, will help protect their neighboring towns, county, state, and the Nation from all-hazards.

The study found that-four factors underpinned the town's ESS' ability to protect the town and in effect the Nation from all-hazards. First, agency heads knew each other personally and routinely practiced *meta-leadership*—an overarching leadership style that connects the purposes and work of different organizations and organizational units. Meta-leaders focus on the tasks at hand and are able to reach beyond their organizational lines and immediate scopes of authority (Marcus, Dorn, & Henderson, 2006). In many cases, members of the ESS had either previously served in their counterparts' positions or held more than one official town position. In the way of an example, at a typical fire department meeting one can find a fire officer who is also a member of the town's police department, OEM, EMS, or DPW.

Second, members of the town's ESS were exceptionally proud of "their" town. They felt appreciated by town residents and wanted to measure up to the community's expectations. Most members of the ESS had either grown up, lived in or currently live in the town or nearby. Protecting and servicing "their" town was an honor and a privilege. Members of the ESS were part of the community's civic and social culture.

Third, members of the ESS were resilient. They adapted to new and evolving threats including coastal storms, drownings, active shooters, cyber threats, and drug abuse epidemics. In the aftermath of the Great Hurricane of 1938, the 1992 Nor'easter, and Superstorm Sandy in 2012, the town rebuilt its critical infrastructure including the boardwalk that was damaged beyond repair by the storms. In each case, the rebuilt boardwalk helped ensure the town's economic recovery. Following a series of unattended beach drownings in 1995, the town and neighboring towns established a 24/7 year round water rescue team. In response to a series of active shooter incidents nationwide, the town's police department teamed up with county law enforcement officials to establish an active shooter response team. To thwart and manage the threat of cyber-attacks, the police partnered with the county prosecutor's office and the FBI to identify and prosecute swatters and other cyber criminals. To deal with the threat of heroin and opioid abuse, the police department partnered with county officials to: enforce narcotics laws; educate the public about the hazards of heroin and opioid abuse; and provide emergency opioid antidotes (Narcan) to overdose victims.

Fourth, albeit in varying degrees, members of the town's ESS saw themselves as part of a larger security and emergency response community that helped protect their neighboring towns, their State, and the Nation if circumstances warranted. Mutual aid or just being a good neighbor was a standard business practice.

As demonstrated by the actions and perceptions of the town's ESS, hometown security providers are an integral and vital component of the whole community that protects against, prevents, mitigates, responds to, and helps the Nation recover from all-hazards. Homeland-hometown security is an interdependent enterprise. Local towns and their ESSs must and do cooperate, coordinate, and collaborate with their federal, State, and tribal government, private

sector, and citizen partners to protect their towns and the Nation. They do so both informally and formally through professional and civic relationships and organizations, as well as interagency and inter-jurisdictional mutual aid agreements, fusion centers, emergency operations centers, joint terrorism task forces, and public-private partnerships. Faced with a rapidly evolving threat environment that includes natural disasters, climate change, terrorism, active shooters, pandemics, and cyber-attacks/intrusions; the United States needs a coherent National homeland security strategy that (a) recognizes fully the dynamic interplay between homeland and hometown security; and (b) engenders and facilitates intergovernmental and interagency homeland security initiatives by providing appropriate National level guidance, resources, and funding. Therefore, this study makes the following recommendations.

First, the White House should develop a separate National Homeland Security Strategy rather than making homeland security issues part of the National Security Strategy. The National Homeland Security Strategy should: (a) define *homeland security* inclusively, i.e. to reflect the interests and responsibilities of the entire homeland security enterprise; (b) recognize fully the interplay between homeland and hometown security, and the requisite attributes of that interplay including meta-leadership, risk management, resilience, and civic responsibility; and (c) identify and prioritize homeland security missions. The process to define homeland security should be informed by a representative working group of the homeland security enterprise. The homeland security definition working group should employ a definition development process similar to DHS' Risk Lexicon Working Group's three phase definition process that included: (a) collection of terms from across DHS and the risk community; (b) harmonization of multiple, often conflicting definitions to produce a single meaning for each term; and (c) validation, review, and normalization (DHS Risk Steering Committee, 2011). The prioritized homeland security

missions should incorporate the risk portfolios of the most recent strategic national risk assessment.

Second, DHS should update and release an unclassified version of the Strategic National Risk Assessment annually. The study notes that the Nation's first and only unclassified Strategic National Risk Assessment was released in 2011. An annual unclassified report would provide all members of the homeland security enterprise with a comprehensive overview of the Nation's threat landscape, and a means to assess their ability to respond to and recover from all-hazards and particularly hazards that most affect their jurisdictions.

Third, the Nation's 35,000 plus municipalities, towns, or townships as well as other local and tribal governments should actively participate in DHS' National Preparedness System. They should (a) identify through the Strategic National Risk Assessment the threats that most hazard their jurisdictions; and (b) engage their respective State emergency management officials and regional partners in identifying their core capabilities and levels of preparedness for those hazards that most threaten their jurisdictions.

Finally, further research is needed to understand the relationship of homeland and hometown security. Specifically, how should the Nation connect and aggregate successful hometown security approaches with other hometowns and the Nation as a whole? Former Secretary of Homeland Security, Thomas Ridge's assessment of homeland security serves as guide "you cannot secure the homeland from Washington, D.C. You can only secure it from the hometown. If every hometown is secure, then the homeland will be secure." (Ridge, 2004) Useful next steps include conducting multiple U.S. homeland-hometown security case studies that reflect the Nation's geographic, political, and economic diversity. Multiple perspectives may help us develop explanations that help us understand specific aspects of homeland-hometown

security, and to identify policies and strategies that serve to protect the Nation from all-hazards more effectively. Similar studies should also consider the homeland-hometown security dynamic on an international level. Such studies may help us understand specific aspects of homeland-hometown security, and help identify policies and strategies that serve to protect other nations and the international community from all-hazards.

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